

Chapter 1

INTRODUCTION

UNDP's programme of support to Rwanda over the period assessed—between 2000 and 2006—was characterized by continued, rapid transition. The UNDP Country Cooperation Framework (CCF) for the period 1997 to 2000 was extended through 2001. In this period, the UNDP played a broad range of roles defined by the diverse needs of a 'post-emergency response'. In the second CCF, which covered 2002 to 2006, UNDP focused on supporting government efforts to re-start longer term development processes. The third CCF, which was being developed at the time of the evaluation, will be aligned with and guided by a strong second generation national Poverty Reduction Strategy (PRS)—the Economic Development and Poverty Reduction Strategy (EDPRS)—and by Rwanda's designation as one of the pilot countries for UN reform.

1.1 PURPOSE OF THE EVALUATION

This report presents the results of an Assessment of Development Results (ADR) in Rwanda undertaken by the UNDP Evaluation Office in January and February 2007. ADRs provide independent assessments of UNDP contributions to development results with particular emphasis on assessing the relevance and effectiveness of the UNDP CCFs. The Rwanda ADR focused on UNDP contributions in the period 2000 to 2006.

The overall objectives of an ADR are to:

- Support the Administrator's accountability to the Executive Board and serve as a vehicle for quality assurance of UNDP interventions at the country level
- Generate lessons from the experience to inform current and future programming at the country and corporate levels
- Provide stakeholders in Rwanda an objective assessment of results that have been achieved

through UNDP support and partnerships with other key actors for the past five to seven years

ADRs also strengthen UNDP strategic positioning in the country, offering timely and relevant information on the agency's comparative strengths and weaknesses for consideration during preparation of UNDP country programmes. In addition, ADRs are expected to enhance UNDP partnership with the government, to benefit various stakeholders at the country level and to allow UNDP to contribute to its development results in a more efficient manner.

This ADR in Rwanda has taken place in parallel with the preparation of the new United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme Document for Rwanda, which was to be presented to the UNDP Executive Board in September 2007.

1.2 METHODOLOGY

ADR preparation is guided by principles of transparency, meaningful consultation with stakeholders, impartiality, quality, professionalism, timeliness and utility. A key role of the ADR is to assess credible links between UNDP efforts and national development results. It is also important to assess the individual programme and non-programme activities of the UNDP, both as a reality check and as a means of assessing various 'links' in the results chain. ADRs therefore involve a methodology that ranges from examining 'big picture' country strategies to 'bottom up' sampling of project and non-project activities and results.

The evaluation in Rwanda employed a variety of data collection methods, including desk reviews, stakeholder interviews, focus group meetings and

selected site visits. In addition, the evaluation team reviewed recent analyses of the country's ongoing process of formulating and reviewing their national PRS, as well as a range of documents including several project evaluations,² government documents, independent academic research papers and books (documents reviewed are listed in Annex A). A short scoping mission carried out by the UNDP task manager with support from the UNDP country office in Kigali helped the team sharpen the focus of the evaluation.

A researcher in the Evaluation Office carried out background research and identified key documents in a thorough and systematic manner prior to the full evaluation mission. A full ADR team carried out a three-week field mission to Rwanda in January 2007. Four separate visits to project sites in northern, eastern, western and southern Rwanda complemented meetings and interviews in Kigali with stakeholders from the Government of Rwanda (GoR), international development partners, UN

organizations and civil society (a list of stakeholders met is provided in Annex B). At the end of the evaluation mission, the ADR team prepared and presented preliminary findings to the UNDP country office.

The evaluation team analyzed the situation of UNDP Rwanda on the principle of triangulation: verifying and validating perceptions derived from a wide range of primary and secondary sources with additional qualitative and quantitative data and further analyses. A similarly wide range of informants was consulted, including direct beneficiaries and senior government officials, development partners with various relations to UNDP Rwanda and other key informants with no direct involvement in UNDP activities. The key evaluation questions guiding the analysis, finalized after consultations with stakeholders during the scoping mission, are listed in Box 1. A more complete matrix of evaluation questions is provided in Annex C.

Box 1. Key evaluation questions

What are UNDP Rwanda's main achievements in its areas of intervention?

- How have these achievements been realized?
- How have these achievements contributed to Rwanda's development results?

What are/what should be UNDP Rwanda's core roles and focus?

- Do UNDP Rwanda's roles and identity need to be more clearly defined? Do they need to be re-defined?
- Is UNDP Rwanda involved in too wide a range of activities? What causes UNDP Rwanda to extend into new areas? What are the costs and benefits of doing so?
- Does UNDP Rwanda need to focus more sharply on a fewer number of areas of real comparative advantage?
- What are UNDP Rwanda's areas of true comparative advantage?

What are the capacities of UNDP Rwanda?

- What does UNDP Rwanda do best?
- What does it do least well?
- Does UNDP Rwanda have serious gaps or weaknesses in its capacity? If so, what are their causes, their consequences and their solutions?

How much coherence and synergy is achieved among UNDP Rwanda's programming areas?

- How well do the different programming units support or reinforce each other?
- Do the different programming areas share common, mutually reinforcing approaches, for example, to capacity development and to support for decentralization?

2 The evaluation evidence available from UNDP Rwanda was limited to six project evaluations and no outcome evaluations. The ADR team was informed that at least nine project or outcome evaluations are planned for 2007.