



# SOCIAL AUDIT REPORT FINDINGS

## 2021



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## SOCIAL AUDIT REPORT FINDINGS

### Background and Rationale

The Rwandan economy is driven by agriculture. Independent family farming and wage farming account for 72% of all employment in Rwanda<sup>1</sup>. The increase in agriculture production accounted for about 45 percent of the reduction in poverty which has decreased by 14 percentage points over the last decade<sup>2</sup>.

Underlying sustainable economic development in the agriculture sector in Rwanda are performance-based contracts called Imihigo. The Imihigo are binding agreements between the government agencies, the President and the citizens which set and monitor measurable targets to enable accountability. Since 2006, the performance contracts have been used by the district government authorities for setting local priorities, annual targets and defining activities to achieve them.

According to the Government “Imihigo are means of planning to accelerate the progress towards economic development and poverty reduction. They have a strong focus on results which makes it an invaluable tool in the planning, accountability and monitoring and evaluation processes<sup>3</sup>,” although there have been some gaps between the intended results and the reality on the ground in the implementation of public project planned in imihigo (Factors to low citizen participation by Never Again 2018, Integrity Pact Project Monitoring by Transparency International Rwanda 2018 among others).

To enhance the citizen participation in imihigo process, TI-Rwanda is implementing, with the support of World Bank through its specialized branch in charge of Social Accountability called Global Partnership for Social Accountability “GPSA”, the project entitled «Empowering Farmers at District level through Social Accountability to improve District Performance Contracts “Imihigo” in Rwanda Agriculture Project» in order to overcome the observed gaps in Imihigo cycle.

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<sup>1</sup> <http://www.statistics.gov.rw/file/284/download?token=W1cGPt4h>

<sup>2</sup> World Bank (2013) *The World Bank in Rwanda, Rwanda Economic Update*, 4<sup>th</sup> Edition. Washington DC: The World Bank.

<sup>3</sup> Government of Rwanda (2010) *Concept paper on Imihigo Planning and Evaluation*.

The project is being implemented in Kayonza and Nyanza District with around 4047 and 3285 farmers who are direct beneficiaries in Kayonza and Nyanza respectively. In order to provide accurate inputs and the impact of public agricultural projects on the social well-being of the citizens in Nyanza and Kayonza District, TI-Rwanda has carried out the social audit to assess the impact of agricultural imihigo projects planned and implemented during the 2019/2020 fiscal year in Nyanza and Kayonza districts.

### **Why Social Audit Assessment?**

Generally, a **social audit** serves as a tool that allows the beneficiaries to measure ethical performance of a government scheme or an organization in order to narrow gaps between intended results and the reality of achieved goals on the ground. Social Audit indeed, provides the opportunity to scrutinize development initiatives to ensure the verification of deliverables and accountability of the service providers towards service seekers. In Rwandan context, social audit serves as a monitoring tool that brings leaders, the community and other influential people to assess the progress of a given development initiative in order to This session consists of hearing citizens testify on progress made<sup>4</sup>.

TI-RW has been working with communities to conduct social audits through integrity Pact Assessment since 2010 covering 5 districts namely Rubavu, Musanze, Huye, Nyanza and Kayonza. The projects focused on the procurement of public infrastructure projects with aim to contribute to curb corruption in procurement process.

Under the GPSA `s project, the social audit was conducted in Nyanza and Kayonza districts and only 2 public agricultural projects implemented in the framework of imihigo in 2019/2020fiscal year were monitored. The monitored projects are Cyabakamyi and Kabarondo terraces in Nyanza and Kayonza Districts respectively.

TI-RW has selected the above-mentioned project based on the agricultural projects planned through imihigo of 2019/2020 fiscal year, their large amount of public funds involved, a big number of citizens who benefited directly from the project, or affected negatively by the project

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<sup>4</sup> ( Alexis Nkurunziza, 2014)n<https://politicsofpoverty.oxfamamerica.org/2014/01/how-communities-in-rwanda-are-using-social-audits-to-improve-governance/>

implementation, the expected social impact and how they are linked to improvement of productivity and social wellbeing of farmers. The Kabarondo terrace project in Kayonza covers cells benefiting around 30,588 of the Kabarondo sector and the implementation will cover Cyinzovu, Kabura and Cyabajwa. In Nyanza district, the same criteria were also followed in selecting Cyabakamyi terrace project that benefiting around 22,723 people living in Cyabakamyi Sector.

TI-RW carried out the social audit assessment through collecting data from beneficiaries with the help of local people among them a group of volunteers set up by TI-Rwanda known as Citizen Concerned Committees (CCCs), and other farmers volunteers trained on about the meaning, scope, purpose and objectives of social audit of agricultural project imihigo planned and implemented in 2019/2020 fiscal year. A team from TI-RW also conducted qualitative data through focus groups and observations during field and site visits.

### **Objective of the study**

To determine the level of citizen participation in monitoring the implementation of imihigo related to agriculture projects in Nyanza and Kayonza districts

To produce evidence-based recommendations which can serve to advocate for improvement in procurement management of agriculture projects

To transfer the findings of the study into meaningful advocacy messages to be presented at an advocacy meeting at the district level.

### **Approaches used**

This study adopted a mixed method approach including structured survey, key informant interviews, Focus group discussions (FGDs) and field visits. These methods were applied to scrutinize the level of farmers' participation in monitoring the implementation of public agriculture projects in Nyanza and Kayonza districts

The administrated questionnaires distributed by TI-RW's CCCs served to collect quantitative data from 160 farmers (80 for Nyanza District and 80 for Kayonza District among which **46.2%** were male and **53.8% female**). The TI-RW's research team collected qualitative data through focus groups and interviews from key respondents with informative data from central and local government entities, CSOs, private sector and farmers cooperatives

## GENERAL FINDINGS

This chapter presents key findings from the survey conducted on the agricultural imihigo related projects implemented in 2019/2020 fiscal year in Nyanza and Kayonza districts.

### 1. Demographic findings

**Table 1: Demographic data of the respondents**

Variable	Percentage (%)
<b>Sex of Respondents</b>	
Male	46.2%
Female	53.8%
<b>Total</b>	<b>100.0%</b>
<b>Age Groups</b>	
18-24	6.9 %
25-29	9.4%
30-34	11.9 %
35-39	15.6%
40-44	15%
45-49	16.3%
50-54	7.5%
55-59	9.4%
60+	8.1 %
<b>Total</b>	<b>100.0%</b>
<b>Highest Level of Education</b>	
None	23.8%
Primary only	60%
Advanced Level	8.8 %
University	0%
Vocational Training	7.4%
<b>Total</b>	<b>100.0%</b>

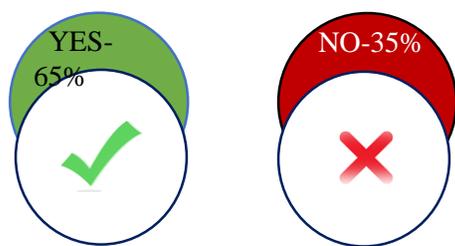
The findings revealed that the majority of respondents are female 53.8 % This may not be surprising because female is more involved in agriculture compared to male, and most of them are in subsistence agriculture” (Gender Monitoring Office, 2017:10). As far as age is concerned, majority for the respondent are between 45-49 at 16.3% followed by 35-39 at 15.6% and 40-44 at 15% and 30-34 at 11.9 % respectively. Interestingly, there are less youth below 30 years old (9.5%) and people above 60 years old (8,1 %) involved in agriculture.

With regard to the education level, the findings show that 60 % of respondents have attained primary education whereas 23.8 % have not gone to school at all. This implies therefore that farmers are not highly educated. This proportion is nearly similar to data stated by the National Institute of Statistics of Rwanda (2012 RPHC) which suggested that in 2012 the percentage of persons who have never attended the school countrywide was 18.7%

## 2. The Level of Citizen Participation in Monitoring the Implementation of Imihigo Agricultural Projects in Nyanza And Kayonza District

This section looks at whether farmers are informed about the planned agricultural imihigo projects in Nyanza and Kayonza district and their level of participation in the monitoring of those projects.

### 2.1. Are Farmers Informed About Agriculture Projects planned in the district imihigo of Nyanza and Kayonza?

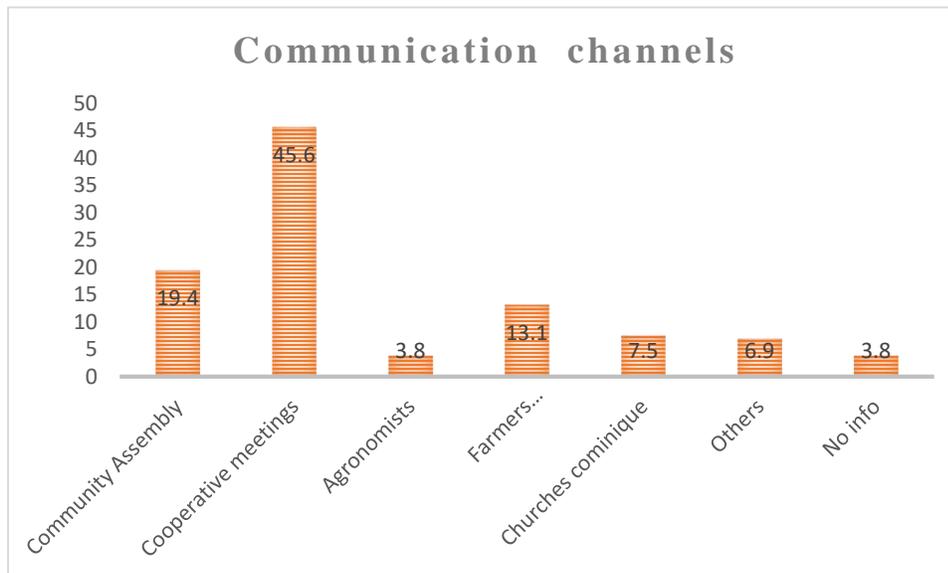


**Figure 1: Farmers who are informed about the planned projects in the district imihigo of Nyanza and Kayonza**

**The data suggests that the majority of respondents at 65 % had information about the project. Nevertheless, a not negligible number of respondents at 35% have not heard about imihigo that were being implemented in their respective sectors. This calls for more efforts in the community consultations in order to make priorities based on the community needs during the performance contracts planning cycle as well as to provide**

## 2.2.Communication channels

Farmers were asked about the information source of the planned projects through agricultural imihigo and the cooperative meetings came as the first communication channel followed by Community Assemblies (inteko z' abatwariye) and others meetings as it is shown in the table below:



**Figure 2: Channels of communication**

When farmers were asked about the source of the information on planned projects, farmers could not differentiate agriculture season meeting from the performance contracts meeting which aims at collecting farmers' priority needs. **Not having a particular forum for** farmers in which they can express their priority needs could be a root cause of lacking information about imihigo project. Community consultation should be interactive and deliberative for farmers to become really engaged.

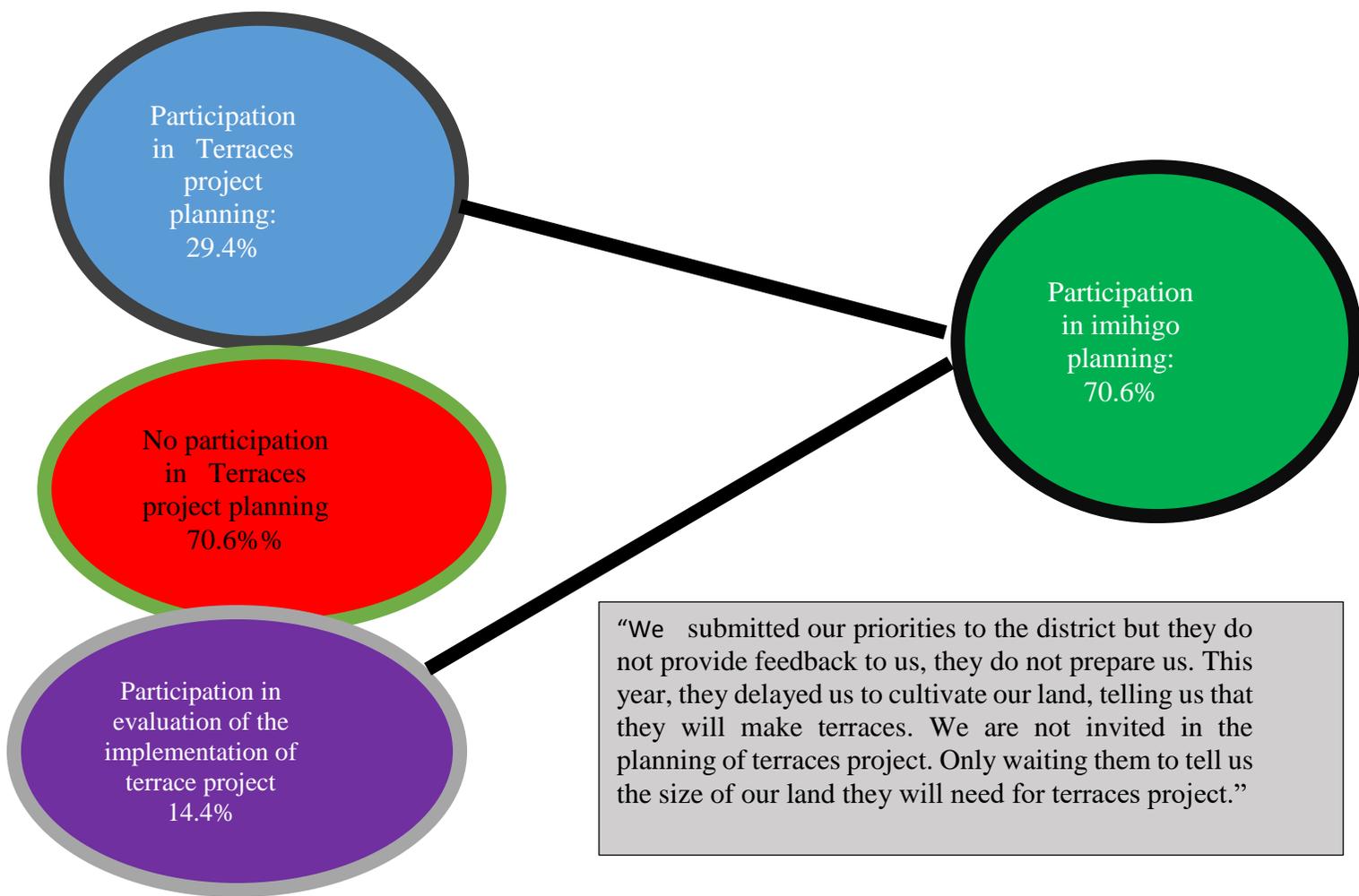
Normally, farmers have 3 agricultural seasons namely Season A that starts in September and ends with February of the following year. Season B that starts in March and ends with June of the same year, and Season C that starts in July and ends in September of the same year. Before starting each season, farmers meet their sector agronomist with other local leaders for information sharing. These meetings serve also as opportunities for farmers to express their views in agriculture matters thus

this could be the reasons why respondents confused season agriculture meeting with meeting to evaluate implemented agricultural related imihigo.

In addition, this could be a result of not having a particular forum for farmers in which they can express their priority needs to be considered and implemented through agricultural related imihigo.

### 2.3. Farmers' participation in the planning, implementation and monitoring process

It is observed that farmers' participation in planning cycle of agriculture projects to be included in the district imihigo is high whereas it decays from the planning and monitoring of the specific retained project as it is shown in the figure below. Moreover, a significant number of the responds did neither participate in any process (project cycle).



**Figure 3: Farmers' participation in the planning, implementation and monitoring process of selected project**

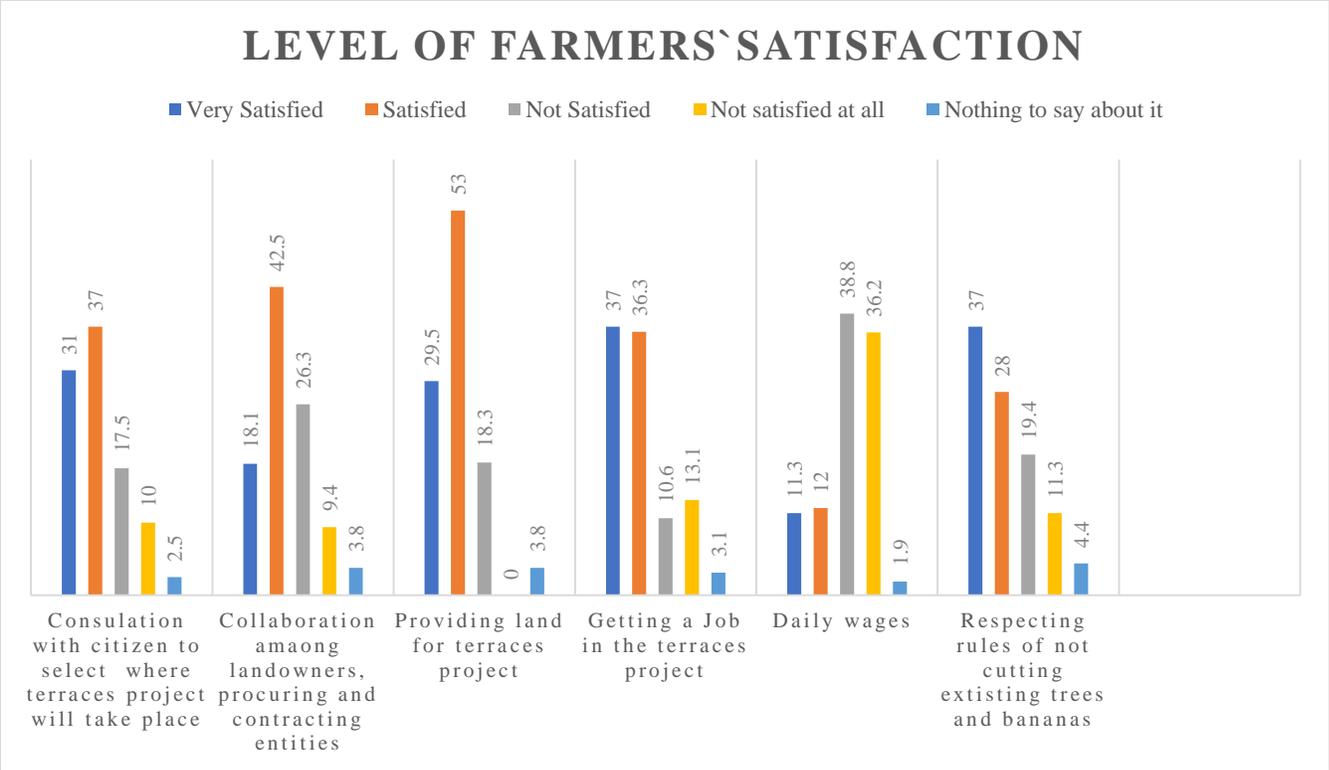
The low level of participation in the select project planning (29.4%) could be supported by the fact that only 65 % were informed about the project. The emphasis was also given to the fact that local leaders do not provide feedback to farmers “*I think the imihigo implementation is always on rush. Local leaders do not receive due consideration in terms of time with citizens in their communities to provide the feedback and plan together for the implementation of selected priorities*” said one participant during FG. This is in line with Research by Never Again Rwanda (2016) which has found that there is constant pressure to deliver on governmental plans of action.<sup>5</sup>

### **3. Farmers’ satisfaction towards the terraces project implementation**

Asked to reveal their perception on the project implementation by tasting indicators such as consultation with citizen to select where the terraces will take place, collaboration among landowners, contracting and procuring entities, providing land for terraces, getting a job in terraces projects, daily wages, respecting rules of not cutting the existing trees and bananas, whether the projects were implemented as planned), the respondent views on those sub indicators were mixed. The level of satisfaction was high towards the way farmers provided their land for terraces project and the employment recruitment in both districts, on the contrary, around 75% of the respondents were not satisfied with the daily wages paid for those working in the terraces project. The detailed findings are presented in the figure below.

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<sup>5</sup> NEVER AGAIN RWANDA (NAR) (2016). Governing with and for Citizens: Lessons from a Post-Genocide Rwanda.



**Figure 4: Farmers satisfaction about the project implementation**

Using interview guide questions and focus groups to discuss on farmers satisfaction about the implementation of monitored project, the respondents from both districts, they unanimously expressed their dissatisfaction towards the setting of daily wage for those working in terraces project whereby they pointed out that 1000 frw is very little to work for the whole day. Moreover, respondents also complained about not getting feedback from the local leaders. Additionally, not being consulted in the planning of terraces project and destroying existing crops were mentioned as factors that polled down the satisfaction of Landowners in the area where terraces project was implemented

“It is not understandable how you can work from 7 am- 2pm and get 1000frw which is the equivalent of 1kg of maize floor. How can you provide for your children? If you can't afford for food, what else can you do for your family? The task given is big enough to be paid worthy. “, I have not seen any one who finished 2 tasks so that he or she can earn 2000frw a day at least

**Another farmer added** “In our area a person working in farm from 7 am to 12pm receive 1500frw. But us working in these terraces we receive 1000 frw when you have started from 7 am

to 3pm”. Besides, some places are rocky to the extent you can make 1 terrace (6m ) in 2 days. Imagine working for 500frw per day. It was a disgrace. Said farmers in Kabarondo FGDs

Among the respondents were the community around the terraces project but who did not give their land to be consolidated for terraces project as well as those with whose land were taken for terraces project. Asked whether they lose or gain for not being part of this project or vice versa, they unanimously pointed out that they did not lose anything for being part of this project, although their counterparts had different views. *“You cannot harvest if you do not use fertilizers in terraces and I cannot afford to buy fertilizers. Besides, I heard my fellows complaining that they were told not to use their land as usual till this project will start and it has delayed”* said a respondent from Kabura Cell. Another respondent from Cyabakamyi sector in Nyanza also mentioned that *“the concept of the project is well but they did not involve us. It may even cause the hunger in the future because of not providing manures or fertilizers for those cultivating in terraces. It is unfortunate for those who rely on only this terraces project produces. The district should also think of the issue of fertilizers”*

#### **4. Information about tender process of Agriculture Projects planned and implemented during 2019/2020 district imihigo of Nyanza and Kayonza**

A considerable number of the respondents revealed that they were not aware of the project planning process and surprising they did not know that the monitored projects were planned for 2019/2020 fiscal year imihigo. This is supported by a number of studies on good governance in Rwanda who have reported that citizen participation in the imihigo process is low (Rwanda Governance Board citizen report card 2015; Research and Dialogue for Peace 2013; Transparency International Rwanda 2015 and Never Again Rwanda 2016). Besides, the majority among those who have heard about the project confused the contracting entity as the owner of the project. The monitored project under the social audit activity are Cyabakamyi and Kabarondo Terraces in Nyanza and Kayonza respectively.

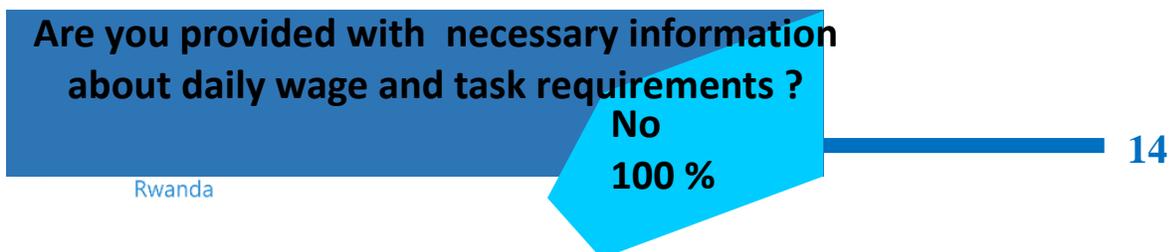
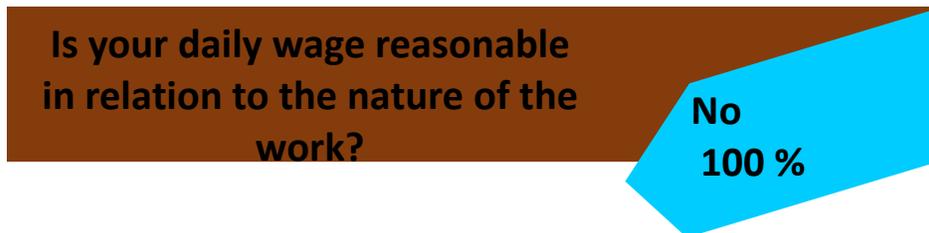
Asked whether they know the procuring and contracting company of the terraces project, the majority of the respondents pointed out the district mayor as the procuring entity and the sector agronomist as the contracting entity.

The cause of a small number of informed respondents about contracting and procuring entities (15/160 respondents) could be linked to not having site board on the implementation site. Indeed, in all site visited (for all projects) there were no site board showing the information about the planned project

### **5. Farmers' perception on of imihigo Agricultural Projects in Nyanza and Kayonza Districts**

Asked whether they encountered any of the issues such as corruption, nepotism, delay in payment etc) during the project implementation, the respondents revealed the little wage as the main challenge. An insignificant number (2/160 respondents) also stated that there was corruption in job recruitment, especially for the supervisors (abakapita)

### **6. Transparency, Accountability and Working Conditions of workers**



**Do you receive your wage on time?**

**Yes  
89%**

**Do you have a working agreement?**

**No  
100%**

The above findings indicated that some of rights for workers were not observed by contracting company. Farmers` testimony revealed that they were called to work in terraces without knowing how much they will be paid per day and how many meter to make per 1 terrace, and thus some supervisors (kapita) used to request workers to make 7 meters instead of 6 meters agreed in the contract between contracting and procuring entities. All two projects monitored had a delay as pointed out by the beneficiaries.

## **7. Reporting of Corruption**

Respondents revealed insignificant data on corruption and its reporting (0.006%). Unfortunately, even the small number did not report the encountered incidence. This call for more awareness raising to fight against corruption.

## FIELD VISITS

The following table presents the summary of observations during field visits on the area of implementation of monitored project.

<i>Project name</i>	<i>Estimated costs (rwf)</i>	<i>Source of funds</i>	<i>Tendering method</i>	<i>Planned Bid opening date</i>	<i>Planned contract signing date</i>	<i>Planned contract closure date</i>	<i>Field visits conducted</i>
<i>Kabarondo Terraces</i>	N/A ( the contract includes various projects)	KWMP	FORCE ACCO UNT	N/A	DEC 2020	DEC 2021	On 20/10/2021, at Kabarondo, GPSA Project organized field-monitoring visit in Kabarondo sector in Kayonza District. Participants in the FGDs were: Farmers, GPSA District Project Coordinator: Kayonza District  MINAGRI 's IFAD Coordinator: Eastern Province The Director of Planning: Kayonza District GPSA Project coordinator: TI-Rwanda

							Communication Officer: TI-Rwanda
<i>Cyabakamyi Terraces</i>	60,000,000	Minagri	Community approach	N/A	9/11/2020	31/05/2021	<p>On 19/10/2021, GPSA Project organized a field-monitoring visit in Cyabakamyi sector in Nyanza District.</p> <p>Participants in the meeting were as follow: Farmers</p> <p>The director of Agriculture unity: Nyanza District</p> <p>The Director of Planning: Nyanza District</p> <p>GPSA Project coordinator: TI-Rwanda Communication Officer: TI-Rwanda</p> <p>GPSA District Project Coordinator: Nyanza District</p>

## Conclusion and Recommendations

This social audit assessment analyzed level of citizen participation in monitoring the implementation of agriculture projects related imihigo in Nyanza and Kayonza districts during the fiscal year 2019-20. Additionally, the study analyzed the level of farmers' satisfaction towards the contracting companies in the monitored projects. The incidence of corruption in the farming projects was also accessed.

This assessment was conducted on 2 projects namely: Kabarondo & Cyabakamyi. The data was collected through a structured questionnaire, observation, key informant's interviews and focus group discussions on slightly above sample of size of 160 respondents.

The findings revealed that a few numbers of farmers were informed about the projects, 35% with no participation in planning for the selected projects at 70.06% and in evaluation at 14.4%

Concerning the channels, of communication, farmers acknowledged that they mostly express their views through community meetings and farmers 'cooperatives and get much of information through agriculture season meetings.

As far as farmer's satisfaction is concerned, unlike the wages, the respondents in the Kabarondo & Cyabakamyi terraces expressed their gratitude towards the contracting company due to timely payment of wages. On the other hand, all the responded shared the same complaint of not having a written contract to defend themselves when some disagreements arise

The findings revealed a significant number of farmers who encountered corruption at 0.006 % and no case was reported. The tender process in Kayonza was a force account whereby the project was implemented by the Reserve Force and Nyanza district use Community Approach whereby project was implemented the citizen themselves.

Based on the findings, the following recommendations are generated and should be addressed to the concerned parties

- **The local leaders at the sector level should provide a continuous performance monitoring of farmers' councilors and farmers facilitators to strengthen the flow of information at the grassroots from both upwards and downwards.**
- **Leaders in charge of agriculture should sensitize individual farmers and those in cooperatives to adequately use the fertilizers and improved seeds in order to sustain the agriculture input use business**
- **Tender methods used in agricultural imihigo projects needs to be more transparent and motored to eliminate any doubt of corruption**
- **The citizens' rights to their properties must be respected and get compensation when their property is used for public projects.**
- **Contractors should respect auxiliary workers' rights as stipulated in the Rwandan labor law.**
- **Procurement law should be respected by both procuring and contracting entities.**
- **Raising awareness on reporting corruption cases.**



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