



SOCIAL AUDIT/ INTEGRITY PACT ASSESSMENT FINDINGS

2018 – 2019



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SOCIAL AUDIT/ INTEGRITY PACT ASSESSMENT 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. 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 decade¹.

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 Government², “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”, 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.

¹ World Bank (2013) The World Bank in Rwanda, *Rwanda Economic Update*, 4th Edition. Washington DC: The World Bank.

² 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 2018/2019 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 made³.

TI-RW has been working with communities to conduct social audits through integrity Pact Assessment since 2010 covering 4 districts namely Rubavu, Musanze, Huye 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 four public agricultural projects implemented in the framework of imihigo in 2018/2019 fiscal year were monitored. The monitored projects are Input use and Mukingo, Terraces projects in Nyanza Districts, Milk Collection Centers Electrification and Rwinkwavu Marshland development projects in Kayonza District.

³ (Alexis Nkurunziza, 2014)n<https://politicsofpoverty.oxfamamerica.org/2014/01/how-communities-in-rwanda-are-using-social-audits-to-improve-governance/>

TI-RW has selected the above mentioned project based on the agricultural projects planned through imihigo of 2018/2019 fiscal year ,their large amount of public funds involved, a big number of citizen who benefited directly from the project, or affected negatively by the project implementation, the expected social impact and how they are linked to improvement of productivity and social wellbeing of farmers. The input use project covers all 10 sectors in Nyanza district benefiting around 88.1% of the District population engaged in agricultural activities ⁴and terraces project was implemented in one sector of Mukingo covering Nkomero cell whereby around 9,160,000 residents in this cell benefited from the project. In Kayonza district, the same criteria were also followed in selecting Milk Collection Centers Electrification (MCCs) and Rwinkwavu low Marshland projects for monitoring. MCC's project is about constructing an electric line to support milk collection centers with three phase electricity to Ndego, Murundi and Gahini milk collection centers. The total value of this project was around 300,000,000 Frw. The other monitored project in Kayonza is the work for execution of development works for Rwinkwavu lower marshland (392ha) and the contract amount for this project is around 871,69,000frw. This project covers Mwiri and Gahini.

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 volunteers trained on about the meaning, scope, purpose and objectives of social audit of agricultural project imihigo planned and implemented in 2018/2019 fiscal year. A team from TI-RW also conducted qualitative data through focus groups and observations during field and site visits.

⁴ The EICV3

Objective of the study

- To determine the level of citizen participation in monitoring the implementation imihigo related 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 302 farmers (182 for Nyanza District and 120 for Kayonza Disrrict among which 58% were female and 42 % males). 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 2018/2019 fiscal year in Nyanza and Kayonza districts.

1. Demographic findings

Table 1: Demographic data of the respondents

Variable	Percentage (%)
Sex of Respondents	
Male	48%
Female	52%
Total	100.0%
Age Groups	
18-24	1.1 %
25-29	5.4%
30-34	9.3 %
35-39	18.6%
40-44	13.1%
45-49	11.7%
50-54	15.3%
55-59	13.4%
60+	12.1 %
Total	100.0%
Highest Level of Education	
None	13.9%
Primary only	68.9%
Ordinary Level	12.6%
Advanced Level	1.2%
University	0%
Vocational Training	3.4%
Total	100.0%

The findings revealed that the majority of respondents are female (52.%). This may not be surprising because female are 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 30-35 at 18.6% followed by 50-54 and 55-59 at 15.3% and 13.4 % respectively. Interestingly, there are less youth below 30 years old (6.5%) than old people above 60 years old (12%) involved in agriculture.

With regard to the education level, the findings show that 68.9 % of respondents have attained primary education whereas 13.9% 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 Agriculture Projects In Nyanza And Kayonza Districts

This section looks at whether farmers are informed about the planned agricultural imihigo project 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 ?

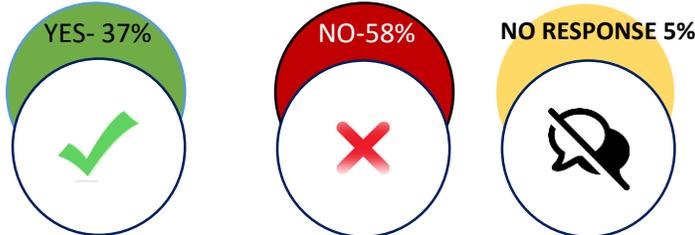


Figure 1: Farmers who are informed about the planned projects in the district imihigo of Nyanza and Kayonza

The data suggests that the majority of respondents had no information about the project. Of 302 respondents, 117 only were informed about monitored projects whereas 15 respondents did not want to show whether they were informed or not. 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.

Although the community meeting (inteko z` abaturage) came as the first communication channel followed by cooperatives meetings and others meetings as it is shown in the table below, **When farmers were asked about the information source of the planned projects through agricultural imihigo, they could not differentiate agriculture season meeting from the performance contracts community consultation meetings to collect 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.**

2.2.Communication channels

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. 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. Nevertheless, the community meeting (inteko z` abaturage) came as the first communication channel followed by cooperatives meetings and others meetings as it is shown in the table below.

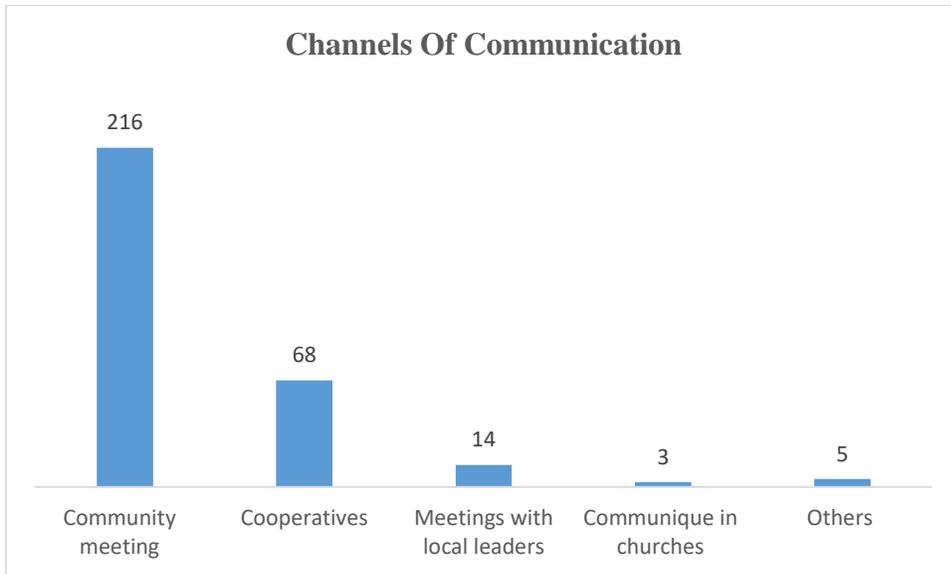


Figure 2: Channels of communication

2.3.Information about tender process of Agriculture Projects planned and implemented during 2018/2019 district imihigo of Nyanza and Kayonza

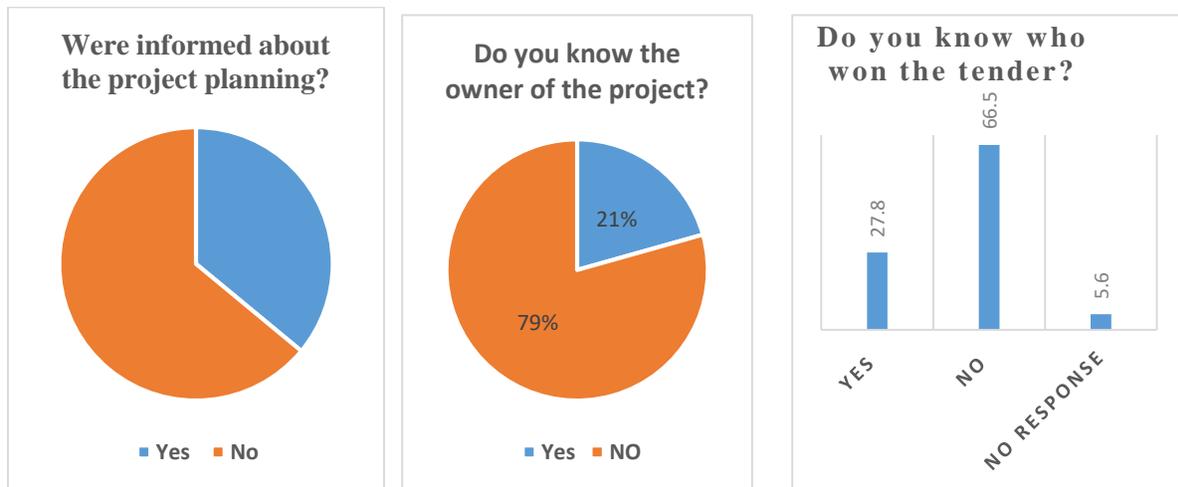


Figure 3: Information about the project planning, contracting and procuring company

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 2017-2018 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 Mukingo Terraces, Input use, Milk Collection Center Electrification and Rwinkwavu marshland development projects. The cause of a small number of informed respondents about contracting and procuring entities could be linked to not having site board on the implementation site. Indeed, in all sites visited (for all projects) there were no site board showing the information about the planned project.

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

It is observed that farmers' participation in planning cycle of agriculture projects related to imihigo is high at the implementation level whereas it decays from the planning to the evaluation phase as it is shown in the figure below. Moreover, a significant number of the respondents did neither participate in any process (project cycle).

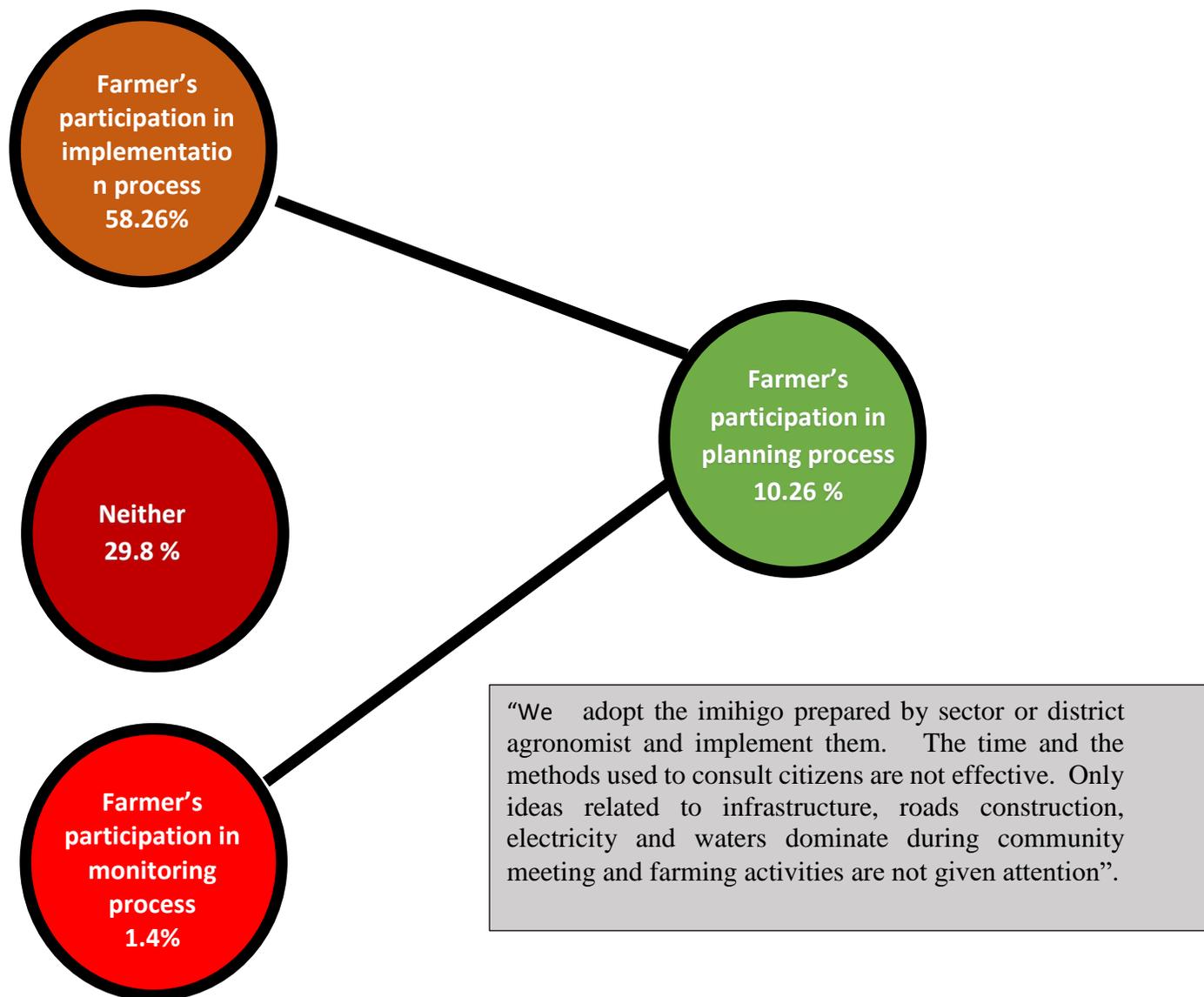


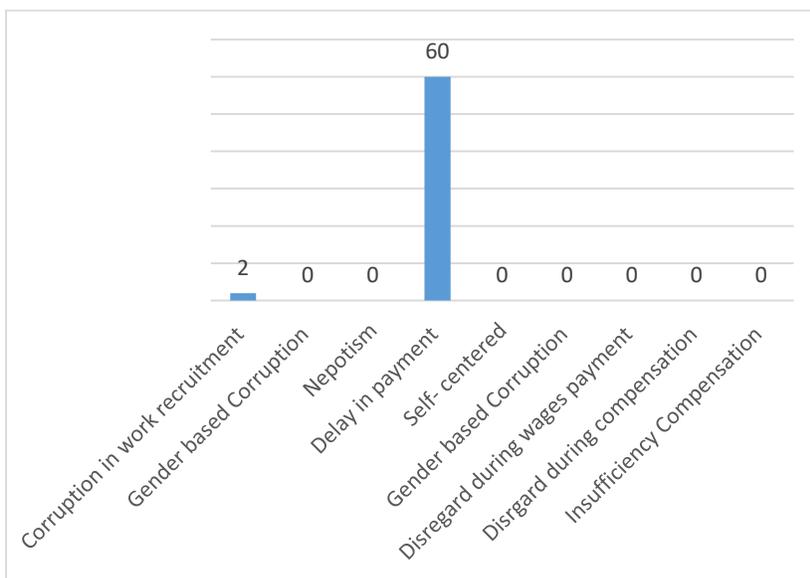
Figure 4: Farmers' participation in the planning, implementation and monitoring process

The low level of participation in the planning (10.26%) and evaluation process (1.4%) could be supported by the fact that only 37% were informed about the project. The emphasis was also given to the fact that local leaders do not provide time to farmers to express their agricultural priority needs “I think the imihigo process is always on rush. Local leaders do not receive due consideration in terms of time with citizens in their communities to express their needs “said one

participants 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.⁵

3. 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 main challenge as the delay in payment especially for MCCs project (60/302). An insignificant number (2/302 respondents) also stated that there was corruption in work recruitment.



Findings from only one project (MCC’s electrification) revealed the delay in payment as confirmed unanimously. (60/60) Only 2 respondents out of 60 respondents in the same project have heard about corruption in the recruitment process.

Figure 5: Farmers’ perception on the project implementation

4. Level of Farmers’ satisfaction towards the project implementation

Asked to reveal their perception on the project implementation by tasting indicators such as (farmers’ involvement in setting priority needs, farmers involvement in project planning, considering farmers inputs/ideas, farmers participation in implementation, getting a job in planned projects, whether the projects were implemented as planned) , the respondent views on those sub

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

indicators were mixed. The level of satisfaction was high towards the employment recruitment in all projects(247/302) whereas slightly a half of the respondents (164/302) was unsatisfied in regard to the way their ideas were considered during project planning and 184/302 were also unsatisfied with their participation in project implementation as it detailed in the figure below.

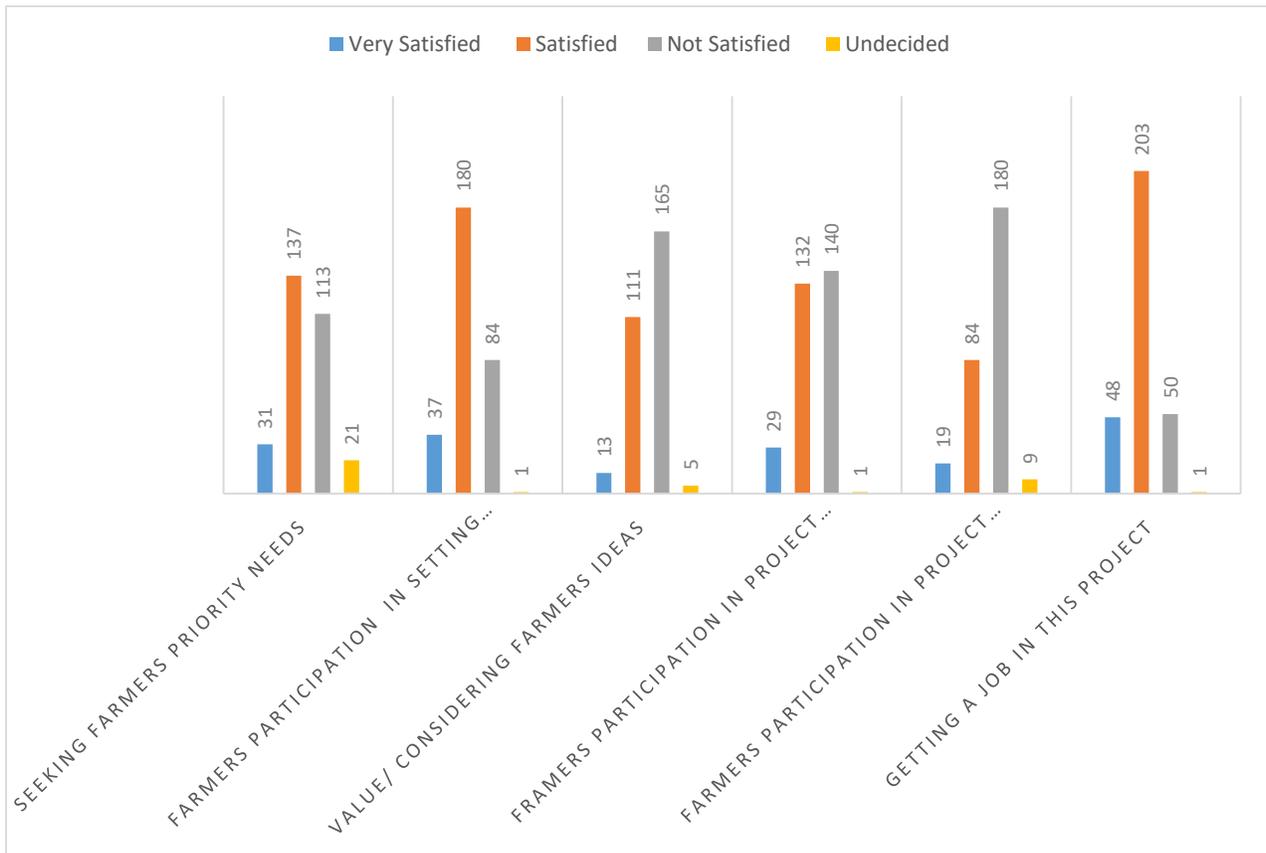


Figure 6: Farmers satisfaction about the project implementation

Using interview guide questions and focus groups to discuss on farmers satisfaction about the implementation of monitored project, the respondents from Mukingo expressed unanimously their happiness and satisfaction towards the planning and implementation of Mukingo Terraces project whereas for other projects, the views varied.

Respondents of Rwinkwavu marshland, MCCs Electrification and Input use projects raised the following challenges faced during the project implementation

For Input, use project

Asked whether input use project is being implemented well, the agro-dealers expressed their challenges such as little benefits from this business of agriculture input due to a small number of buyers. On the other hand, farmers also complained about few number of agro-dealers in some sectors (Kibirizi & Busoro) and delay in getting input use especially for season C

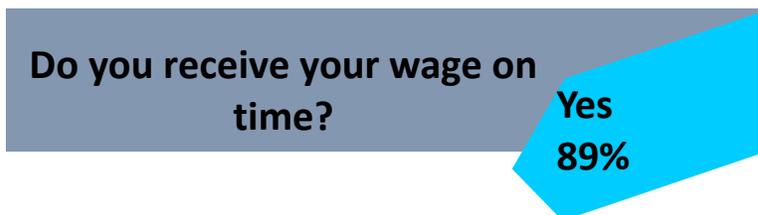
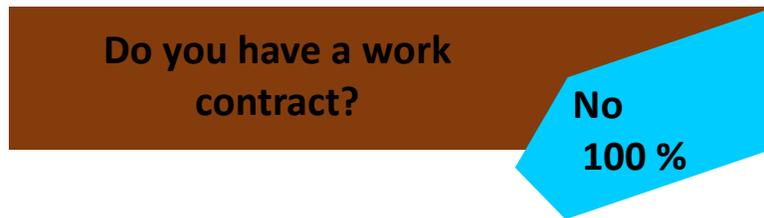
For MCCs electrification project

Although a high number of the respondents confirmed that the expropriation was done well for those affected by MCCs project, the workers employed by EDCL in the framework of this project in Ndego, Gahini and Murundi complained about their wages which delayed up to date (25th, July 2019) while the project ended in June 2019. Besides, community around this project had hope and promises from their local leaders (Sector secretary) to get access on the power connection (Strong power supply) but they have been waiting in vain.

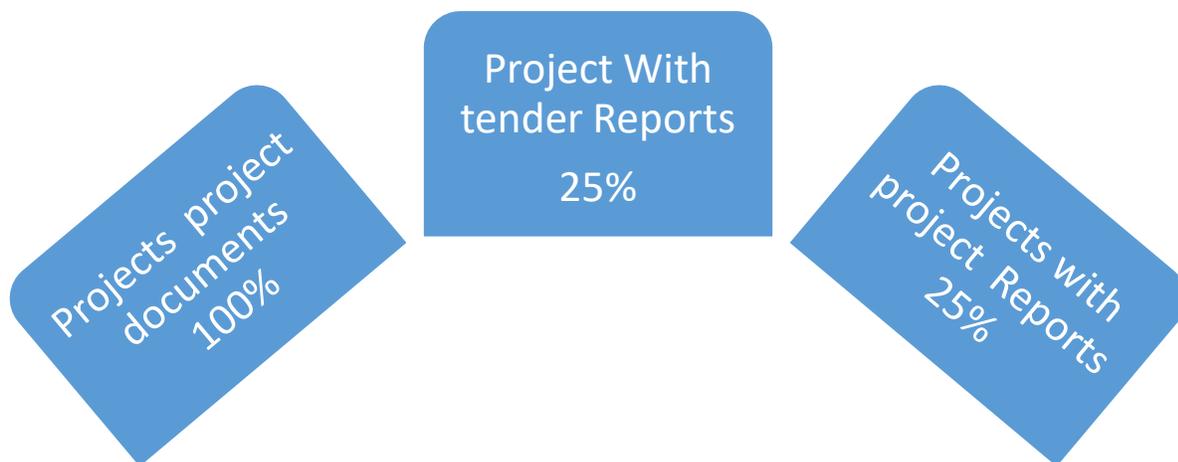
For Rwinkwavu marshland development project

The respondents (workers) employed by SAM construction in Rwainkwavu Marshland expressed their gratitude to this company due to favorable working conditions as well as timely payment of wages. Nevertheless, some farmers complained about losing their ancestral land (with no compensation) while developing Rwinkwavu Marshland.

5. Transparency, Accountability and Working Conditions of Auxiliary workers



The above data indicated that some of workers' rights were not observed by contracting company. In all monitored project no auxiliary worker had a contract as well as social insurance paid. Overtime (in MCCs electrification project) was not paid for and protective material were not provided for in all projects



All four projects monitored had project documents and only one (Rwinkwavu Marshland Development project) had a delay of six months due to heavy rain as explained by the director of SAM construction company

6. 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>Input use increased</i>	466,028,913	MINAGR I	No data available at the district level	July 30th, 2019 at Nyanza District office, the FGs were conducted by the GPSA Project Team Participants were agro-dealers and District Agronomist.			
<i>Mukingo Terraces</i>	120,000,000	NYANZA	No data available	No data available	22/09/208	22/9/2019	July 30th, 2019 at Mukingo Terraces site

		DISTRIC T					the field visit was organized by the GPSA Project Team Participants were community members and auxiliary workers into Mukingo Terraces. On the same day, Interview was conducted with the district agronomist and the director of plannin
<i>MCCs Electrification</i>	377,500, 000	IFAD	Single source EDCL	-	7/1/2018	9/25/2019	July 26th, 2019 at Gahini Daily, Field visit and FG was organized by the GPSA Project Team Participants were auxiliary workers from Gahini, Mwiri, Ndego, Rwinkwavu and Murundi.

<i>Rwinkwavu Marshland</i>	871,639,900	RCSP/Mi nagri	Open competi tion	23/11/2 017	10/01/2018	30/06/2018	July 26th, 2019 at Rwinkwavu Marshland a, field visit and FG were organized by the GPSA Project Team Participants were auxiliary workers from Mwiri sectors.
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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 2017-18. 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 4 projects namely: Input use, Mukingo terraces, MCCs electrification and Development works for Rwinkwavu Lower Marshland. The data was collected through a structured questionnaire, observation, key informant's interviews and focus group discussions on slightly above sample of size of 302 respondents.

The findings revealed that a few number of farmers were informed about the projects, 37% with low participation planning at 10.26% and in evaluation at 1.4%

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 MCCs project, the respondents in the Rwinkwavu Marshland, Input use and Mukingo 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 social security insurance while they worked more than 3 months

The findings revealed a significant number of farmers who encountered corruption at 0.006 % and no case was reported.

Regarding the tender process, the respondents stated that tender was done with transparency but 3 out 4 monitored documents have no supporting documents for tender process. On the side of the contracting companies, findings showed that rights of workers was not observed because no company paid social security insurance for their workers.

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

- **Community Consultation meetings should be interactive and deliberative by avoiding to reduce questions to a specific number and allow farmers to really become engaged.**
- **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**
- **Recruitment process of workers in agricultural imihigo projects needs to be more transparent and motored by the district in order to eliminate any doubt of corruption**
- **The citizens' rights to their properties must be respected and get compensation when their property are 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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