



**BASELINE SURVEY ON FARMERS' PARTICIPATION
IN AGRICULTURE RELATED IMIHIGO IN RUBAVU,
BURERA AND KAMONYI**

@TI-RW, March 2022



BASELINE SURVEY ON FARMERS' PARTICIPATION IN AGRICULTURE RELATED IMIHIGO IN RUBAVU, BURERA AND KAMONYI

TABLE OF CONTENTS

LIST OF TABLES	5
LIST OF FIGURES	6
ACRONYMS	7
EXECUTIVE SUMMARY	8
1. INTRODUCTION	11
1.1. Background	11
1.2. Objectives of the study	12
1.2.1. General objectives	12
1.2.2. Specific objectives	12
2. LITERATURE REVIEW	13
2.1. Structure and functioning of IMIHIGO	14
2.2. Entities preparing, Approving, Supervising, and evaluating IMIHIGO	14
2.3. Citizens' participation in IMIHIGO	16
2.4. Citizen participation in IMIHIGO in the agricultural sector	16
3. METHODOLOGY	18
3.1. Approaches and methods	18
3.2. Sampling frame and sample size	18
3.3. Research instruments	19
3.4. Data collection	19
3.5. Data analysis	19
3.6. Perception based Scoring logic	20
3.7. Qualitative research	20
3.8. Quality Assurance	20
3.9. Ethical considerations	21
4. PRESENTATION OF THE FINDINGS	22
4.1. The respondents' demography	22

4.2. Farmers' meaningful participation in the planning, implementation and evaluation process of IMIHIGO for the FY 2020-2021	23
4.3. Participation of farmers in the planning, implementation, and monitoring of agricultural projects planned in IMIHIGO at the district level.....	26
4.4. Farmers' satisfaction with their Participation in Imihigo Process	28
4.5. Women farmers' participation in the IMIHIGO process compared to their male counterparts	38
4.6. Existing accountability mechanisms and their effectiveness	41
4.7. Existence of open data mechanisms on Imihigo process and contents that are in place	44
5. CONCLUSION AND RECOMMENDATION.....	50
5.1. Conclusion	50
5.2. Recommendation.....	51
REFERENCES.....	Error! Bookmark not defined.
ANNEX	54

LIST OF TABLES

Table 1: IMIHIGO Process	14
Table 2: Sample distribution per district.....	19
Table 3: Scoring Logic	20
Table 4: Demographics.....	22
Table 5: Cooperation between agriculture oriented CSOs, farmer cooperatives and district authorities to engage farmers in the Imihigo planning and monitoring process for the FY 2020/2021 in Rubavu, Kamonyi and Burera districts	30
Table 6: Farmers' satisfaction with their priorities formulated and submitted to farmer's forum for consideration in the District IMIHIGO for the fiscal year 2020/2021	31
Table 7: Number of priorities formulated by farmers, submitted to the farmers' forum and considered in the district IMIHIGO (2020-2021) in Burera District	32
Table 8: Number of priorities formulated by farmers, submitted to farmers' forum and considered in the district IMIHIGO (2020-2021) in Kamonyi district	33
Table 9: Number of priorities formulated by farmers, submitted to farmers' forum and considered in the district IMIHIGO (2020-2021) in Rubavu district.....	34
Table 10: Study recommendations	51

LIST OF FIGURES

Figure 1: Farmers' awareness of existing district agriculture related IMIHIGO	24
Figure 2: Awareness of priorities formulated by farmers' forum for consideration in the district IMIHIGO for the fiscal year 2020/2021	24
Figure 3: Awareness of agriculture related IMIHIGO projects for the FY 2020-2021	25
Figure 4: Respondents' participation in selected IMIHIGO activities over the fiscal year (2020/2021).....	27
Figure 5: Farmer's satisfaction with their participation in the IMIHIGO Process	28
Figure 6: Respondents' satisfaction with specific aspects that are included in the agenda of the District and Sector IMIHIGO	36
Figure 7: Farmers' satisfaction with the way selected aspects included in the agenda of the District and Sector IMIHIGO were addressed.....	37
Figure 8: Women farmers' participation in the IMIHIGO process compared to their male counterparts	38
Figure 9: Particular issues hampering women farmers' participation in the IMIHIGO process in their districts	40
Figure 10: Existing channels for farmers to complain or demand accountability from, local leaders.....	41
Figure 11: Farmers' use of the existing channels over the fiscal year 2020/2021	42
Figure 12: Effectiveness of existing channels in demanding accountability from local leaders	43

ACRONYMS

FAO: Food and Agriculture Organization
NAP: National Agricultural Policy
MINAGRI: Ministry of agriculture
TI-RW: Transparency International Rwanda
CSOs: Civil Society Organizations
GDP: Gross Domestic Product
NST: National Strategy for Transformation
MINALOC: Ministry of Local Government
JADF: Joint Action Development Forum
NAR: Never Again Rwanda
RGB: Rwanda Governance Board
FFS: Farmers Field School
CRC: Citizen Report Card
SPSS: Statistical Package for the Social Sciences
FGDs: Focus Group Discussions
EDPRS: Economic Development and Poverty Reduction Strategy
PSF: Private Sector Federation
GMO: Gender Monitoring Office
RAB: Rwanda Agricultural Board
RCA: Rwanda Cooperatives Agency
MINECOFIN: Ministry of Finance and Economic Planning
MIGEPROF: Ministry of Gender and Family Promotion
KII: Key informant interviews

EXECUTIVE SUMMARY

Performance-based contracts known as IMIHIGO are at the heart of the long-term economic success of the Rwanda's agriculture sector. IMIHIGO prioritize outcomes, making it a useful tool for planning, accountability, monitoring, and evaluation. They are planned, implemented and evaluated with the participation of end beneficiaries, who are farmers in the agriculture sector. In order to determine the level of farmers' satisfaction with their participation in the planning, implementation, and evaluation of agriculture and livestock projects planned in IMIHIGO, TI-RW conducted a baseline survey in RUBAVU, BURERA and KAMONYI Districts. The overall objective of the survey was to investigate farmers' perceptions of their participation in the planning, implementation, monitoring, and evaluation process of IMIHIGO in these districts with a focus on the priorities considered in the agriculture sector.

This survey used both quantitative and qualitative methods to collect data on farmers' satisfaction with their participation in the IMIHIGO process for the financial year (FY) 2020-2021 in the aforementioned districts. With reference to the quantitative approach, a standardized questionnaire was administered to farmers in their respective cooperatives at the sector level, through the development of the questions being guided by the overall objective of the survey. As for the qualitative approach, it used Focus Group Discussions (FGDs) and Key Informant Interviews (KIs), which enabled researchers to collect various opinions from local leaders, officials from the districts who are directly involved in the IMIHIGO process and agriculture-related activities, Civil Society Organizations (CSOs) working in agriculture, and participants from project partners. The size of the study population was 401 in BURERA, 421 in RUBAVU, and 404 in KAMONYI. The confidence level is taken at 95% with a margin of error of 5%. The findings are summarized below.

- **Farmers' awareness of existing district agriculture related IMIHIGO**

Overall, most farmers are aware of agriculture related IMIHIGO formulated and implemented in their districts. Statistics show that the respondents from BURERA District has a higher level of awareness compared to other districts as pointed out by around 80% of respondents. KAMONYI District came in second place in terms of awareness of agriculture related IMIHIGO formulation and implementation, with slightly above 60% , while 57.7% of the respondents from RUBAVU District confirmed that they are aware of agriculture related Imihigo. These findings suggest that the efforts are needed to raise farmers' awareness of agricultural IMIHIGO in their districts through various channels that they have access to. This will help them to understand and play their role in the planning, implementation, and evaluation process of these IMIHIGO in their districts.

- **Participation of farmers in the planning, implementation, and monitoring process of agricultural projects planned in IMIHIGO at the district level**

As per the findings, farmers' participation in agriculture IMIHIGO is very low. This is evidenced by the very high percentage of respondents from all the three districts who reported that they have never been called to any meeting to develop their districts' IMIHIGO. The farmer respondents in this categories constitute more than 80% in Rubavu and Kamonyi districts and between 60% and 80% in Burera District.

Furthermore, the respondents stated that they had not participated in any of the agricultural planned activities such as making a decision on an agriculture-related priority for inclusion in the district IMIHIGO, attending a meeting aimed at discussing the district IMIHIGO related budget, and participating in the implementation, monitoring and evaluation of agriculture-related IMIHIGO. This lack of involvement of farmers in the IMIHIGO process points to a gap that could hinder the achievement of agricultural-related IMIHIGO.

- **Farmers' satisfaction with their Participation in the IMIHIGO Process**

Overall, the findings indicate that farmers in RUBAVU, BURERA, and KAMONYI districts were not satisfied with their participation in district and sector-level planning, budgeting, implementation, monitoring, and evaluation of agriculture-related IMIHIGO. This is evidenced by the very small percentage (less than 14%) of respondents who indicated that they are satisfied with their participation in the IMIHIGO Process. Of the three districts, BURERA had the lowest level of satisfaction. As it turns out, farmer engagement in agricultural IMIHIGO is still limited, which could be a cause for delays in their implementation, because farmers play an important role in the implementation.

Farmers also expressed a low level of satisfaction with their inclusion in the implementation of specific agricultural aspects in the agenda of their district and sector IMIHIGO. The agricultural aspects that have been examined include land consolidation, access to seeds and fertilizers, selecting relevant crops for mono-cropping purposes, terracing for agricultural purposes, access to agricultural loans, access to crop insurance, post-harvest storage, access to markets for crops, and access to veterinary and agronomist services. In this regard, RUBAVU district has a higher satisfaction level compared to other districts, ranging between 40% and 50% on average. These findings also reveal that more than half of respondents from BURERA district are satisfied with the inclusion of land consolidation in the district IMIHIGO. On the other hand, respondents from KAMONYI district have expressed dissatisfaction with the way some agricultural aspects are considered in district Imihigo. These aspects include access to crop insurance, access to loans for farming purpose, post-harvest storage and access to markets for crops.

- **Women's participation in the IMIHIGO process compared to their male counterparts**

As shown by statistics, a big number of respondents (43%) believe that women farmers' participation in IMIHIGO is lower than that of men while 35.64% believe that women farmers' participation in IMIHIGO is equal to that of men. However, despite being the majority in the agricultural sector, women farmers are less likely to engage in agricultural decision making highlighting the barriers that still prevent women from achieving meaningful socioeconomic development.

- **Particular issues preventing women farmers from demanding accountability for Imihigo from local leaders**

The lack of self-confidence was cited by a substantial percentage of respondents (more than 60%) as factor that prevent women farmers from seeking accountability from local authorities over IMIHIGO. Others argue that the mindset and traditional norms constitute a major factor preventing women farmers to hold local officials accountable for IMIHIGO. A small number of respondent's point to preoccupation with family duties and a lack of relevant knowledge on IMIHIGO as some of the constraints to women farmers holding local officials accountable over IMIHIGO. Women still face various barriers to achieving the desired outcomes, thus a special campaign to equip and encourage women to be more confident could steer their development.

- **Existing accountability mechanisms and their effectiveness**

According to the findings, Farmers' Forums and Cooperatives are the most common channels used by farmers to complain about, or demand accountability, about district Imihigo from local leaders. The rest of the channels including community meetings, public accountability day, local councils, media, CSOs and PSF appear to be less used by farmers. It should be noted that the COVID-19 pandemic health measures have significantly restricted the use of some of the above-mentioned channels because physical gatherings were not allowed.

However, one might wonder why media (particularly community radios) are not being used as an alternative to these channels especially since they have a potential to reach a wide audience in Rwanda. All in all, farmers should be involved in the district's agricultural IMIHIGO, and they should have access to various channels to voice their opinions or complain about the district's poor performance in agricultural IMIHIGO. This would help local leaders make necessary corrections to improve the agricultural IMIHIGO process, leading to better outcomes.

1. INTRODUCTION

1.1. Background

Vision 2050 aims to move Rwanda from a low-income to a middle-income country. Sustained productivity growth in the agricultural sector is a key component of the country's path out of poverty (Heinen, 2021). The vision of the National Agricultural Policy is for Rwanda to *become* “a nation that enjoys food security, nutritional health and sustainable agricultural growth from a productive, green and market-led agricultural sector.” As a result, the mission of the Ministry of Agriculture is to ensure food and nutrition security, modern agribusiness technologies professionalizing farmers in terms of production, commercialization of the outputs, and the creation of a competitive agriculture sector (Ministry of Agriculture, 2018).

Rwanda's Strategic Plan for the Agriculture Transformation phase 4 (PSTA 4) outlines priority investments in agriculture and estimates required resources for the agriculture sector for the 2018-2024 period. It is the implementation plan of the National Agricultural Policy (NAP) and represents the agriculture sector's strategic document under Rwanda's National Strategy for Transformation (MINAGRI, 2018).

Agricultural development is key for food security and poverty reduction (FAO, 2018). The COVID-19 pandemic exposed the vulnerability of agrifood systems to shocks and stresses and led to increased global food insecurity and malnutrition. Action is needed to make agrifood systems more resilient, efficient, sustainable and inclusive (FAO, 2021). Underlying sustainable economic development in the agriculture sector in Rwanda are performance-based contracts called IMIHIGO. The IMIHIGO has a strong focus on results, which makes them an invaluable tool in the planning, accountability, monitoring, and evaluation processes. To turn farmers' priorities from planned IMIHIGO into reality, the entire IMIHIGO process should be accompanied by a quick and operative service delivery process that assures accountability of local Government, participation of, and feedback to.

TI-Rwanda implements different projects aiming at promoting citizens' awareness of their rights and conducts evidence-based advocacy initiatives at local and national levels. It is in this regard that since 2017 TI-Rwanda has been implementing a project aimed at ensuring that citizens have a voice in the process of planning, monitoring, and evaluation of the performance contracts known as “IMIHIGO”. Recently, TI-Rwanda secured funds to implement a project aimed at “strengthening farmers' participation in planning and budgeting for IMIHIGO through social accountability tools in the Rwandan agriculture sector. This project intends to contribute to overcoming the observed gaps in the IMIHIGO cycle. In doing this, TI-Rwanda will strive to address the limited participation of farmers in policy planning, monitoring, and evaluation of local and national agricultural development plans using social accountability mechanisms. The aim is to increase the number of farmers involved in the planning and evaluation process of the district IMIHIGO and their input in these

In order to investigate the level of farmers' satisfaction with their participation in the planning, implementation, and evaluation of agriculture and livestock projects planned in IMIHIGO, TI-Rwanda conducted a baseline survey at the beginning of this project in the three districts:

RUBAVU, BURERA, and KAMONYI. The baseline also assessed the effectiveness of communication and feedback mechanisms to ensure that farmers are aware of the goals that have been met and those that have not, and their perceptions of the way their perceived priorities are addressed by local leaders in the IMIHIGO process.

1.2. Objectives of the study

1.2.1. General objectives

The overall objective of the survey was to provide evidence-based data on the current status of farmers' participation and satisfaction in the IMIHIGO process in three districts: RUBAVU, BURERA, and KAMONYI.

1.2.2. Specific objectives

Specifically, this survey will seek to achieve the following objectives.

- To determine the level of farmers' meaningful participation in planning, budgeting, implementation, and evaluation of IMIHIGO in the three districts.
- Analyze the extent to which priority needs formulated by farmers (quantity/quality) and submitted to the farmers' forum are taken into consideration in the IMIHIGO planning process in the three districts.
- To identify existing feedback mechanisms and analyze their operation and effectiveness and the level of the government responsiveness with service delivery in the Agriculture Sector in the three districts for the financial year 2020-2021.
- To assess the CSOs' participation in the IMIHIGO planning, budgeting, monitoring, evaluation and learning process.
- To evaluate the open data mechanisms in the IMIHIGO process and the contents in place in the feedback framework.
- To examine women farmers' participation in the planning, budgeting, implementation, and evaluation in the three districts.
- Providing recommendations and strategies to mitigate the challenges and thereby increase farmers' meaningful participation.

2. LITERATURE REVIEW

Subsistence agriculture, which is an important source of economic maintenance for many Rwandan households, has welfare-enhancing attributes (Weatherspoon et al., 2021). The agriculture sector is the main economic activity in Rwanda where 64% of the working population are employed in Agriculture. of the contribution of the agriculture sector to the National GDP currently stands at 24%. This is why development of the sector is enshrined in key strategic documents. These include Vision 2050 which aims at taking Rwanda to high living standards and high-quality livelihoods by the middle of the 21st century and the implementation instrument for its first four years, the National Strategy for Transformation (NST1). Specific priorities and strategies which are presented in different pillars of Vision 2050 include modernizing and increasing the productivity of agriculture and livestock as one of the priority areas of the 2018-2024 Government strategy for transformation (MINAGRI, 2020).

In its efforts to reconstruct Rwanda and nurture a shared national identity, the Government of Rwanda drew on aspects of the Rwandan culture and traditional practices to enrich and adapt its development programs to the country's needs and context. This resulted in a set of Home-Grown Solutions or culturally owned practices translated into sustainable development programs. One of these Home-Grown Solutions is IMIHIGO or performance which the government has initiated as a tool for increasing the performance of authorities and the population in general (RGB, 2014).

IMIHIGO is a plural form of the singular Kinyarwanda word 'Umuhigo', which simply means a vow to deliver. IMIHIGO also tends to mean Guhiganwa, which means to work hard and compete with others. Thus, IMIHIGO is not a new concept as it describes a pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period in front of the community. The person must complete these objectives by following guiding principles and be determined to overcome any possible challenges that arise (Ingabire & Ruvuna, 2020).

Generally, Rwandans resorted to this cultural practice when they sought to overcome a huge societal problem requiring voluntarism and commitment from an individual, an organized group, or all the citizens. The community regarded such a commitment as an act of bravery and would expect committed individuals or groups to successfully achieve set objectives at all cost.

IMIHIGO included an element of evaluation done through a public ceremony where the actor or actors were given an opportunity to inform the community about their exploits. This ceremony, called "Guhigura IMIHIGO" or 'Kwivuga ibigwi' in Kinyarwanda, is a praise ceremony, where successful contenders were publically eulogized for their bravery, or allowed to chant their bravery before the community leader or the King if the Imihigo were set at the national level, describing in lyrics all the stages and obstacles triumphed over (RGB, 2014). As a home grown slution and an invaluable tool for the planning and implementation of development policies, IMIHIGO are changing the face of Rwanda.

2.1. Structure and functioning of IMIHIGO

According to MINALOC guidelines for the preparation of IMIHIGO (MINALOC, 2011:1)

the objectives of IMIHIGO are to:

- Speed up the development through the implementation of the Country's policies
- Promote the culture of showing, publicizing, and venting our achievements
- Promote the culture of working on targets
- Promote the culture of competition and innovation
- Promote cooperation with partners in development programs
- Use all possible energy with the objective to meet targets rapidly
- Promote the culture of continuous self-assessment in our activities

The same document indicates that IMIHIGO should be guided by the following principles:

- Aligning with government policies and targets that speed up the development
- Achieving good results/indicators giving pride to the implementer and other stakeholders
- Aspiring to get what you do not have or increase on what you already have

At the Local Government level, IMIHIGO are set at all levels from the household to the village, cell, sector, district, and province. Each level supervises the implementation of the performance contract of the level directly below it.

2.2. Entities preparing, Approving, Supervising, and evaluating IMIHIGO

When elaborating its IMIHIGO, each administrative unit determines its objectives (with measurable indicators) considering national priorities. The IMIHIGO, at both planning and reporting phases, are presented to the public for accountability and transparency purposes. District mayors also sign IMIHIGO with H.E the President of the Republic, committing themselves to achieving the set targets. The table below summarizes the process of IMIHIGO preparation, supervision, and evaluation at each level of the local administration as defined by MINALOC in 2012.

Table 1: IMIHIGO Process

LEVEL	PREPARATION	APPROVAL	SUPERVISION	EVALUATION
Household	Member(s) of the household	Member(s) of the household	Village executive committee	- A team composed of the Executive Committee of the Village
Village	Village Executive Committee	The Village Council (inhabitants of the Village) and the Cell Executive Committee (for quality assurance);	- The Bureau of the Cell's Council - The Cell Executive Committee	- The Cell's Council -The Cell Executive Committee

Cell	The Cell Executive Committee	<ul style="list-style-type: none"> - The Cell's Council - The Sector Executive Committee (for quality assurance) 	<ul style="list-style-type: none"> - The Cell's Council -The Sector Executive Committee 	<ul style="list-style-type: none"> - The Sector Executive Committee - The Council of the Sector
Sector	<ul style="list-style-type: none"> - The Sector Executive Committee - Sector Joint Action Development Forum (JADF) 	<ul style="list-style-type: none"> - The Sector Executive Committee - The District Quality Assurance Team, for Technical Assistance 	<ul style="list-style-type: none"> - The Council of the Sector - The District Executive Committee - A Councilor representing the Sector in which he/she was elected 	A team composed of the District Council and JADF
District	<ul style="list-style-type: none"> - The District Executive Committee - District Joint Action Development Forum (JADF) 	<ul style="list-style-type: none"> - The District Council, - The Governor of the Province/Mayor of the City of Kigali - National Quality Assurance Technical Team for technical assistance 	<ul style="list-style-type: none"> - The District Council - The Province and Kigali City - MINALOC 	<ul style="list-style-type: none"> - The Province and the City of Kigali - A National Team
Province and City of Kigali	The Governor of the Province/Mayor of the City of Kigali assisted by the Executive Secretary	<ul style="list-style-type: none"> - The Provincial Coordination Committee - The Kigali City Council - National Quality Assurance Technical Team for technical assistance 	MINALOC	A National Team

Source: RGB,2014

As per various reports, MINALOC does not provide regular guidelines to provide underlying principles and key priorities, as well as mechanisms for the preparation, monitoring and evaluation of IMIHIGO at Sub-District levels (NAR, 2020). However, MINALOC recommends that IMIHIGO should be prepared from the household level, with citizens identify their key priorities, which are channeled to Districts through the planning and budgeting process. District leaders will then align them to national priorities to be ratified as district IMIHIGO (MINALOC, 2020a).

2.3. Citizens' participation in IMIHIGO

Even though the IMIHIGO principle encourages community participation in the preparation and implementation of these, studies have shown that citizen participation in the IMIHIGO process is still limited. According to NAR (2020), citizens have low incentives to participate in local governance processes, given that their concerns are generally not taken into consideration. A lack of tangible gains resulting from participation along with low levels of trust and confidence in local leaders are some of the disincentives which prevent citizens from engaging with leaders at the Sub-District levels. In similar vein, a report by NEVER AGAIN RWANDA highlighted a low level of Citizen participation in governance and development in Rwanda. Thus, it called for a clear contribution of CSOs in establishing an effective mechanism that boosts citizen participation in the governance and development processes of Rwanda through voicing the voiceless and shaping policies (NISR, 2020).

2.4. Citizen participation in IMIHIGO in the agricultural sector

A study by International Alert (2018) shed a light on the mechanisms for farmers' participation in channeling their views and feedback regarding the choice of agriculture-related IMIHIGO in a set of priority crops. These mainly include meetings at different administration levels, the use of farmer promoters and Farmers Field School (FFS) facilitators, participation in Umuganda, and other community-level meetings. Of all of these, Village Council meetings (also known as Inteko z'Abaturage) appear to be the most common channels used by farmers, although they tackle various topics at once, which limits their effectiveness as far as the agriculture sector is concerned.

Citizen participation is very beneficial and worth investing in with its main advantage being increased farmers' ownership of agriculture programs. Moreover, farmers' involvement in the process allows the government to make good and realistic plans which are effectively implemented by farmers through collective actions, which then can lead to farmers' livelihoods being improved. Nevertheless, the data collected in the KIIs by International Alert, (2018) substantiates that citizen participation in annual IMIHIGO targets is still limited. In this regard, Farmers perceived that the planning process should be revised to meet farmers' opinions and every farmer should plan for and share agricultural IMIHIGO before the beginning of the fiscal year for compilation at the village level. International Alert (2018) also found that both local leaders and sample farmers acknowledge limited participation of farmers in the selection of priority crops, which is done at the central level based on their role in food security and enhancement of national economy and nutrition. Farmers' participation is limited just to the selection of agricultural sites where priority crops are grown with some guidance by sector agronomists or farmer promoters and FFS facilitators.

MINALOC strategic plan (2020-2024) stipulates that farmers should play an active role in the IMIHIGO planning, implementation, and evaluation process (MINALOC, 2020b). In this regard, the Ministry is planning to multiply efforts to increase the level of citizens' participation in planning and budgeting for district IMIHIGO and ensure accountability processes through 'a citizen participation month' to the priorities from the citizens' perspective and feedback provision. TI-

Rwanda's research conducted since 2017 in NYANZA and KAYONZA Districts, the findings on farmers' satisfaction with their participation in agriculture projects planned in IMIHIGO also highlighted farmers' limited participation and satisfaction. Only 58% of farmers participated in planning, 25.3 % participated in the evaluation while 31.7% of farmers participated in the price regulation process for agriculture and livestock produce. The study also indicates that the level of citizens' satisfaction with the district "IMIHIGO" process is still low: only 63.07 % of farmers were satisfied with how 18 planned priorities were implemented during the performance contracts of the fiscal year 2019- 2020 in the two districts, while the farmers who participated and were satisfied with the evaluation process represented 62.02% (TI-Rwanda, 2019). Through its annual publication of Citizen Report Card (CRC), RGB also reports the levels of community satisfaction about services rendered to them. In 2020, the level of satisfaction of farmers with regard to agriculture services was 58.5% (RGB, 2020).

While farmer participation in the agriculture IMIHIGO process appears to be insufficient, one may actually wonder whether it has not become worse, due to the COVID-19 pandemic which has resulted in physical gatherings being repeatedly interrupted to prevent the spread of the pandemic. It is against this background that this study investigated the existing gaps and challenges that affect farmers' satisfaction with services rendered to them through the agriculture IMIHIGO process and suggest the strategies to mitigate these challenges.

3. METHODOLOGY

The methodology is the general research strategy that outlines how research is to be undertaken highlighting the approaches and methods to be used to collect and analyze data.

3.1. Approaches and methods

This baseline combined both quantitative and qualitative methods to collect information on farmers' satisfaction with their participation in the IMIHIGO process for the financial year 2020-2021 in three districts. With regards to the quantitative approach, a structured questionnaire was administered to farmers in their respective cooperatives at the sector level. Questions were elaborated based on the objectives of the study. As for the qualitative data collection, Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs) were used to collect different kinds of data from local leaders, officials from the districts who are directly involved in agriculture IMIHIGO and agriculture-related activities, CSOs working in agriculture, TI-Rwanda staff and those from project partners, and representatives from MINAGRI, RAB, MINICOM, and MINECOFIN.

The desk review and observation techniques were instrumental in identifying the number of open data mechanisms in the IMIHIGO process and available content in the feedback framework as well as the farmers' priority needs that should be taken into consideration through the IMIHIGO planning cycle in BURERA, RUBAVU and KAMONYI districts. A desk review checklist was developed.

3.2. Sampling frame and sample size

The sampling frame of the baseline survey was drawn from the entire farming population in the three (3) districts which was considered as the study population. However, not every farmer in the districts under study was targeted by the survey; only the members of farming (agriculture and livestock) cooperatives were targeted. The sample size was computed using the Raosoft sample size formula below.

$$n = (N(zs/e)^2)/(N-1+(zs/e)^2)$$

Where:

z= 1.96 for 95% level of confidence

s = p(1-p) p = estimated proportion

e = desired margin of error

N = population size

In this estimation, the size of the sample is 401 in BURERA, 421 in RUBAVU, and 404 in KAMONYI. The confidence level is taken at 95% with a margin of error of 5%. The table below illustrates the sample distribution in the 3 districts.

Table 2: Sample distribution per district

No.	Study population	Study population Size(N)	Confidence level	Margin of error	Sample size(n)
1	Rubavu	403,662	95%	5%	421
2	Burera	336,455	95%	5%	401
3	Kamonyi	340,501	95%	5%	404
Total					1226

Farmers' cooperative members took part in three FGDs in each of the three districts sampled for this study. The study also used Key Informant Interviews (KIIs) for farmers' cooperative leaders, local leaders such as sector agronomists, directors in charge of agriculture in the sampled districts, officers in charge of livestock in districts and sectors, Officers in charge of the environment at the district level, district planners and CSOs representatives.

3.3. Research instruments

In order to collect data from participants, a structured questionnaire was created based on a series of questions. The questionnaire included both closed-ended and open-ended questions. Each respondent was given a structured individual questionnaire by enumerators. It was used to interview individuals and was kept as brief as possible to use as little as possible respondent's time and to avoid boredom.

3.4. Data collection

Before starting the data collection process, questionnaires were piloted with 25 farmers outside the study areas. The pilot helped researchers to examine the research instruments in terms of clarity, language, coherence, consistency, and validity as well as screening for ambiguity in the wording of the questions and data entry into the Statistical Package for the Social Sciences (SPSS). It also gave enumerators and supervisors an opportunity to familiarize themselves with the survey tools.

Data collection was done face-to-face by trained and skilled enumerators in the respondent's preferred language under the supervision of experienced team leaders in each district. During the data collection process, quantitative data was captured in the tablets by enumerators under the supervision of team leaders who used to submit the collected data on daily basis to the statistician.

3.5. Data analysis

As regards the data analysis, SPSS was used. Before the actual data analysis, a data entry template was designed using Statistical Package for Social Sciences (SPSS). Thereafter, the statistician generated graphs and/or tables based on the tabulation plan. Finally, data analysis and interpretation were made to pave the way for the production of the draft report.

3.6. Perception based Scoring logic

The scoring logic uses the following scale where a numeric value is assigned to each ranking color as follows:

Table 3: Scoring Logic

No.	Perception based scoring logic	Scale	Color
1	76-100	Very high (Yes)	Green
2	51-75	High	Yellow
3	26-50	Low	Light amber
4	1-25	Very low	Red

3.7. Qualitative research

The qualitative research was designed to help interpret the quantitative data. The qualitative research used in this assignment includes in-depth interviews or key informant interviews and Focus Group Discussions. The two qualitative research methods are seen here as complementary rather than mutually exclusive.

First, in-depth interviews or key informant interviews enabled conversations with individual citizens and experts about their experience and understanding of the current situation of IMIHIGO and issues, challenges, and solutions in agriculture. Second, focus groups helped researchers to collect data from a group of people who were selected and brought together by researchers to discuss and comment on the research focus based on their personal experience. The participants in the focus groups were selected from all segments of the community, including women, the youth, and other vulnerable groups. Men and women participated in mixed FGDs, which were conducted by a professional researcher of the same gender whenever possible. This was done to allow all groups to feel safe and openly voice their opinions. The conversations (both in interviews and FGDs) were conducted in the participants' preferred language, which was mainly their mother tongue. Responses were recorded in writing and then word-processed in preparation for analysis.

The thematic and content analysis approach was used to analyze qualitative data, and consisted of 6 steps: (1) the familiarization with the transcription and its data; (2) coding interesting features; (3) searching for themes; (4) inter-correlation of themes and coded extracts; (5) defining and naming themes; and (6) producing a qualitative data report. Efforts were made to ensure data triangulation and crosschecking of potential errors from various data sources.

3.8. Quality Assurance

Conducting such a survey as this requires a set of measures to ensure data and information quality. Data quality assurance was conducted during collection, analysis and synthesis, through triangulation and verification to minimize potential errors. For this particular survey, the following activities and measures contributed to the quality and integrity of the quality assurance process:

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

3.9. Ethical considerations

We ensured that our search for information does not violate ethical values. We did our best to avoid harming or embarrassing respondents and respected their privacy. A series of procedures to comply with ethical guidelines were followed by consultants and enumerators during the entire study process. They include the following:

- We provided participants with information on the research and helped them to understand it before requesting for their informed consent.
- Respondents willingly accepted to participate in this study.
- The information collected only served the purpose of helping the society.
- The researcher knew the identity of a research participants but took steps to ensure that their identity is not known outside the research circle.
- A high level of confidentiality was ensured across all research phases.

4. PRESENTATION OF THE FINDINGS

4.1. The respondents' demography

This section presents the respondents' profile with a focus on selected characteristics including gender, age, the education level, and the current Ubudehe category.

Table 4: Demographics

VARIABLE	RESPONSE OPTION	FREQUENCY	PERCENTAGE
Number of Respondents per district	BURERA	401	32.71
	KAMONYI	404	32.95
	RUBAVU	421	34.34
	Total	1226	100
Gender	Male	625	50.98
	Female	601	49.02
	Total	1,226	100
Age	18-24	52	4.24
	25-29	80	6.53
	30-34	139	11.34
	35-39	217	17.7
	40-44	190	15.5
	45-49	161	13.13
	50-54	163	13.3
	55-59	96	7.83
	60+	128	10.44
	Total	1,226	100
Highest education level attained	None	240	19.58
	Primary only	716	58.4
	Vocational Training	73	5.95
	Lower Secondary	151	12.32
	Upper Secondary	35	2.85
	Tertiary	11	0.9
	Total	1,226	100
Current Ubudehe Category	Category 1	117	9.54
	Category 2	542	44.21
	Category 3	566	46.17
	Category 4	1	0.08
	Total	1,226	100
Living with disability	Yes	79	6.44
	No	1,147	93.56
	Total	1,226	100

According to the findings, there were more than 400 respondents in each district, indicating a high level of confidence leading to the expected response rate being achieved. Of the 1226 respondents who participated in the study, 625 (50.98%) were male, while 601 (49.02%) were female. As per the statistics, both men and women are more or less equally involved in agricultural activities.

The study also found that the age range of farmers was between 30 and 54 years, with many of them being between 35 and 44 years old. There is still a big room for improvement in terms of farmers' education, because a big majority of farmers have low levels of formal education. In other words, only people with low levels of education are more likely to engage in agricultural activities. Indeed, statistics from this survey indicate that 19.58% of respondents never attended school, 58.4% of the total respondents only attended primary school while only 12.32% went to secondary school but did not complete it.

This suggests that more needs to be done in order to encourage people with higher education levels to be involved in agriculture and animal husbandry, especially as it is one of the key sectors in the national economy. According to the data, the majority of the farmers who took part in this study fall into the second (44.21%) and third (46.17%) Ubudehe categories.. The absence of Ubudehe category 4 suggests that agriculture is an occupation mainly for the people in the lower socioeconomic quintiles. Findings also show that 6.44% of the total respondents have disabilities.

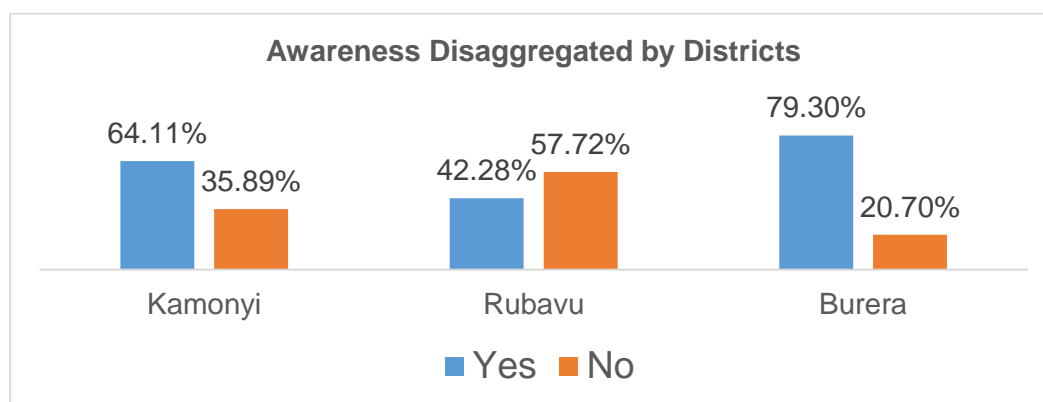
4.2. Farmers' meaningful participation in the planning, implementation and evaluation process of IMIHIGO for the FY 2020-2021

This section assesses the meaningful participation of farmers in the planning, implementation and evaluation process of agriculture District Imihigo. Its sub-sections focus on: (i) awareness of their district IMIHIGO with a focus on those related to agriculture, (ii) farmers' participation in the formulation of priority needs, (iii) the level of the government responsiveness with service delivery in the agriculture sector and (iv) challenges related to the farmers' satisfaction in the planning, budgeting, implementation and evaluation of IMIHIGO.

4.2.1. Farmers' awareness of existing district agriculture-related IMIHIGO

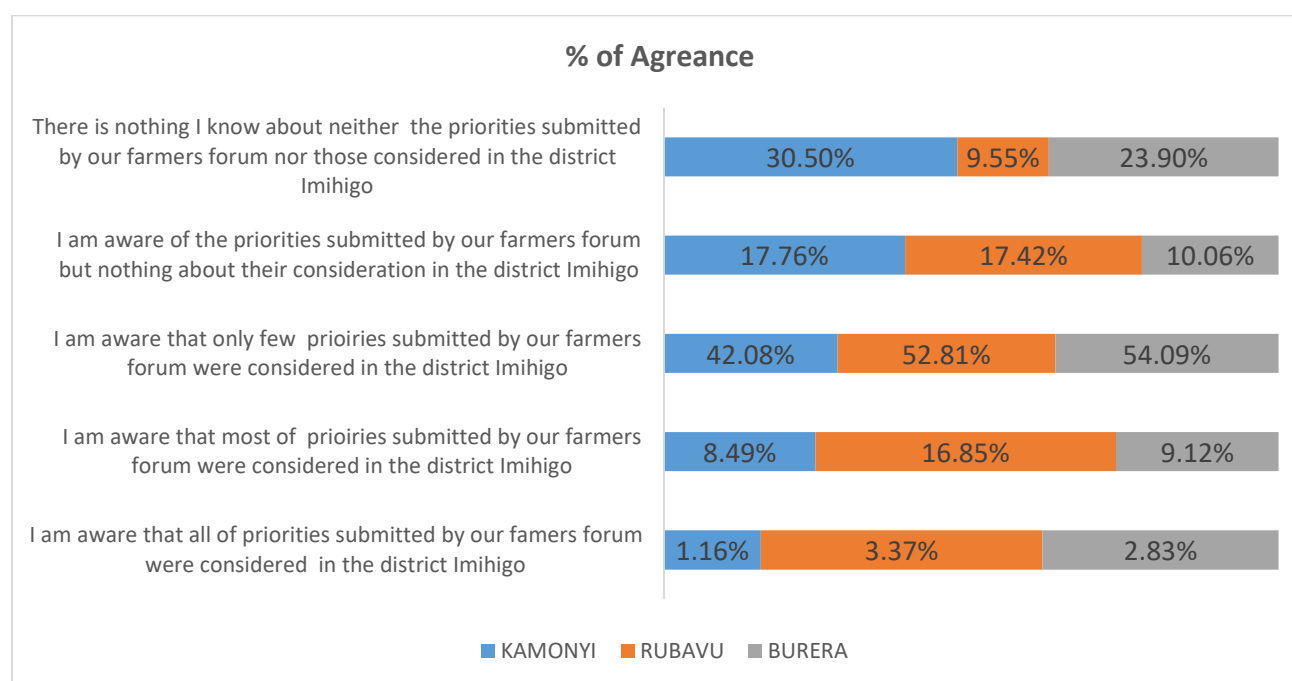
This section discusses farmers' awareness of their district IMIHIGO with a focus on those in the agriculture area.

Figure 1: Farmers' awareness of existing district agriculture related IMIHIGO



Overall, Figure 1 above indicates the majority of farmers are aware of agriculture related Imihigo formulated and implemented in their districts as pointed out by 64.11% of the respondents in KAMONYI, 57.72% in RUBAVU, and 79.3% in BURERA district. On the other hand, there is still a significant number of farmers who do not know anything about these Imihigo. This implies that the relevant authorities need to increase efforts to raise farmers' awareness of IMIHIGO in their districts through various channels that farmers have access to. Moreover, farmers should be fully informed about their role in the planning, implementation, and evaluation process of agriculture-related IMIHIGO in their districts. Figure 2 below, shows the level of awareness of farmers with regard to priorities formulated by farmers' forums and considered in their district Imihigo for the fiscal year 2020/2021.

Figure 2: Awareness of priorities formulated by farmers' forum for consideration in the district IMIHIGO for the fiscal year 2020/2021



It emerged from the data above that majority of famers in KAMONYI (42.08%), RUBAVU (52.81%) and BURERA (54.09%) districts are aware of only few priorities submitted by their farmers' forum considered in the district Imihigo. The finding shows that farmer's suggested priorities are barely taken into consideration by the relevant authorities' One reason for this could be limited budget as suggested by an official from Kamonyi district who was interviewed in this study:

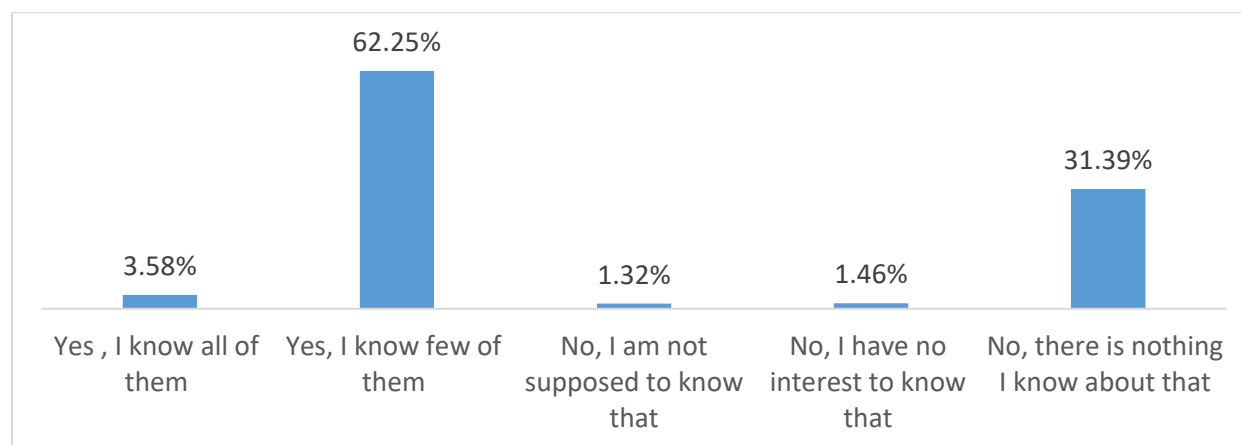
Agricultural performance contracts come from farmers. We have agricultural cooperatives and that is where we start from when preparing performance contracts. We invite all 316 agricultural advisers and cooperative leaders to give their opinions and we formulate the performance contracts from there. As for Girinka performance contracts, we consider the available budget and we buy cows according to the budget we have.” (Interview with an official in the agriculture sector in Kamonyi district).

On the other hand, a small proportion of farmers in KAMONYI (30.5%) and BURERA (23.9%) indicated that they know nothing about both the priorities submitted by farmers and those considered in the district Imihigo. This indicates that famers do not sufficiently participate in the formulation of Imihigo in their respective districts As explained by a farmer from Burera:

“I have never been invited to any meeting to participate in Agriculture Imihigo. I got a cow from the Girinka Program during the general meeting in our cell as I was considered as one of the poorest in our village. Our leaders told us that the Girinka program was part of the district performance contracts. Leaders are the ones who set performance contracts and just inform us about the set imihigo during their implementation”. (FGD with Famers in BURERA district).

The fact that majority of farmers in Burera, Kamonyi and Rubavu districts knew only about very few priorities submitted by them and considered by the district is another indication that the involvement of farmers in district Imihigo needs to be further enhanced.

Figure 3: Awareness of agriculture related IMIHIGO projects for the FY 2020-2021



As shown by the data in Figure 3, majority of respondents (62.25%) know of a few agricultural IMIHIGO projects being implemented. On the other hand, 31.39% of all the respondents claim that they are not aware of any agriculture related IMIHIGO for the fiscal year 2020-2021. This is

an indication of the insufficient role played by farmers in the district Imihigo process (preparation, implementation, or evaluation), especially in the agricultural sector.

This finding corroborates the data from the desk review which revealed that the district IMIHIGO document for the FY 2020- 2021 was not easily accessible by farmers and other agricultural stakeholders; these documents were kept by the agricultural authorities in their offices. At the sector level, agronomists do not have a copy of IMIHIGO, even though they are involved in their implementation.

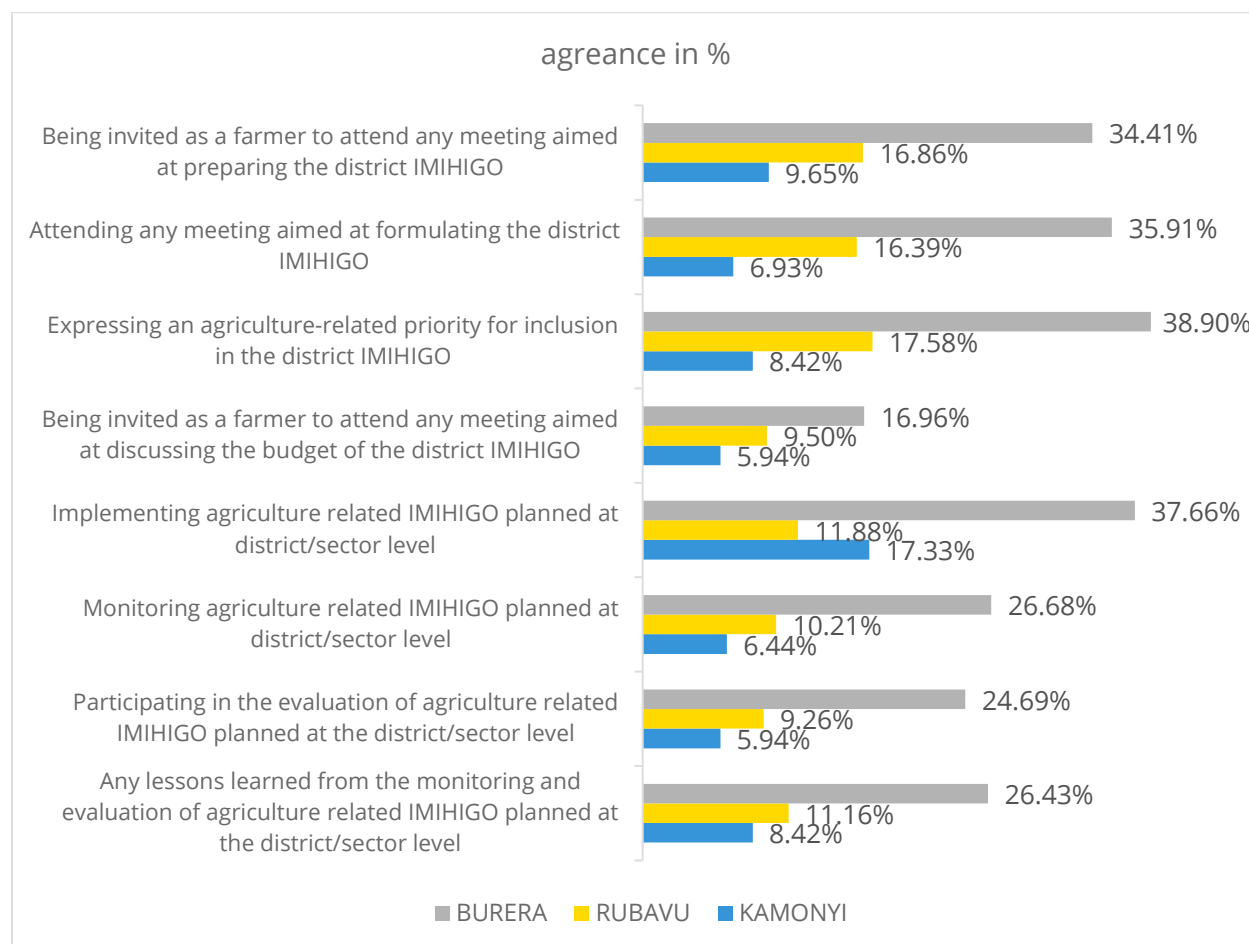
However, a copy of agricultural projects considered in the District Imihigo is usually kept in a room known as "*Icyumba cy'Imihigo*" which is often locked and difficult to access even by district staff. This survey also sought to know how leaders in charge of agricultural IMIHIGO inform farmers about the agricultural projects included in the district Imihigo. The leaders who were interviewed pointed out that, generally, farmers are not familiar with the agricultural projects included in IMIHIGO; they only inform those farmers whose land will be used during the projects implementation such as those pieces of land on which terraces will be made.

"Trust me, there is no mechanism in place to inform farmers about agricultural projects included in the district's IMIHIGO; nonetheless, the farmers who own land where the projects will be implemented are always informed by districts authorities as they have to avail their land to enable smooth project implementation. (Interview with Officials in charge of Agricultural IMIHIGO (Sector level) in KAMONYI District).

4.3. Participation of farmers in the planning, implementation, and monitoring of agricultural projects planned in IMIHIGO at the district level

This sub-section the question asking whether the agricultural priorities are selected from the grassroots to the national level in the process of identifying IMIHIGO targets. It also examines whether in this process, feedback from the central level to the community ensures that citizens know which of their suggested priorities were or were not included in Imihigo.

Figure 4: Respondents' participation in selected IMIHIGO activities over the fiscal year (2020/2021)



According to the findings, farmers' participation in agriculture IMIHIGO is at a very low level. The findings of the survey indicate that more than 83%, 90%, and 65% of respondents in RUBAVU, KAMONYI, and BURERA districts, respectively, reported that they have never been called as farmers to any meeting intended to prepare the district IMIHIGO. Similarly, more than 93%, 83%, and 64% of the respondents from KAMONYI, RUBAVU, and BURERA districts, respectively, confirmed that they had not attended any meeting aimed at formulating the district IMIHIGO.

In addition, only a small proportion of respondents indicated that they had participated in one of the following agricultural activities listed below:

- Expressing an agriculture-related priority for inclusion in the district IMIHIGO
- Attending any meeting aimed at discussing the budget of the district IMIHIGO
- Participating in the Implementation of agriculture related IMIHIGO
- Participating in the Monitoring of agriculture-related IMIHIGO and Participating in the evaluation of agriculture-related IMIHIGO.

One purpose of IMIHIGO is to build the confidence of citizens as actors in their development by helping them identify and apply approaches to socio-economic transformation which they are familiar with from the Rwandan culture. Furthermore, when farmers actively participate in setting

agricultural priorities, it is much easier for them to implement these. For instance, the development of a newly irrigated piece of land and the sustainable mobilization of water for agriculture involves a series of activities such as marshland irrigation, hillside irrigation, protected (greenhouse) irrigation, small-scale irrigation, and water development. The success of investment in these activities largely depends on their adaptability to local conditions, local ownership, and the level of community participation (MINAGRI, 2018).

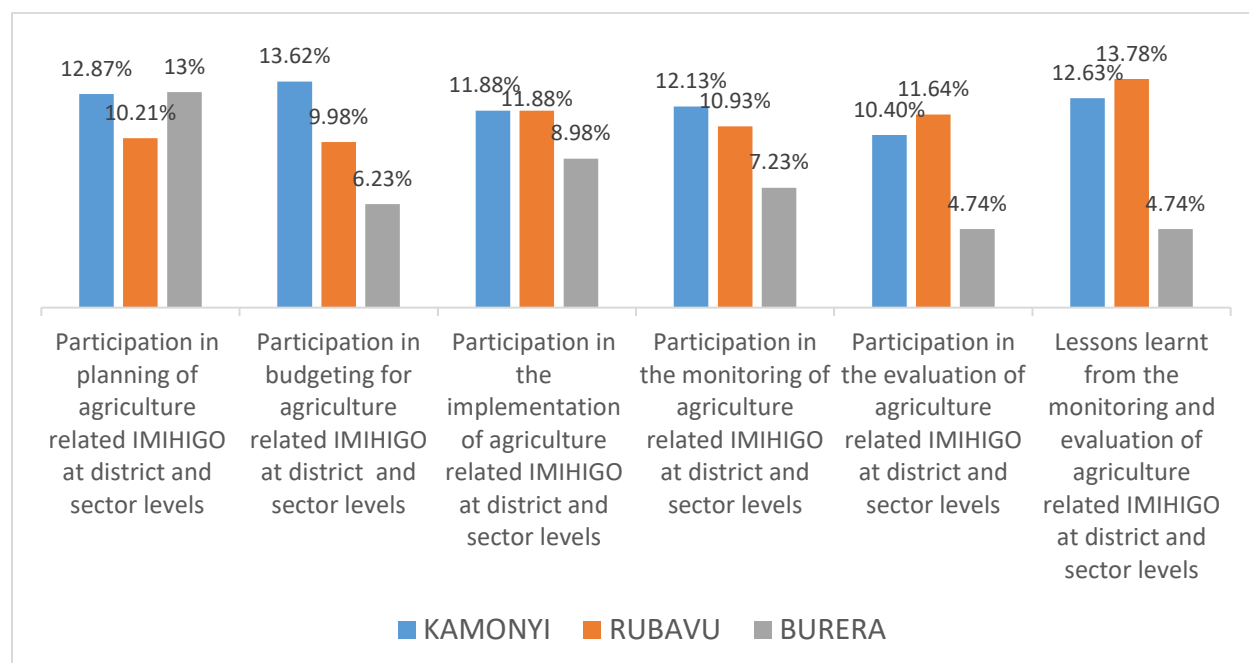
Therefore, this limited involvement of farmers in the planning, implementation, monitoring, and evaluation process of agricultural IMIHIGO could hinder the achievement of agricultural-related IMIHIGO. This is also consistent with the findings from focus groups and interviews whereby farmers say they are not invited to participate in the District's IMIHIGO planning, implementation and monitoring activities.

“We believe that the district IMIHIGO is being prepared by MINAGRI in collaboration with the district administration, and then the sector agronomist will come and inform us how the IMIHIGO will be implemented, particularly during the agricultural season preparation meeting.”
(Interview with a cooperative leader in KAMONYI district).

4.4. Farmers’ satisfaction with their Participation in Imihigo Process

IMIHIGO constitute one of the homegrown solutions that is changing the face of Rwanda as an invaluable tool for planning and implementation of development policies. This sub-section discusses farmers' satisfaction with their participation in the planning, budgeting, implementation, monitoring, and evaluation of agriculture related IMIHIGO at the district/sector level. It also answers the question of whether any lessons were learned from farmers' participation in the monitoring and evaluation of agriculture related IMIHIGO at district and sector levels.

Figure 5: Farmer's satisfaction with their participation in the IMIHIGO Process



The findings of this baseline survey indicate that farmers in RUBAVU, BURERA, and KAMONYI districts were very dissatisfied with their participation in district and sector level planning, budgeting, implementation, monitoring, and evaluation of agriculture-related IMIHIGO. They went on to say that no substantial lessons were learnt from the district and sector level monitoring and evaluation of agriculture related IMIHIGO.

Homegrown initiatives (HGIs), such as IMIHIGO, have generated numerous success stories in strengthening the delivery of the first Economic Development and Poverty Reduction Strategy (EDPRS 1)(RGB, 2014). In order for them to be successful, however, International Alert (2018) suggests that the process of setting IMIHIGO targets should be participatory. Thus, farmers are required to actively participate in the IMIHIGO process for the agriculture sector, especially as they are also partners in the implementation of the agricultural projects contained in the IMIHIGO. In spite of this recommendation, however, farmers' input is underrepresented in agriculture IMIHIGO, according to the findings of this survey. These findings are also in line with those from focus group discussions and interviews, in which farmers complained about the authorities failing to take their inputs into account during the IMIHIGO process.

"We would insist that sorghum farming be included in the land consolidation program if we were allowed to participate in IMIHIGO planning because it is one of the most productive crops in our district". (Interview with a cooperative leader in BURERA district).

"Farmers are rarely called to attend meetings to take part in the Agricultural IMIHIGO process, although this is the best way for farmers to channel their thoughts on agricultural growth, especially since agronomists and veterinarians are unfamiliar with some of the realities on the ground". (Interview with a farmer in RUBAVU district).

Failure to invite farmers to meetings that prepare agricultural IMIHIGO may cause delays and gaps in their implementation. This study highlights some cases where farmers show resistance when requested to implement IMIHIGO activities. As evidenced by various local leaders who participated in this study, there are performance contracts that have not been fully achieved since some farmers refused to avail their farms on time for agricultural initiatives such as tracing radical terraces as explained below:

"Some farmers refused to avail their land for agricultural projects such as radical terraces or sewage, making it harder to achieve IMIHIGO. It takes a lot of time and energy to convince them, and we often guarantee them jobs in those projects as an incentive, with some accepting and others categorically refusing". (Interview with a local leader in BURERA district).

In fact, if farmers are actively involved in district IMIHIGO, such as the selection and approval of agricultural projects, they are more likely to take ownership of these projects. This will deepen their understanding and help speed up and improve the implementation of the projects.

It should be noted that previous studies by TI-Rwanda have also pointed to farmers' poor participation in agricultural price determination, as well as farmers' dissatisfaction with prices set

by agro-dealers and cooperative leaders (TI-Rwanda, 2019). This situation could be linked to the low level of farmers' satisfaction with their participation in the IMIHIGO planning, budgeting, implementation, monitoring, and evaluation process. This implies that more efforts are needed to increase farmers' participation in the IMIHIGO process in the agriculture sector.

Table 5: Cooperation between agriculture oriented CSOs, farmer cooperatives and district authorities to engage farmers in the Imihigo planning and monitoring process for the FY 2020/2021 in Rubavu, Kamonyi and Burera districts

Observation/ desk Question	Response value	Comments
Organized dialogue meetings between agriculture-oriented CSOs, farmer cooperatives, and district authorities on the agricultural agenda in the FY 2020- 2021 during the planning of IMIHIGO	0	No such meetings have been organized for the planning of the Agricultural IMIHIGO
Organized dialogue meetings between agriculture-oriented CSOs, farmer cooperatives, and district authorities on agricultural agenda in the FY 2020- 2021 during the implementation of IMIHIGO	0	No such meetings have been organized for the implementation of the Agriculture IMIHIGO
Actions that were agreed upon (consensual) in the dialogue during the planning of IMIHIGO	0	No action was agreed upon because no such meetings were held.
Consensual actions resulting from the dialogue that was incorporated in the IMIHIGO for the FY 2020/2021	0	As no meetings were conducted, no consensual action was incorporated in the IMIHIGO for the FY 2020/2021
Consensual actions resulting from the dialogue that was implemented during the FY 2020/2021	0	No actions resulting from the dialogue

Source: Compiled data from desk review, 2022

As can be seen in Table 7, no meetings were conducted with farmers and no action was taken as a result of these meetings during the fiscal year 2020-2021. All of this demonstrates the low level of engagement of farmers in agriculture IMIHIGO. This is challenging because farmers' limited participation in agriculture IMIHIGO might hinder the efforts made to make farmers consider agriculture Imihigo as one of their key priorities.

Table 6: Farmers' satisfaction with their priorities formulated and submitted to farmer's forum for consideration in the District IMIHIGO for the fiscal year 2020/2021

	RUBAVU	BURERA	KAMONYI
The way farmers' priorities were considered and submitted to the sector/district IMIHIGO (for the fiscal year 2020/2021) by the farmers' forums/cooperatives	34.21%	17.09%	25.33%
The inclusion of farmers' priorities in the district IMIHIGO for the fiscal year 2020/2021	19.30%	13.92%	13.12%
The way farmers' priorities in the district IMIHIGO for the fiscal year 2020/2021 were addressed	48.25%	16.45%	14.48%

While the government encourages local governments to include the public in the formulation of IMIHIGO priorities and to encourage them to play an active role in the implementation of IMIHIGO in agriculture, majority of farmers in the 3 districts under study have expressed their dissatisfaction with the way this is done. When asked about their level of satisfaction with the submission and consideration of their suggested priorities in the sector and district IMIHIGO, around 60% of respondents in all three districts expressing disappointment. On the other hand, nearly 80% of respondents expressed dissatisfaction with the way farmers' suggested priorities are included in the district IMIHIGO.

Another reason for dissatisfaction among respondents was found to be the way farmers' suggested priorities were addressed in district IMIHIGO for the fiscal year 2020/2021. Farmers expressed this in focus groups and interviews, as they complained about not knowing the priorities set for them as farmers, yet the selected agricultural projects were carried out on their farms. This, according to them, is frustrating.

"We want leaders to seek our input on IMIHIGO priorities since we are frequently the ones who will put them into action. We always want the market for our milk production to be included in the district IMIHIGO, but we don't have a mechanism to express our wishes and concerns".
(Interview with a Cooperative leader from RUBAVU district).

Apart from field research, desk review was also conducted in RUBAVU, KAMONYI, and BURERA districts to identify how many farmers' suggested priorities were submitted to the farmers' forum, and then considered in the district IMIHIGO during the fiscal year 2020/2021. Table 7 summarizes the findings of this review.

Table 7: Number of priorities formulated by farmers, submitted to the farmers' forum and considered in the district IMIHIGO (2020-2021) in Burera District

FARMERS' COOPERATIVE LEVEL			
Observation	Response value/ priorities	Source of data	Comments
Number of priorities formulated by farmers and submitted to the farmers' forum/cooperatives	2	Desk review	There was no evidence at this stage (0), but they verbally indicated 2 priorities
Number of farmers priorities submitted by cooperatives to the sector/district	0	-	No evidence was provided
Sector level			
The number of farmers' priorities submitted by cooperatives to the sector	0	-	No evidence was provided
The number of agricultural priorities submitted by sector and included in District's IMIHIGO	4	Copies of priorities submitted	It has been observed that the 4 priorities from sector to District were not suggested by farmers or farmers' cooperatives.
District level			
The number of agricultural priorities submitted by Sectors	14	No source provided	According to district officials, agriculture priorities are set by sectors, but no sources are provided.
The number of agricultural priorities included in District's IMIHIGO	14	A final copy of IMIHIGO	As per the district officials, agricultural priorities are suggested by farmers in sectors and linked to the National (MINAGRI) program. However, farmers' cooperative leaders say they are informed of agriculture priorities only during the implementation of the IMIHIGO
Number of farmers' suggested new priorities included in District IMIHIGO	0	-	There have been no new priorities set in the last three fiscal years.

Source: Compiled data from desk review, 2022

As it has been observed, farmers' participation in district IMIHIGO in Burera is limited to the implementation. Agricultural priorities included in IMIHIGO are set at the sector level, based on the district budget. This corroborates the views from some leaders in BURERA district indicating

that agriculture IMIHIGO are prepared by the district and sectors (based on the district action plan) in line with MINAGRI's strategic plan. Thus, farmers' input in IMIHIGO planning is missing.

Table 8: Number of priorities formulated by farmers, submitted to farmers' forum and considered in the district IMIHIGO (2020-2021) in Kamonyi district

FARMERS' COOPERATIVE LEVEL			
Observation	Response value/ priorities	Source of data	Comments
Number of priorities formulated by farmers and submitted to the farmers' forum/cooperatives	3	Copies of farmers' priorities submitted at the cooperative level	They prepare their IMIHIGO in cooperatives and try to meet them, but the identified priorities are neither submitted nor considered at the sector level.
Number of farmers' priorities submitted by cooperatives to the sector/district	0	No source of data	No mechanisms for submitting priorities from farmers' forum to the sector level
Sector level			
The number of farmers' priorities submitted by cooperatives to the sector and included in district Imihigo	0	No source of data	At the sector level, there was no document indicating that farmers priorities are submitted by cooperatives for consideration in district IMIHIGO
The number of agricultural priorities submitted by sector and included in District IMIHIGO	9	Sector IMIHIGO official documents	Sector agronomists show agricultural priorities included in the district IMIHIGO but do not show evidence that priorities are generated by farmers
District level			
The number of agricultural priorities submitted by Sectors	11	No source provided	In the agricultural sector, no document indicates the IMIHIGO from sector level

The number of agricultural priorities included in District IMIHIGO	11	District IMIHIGO document (fiscal year July 2020/June 2021)	As the district makes a plan based on the approved budget, all IMIHIGO from sector levels are included in the district's IMIHIGO.
Number of farmers' new priorities included in District IMIHIGO	0	No source of data	There have been no new priorities set in the last three fiscal years.

Source: Desk review data compiled in 3 sectors in Kamonyi, 2022

In KAMONYI district, agriculture IMIHIGO are prepared in collaboration between the district and the sectors, prioritizing agricultural initiatives and facilities based on the district action plan and linking them to the MINAGRI's strategic plan. According to the farmers, their priorities are never channeled to sector and district IMIHIGO for consideration which is why they do not fully invest in the implementation of the approved district IMIHIGO. For example, some of the terraces were included in the district agricultural IMIHIGO but have not been exploited for more than two seasons due to lack of inputs to make the soil more productive.

Table 9: Number of priorities formulated by farmers, submitted to farmers' forum and considered in the district IMIHIGO (2020-2021) in Rubavu district

FARMERS' COOPERATIVE LEVEL			
Observation	Response value/ priorities	Source of data	Comments
Number of priorities formulated by farmers and submitted to the farmers' forum/cooperatives	2	Copies of farmers' priorities submitted at the cooperative level	Farmers make performance contracts in their cooperatives
Number of farmers' priorities submitted by cooperatives to the sector/district	0	No source of data	The management of the cooperative is not required to make submissions of farmers' priorities to the sector level
Sector level			
The number of farmers' priorities submitted by cooperatives to the sector	0	No source of data	Officials at the sector level claim to be collecting priorities from farmers, but

			there is no supporting documentation.
The number of agricultural priorities submitted by sector and included in District IMIHIGO	5	Sector IMIHIGO official documents	All priorities were considered in the district performance contract for agriculture, according to officials at the sector level.
District level			
The number of agricultural priorities submitted by Sectors	8	There was no source of information provided	District IMIHIGO officials claim that priorities are set by sectors, although there is no evidence of this.
The number of agricultural priorities included in District IMIHIGO	8	District IMIHIGO document (fiscal year July 2020/June 2021)	The district official in charge of IMIHIGO says that all priorities from the sector levels are included in the district performance contract because they make a plan based on the available budget
Number of farmers' new priorities included in District IMIHIGO	0	-	There have been no new priorities set in the last three fiscal years.

Source: Desk review data compiled in 3 sectors in Rubavu ,2022

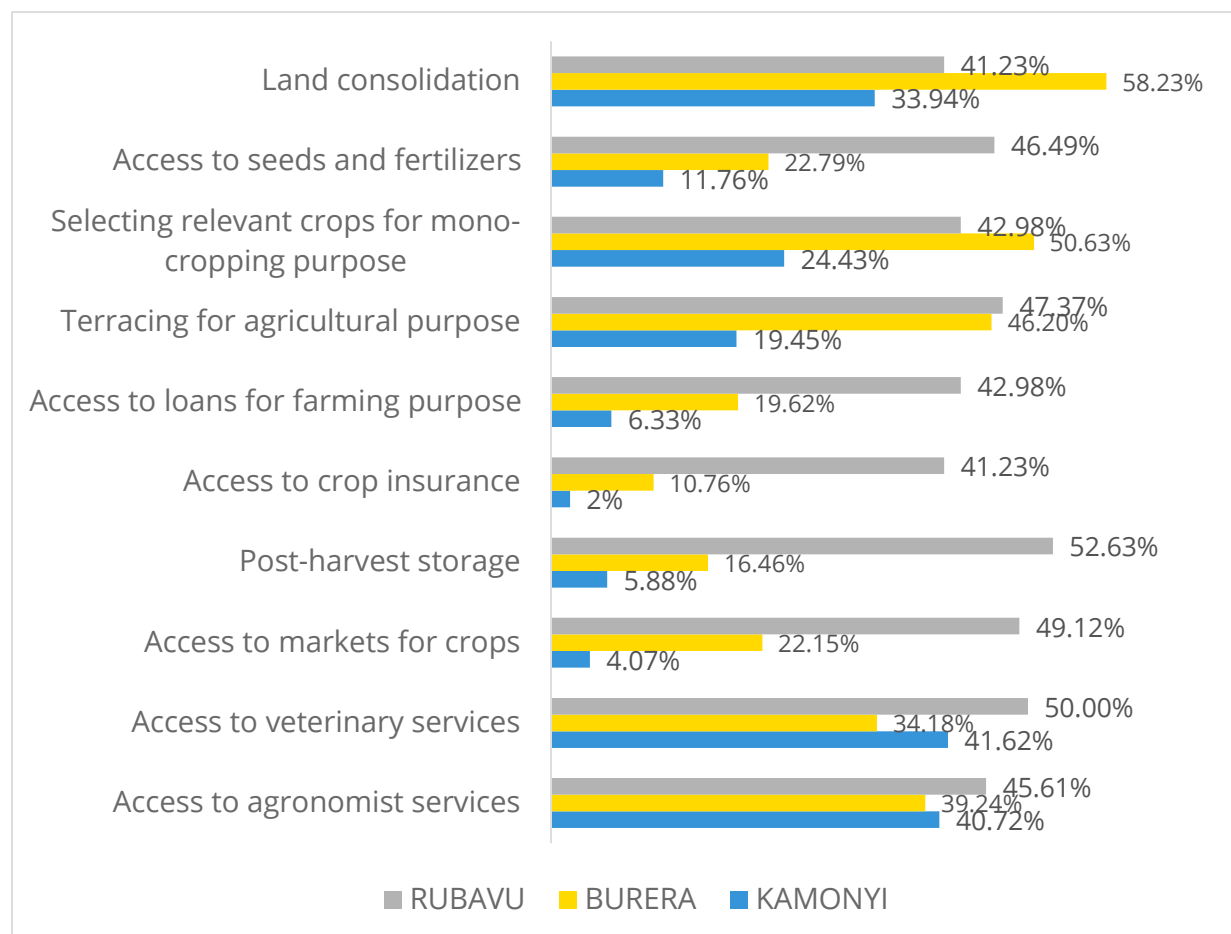
It appears that Rubavu District administration sets the agricultural priorities to be included in sectors' Imihigo, and these priorities are consequently included in the district agricultural IMIHIGO. This is demonstrated by the fact that while there is a document at the sector level identifying the number of agricultural priorities contained in the district IMIHIGO, there is none at the district level indicating the priorities from the sector levels.

One other thing to note is that all sector priorities are included in the district IMIHIGO and officials at both the district and sector levels do not specify which priorities are excluded. One might wonder how all of the priorities proposed by the sectors would be approved and retained by the district, while budget constraints is a big issue. This contradicts the principle of the bottom-up planning process whereby priority setting has a big base at the lowest level and gradually reduces as you move up the hierarchy ladder, according to several studies, including one conducted by Semeraro et al. (2020).

In order to determine the level of farmers' satisfaction with some important activities in agriculture, this study assessed the following agricultural initiatives: land consolidation, access to seeds and fertilizers, selecting relevant crops for mono-cropping purpose, terracing for agricultural purpose, access to loans for farming purpose, crop insurance, post-harvest storage, markets for crops, and

veterinary services and accessing agronomist services. The following figure shows the percentage of farmers who expressed satisfaction with these initiatives:

Figure 6: Respondents' satisfaction with specific aspects that are included in the agenda of the District and Sector IMIHIGO

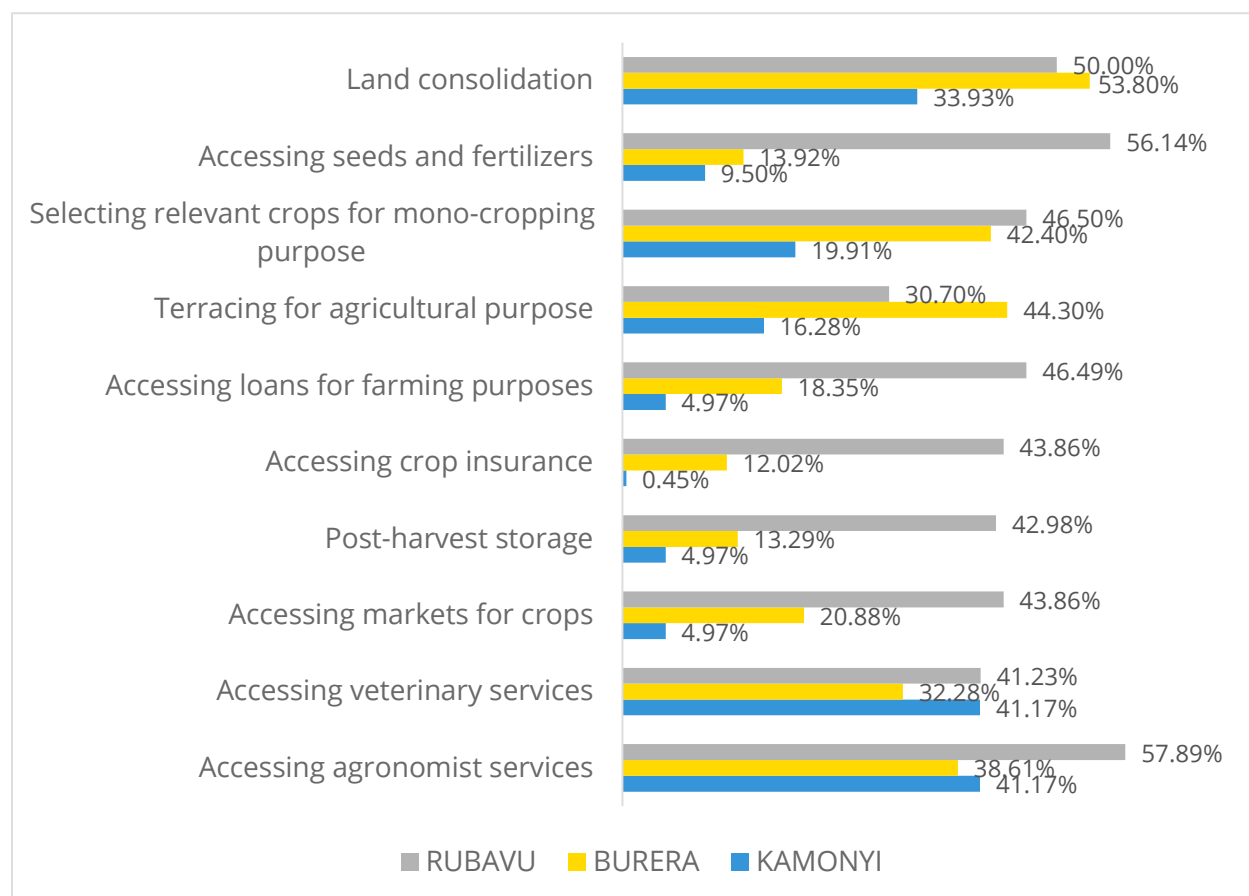


According to the statistics, respondents from RUBAVU district expressed a moderate level of satisfaction with consideration of the investigated agricultural aspects in the district/Sector IMIHIGO, with more than 40% saying that they were satisfied. There are services with which more than 50% of the farmers from Rubavu are satisfied with access to veterinary services and post-harvest storage.

Farmers from BURERA district, on the other hand, showed average level satisfaction (slightly more than 50%) with the inclusion of some of the above services including land consolidation and selecting relevant crops for mono-cropping purpose in the district/sector IMIHIGO. On the other hand, respondents from BURERA district expressed a moderate level of satisfaction (46%) with services such as terracing for agricultural purposes, access to veterinary services and access to agronomist services in the district and Sector IMIHIGO. Moreover, services such as access to crop insurance, post-harvest storage and access to markets for crops received the lowest satisfaction level from farmers in BURERA District.

Similarly, respondents from KAMONYI District expressed moderate satisfaction (around 40%) with access to veterinary and agronomist services in the district and sector IMIHIGO and they were extremely dissatisfied (with an average of 4% of satisfaction) with the remaining agricultural aspects examined such as access to loans for farming purpose, access to crop insurance, post-harvest storage, access to markets for crops. These findings reveal a limited consideration of farmers inputs in the district Imihigo as it was pointed out by the findings from the desk review (see figure 7), showing that farmers still face substantial challenges in having their priorities included in the district Imihigo which may jeopardize various government initiatives aimed at achieving agriculture development in Rwanda.

Figure 7: Farmers' satisfaction with the way selected aspects included in the agenda of the District and Sector IMIHIGO were addressed



Terracing for agricultural purposes is the sole service with which respondents from RUBAVU district were not satisfied; only about 30% indicated that they were satisfied with the way it has been addressed. The rest of the services received a moderate level of satisfaction ranging between 40% and 60%. In similar vein, respondents from BURERA district reported a moderate satisfaction level (slightly over 40%) with the way district IMIHIGO incorporate land consolidation, the selection of relevant crops for mono-cropping, and terracing for agricultural purposes. On the other hand, a big majority of respondents expressed dissatisfaction with the way access to seeds

and fertilizers, crop insurance, and post-harvest storage were addressed; less than 20% of respondents indicated that they were satisfied.

In Kamonyi district, respondents expressed a moderate level of satisfaction (slightly above 40%) with the way access to veterinary and agronomist services were addressed and a very low satisfaction level (less than 10%) with the way access to loans for farming purposes, access to crop insurance, post-harvest storage and access to markets for crops were addressed in Imihigo.

Despite the government's various programs aimed at promoting the agriculture sector and farmers in general, the findings of this survey indicate that there are still challenges to farmer development. These include those related to their access to agricultural facilities, leading to failure to achieve their expected productivity. This was also expressed by participants in interviews and focus groups:

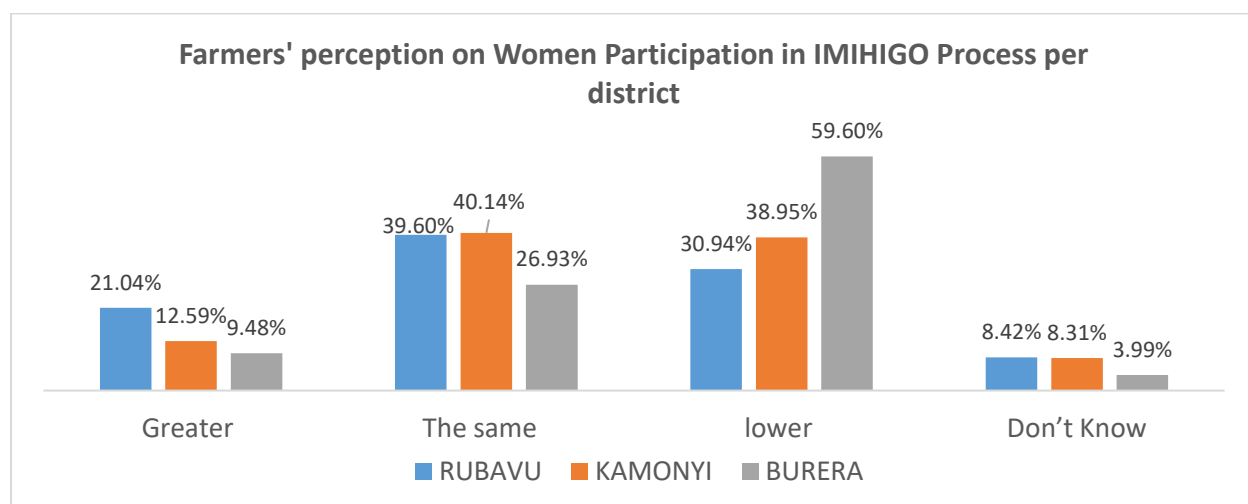
“As farmers, we face difficulties in getting seeds on time, because they are frequently delivered in the middle or end of the agriculture season, reducing the agricultural production and negatively affect Imihigo outcomes”. (An interview with a farmer in RUBAVU District).

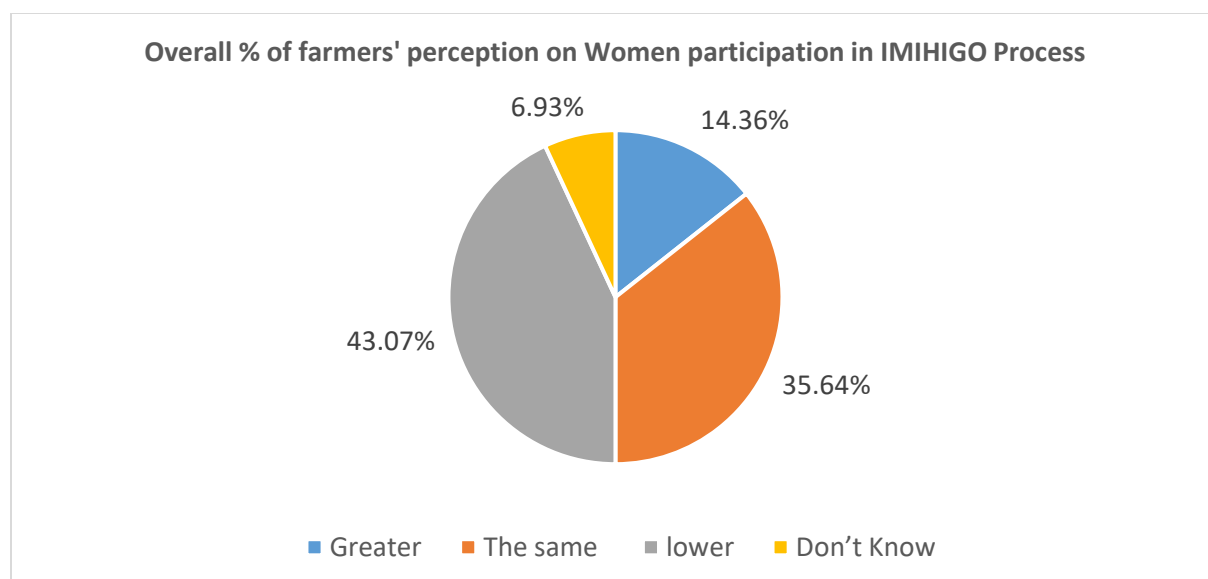
“We have challenges in accessing harvest storage as maize growers; the storage facilities we have are insufficient as they can be used only by one or two farmers while maize production require a big drying and storage space to meet the quality standards of processing businesses”. (An interview with a farmer in BURERA district).

4.5. Women farmers’ participation in the IMIHIGO process compared to their male counterparts

The Government of Rwanda has made a strong political commitment to accelerate the promotion of gender equality. This section describes women farmers’ participation in the IMIHIGO process compared to that of their male counterparts.

Figure 8: Women farmers’ participation in the IMIHIGO process compared to their male counterparts

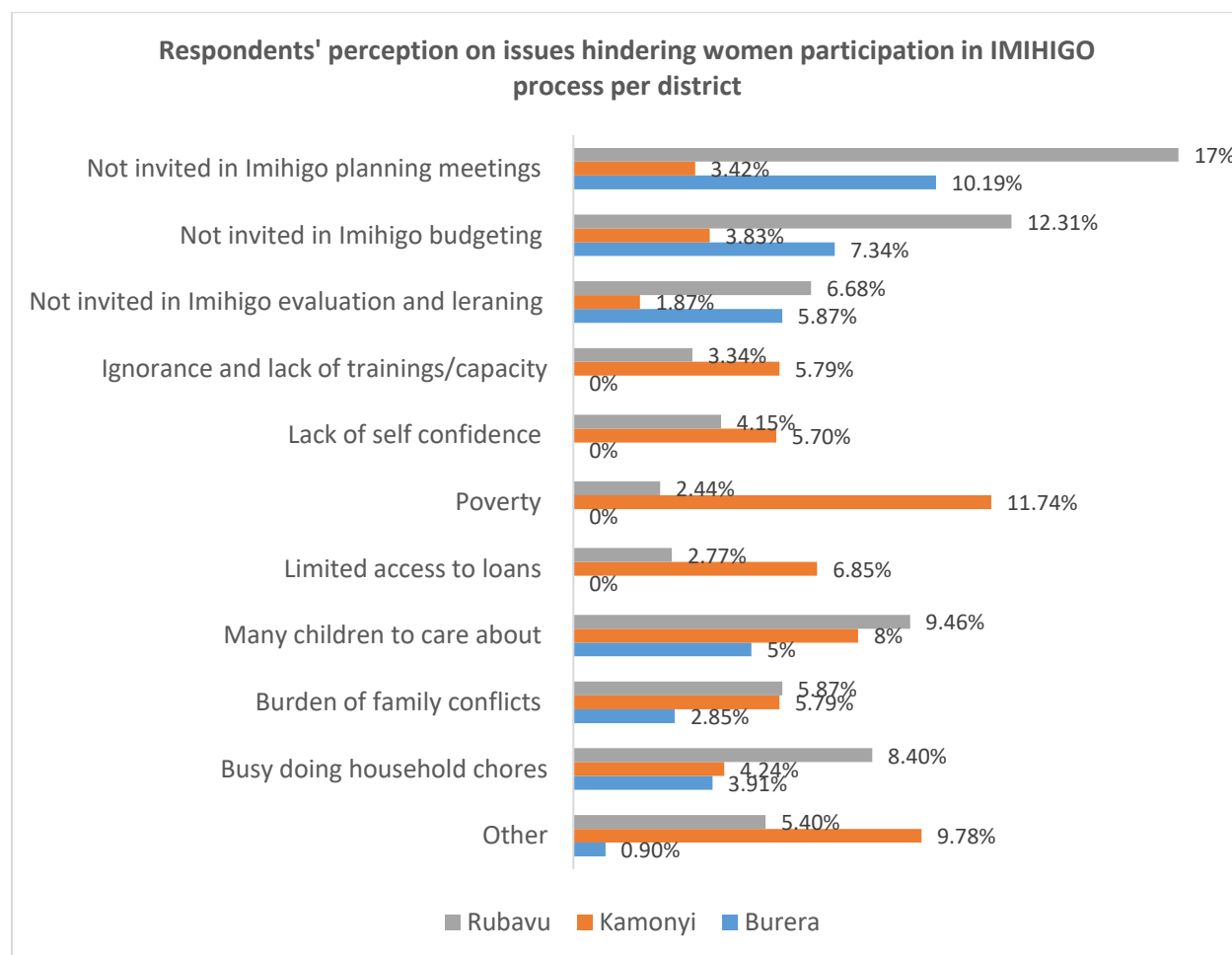




As per the findings, a significant proportion of respondents (43%) across the three districts believe that the participation of women farmers in the IMIHIGO process is lower than that of their male counterparts while 35.64% of respondents state that the level of women farmers' participation in IMIHIGO is equal to that of men. The study further found that majority of respondents (59.6%) in BURERA district pointed to a lower level of women's participation in the district's agriculture related Imihigo compared to their male counterparts whereas in Rubavu and KAMONYI districts, a significant proportion of famers (around 40%) believed that the level of participation of women and men farmers in the district agriculture Imihigo is the same. These findings indicate that the role of women farmers in the Imihigo process is relatively limited.

The above findings are in line with those of a study by the Gender Monitoring Office - GMO (2017) the number of male seeds multipliers outweighs that of females. The fact that women farmers are less likely to participate in agricultural activities related to Imihigo compared to men indicates that women in agriculture are still facing barriers to achieving tangible personal development and agricultural productivity. This is in spite of the fact that women are the majority in the agriculture sector.

Figure 9: Particular issues hampering women farmers' participation in the IMIHIGO process in their districts



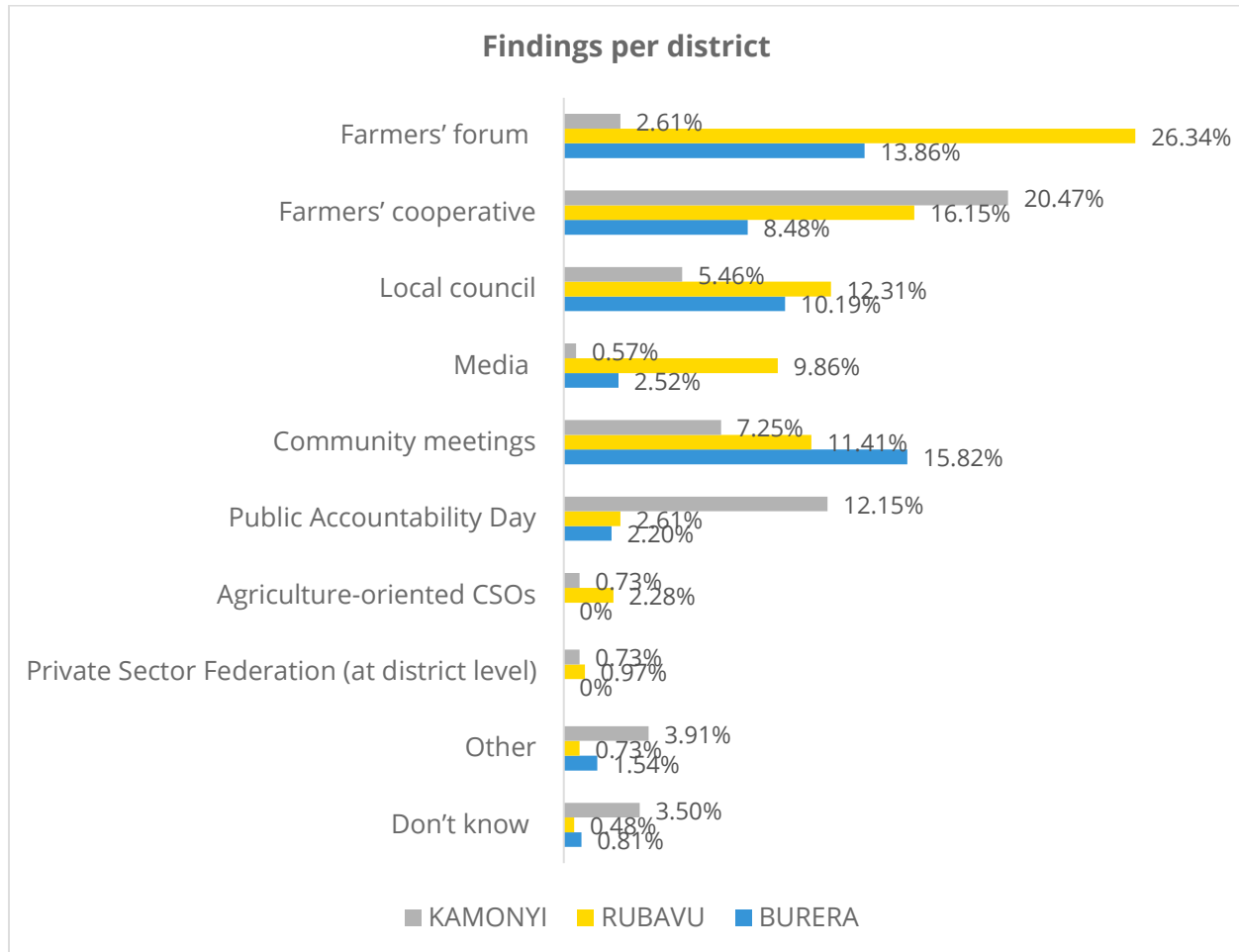
With reference to the issues that prevent women farmers from participating in the district IMIHIGO process, respondents highlighted a variety of them. These include the fact that women farmers are not often invited to IMIHIGO planning, budgeting, and evaluation activities, that women farmers are less confident in their ability to participate in district performance contracts, poverty, which affect more women farmers than men, and women farmers' limited access to loans. Parenting, family conflicts, and household chores are also among the issues identified as factors hampering women farmers from actively participating in the district Imihigo process.

These findings are in line with several studies that have highlighted the challenges that women farmers face in their agricultural undertakings. For example, GMO (2017) found that women's access to agriculture loans remains limited, women's heavy workload including household chores combined with their limited mobility, household power relations, and competing reproductive work are among the key factors that hinder women's effective participation in agricultural programs. Therefore, steps should be taken to boost women farmers' participation in agriculture IMIHIGO in their respective districts.

4.6. Existing accountability mechanisms and their effectiveness

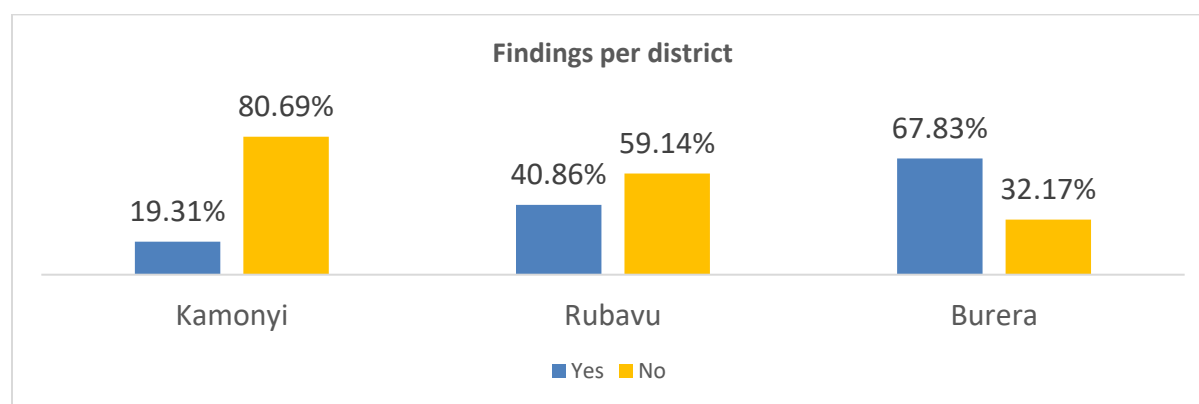
This study also sought to examine existing channels for farmers to complain to, or demand accountability from, local leaders and their effectiveness. This is shown in Figure 10 below.

Figure 10: Existing channels for farmers to complain or demand accountability from, local leaders



Farmers' Forums and the Farmers' Cooperatives are the channels most often used by farmers to complain or demand accountability from, local leaders in relation to district IMIHIGO. On the other hand, respondents from RUBAVU and BURERA districts explained that local councils and community meetings were the least used channels to complain or demanding accountability from local leaders about District IMIHIGO. Respondents in KAMONYI district indicated that they rarely use public accountability day. Channels such as local council, community meetings and public accountability days were less used especially during the COVID-19 outbreak, because physical meetings were not allowed as a measure to prevent the spread of the pandemic. The channels such as Media, PSF and CSOs working in agriculture were not used by farmers to hold local leaders accountable, while they play key role in promoting accountability in the public domain.

Figure 11: Farmers' use of the existing channels over the fiscal year 2020/2021

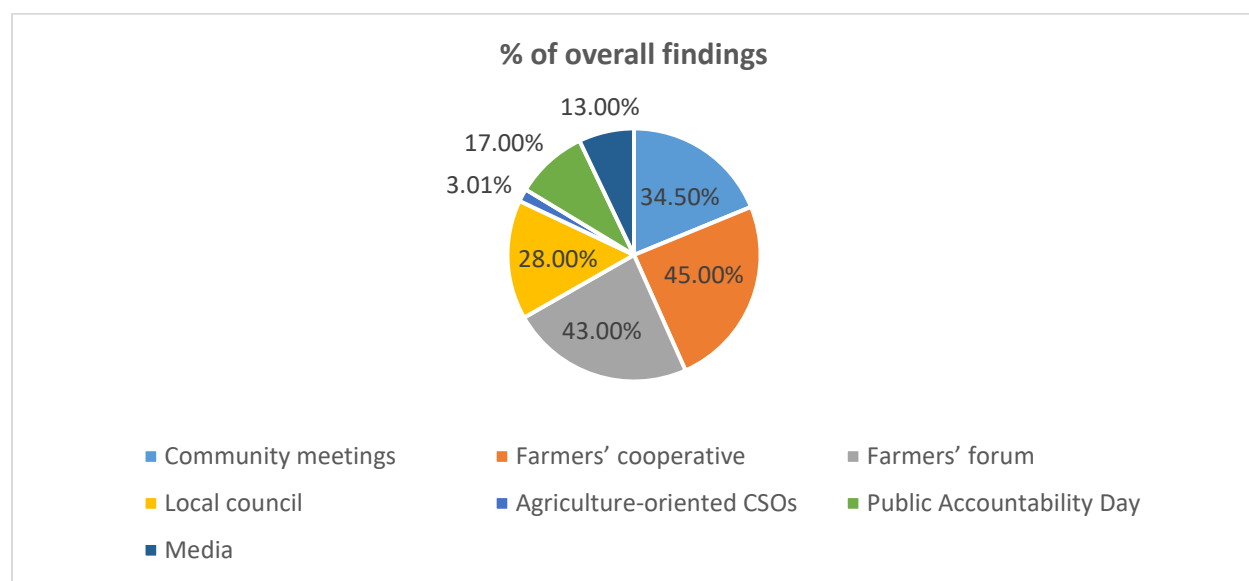
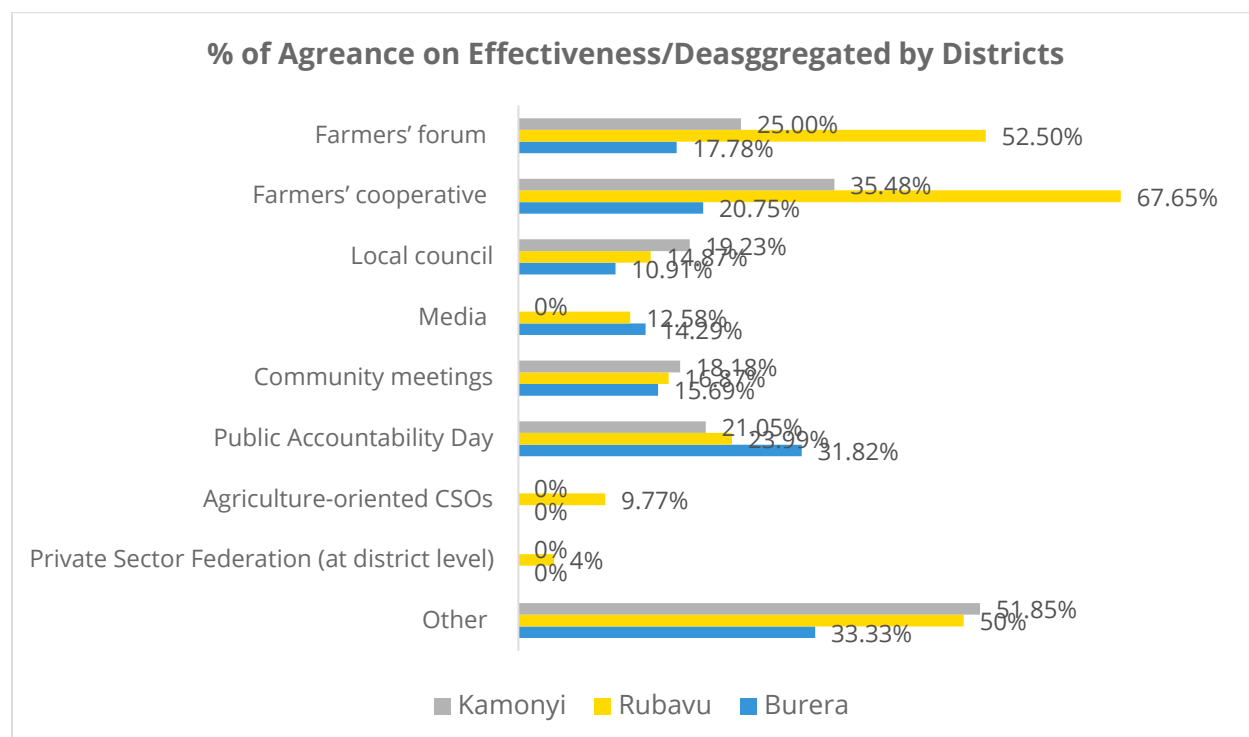


As can be seen in Figure 12, the majority of respondents (more than 80%) from KAMONYI district and almost 60% of respondents from RUBAVU district indicated that they have never used the above channels to complain or demand accountability from local leaders in relation to District IMIHIGO. Unlike the respondents in KAMONYI and RUBAVU districts, the majority of respondents (67.83%) from BURERA district state that they have used the above channels to complain or demand accountability from local leaders in terms of IMIHIGO. Thus, based on these facts, it appears that a big proportion of respondents did not use the channels. This was also highlighted in FGDs and interviews; many community-based events were frequently interrupted in order to avoid the spread of the COVID-19 pandemic. This robbed farmers of the opportunity to express their concerns and complaints about the district agriculture Imihigo as expressed by the following participants:

We used to talk to the authorities at community meetings (Inteko z'abaturage) and community work (UMUGANDA) prior to COVID-19. Today, community meetings are not allowed in order to comply with government directives to combat the spread of the pandemic. As a result, it is quite difficult for us to raise our concerns. (An interview with a farmer in RUBAVU district).

We often talk to a few farmers who represent others and discuss farmers' challenges, because meetings that bring together a large number of people are not allowed because of the COVID-19 pandemic we only try to inform the sector agronomist. Of course not all the problems of farmers are known to use because there are no mechanisms to meet them all. (An interview with a cooperative leader in KAMONYI district)

Figure 12: Effectiveness of existing channels in demanding accountability from local leaders



The results in Figure 13 indicate that the farmers' forums and farmers' cooperatives are the channels that are more or less effective with the highest level of effectiveness in RUBAVU District. Farmers usually congregate in their cooperatives and other farmers' groups, which is why these channels were utilized by farmers during the COVID-19 outbreak, especially when other crowd-gathering channels were suspended to prevent the pandemic's spread. This could be the reason

why they were viewed as the most effective. Furthermore, a large number of respondents point out that channels such as local councils, media, community meetings and public accountability days, agriculture-focused CSOs and the Private Sector Federations (at the district level) were viewed the least effective. The use of existing channels by farmers should be enhanced so that they can voice their views regarding the selection of agriculture-related IMIHIGO priority needs.

4.7. Existence of open data mechanisms on Imihigo process and contents that are in place

The availability of open data for the citizens to be aware of government programs and policies, as well as district Imihigo in particular, remains of a paramount importance. In this study, researchers examined whether or not there is open data channels or plat-forms on Imihigo that are available for citizens. In all the three districts, while hard copies of Imihigo are available in English at the district offices and posted on district websites, no hard copies of the districts were found at the sector level for the public, yet district offices are far from many citizens' residence.

Additionally, the desk research was able to realize that there were no district Imihigo full documents nor summary versions available for the public in local language (Kinyarwanda). Similarly, neither monitoring and evaluation reports of Imihigo projects, nor procurement documents on Imihigo projects were found to be accessible to the public. This stands as an important barrier to citizens' awareness of the district Imihigo contents.

Number of open data mechanisms on IMIHIGO process and contents that are in place	Open data mechanisms	Status
	District IMIHIGO hard copy document for the FY July 2020- June 2021 available and accessible to the public at sector level.	No
	District IMIHIGO hard copy document for the FY July 2020- June 2021 available and accessible to the public in Kinyarwanda	No
	Summary of the district IMIHIGO document in Kinyarwanda for the FY July 2020- June 2021 posted at the sector/district office for the public	No
	Reports of IMIHIGO planning meetings accessible to the public at sector/ district level	No
	Monitoring and evaluation reports of IMIHIGO projects accessible to the public at sector/ district level?	No
	Audit reports of IMIHIGO Projects implemented that are accessible to the public at sector/ district level	No
	Procurement plan document at district level accessible to the public	No
	Bids evaluation reports for agriculture-related IMIHIGO projects implemented at sector/district level that are accessible to the public	No

BASELINE DATA 2022

INDICATOR	SUB-INDICATOR	BASELINE	STATUS
Level of farmers' awareness of existing district agriculture related IMIHIGO	Proportion of farmers who are aware of district agriculture related IMIHIGO (fiscal year 2020/2021)	61.58%	
Number of priorities formulated by farmers and submitted to the farmers' forum and, eventually, considered in the district IMIHIGO	Number of priorities formulated by farmers and submitted to the farmers forums/cooperatives	7	
	Number of priorities submitted by cooperatives/forums to the district authorities	0	
	Number of farmers' suggested priorities submitted to district and sector leadership and included in District and sector IMIHIGO	0	
	Number of farmers' new priorities included in District IMIHIGO	0	
Level of farmers' satisfaction with of the way the priorities formulated and submitted to the farmers' forum were included in Imihigo	Level of famers' satisfaction with the way their priorities were valued and submitted for inclusion in sector and district IMIHIGO (for the fiscal year 2020-2021) by the farmers' forums/cooperatives	24.74%	
	Level of famers' satisfaction with the inclusion of their priorities in the district IMIHIGO	19.66%	
	Level of farmers' satisfaction with the way their priorities were addressed in the district IMIHIGO for the fiscal year 2020-2021	21.53%	
Level of farmers' participation in the planning, implementation and monitoring process of agricultural projects planned in IMIHIGO at the district level	% of farmers being invited as farmers to attend any meeting aimed at preparing district IMIHIGO	20.23%	
	% of farmers attending any meeting aimed at formulating district IMIHIGO	19.66%	
	% of farmers suggesting an agriculture-related priority for inclusion in district IMIHIGO	21.53%	
	% of farmers taking part in the implementation of agriculture related IMIHIGO planned at district/sector level	22.10%	
	% of farmers invited to attend any meeting aimed at discussing the budget of district IMIHIGO	10.77%	
	% of farmers invited to monitoring agriculture related IMIHIGO planned at district and sector levels	14.36%	

	% of farmers participating in the evaluation of agriculture-related IMIHIGO planned at district and sector levels	13.21%	
	Lessons learnt from the monitoring and evaluation of agriculture related IMIHIGO planned at district and sector levels	15.25%	
	% of farmers participating in the evaluation of agriculture-related IMIHIGO planned at district and sector level	12.15%	
Level of farmers' satisfaction with their participation in the planning, implementation, and evaluation process of agricultural projects in district IMIHIGO	Level of farmers' satisfaction with their participation in the planning of agriculture related IMIHIGO at the district level	12.15%	
	Level of farmers' satisfaction with their participation in the implementation of agriculture related IMIHIGO at the district level	10.93%	
	Level of farmers' satisfaction with their participation in the evaluation of agriculture related IMIHIGO at the district level	1012%	
	Level of farmers' satisfaction with their participation in the budgeting of agriculture related IMIHIGO at district and sector levels	9.95%	
	Level of farmers' satisfaction with their participation in the monitoring of agriculture related IMIHIGO at district and sector levels	8.97%	
	Lessons learnt from the monitoring and evaluation of agriculture related IMIHIGO at district and sector level	10.44%	
Number of constructive dialogues/meetings between agriculture oriented CSOs, farmer cooperatives and district authorities to discuss agricultural issues	Number of dialogues/meetings organized between agriculture oriented CSOs, farmer cooperatives and district authorities on the agricultural agenda in the FY 2020-2021 during the IMIHIGO planning process	0	
	Number of dialogues/meetings organized between agriculture oriented CSOs, farmer cooperatives and district authorities on the agricultural agenda in the FY 2020-2021 during the implementation of IMIHIGO	0	
	Number of actions agreed upon (consensual) in the abovementioned dialogue during the planning of IMIHIGO	0	
	Number of consensual actions resulting from the abovementioned dialogue actually incorporated in the IMIHIGO for the FY 2020-2021	0	
	Number of consensual actions resulting from the abovementioned dialogue implemented during the FY 2020-2021	0	

Farmers' satisfaction with the way the following aspects are included in the agenda of the district/sector IMIHIGO: land consolidation, seeds and fertilizers, access to credit and insurance, access to the market, and radical terracing	Farmers' satisfaction with the way land consolidation was included in the agenda of district and sector IMIHIGO	43.41%	
	Farmers' satisfaction with the way access to fertilizers was included in the agenda of district and sector IMIHIGO	23.33%	
	Farmers' satisfaction with the way access to seeds was included in the agenda of district and sector IMIHIGO	37.12%	
	Farmers' satisfaction with the way radical terracing was included in the agenda of district and sector IMIHIGO	34.49%	
	Farmers' satisfaction with the way access to agriculture loans was included in the agenda of district and sector IMIHIGO	19.06%	
	Farmers' satisfaction with the way access to weather insurance was included in the agenda of district and sector IMIHIGO	13.79%	
	Farmers' satisfaction with the way harvest storage was included in the agenda of district and sector IMIHIGO	20.08%	
	Farmers' satisfaction with the way access to market was included in the agenda of district and sector IMIHIGO	20.28%	
	Farmers' satisfaction with the way insemination services were included in the agenda of district and sector IMIHIGO	41.18%	
	Farmers' satisfaction with the way Veterinary services were included in the agenda of district and sector IMIHIGO	41.38	
The extent to which the following aspects were included in the agenda of district and sector IMIHIGO: access to land, seeds and fertilizers, access to loans, access to insurance and access to the market	Farmers' satisfaction with the way land consolidation included in the agenda of district and sector IMIHIGO (if any) was addressed	44.02%	
	Farmers' satisfaction with the way access to fertilizers included in the agenda of district and sector IMIHIGO (if any) was addressed	21.70%	
	Farmers' satisfaction with the way access to seeds included in the agenda of district and sector IMIHIGO (if any) was addressed	33.27%	
	Farmers' satisfaction with the way radical terracing included in the agenda of district and sector IMIHIGO (if any) was addressed	28.60%	
	Farmers' satisfaction with the way access to agriculture loans included in the agenda of district and sector IMIHIGO (if any) was addressed	18.86%	

	Farmers' satisfaction with the way access to weather insurance included in the agenda of district and sector IMIHIGO (if any) was addressed	14.20%	
	Farmers' satisfaction with the way harvest storage included in the agenda of district and sector IMIHIGO (if any) was addressed	16.43%	
	Farmers' satisfaction with the way access to market included in the agenda of district and sector IMIHIGO (if any) was addressed	19.07%	
	Farmers' satisfaction with the way insemination services included in the agenda of district and sector IMIHIGO (if any) were addressed	38.34%	
	Farmers' satisfaction with the way Veterinary services included in the agenda of district and sector IMIHIGO (if any) were addressed	44.22%	
Farmers' awareness of existing functional mechanisms for them to provide feedback on IMIHIGO	Farmer cooperatives	58.97%	
	Farmers' Forum	45.43%	
	Community meetings	16.39%	
	Local council	36.66%	
	Agriculture-oriented CSOs	3.75%	
	Media	25.44%	
	Public Accountability Day	9.46%	
Level of farmers' awareness of existing mechanisms for farmers to hold local leaders accountable	Community meetings	34.50%	
	Farmer cooperatives	45.00%	
	Farmers' forum	43.00%	
	Local council	28.00%	
	Agriculture-oriented CSOs	3.01%	
	Public Accountability Day	17.00%	
	Media	13.00%	
Number of open data systems on the IMIHIGO process and contents that are in place	District IMIHIGO hard copy document for the FY 2020-2021 available and accessible to the public.	No	
	District IMIHIGO hard copy document for the FY 2020-2021 available and accessible to the public in Kinyarwanda	No	
	Summary of district IMIHIGO poster in Kinyarwanda for the FY 2020-2021 posted at the sector/district office for the public	No	

	Reports of IMIHIGO planning meetings accessible to the public at sector and district levels	No	
	Monitoring and evaluation reports of IMIHIGO projects accessible to the public at sector and district levels	No	
	Audit reports of implemented IMIHIGO Projects that are accessible to the public at sector and district levels	No	
	Procurement plan document at the district level accessible to the public	No	
	Bids evaluation reports for agriculture-related IMIHIGO projects implemented at sector and district levels that are accessible to the public	No	

N°	Score	Scale	Color
1	76-100	Very high (Yes)	Green
2	51-75	High	Yellow
3	26-50	Low	Light amber
4	1-25	Very low	Red

5. CONCLUSION AND RECOMMENDATION

5.1. Conclusion

The primary purpose of the survey was to investigate farmers' participation in, and satisfaction with, the IMIHIGO process, with a focus on planning, implementation, monitoring, and evaluation in three districts: RUBAVU, BURERA and KAMONYI. The survey conducted quantitative and qualitative assessment of farmers' perceptions on the IMIHIGO process, with an emphasis on the priorities considered in the agriculture sector.

The findings of this study show that the majority of farmers are aware of the Agricultural IMIHIGO that has been formulated and implemented in their districts, as pointed out by 64.11% of respondents in KAMONYI, 57.72% in Rubavu, and 79.3% in BURERA Districts. Nevertheless, there is still a significant number of farmers who do not know anything about them. Although many farmers have acknowledged awareness of IMIHIGO formed and implemented in their districts, a significant number farmers do not deeply understand how agriculture IMIHIGO are planned and selected for implementation. Furthermore, statistics show that farmers' participation in agriculture IMIHIGO is a very limited. Indeed, more than 83%, 90%, and 65% of respondents in RUBAVU, KAMONYI, and BURERA districts, respectively, reported that they had never been called as farmers to any meeting of which aim is to prepare the district IMIHIGO.

With reference to farmers' satisfaction with their participation in the IMIHIGO process, many farmers in RUBAVU, BURERA, and KAMONYI were not satisfied with their participation in district and sector level planning, budgeting, implementation, monitoring, and evaluation of agriculture IMIHIGO. Regarding the awareness of the formulation and submission of priorities by farmers for consideration in the district IMIHIGO for the fiscal year 2020/2021, statistics show that more than 70%, 60% and of respondents in KAMONYI, RUBAVU and BURERA Districts, respectively, were not informed of any of these activities. While the government encourages local leaders to include the public in the formulation of IMIHIGO priorities and encourage them to play an active role in the implementation of IMIHIGO-selected agricultural projects, farmers expressed dissatisfaction with the way it is done.

The other aspects of agriculture Imihigo which the respondents were not satisfied with include the way the following items were included in agriculture Imihigo: access to seeds and fertilizers, selection of relevant crops for mono-cropping purposes, access to agricultural loans, and access to markets for crops. With regard to women's participation in the IMIHIGO process as compared to men, a large number of respondents (43%) believe that the participation of women farmers in IMIHIGO is lower than that of their male counterparts while 35.64% of respondents indicate that the participation of women farmers in IMIHIGO is equal to that of men. Moreover, a small number of respondents opined that the level of women farmers' participation IMIHIGO is higher than that of men.

5.2. Recommendation

In line with the findings described in this report, the table below presents recommendations formulated by the research team to different stakeholders.

Table 10: Study recommendations

KEY FINDINGS	CORRESPONDING RECOMMENDATIONS	CONCERNED INSTITUTION
This study highlights the low level of Farmers' awareness of priorities formulated by farmers' forums for consideration in the district IMIHIGO	Devote significant efforts to raising farmers' voice so that their priorities are formulated by the farmers' forums for consideration in the district IMIHIGO.	Farmer Cooperatives, District administration, CSOs, RCA
Farmers' participation in the planning, implementation, and monitoring of agricultural projects planned in the District's IMIHIGO is limited.	Put in place practical mechanisms (e.g. Feedback) and tools and methodologies to enable farmers to play an active role in the planning, implementation, and monitoring of agricultural projects planned in the District Imihigo.	MINAGRI, RAB, CSO RCA, MINALOC, DPs
There are significant delays in receiving selected seeds and this is a major cause of poor productivity.	Review the delivery mechanism in order to timely provide seeds to farmers.	MINAGRI, RAB
Low level of CSO and Women's participation in Imihigo process	Reinforce existing collaboration between CSO and government through joint planning and actions. Women as majority in the agriculture sector should be empowered(through access to loans, reduce the heavy workload in their households) to make them actively engaged in farming related activities.	MINALOC, CSOs, MINAGRI, GMO, MIGEPROF

REFERENCES

- FAO. (2018). Food and Agriculture Organization Country Programming Framework for Rwanda. In *FAO, Rome*.
- FAO. (2021). *International trade and the resilience of national agrifood systems*.
<https://doi.org/10.4060/cb7662en>
- GMO. (2017). *Gender and Agriculture*.
http://gmo.gov.rw/rw/fileadmin/user_upload/profiles/Gender_Profile_in_Agriculture__GMO__March_2017.pdf
- GREEN WORLD CONSULT. (2016). *Effectiveness and efficiency of fertilizer use in Rwanda*. Kigali, Rwanda.
https://rema.gov.rw/fileadmin/templates/Documents/rema_doc/publications/Fertilizer-Report.pdf.
- Heinen, S. (2021). Rwanda ' s Agricultural Transformation Revisited : Stagnating Food Production , Systematic Overestimation , and a Flawed Performance Contract System. *SOAS Working paper* No. 242.
- Ingabire & Ruvuna. (2020). Performance contract (imihigo) and socio-economic development of rwanda: a case of nyamasheke district (2014-2019).. *International Journal of Social Sciences and Management Review*, 3(4), 1–11.
- International Alert. (2018). *Towards sustainable agriculture: An analysis of farmers' participation in agriculture programmes in Rwanda*. <https://www.international-alert.org/wp-content/uploads/2021/08/Rwanda-Sustainable-Agriculture-Analysis-EN-2018-1.pdf>
- IPAR-Rwanda. (2011). The Gendered Impact of Agricultural Reform in Rwanda. *IPAR 3rd Annual Research Conference*. http://www.ipar-rwanda.org/IMG/pdf/the_gendered_impact_of_agricultural_reform_in_rwanda.pdf
- MINAGRI. (2018). *STRATEGIC PLAN FOR AGRICULTURE TRANSFORMATION 2018-24 Planning for Wealth* (Issue June).
https://www.minagri.gov.rw/fileadmin/user_upload/Minagri/Publications/Policies_and_strategies/PSTA4__Rwanda_Strategic_Plan_for_Agriculture_Transformation_2018.pdf
- MINAGRI. (2020). *Annual report 2019-2020*.
- MINALOC. (2020a). *Imihigo yinzego zibanze*.
- MINALOC. (2020b). *MINALOC Strategic Plan (2020-2024)* (Issue June).
- Ministry of Agriculture. (2018). *National Agriculture Policy* (Issue July).
https://mail.rab.gov.rw:2096/cpsess1308129257/horde/imp/view.php?actionID=view_attach&id=3&muid=%7B5%7DINBOX4813&view_token=F2PRo_EsC0SJ2Yi0Z8fLfER&uniq=154

- NAR. (2019). *The Role of Civil Society Governance and Development Processes in Post-Genocide Rwanda in Enhancing Citizen Local Government Imihigo Process*. International Organization for peacebuilding (Interpeace).
<https://www.interpeace.org/fr/resource/participation-governance-development/>
- NAR. (2020). *Alignment of Imihigo of lower administrative entities with the final approved district Imihigo: A study of 15 Districts*. <https://neveragainrwanda.org/wp-content/uploads/2021/11/ALIGNMENT-OF-IMIHINGO.pdf>
- NISR. (2020). *Imihigo*.
- RGB. (2014). The assessment of the impact of home grown solutions. *Rwanda Governance Review*, Vol. IV Special Issue.
https://www.rgb.rw/fileadmin/user_upload/RGB/Publications/HOME_GROWN_SOLUTIONS/Impact_of_Home_Grown_Initiative_2014.pdf
- RGB. (2020). Ishusho y'uko abatwaga babona imiyoborere n'imitangire ya serivisi mu nzego zibegereye. *Citizen Report Card*, June Issue.
<https://www.judiciary.gov.rw/fileadmin/Publications/Reports/CRC-2020.pdf>
- Semeraro et al. (2020). A bottom-up and top-down participatory approach to planning and designing local urban development: Evidence from an urban university center. *Land, MDPI*, 9(4). <https://doi.org/10.3390/land9040098>
- TI-Rwanda. (2019, February). Governance systems of agricultural authorisation processes: How Loopholes in Service Delivery Regulations Affect Agricultural Development.
https://tirwanda.org/IMG/pdf/governance_systems_of_agricultural_processes.pdf
- Weatherspoon, D. D. et al. (2021). Rwanda's Commercialization of Smallholder Agriculture: Implications for Rural Food Production and Household Food Choices. *Journal of Agricultural and Food Industrial Organization*, 19(1), 51–62. <https://doi.org/10.1515/jafio-2021-0011>

ANNEX

ANNEX 1: QUESTIONNAIRE

BASELINE SURVEY QUESTIONNAIRE ON FARMERS PARTICIPATION IN AGRICULTURE RELATED IMIHIGO IN RUBAVU, BURERA and KAMONYI

IDENTIFICATION											
Interviewer Name											
Interviewer Number								Questionnaire Number:			
Interview Date								Start Time			

District	Code		Sector	
Rubavu	01		Sector
			Cell
Burera	02		Sector
			Cell
Kamonyi	03		Sector
			Cell

Hi, my name is _____. I am conducting a study on behalf of TI-RW to examine the extent to which farmers in Rubavu, Burera and Kamonyi Districts participate in agriculture related Imihigo. The results of this survey will help TI-RW and its stakeholders to have baseline data that will inform the implementation of a project aimed at empowering farmers in these districts to play a greater role in voicing their priorities and demand accountability through Imihigo process. I would appreciate if you would give me your views on this research topic. The information collected will be treated confidentially and your name will neither be recorded nor disclosed.

A. Demographics

A.1. Sex of respondent	Male	1
	Female	2

A.2. Which of the following age groups do you belong to?							
18-24	01		35-39	04		50-54	07
25-29	02		40-44	05		55-59	08
30-34	03		45-49	06		60+	09

A.3. Highest level of education	None	Primary only	Vocational Training	Lower Secondary	Upper Secondary	Tertiary
	1	2	3	4	5	6

A.4. Ubudehe category	1 st	2 nd	3 rd	4 th
	1	2	3	4

A.5. Living with disability	1	Yes
	2	No

As we start, I would like to ask you questions about agriculture related imihigo in your district.

B. FARMERS' MEANINGFUL PARTICIPATION IN PLANNING, IMPLEMENTATION AND EVALUATION OF IMIHIGO FOR THE FY 2020-2021

B.1. Have you heard of Imihigo formulated and implemented at district level?

Yes	1
No	2(If 2, skip to B3)

B.2. If yes, to what extent are you aware of priorities formulated by farmers' forum in your sector for consideration in district Imihigo for the fiscal year 2020/2021

I am aware that all of priorities submitted by our farmers forum were considered in the district Imihigo	1
I am aware that most of priorities submitted by our farmers forum were considered in the district Imihigo	2
I am aware that only few priorities submitted by our farmers forum were considered in the district Imihigo	3
I am aware of the priorities submitted by our farmers forum but nothing about their consideration in the district Imihigo	4
There is nothing I know about neither the priorities submitted by our farmers forum nor those considered in the district Imihigo	5

B.3. If yes, are you aware of agriculture-related imihigo projects for the FY 2020-2021 that are being implemented in your village, Cell or Sector?

Yes, I know all of them	1
Yes, I know few of them	2
No, I am not supposed to know that	3
No, I have no interest to know that	4
No, there is nothing I know about that	5

B.4. Did you experience any of the following over the past fiscal year (2020/2021)?

C. FARMERS' SATISFACTION WITH THEIR PARTICIPATION IN IMIHIGO PROCESS

PLANNING	Being invited as a farmer to attend any meeting aimed at preparing the district imihigo	Yes	1
		No	2
	Attending any meeting aimed at formulating the district imihigo ?	Yes	1
		No	2
	Expressing an agriculture-related priority for inclusion in the district Imihigo?	Yes	1
		No	2
BUDGETING	Being invited as a farmer to attend any meeting aimed at discussing about budget of the district imihigo	Yes	1
		No	2
IMPLEMENTATION	Implementing agriculture related imihigo planned at district/sector level	Yes	1
		No	2
MONITORING	Monitoring agriculture related imihigo planned at district/sector level	Yes	1
		No	2
EVALUATION	Participating in the evaluation of agriculture-related imihigo planned at district/sector level	Yes	1
		No	2
LEARNING	Any lessons learnt from the monitoring and evaluation of agriculture related Imihigo planned at district/sector level	Yes	1
		No	2

C.1. How satisfied are you with each of the following aspects pertaining to your participation in Imihigo process in your district/sector for the fiscal year 2020/2021? Would you say you are very satisfied, satisfied, not satisfied or not satisfied at all?

Specific aspects	Very Satisfied	Satisfied	Neither /Nor	Not satisfied	Not satisfied at all	Not applicable
Your participation in planning of agriculture related imihigo at district/sector level	5	4	3	2	1	96
Your participation in the budgeting of agriculture related Imihigo at district /sector level						
Your participation in the implementation of agriculture related imihigo at district level	5	4	3	2	1	96

Your participation in the monitoring of agriculture related imihigo at district /sector level						
Your participation in the evaluation of agriculture related imihigo at district Imihigo	5	4	3	2	1	96
Lessons learnt from the monitoring and evaluation of agriculture related imihigo at district/sector level	5	4	3	2	1	96

C.2. Have you heard of priorities formulated by farmers in your location and submitted to the farmers' forum for consideration in district Imihigo for the fiscal year 2020/2021?

Yes	1
No	2(If No, skip to Q C.6.)

C.3. If Yes, how satisfied are you with each of the following aspects? Would you say you are very satisfied, satisfied, not satisfied or not satisfied at all?

Specific aspects	Very Satisfied	Satisfied	Neither /Nor	Not satisfied	Not satisfied at all	No priority expressed	Don't know
The way farmers' priorities were considered and submitted to the sector/district Imihigo (for the fiscal year 2019/2020) by the farmers forums/cooperatives	5	4	3	2	1	96	99
The inclusion of farmers' priorities in the district Imihigo	5	4	3	2	1	96	99
The way farmers' priorities in the district Imihigo for the fiscal year 2019/2020 were addressed	5	4	3	2	1	96	99

C.4. How satisfied are you with the way each of the following aspects are included in the agenda of the district/sector imihigo? Would you say you are very satisfied, satisfied, not satisfied or not satisfied at all?

Specific aspects	Very Satisfied	Satisfied	Neither/ Nor	Not satisfied	Not satisfied at all	Was not an issue	Don't Know
Land consolidation	5	4	3	2	1	96	99
Accessing seeds and fertilisers	5	4	3	2	1	96	99
Selecting relevant crops for mono-cropping purpose	5	4	3	2	1	96	99
Terracing for agricultural purpose	5	4	3	2	1	96	99
Accessing loans for farming purpose	5	4	3	2	1	96	99
Accessing crop insurance	5	4	3	2	1	96	99
Post-harvest storage	5	4	3	2	1	96	99
Accessing markets for crops	5	4	3	2	1	96	99
Accessing veterinary services	5	4	3	2	1	96	99
Accessing agronomist services	5	4	3	2	1	96	99

C.5. How satisfied are you with the way each of the following aspects included in the agenda of the district/sector imihigo (if any) was addressed? Would you say you are very satisfied, satisfied, not satisfied or not satisfied at all?

Specific aspects	Very Satisfied	Satisfied	Neither/ Nor	Not satisfied	Not satisfied at all	Was not an issue	Don't Know
Land consolidation	5	4	3	2	1	96	99
Accessing seeds and fertilisers	5	4	3	2	1	96	99
Selecting relevant crops for mono-cropping purpose	5	4	3	2	1	96	99
Terracing for agricultural purpose	5	4	3	2	1	96	99
Accessing loans for farming purpose	5	4	3	2	1	96	99
Accessing crop insurance	5	4	3	2	1	96	99
Post-harvest storage	5	4	3	2	1	96	99
Accessing markets for crops	5	4	3	2	1	96	99
Accessing veterinary services	5	4	3	2	1	96	99
Accessing agronomist services	5	4	3	2	1	96	99

C.6. In your opinion how does women's participation in Imihigo process in your district compare to that of men? Would you say it's greater, the same or lower?

Greater	The same	lower	Don't Know
3	2	1	99

C.7. What are particular issues hampering women farmers' participation in Imihigo process in your district?

Issues	Code
Not invited in Imihigo planning meetings	1
Not invited in imihigo budgeting	2
Not invited in imihigo evaluation and learning	3
Ignorance and lack of trainings/capacity	4
Lack of self confidence	5
Poverty	6
Limited access to loans	7
Many children to care about	8
Burden of family conflicts	9
Busy doing household chores	10
Other, specify	11

C.8. What are the strategies that you think can improve women farmers participation in Imihigo process in your district?

- 1.....
- 2.....
- 3.....

D. EXISTING ACCOUNTABILITY MECHANISMS AND THEIR EFFECTIVENESS

D.1. In your capacity as a farmer, would you tell me channels in place that you would use to complain about or demand accountability to local leaders (district, sector, cell) over their failures to consider, address your priorities or poor performance in the Imihigo? [DO NOT READ OUT THE RESPONSES]

Channel/Mechanism	Farmers' forum	1
	Farmers' cooperative	2
	Local council	3
	Media	4
	Community meetings	5
	Public Accountability Day	6
	Agriculture-oriented CSOs	7
	Private Sector Federation (at district level)	8
	Other	9
	Don't know (specify).....	99

D.2. Have you personally or your fellow farmer used any of the above mechanisms over the past fiscal year (2020/2021)?

Yes	1
No	2(If No, skip to Q D.4.)

D.3. If Yes, how effective was that channel/mechanism in demanding accountability to local leaders? Would you say it was very effective, effective, ineffective or very ineffective?

Item	Very effective	Effective	Moderate	Ineffective	Very ineffective	Don't Know
Farmers' forum	5	4	3	2	1	99
Farmers' cooperative	5	4	3	2	1	99
Local council	5	4	3	2	1	99
Media	5	4	3	2	1	99
Community meetings	5	4	3	2	1	99
Public Accountability Day	5	4	3	2	1	99
Agriculture-oriented CSOs	5	4	3	2	1	99
Private Sector Federation (at district level)	5	4	3	2	1	99
Other	5	4	3	2	1	99

D.4. If not used what was the reasons (LIST UP TO 3)?

- 1.....
- 2.....
- 3.....

D.5.What are particular issues hampering women famers' in demanding accountability to local leaders over Imihigo?

Issues	Code
Lack of self-confidence and fear of leaders	1
Mindset issue	2
Busy doing household chores	3
Lack of relevant information on Imihigo	4
Family conflicts	5
Feeling of despise by leaders	6
Lack of capacity to demand accountability	7
Other	8

D.6. What are the strategies that you think can improve women farmers participation in demanding accountability to local leaders over Imihigo in your district?

- 1.....
- 2.....
- 3.....

Now I would like to ask you a set of questions about how farmers demand accountability to your cooperatives or forums.

D.7. In your capacity as a farmer, would you tell me channels in place that you would use to complain about or demand accountability to leaders of farmers' cooperatives over their failures to consider, address your priorities or poor performance in the Imihigo ? [DO NOT READ OUT THE RESPONSES]

Channel/Mechanism	Farmers' forum	1
	Farmers' cooperative	2
	Local council	3
	Media	4
	Community meetings	5
	Public Accountability Day	6
	Agriculture-oriented CSOs	7
	Private Sector Federation (at district level)	8
	Other	9
	Don't know (specify).....	99

D.8. Have you personally or your fellow farmer used any of the above mechanisms over the past fiscal year (2020/2021)?

Yes	1
No	2(If No, skip to Q D.10.

D.9. If Yes, how effective was that channel/mechanism in demanding accountability to farmers' cooperatives leaders? Would you say it was very effective, effective, ineffective or very ineffective?

Item	Very effective	Effective	Moderate	Ineffective	Very ineffective	Don't Know
Farmers' forum	5	4	3	2	1	99
Farmers' cooperative	5	4	3	2	1	99
Local council	5	4	3	2	1	99
Media	5	4	3	2	1	99
Community meetings	5	4	3	2	1	99
Public Accountability Day	5	4	3	2	1	99
Agriculture-oriented CSOs	5	4	3	2	1	99
Private Sector Federation (at district level)	5	4	3	2	1	99
Other	5	4	3	2	1	99

D.10. If not used what was the reasons (LIST UP TO 3)?

- 1.....
- 2.....
- 3.....

D.11.What are particular issues hampering women famers’ in demanding accountability to cooperatives’ leaders over Imihigo?

Issues	Code
Lack of self-confidence and fear of leaders	1
Mindset issue	2
Busy doing household chores	3
Lack of relevant information on Imihigo	4
Family conflicts	5
Feeling of despise by leaders	6
Lack of capacity to demand accountability	7
Other	8

D.12. What are the strategies that you think can improve women farmer’s participation in demanding accountability to farmers’ cooperatives leaders over Imihigo in your district?

- 1.....
- 2.....
- 3.....

Thank you for your availability.



P.O. Box. 6252 Kigali, Rwanda

Tel: +250 (0)788309583

Toll free: 2641 (to report cases of corruption)

E-mail: info@tirwanda.org

Website: www.tirwanda.org