

**JOINT EVALUATION OF EMERGENCY ASSISTANCE TO RWANDA:  
LAUNCH WORKSHOP, 23-24 JANUARY 1995, GENEVA**

The Rwanda evaluation launch workshop took place over 23-24 January in Geneva. This brought together for the first time the entire evaluation team, comprising the evaluation consultants and the Management Group of lead agencies. The objectives were to:

- develop a common understanding of the terms of reference.
- consider and agree study methodologies; and
- agree workplans for each study and mechanisms for exchanging information between groups.

2. The multidimensional approach to the evaluation with four component studies and an overall synthesis report made the workshop both necessary and highly productive. The list of participants is attached at annex 1.

3. The main objective of the evaluation is to draw lessons from the experience in Rwanda that will be relevant for future complex emergencies as well as for operations related to the region. The four studies represent stages in the emergency but are closely interrelated:

- the first study (managed by SIDA), the historical background, will outline the roots and course of events of the conflict within Rwandan society and seek to identify possibilities of reconciliation.
- Study 2 (managed by Norway) will focus on the relevance and effectiveness of emergency-prevention efforts, including mechanisms for monitoring and responding to approaching emergencies (early warning system) and conflict management.
- Study 3 (managed by ODA - Evaluation Department and undertaken by ODI) will assess the mechanisms for the implementation and coordination of emergency aid programming, and will assess the impact and the effectiveness of emergency aid.
- Study 4 (managed by USAID) will assess the process of repatriation, rehabilitation, reconstruction and development of Rwandan society.

4. DANIDA will manage the preparation of the overall synthesis study and will chair the Management Committee comprising the four study managers.

5. The range and experience of the participating consultants was impressive. Study methodologies and workplans were discussed and revised. A number of briefing guests spoke on day 2 (annex 2). Both their seniority and willingness to spend time at the workshop indicates a high



degree of interest in the process of the evaluation and its findings.

6. A number of cross cutting issues were always intended to be addressed by the evaluation. Interest in issues such as the role and impact of military intervention, pursuit of human rights and justice, and conflict prevention took on more importance during the three days.

7. A 37 member Steering Committee of countries and agencies of the international aid community will comment on all draft reports (annex 3). The lead agencies will also make up the Management Committee. The reports will issue in the names of the consultants and be in the public domain.

8. Key milestones are at annex 4. The 4 Draft study reports will be submitted to the lead agencies on 15 September 1995, and the Synthesis on 27 October 1995. The Steering Committee will meet three times this year to discuss:

- status reports (3 July);
- draft study reports (20 November); and
- draft synthesis report (15 December).

9. The final reports are targeted for release on 15 January 1996. A Press Release is attached at annex 5.

**TERMS OF REFERENCE**  
**EVALUATION OF EMERGENCY ASSISTANCE TO RWANDA**

20 December 1994

## GENERAL

### Justification

1. More than one million people have died and more than two million have been displaced as a result of the conflict in Rwanda. The human suffering is of an incomprehensible scale. The recent escalation of the conflict and violence has received wide international concern and attention. The international community has provided substantial assistance to alleviate the human suffering and has contributed to efforts to find a peaceful solution to the conflict.

2. Natural and man-made catastrophes claim an increasing share of the stagnating international aid. Total emergency assistance will in 1994 exceed US\$ 5 billion or about 10% of ODA. Donor assistance to the Rwanda emergency alone amounts to more than US\$ 840 million during the first 9 month of 1994<sup>1</sup>. Total needs for 1994 are well beyond US\$ 1 billion, corresponding to about 2% of ODA.

3. In recent years an increasing number of countries have experienced emergencies caused by a combination of natural and man-made disasters or by conflict. These emergencies are inherently complex, of prolonged duration and cause large scale human suffering and economic losses. Although some evaluations of emergency assistance have been carried out, experience from planning and execution of large-scale relief activities and their effects is not, as yet, extensively documented.

4. There are two obvious reasons for evaluating the emergency assistance to Rwanda:

i) The donor community needs to account for the relevance, effectiveness and impact of the substantial share of overall aid.

ii) Despite the uniqueness of each emergency, valuable lessons for planning and execution of future relief operations can, and should, be derived.

### Objectives

5. The main objective of the evaluation is to draw lessons from the experience in Rwanda that will be relevant for future complex emergencies as well as for the operations in Rwanda and the region, including their prevention, the preparation for and provision of emergency assistance, and the transition from relief to development.

### Context

6. The emergency relief activities covered by the evaluation were and are carried out in the context of three fairly distinct scenarios<sup>2</sup>, each with its clear implications. In each scenario the nature of events and political context changed, new groups of the population required assistance, geographical focus shifted quickly, access to areas and people was opened up or closed, and operational challenges

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<sup>1</sup> As of October 1994. The amount does not include substantial in-kind contributions. DHA Rwanda Financial Update no.3.

<sup>2</sup> The term scenario (sequence of events) is used as an analytical tool to portray main components of a complex situation.

shifted. A key concept which justifies framing the evaluation according to the three scenarios is the humanitarian space<sup>3</sup>. The humanitarian space sets the framework for humanitarian assistance in complex emergencies and influences parameters for setting priorities, access to target groups, security and need for protection and a range of possible activities within the continuum emergency-prevention, emergency relief - reconstruction - rehabilitation - development.

7. The three scenarios can be categorized by the following events and contexts:

- **Mass killings, mass movements and social collapse.** The major focus was on mass displacement within Rwanda, access to affected people in Rwanda and containment of the killings, and on refugee flow into Tanzania
- **Stabilization of refugee/displaced situation, authority vacuum, military offensive and new mass movements.** The major focus was on stabilization of emergency assistance to refugee camps inside Rwanda (Sector 4) and in Tanzania, new refugee flow into Zaire due to major military offensive, establishment of security zones and access to affected people in all areas of Rwanda.
- **Consolidation and attempts at re-establishment of authority.** The major focus was and is on supporting basic political and social functions, repatriation, rehabilitation and reconstruction.

8. New developments may quickly bring about yet another scenario that will influence future emergency relief activities. As will be seen in the following sections, both the second study on prevention efforts, and the third study on actual provision of emergency assistance, are relevant to each of these scenarios.

## Scope

9. The emergency relief activities covered by the evaluation comprise the continuum: emergency prevention; emergency preparedness and delivery; repatriation, rehabilitation and reconstruction; and the relationship between emergencies, emergency aid and long-term development. The continuum will be covered through a multidimensional approach with four component studies, each of which represents a dimension of a very complex emergency in Rwanda seen in a regional context. Focus will be on the linkages among political, military and humanitarian assistance by the international community.

10. The first study, the historic background, will outline the roots and course of events of the conflict within Rwanda society and seek to identify possibilities of reconciliation, the ultimate conflict/emergency-resolution in the country.

11. The second study will focus on the relevance and effectiveness of emergency-prevention efforts, including mechanisms for monitoring and responding to approaching emergencies (early warning system) and conflict management. It will aim at assessing the need and mechanisms for early action and systematic containment efforts in situations of approaching emergencies, not only for Rwanda but other countries as well.

12. The third study will assess mechanisms for and effectiveness of preparation and coordination of emergency assistance programming, the impact of emergency assistance. It will, with due consideration of the complexity and dynamics of the emergency, concentrate on the effectiveness of

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<sup>3</sup> The term humanitarian space refers to the degree of access and acceptable conditions for humanitarian assistance. Humanitarian space is limited by e.g. actions of war, unsafe environment, physical destruction and political constraints. Humanitarian space may be created and widened through negotiations of mercy corridors, zones of tranquillity, safe havens and other mutually agreed arrangements; through involvement of sanctions and military force to varying degrees; or through cross-border operations from neighbouring countries.

coordinated action as well as timely and appropriate assistance through numerous channels to people in dire need. It will further assess contingency plans for possible new emergency scenarios.

13. The **fourth** study will assess the planning and preparation for repatriation and rehabilitation to recreate and consolidate the capacities of emergency victims, reconstruct their communities and launch sustainable development programmes in their societies in order to ensure a level of living which is more secure than the pre-disaster situation.

14. Certain specific issues, in particular human rights as well as gender issues in humanitarian assistance, special needs of unaccompanied children and the role of the military in providing logistical support for humanitarian assistance, are cross-cutting and will be given special attention in the four studies.

15. The results of the four studies will be synthesized in a final report that will present the findings and lessons learnt for each element of the continuum taking into consideration the complexity of the various scenarios. Within this perspective, the lessons learnt from the evaluation will be useful in dealing with future disasters, including Rwanda, to the benefit of everybody concerned; victims, affected societies, aid organisations and donor countries.

### **Approach**

16. Given the present complex political context of the evaluation, the evaluation will be carried out in an objective, sensitive and perceptive manner with varied and balanced consideration of both positive and negative aspects. The evaluation will be oriented towards lessons learnt from the Rwanda emergency assistance experience that could be applicable to programme-adjustment and policy-formulation affecting responses to present and future complex emergencies, rather than a report oriented to assigning accountability for past actions or lack of action.

17. The evaluation will be based on documentation, including results of recent and ongoing reviews and evaluations, from involved national, bilateral and multilateral agencies and NGOs at headquarters and field level, interviews with these agencies' representatives, Rwandan officials and experts, and with field workers and recipients, and on other fact-finding as necessary and appropriate. Fieldwork will be limited and will be planned and organized in close collaboration with the agencies concerned so as not to interfere with emergency relief activities and not duplicate existing or ongoing surveys and studies. Alternative sources of information will be explored, including lessons from other emergencies.

18. In view of the diversity of the issues to be evaluated, the separate studies, each with separate terms of reference and reports, will be contracted to independent institutions or individuals with requisite qualifications in the fields of i) emergency assistance management, planning, and implementation, ii) repatriation and rehabilitation of refugees, iii) regional and specifically Rwanda's history and situation, iv) institution and capacity building, v) conflict and emergency analysis, vi) socio-cultural and gender aspects.

### **Management of the Evaluation**

19. The overall management of the evaluation will be entrusted to a Steering Committee comprising the interested members of the international aid community. The Steering Committee will, based on the objectives and scope as defined here, design and manage the evaluation, and present the final report to all donors and to the agencies involved as subjects of the evaluation. The Steering Committee will be responsible for raising funds. The Evaluation Unit of Danida will be the lead agency and overall coordinator.

20. The Steering Committee will meet at least four times to:
- a) finalise the TOR and approve short list of qualified evaluators (institutions/individuals) and approve budget and funding (mid December 1994);
  - b) discuss and provide feed back on study reports and approve outline of synthesis report (mid July 1995),
  - c) discuss and provide feed back on draft synthesis report (end November 1995);
  - d) present the final report to the international community (end December 1995).
21. Each study will be managed by a lead agency: Study I: Sweden; Study II: Norway; Study III: United Kingdom; Study IV: United States of America. The four lead agencies with Denmark in the Chair will constitute a management group and will contract, assign and supervise the work of consultants/institutions within these terms of reference and the resources available. Each lead agency will seek close cooperation and coordination with relevant UN and other international and national agencies.
22. The costs of the evaluation will be met by voluntary contributions from interested parties. For purposes of budget administration the procedures and practices current in the lead agencies will be adopted. Danida will make arrangements for administration of contributions within the established budget.

#### **Duration**

23. The evaluation will commence in January 1995 and last until December 1995. Interim study reports will be ready for discussion in the Steering Committee, and with the concerned parties, at the end of June 1995. The final evaluation reports: a synthesis report and the various study reports, will be available at the end of December 1995.

## STUDY I

### THE HISTORICAL CONTEXT OF THE CONFLICT

24. The objective of this study is to present, in a historical context, the major conflict which erupted in Rwanda in 1994 with the aim of analyzing the subsequent humanitarian response to it. The study will particularly address the following five sets of questions:

- Why did the massacre occur on such a massive scale? What were the major historical and contemporary factors contributing to it?
- What are the prospects of a regional conflict or massacre?
- What elements exist for reconciliation and conflict-resolution (peace-making, peace-keeping and peace-preserving) within Rwandan society? How can these be strengthened and consolidated?
- To what extent are there latent, peace-preserving development perspectives in the historical evolution of Rwanda?
- What specific lessons can be drawn about humanitarian assistance in complex emergencies<sup>4</sup> from the historical analysis of the Rwandan situation?

25. In addressing these issues, the study will be divided into two parts. The first part will trace the evolution of Rwandan pre-colonial society, the demography, the structures of colonialism which shaped its social, economic and political institutions, and major developments since its emergence as an independent country in 1962. The second part will present a chronology of events since April 1994.

26. The first part of the study will evaluate the following aspects of Rwandan society:

- social, political and ethnic conditions;
- the land tenure system;
- population growth and mass displacement, including the arrival of FPR (and returnees) from Uganda in 1990; and the refugee flow from Burundi in 1993;
- ecological conditions, including the drought in 1993;
- impact of colonialism, and other major external factors, on the series of conflicts unfolding from 1959 to 1994;
- local and national exploitative/oppressive structures;
- formal/informal conflict-resolution institutions and mechanisms;
- the role of UNAMIR and NGOs in the immediate aftermath of the plane crash on 6 April 1994: implications for the subsequent response activities of the international community,

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<sup>4</sup> The expression complex emergency refers to a major humanitarian crisis of a multicausal nature that requires a system wide response combined with a long-term combination of political, conflict-resolution and peace-keeping factors.



- the Rwanda conflict within a regional perspective with special emphasis on Burundi.
27. The second part of the study will list the following aspects:
- Political actions, military actions and actions taken by people: timing and results;
  - political decisions, including (i) multilateral decisions (taken by United Nations Security Council, the OAU and other); and (ii) bilateral decisions (taken by involved countries, in particular the neighbouring countries, Belgium, France, the USA etc.): timing and results;
  - humanitarian negotiations: timing, purposes and results;
  - humanitarian policies devised by United Nations system, the European Union, bilateral donors, major NGOs/NGO consortia: timing, content and target groups;
  - humanitarian actions: main actors and with what coordinating bodies, what kind of actions, when, how and where?
28. The study will be a documentary description/analysis which will cover Rwandan society from before the onset of colonialism up to date with emphasis on the period 1990-1994. It will be based on existing documentation and records and interviews with key informants.
29. The study should be presented in a solid, concise and readable form. Information and recommendations should be structured around the five main questions in order to facilitate preparation of the overall evaluation report.
30. The report falls into three parts: (a) a briefing note of 10-15 pages to be circulated to all evaluators in January 1995, including an appendix of articles from "Africa Confidential" on Rwanda from 1993 onwards; (b) an interim report of 40-50 pages to be discussed by the Steering Committee by end of June 1995; and (c) the final report (maximum 50 pages).
31. Deadlines: (a) briefing note by 15 January 1995, (b) interim report by 15 June 1995; and (c) the final report by 30 September 1995.

## STUDY II

### EMERGENCY-PREVENTION AND CONFLICT-MANAGEMENT EFFORTS

32. The purpose of this study is to examine the effectiveness and relevance of monitoring emergency prevention and conflict management and preparedness efforts at national and international levels. The study will particularly address the following four critical sets of questions:

- When did the signs of the approaching emergency appear at the national scene? When and how did the international community take notice of them? What mechanisms exist for reacting to early signs.
- When did the international community respond to the emergency and what was the initial response? Which linkages existed among the political, military and humanitarian assistance response?
- What were the effects of conflict-management measures, including protection of human rights, undertaken by the international community under each scenario? What factors shed light on the success of these measures?
- What lessons concerning early warning system and conflict-management can be drawn from the Rwandan experience?

33. The study has two distinct yet interrelated focuses. The first will be on the existence and effectiveness of the early warning system, the human rights and crisis monitoring related to each scenario. The second one will be on the response of the international community and the factors affecting it under each scenario. In addressing these issues, the study will evaluate the following aspects under each scenario:

34. Early Warning System:

- The role of the Department of Humanitarian Affairs (DHA) and other agencies/institutions: What unilateral and multilateral activities (in collaboration with other entities/agencies) were initiated; what were the impact and the results in terms of interventions?
- Existing sources of information, including but not limited to: (i) humanitarian observers reporting from the field (within the UN, NGOs, religious entities and other); (ii) human rights observers inside or outside Rwanda: (within the UN, human rights NGOs (international and national agencies, e.g. Amnesty International, Human Rights Watch Africa, African Rights, Fédération internationale des Droits de l'Homme, Paris, and Association pour la Défense des Libertés, Kigali), other NGOs, religious entities, etc.); (iii) the Press; and (iv) others: When and to what extent were they reporting on the approaching emergency; what impact did it have in terms of interventions; and what impact has the reporting on political action and human rights had on the ability of the international community (NGOs in particular) to provide relief and rehabilitation assistance?
- Dissemination of information to policy-making fora, humanitarian agencies, donors and the general public: timeliness, consistency and persistence.

35. Conflict-Management and Preparedness Measures:

- At the national level, containment efforts of entities, including military, and individuals: what was done, when, and with what results to prevent the conflict and, as the conflict escalated, to put lid on?
- At the international level, containment efforts and monitoring by entities and prime moving actors: when and how was the development of the conflict monitored and reported on by the UN (the Security Council, DHA, United Nations High Commissioner for Human Rights and United Nations High Commissioner for Refugees), the OAU, Amnesty International, Human Rights Watch Africa, other NGOs and the Press?
- Humanitarian diplomacy<sup>5</sup> by principal actors at international, regional and bilateral levels, including the UN, the OAU, neighbouring countries and other agencies/countries: to what extent was it applied and with what result?
- International and national peace-keeping efforts, including establishment of safety zones and emergency corridors, and the protection of civilians: When, how and where were they put into action; and with what impact in particular?
- Identification of the turning point, or period, between tension (killings not yet commenced) and conflict (mortal violence): when, how, where and by whom (among possible entities/actors) could conflict-management measures best have been initiated in order to contain the conflict?

36. The study will be based on available documents and interviews with key informants within the UN system, the OAU, ICRC, human rights NGOs, other entities and with press correspondents at headquarters and in the field.

37. The report should be presented in a solid, concise and readable form. Information and recommendations should be structured around the four sets of questions addressed in the study in order to facilitate preparation of the overall evaluation report.

38. The report falls into two parts: (a) an interim report of 35-40 pages to be discussed by the steering committee by the end of June 1995; and (b) the final report (maximum 40 pages).

39. Deadlines: (a) interim report by 15 June 1995; and (b) the final report by 30 September 1995.

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<sup>5</sup> Humanitarian diplomacy refers to *démarche* for the purpose of de-politicizing or defusing a complex socio-political situation which risks degenerating into a crisis involving wide-spread human suffering. Humanitarian diplomacy is apolitical, impartial and conciliatory. It serves to: i) buy time for opening "windows of opportunity"; ii) to identify "points of convergence" between hostile parties and build upon them for the purpose eliminating or alleviating human suffering; iii) to initiate preventive or corrective action (e.g. containment conflagration; opening "mercy corridors"; establishing "safe heavens"; ensuring unhindered access to the victims/beneficiaries etc.).

### STUDY III

#### EMERGENCY AID AND EFFECTS.

40. The objective of the study is to extract lessons of experience with regard to: (i) organization<sup>6</sup> and delivery of emergency aid by the international community. Emphasis will be on policy and operational issues, relating to the whole continuum of humanitarian response in the different scenarios and the volatility of the Rwanda emergency situation. Under each scenario the process and mechanisms created to secure humanitarian space, i.e. an acceptable basic humanitarian environment, will be analyzed and assessed.

41. Under the first scenario (mass killings, mass movements and social collapse), the study will address four sets of questions:

What mechanisms for, and to what extent was assessment of needs and capacities of affected populations carried out as integral part of, the organization (see above) and delivery of emergency assistance?

- To what extent were the mechanisms established, and which were they, within various sectors of the international community to provide assistance (protection as well as material assistance) to the emergency-affected population, including detainees and prisoners, inside Rwanda and to those who had fled to Tanzania, and to ensure the security of the relief community? What issues did they, or did they not, address; how and with what resources did they address them; and how was information conveyed within the international community?
- When did such mechanisms gain sufficient momentum to cope with the emergency and the plight of the victims, and when could this best have happened? What was done, and what could have been done, within the international community to ensure that effective mechanisms were in place in time?
- Was the aid actually delivered relevant to the needs of target groups; to what extent were target groups reached, and how were priorities set among target groups determined in relation to commodities (food and non-food), vulnerability among displaced persons (DPs)/refugees, locations of DPs/refugees and groups with special needs (unaccompanied children, old and infirm women, widows with children, pregnant and lactating women)?

42. Under the second scenario (stabilization of mass displacement situations, authority vacuum, military offensive and new mass movements), the study will address four sets of questions:

- What were the mechanisms for, and to what extent was assessment of needs and capacities of asylum countries and affected populations carried out as integral part of, organization and delivery of emergency assistance?
- What mechanisms were established within various sectors of the international community to provide assistance (protection as well as material assistance) to the refugee flow into Zaire and to gain access to affected people in all areas in Rwanda, and to ensure the security of the relief community? What issues did they address; how and with what resources did they address them; and how was information conveyed within the international community?

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<sup>6</sup> The term organization refers to preparedness measures for, and the processes of, planning, mobilization and coordination of emergency assistance.

- When did such mechanisms gain sufficient momentum to cope with the emergency and the plight of the victims; and when could this best have happened? What was done, and what could have been done, within the international community to ensure that effective mechanisms were in place in time?
  - To what extent were relief programmes targeting and reaching the needy in established camps and elsewhere, including women (vulnerable women in particular) and children (unaccompanied children especially); and how was the relief transported to the camps/distribution points and distributed to the beneficiaries in Rwanda and elsewhere?
43. Under the third scenario (consolidation, attempts at re-establishment of authority), the study, in assessing attempts to consolidate a volatile situation, will address one main issue:
- What kind of contingency plans and measures exists, and what can be undertaken, to prepare for a possible new scenario with deterioration of the situation?
44. In addressing these questions, the study will evaluate the following aspects in relation to the three scenarios:
- The roles of United Nations Department for Humanitarian Affairs, the International Council of Voluntary Agencies, and other UN/NGO coordinative bodies and major agency actors within the UN system and NGO community including the asylum countries, at headquarters and field levels (Rwanda and neighbouring countries) during 1994 in developing the Rwanda Emergency Operation: compatibility of mandates, agency competition and clarification of the parts played by the respective entities in the organization and delivery of emergency assistance; the strength and weaknesses of these entities.
  - The processes and mechanisms created to secure humanitarian space by multilateral and bilateral entities, including the UN system, the NGO community and donor countries: Timing and effectiveness.
  - The processes and mechanisms created to ensure demilitarization of armed population groups by multilateral and bilateral entities, including the UN system, the NGO community and donor countries: Timing and effectiveness.
  - The processes and mechanisms created to ensure the security of emergency-affected populations and the relief community, including UNAMIR, human rights observers, UNHCR protection service and other entities.
  - The role of the military in the logistics of relief delivery and other non-military/security services, including UNAMIR and other entities.
  - The importance attached to needs, and capacity, assessment by above UN and NGO coordinative bodies in the field and at headquarters: timeliness and impact on policy and programmes of concerned parties (UN system and NGO community).
  - Timing and volume of vital aid programmes, including water, food and medicaments: when were they launched, by whom, in what measures, and to which target groups; what was the lead time?
  - Quality and quantity of aid commodities (food and non-food) in relation to costs for each selected type of relief and channel of relief, including: (i) the full costs; (ii) the quality and quantity; (iii) the number and types of beneficiaries; (iv) a qualitative description of the benefits received by each beneficiary; and (v) a calculation of the costs per beneficiary.

- Impact of applied distribution technique(s) on food availability (and other household items) at the household level.
  - Likely and potential impact of the humanitarian assistance on reduction of vulnerability, with special attention to the situation of ensuing vulnerable groups (women and children, including unaccompanied children), viz. infant/underfive mortality rate, mortality and morbidity rate and/or life expectancy, level of likely daily caloric intake, evidence of psychological trauma, and other indicators according to local conditions.
  - Impact of the emergency relief operation on: (i) socio-economic conditions of host populations; and (ii) the environment.
  - The dynamic relationship between the need profiles of emergency-stricken groups and the level of actually delivered relief (what, how much and for how many): from the onset of the relief operation to the time of the study.
  - Division of labour in emergency camps between aid staff and displaced persons(DPS)/refugees; involvement of DPs/refugees in food distributions, health programmes (intensive feeding, malnutrition, vaccinations, etc.) and other.
  - The importance attached to common standards of relief aid: The extent to which indicators for appropriate material standards and ethical norms are, and can be, established.
  - The importance attached to dissemination of information, and to regular consultation related thereto, within the international community by above UN and NGO bodies: timeliness and impact on policy and programmes of concerned parties.
  - Main dilemmas faced by the relief community (including intergovernmental organizations, international and national NGOs and other entities) in coping with the emergency, including: (i) agency independence versus cooperation and accountability; (ii) being a humanitarian agency versus being a human rights agency; (iii) accountability through the media versus exploitation of and/or by the media; funding driven commitment versus needs driven commitment; (iv) international resources versus local resources; and (v) quality of service versus quantity of service; and (vi) other as appropriate.
  - Effective mechanisms for coordination, at national and international levels, of emergency assistance with programmes relating to repatriation and rehabilitation of people's livelihood in the home country within the UN system and among the NGO community: entities and programme modalities;
45. The approach of the study will cover both the situation inside Rwanda and in neighbouring countries. The study will be a diagnostic assessment of the emergency relief programmes of various channels, including UN agencies (UNHCR, WFP, UNICEF a.o.), international and national NGOs, and other entities, with the aim of providing basic information and rapid appraisals.
46. The evaluation will be based on: (1) available documentation ; (2) interviews with key informants in concerned agencies/entities at headquarters and in the field, inside and outside Rwanda, (3) interviews with key informants among government staff in Rwanda and neighbouring countries; (4) interviews with a sample of refugees/DPs in various locations in Rwanda and neighbouring countries (selected through purposeful sampling); (5) observation of relief distributions in studied locations; and (6) observation of one complete relief distribution process from dispatch in the capital or elsewhere, during transport to the site, to the final reception by the target group.
47. The evaluation falls into four phases: (i) preparation, including review of documentation, planning and design of field studies and interviews with key informants at headquarters, ca. 2 months;

(ii) field studies in Rwanda and neighbouring countries, ca. 2 months; (iii) data-processing, including follow-up field visits as necessary, discussion and interpretation of findings from all study countries, 3-4 months; and (iv) report preparation, including discussions with concerned parties, ca. 3 months.

48. The evaluation report should be presented in a solid, concise and readable form. Information and recommendations should be structured around the questions addressed in the study in order to facilitate preparation of the overall evaluation report.

49. The report falls into three parts: (a) a first interim report of 15-20 pages to be discussed by the steering committee by the end of June 1995; (b) a second interim report of 60-75 pages; and (c) the final report of approximately 100 pages.

50. Deadlines: (a) inception report by 15 June 1995; (b) interim report by 30 September 1995; and (c) the final report by 30 November 1995.

## STUDY IV

### REPATRIATION, REHABILITATION AND RECONSTRUCTION

51. The objective of the study is to review the process of repatriation, rehabilitation, reconstruction<sup>7</sup> and development of Rwandan society. This will be reviewed in the context of measures for confidence-building, reconciliation and justice. Particularly, it will address the following sets of questions:

- What are the factors (political, military/security and material assistance issues) affecting voluntary or organized return of the refugees and DPs?
- What kind of programmes, or mixtures thereof, are likely to have rapid and significant impact; and what are the critical factors which facilitate or constrain such programmes?
- How can the participation of affected populations and local authorities, and cooperation between them, best be ensured under the given historical circumstances?
- What has been done to assess the overall impact of the conflict on economic, social and political institutions, at the national, regional and local (community) levels, that are necessary for sustainable development of the country? What is perceived as their urgent needs at present and in the immediate future, and what emergency assistance interventions have addressed these needs? What has been done to prepare for an overall adjustment of the prevailing emergency response towards sustainable development aid?
- How have the proposed or ongoing development efforts affected, or how are they likely to affect, the functioning and growth of these institutions at national, regional and local levels? To what extent is this dependent on resolution of the conflict, including demilitarization?
- Are the proposed or ongoing efforts appropriate to the vulnerabilities, special concerns and capacities of the emergency-affected groups, both within and outside Rwanda, with regard to their participation in sustainable development processes, or is a chronic state of emergency likely to ensue? What obstacles exist, and how to overcome them?

52. In addressing these issues, the study will evaluate the following factors:

- Plans concerning appropriate timing, nature, volume and location within Rwanda of sustainable aid programming geared at re-establishment of structures and conditions for repatriation and rehabilitation, including: (i) transportation to the home area/place of destination; (ii) adequate food production/food security; (iii) access to safe water supply, health service, income-generation and educational facilities; (iv) physical infrastructure (roads, private houses, public buildings etc.); and (v) the extent to which gender issues are considered appropriately in the plans for the return and rehabilitation of the emergency-affected populations.

Plans and action initiated to address immediate reconstruction needs, with particular attention to how this relates to available resources, including the issue of conditionality (observance of human rights norms and other).

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<sup>7</sup> The term rehabilitation refers to re-establishment of people's livelihood, at the household level, up to, or beyond, the level of the pre-disaster situation. Reconstruction means re-establishment of physical infrastructure, at the society level, up to, or beyond, the pre-disaster level.



- The relative importance of short-term (Quick Impact Projects in particular) and long-term programmes, in speeding up repatriation and rehabilitation or to facilitate transitions between these operations.
  - Plans concerning involvement of popular interest groups, including networks of local parties, and local authority structures in planning and preparation for repatriation and rehabilitation: Identification of appropriate entities and modes of participation;
  - The extent to which the social capital has been depleted in all major sectors, including agricultural, commercial, micro-enterprise and industrial sectors.
  - The extent to which the emergency aid has impacted local markets, local food production and local labour market conditions seen in a short-and longer-term perspective.
  - The priorities, vulnerabilities and capacities of emergency-affected groups, both within and outside Rwanda, with regard to their participation in the sustainable development processes.
  - The appropriateness of existent sectoral development plans in relation to the social and psychological situations (vulnerabilities/capacities as well as gender issues) and priorities of emergency-affected groups, in particular vulnerable groups of women and unaccompanied children. Identification of areas and/or niches which these groups can be fitted into, and areas and/or niches which need adjustment/expansion in order to include emergency-affected groups.
  - Confidence-building activities aiming at promoting the peace and reconciliation processes which are needed for mass return and resettlement of refugees and displaced persons, and for basic reconstruction.
  - The impact of the emergency and of emergency assistance on the development prospects of the asylum countries (e.g. on their development institutions and resources, their ecological environment, etc.).
  - The possibility of reaching consensus within the international community on: (i) indicators for including components related to reconstruction and development early in the emergency phase; (ii) criteria for, as quickly as possible, transforming emergency programming, building on available local and external capacity, through repatriation, rehabilitation and reconstruction - into development-oriented programmes; and (iii) the need of devising future emergency response in accord with (i) and (ii).
  - Realistic timetables, and estimated financial input required, for transformation of the prevailing emergency response into development-oriented programmes with emphasis on cost-effective resources, largely based on indigenous resources and capacities.
53. The study will be based on: (i) available documentation; and (ii) interviews with key informants within government structures, UN agencies and NGOs at headquarters and in the field; inside and outside Rwanda.
54. The evaluation report should be presented in a solid, concise and readable form. Information and recommendations should be structured around the five sets of questions addressed in the study in order to facilitate preparation of the overall evaluation report.
55. The report falls into three parts: (a) a first interim report of 15-20 pages to be discussed by the steering committee at the end of June 1995; (b) a second interim report of 40-50 pages; and (c) a final report of approximately 50 pages.
56. Deadlines: (a) inception report by 15 June 1995; (b) interim report by 30 September 1995; and (c) the final report by 30 November 1995.

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## LIST OF PARTICIPANTS

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Jeremy Brusset, ODI	Study III
Zdenek Cervenka, Consultant Scandinavian Institute of African Studies	Study I
Hanne Christensen, IBHI	Synthesis
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**LIST OF BRIEFING GUESTS**  
**(International Organizations)**

Monday, 23 January, 1995

- DHA: \*Randolph Kent, Head of DHA Office, Rwanda
- UNDP Bertrand Coppens, Deputy Director, Geneva Office  
 \*Y. Lemoil, Regional Bureau for Africa, N.Y
- UNHCHR: \*Georg Mautner-Markhof, Chief of Special Procedures
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- UNICEF: \*Peter McDermott, Senior Programme Officer, Emergency  
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- WFP: Werner Kiene, Director OEDE  
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- WHO: \*Louise Chan, Emergency and Humanitarian Aid
- ICRC: \*Daniel Fillipin, Head, Rwanda/Burundi Desk
- ICVA: \*Trygve Nordby, Chairman
- IFRC: Reidar Shanning  
 \*Peter Walker, Head of Disaster Policy Department
- IOM: \*Eugenio Ambrosi, Chief, Section of Humanitarian  
 and National Programmes

\* presenting the policies, programmes and plans for the future  
 of the agencies

## JOINT EVALUATION OF EMERGENCY ASSISTANCE TO RWANDA

## MEMBERS OF STEERING COMMITTEE

AUSTRALIA  
AUSTRIA  
BELGIUM  
CANADA  
DENMARK (CHAIRMAN)  
FINLAND  
FRANCE  
GERMANY  
IRELAND  
ITALY  
JAPAN  
LUXEMBOURGH  
NETHERLANDS  
NEW ZEALAND  
NORWAY (Management Group)  
SPAIN  
SWEDEN (Management Group)  
SWITZERLAND  
UNITED KINGDOM (Management Group)  
UNITED STATES (Management Group)

COMMISSION OF EU (DG III)  
COMMISSION OF EU (ECHO)

IOM  
UN/DHA  
UNDP  
UNHCHR  
UNHCR  
UNICEF  
WFP  
WHO

ICRS  
IFRC

ICVA  
INTERACTION  
VOICE  
Doctors of the World  
Steering Committee for Humanitarian Response

Milestones

## I-IV        REPORTS

15.09        Draft

06.10        Draft cleared by Management group

13.10        Issue of draft to Steering Committee

03.11        Deadline for written comments from  
Steering Committee.

20.11        Steering Committee meeting.

01.12        Revision of reports

15.12        Steering Committee meeting

15.01.96    Final Report

## SYNTHESIS REPORT

22.09        Draft outline

27.10        Draft

9-10.11     Draft cleared by Management group.

19.11        Issue of draft to Steering Committee

09.12        Deadline for written comments from  
Steering Committee.

15.12        Steering Committee meeting

15.01.96    Final Report



## PRESS RELEASE

### EMERGENCY ASSISTANCE TO RWANDA WILL BE EVALUATED.

The international donor community has decided to evaluate the total assistance provided to the victims of the emergency in Rwanda. Twentyone evaluation experts met in Geneva 22-24 January to finalize preparations for the largest and most comprehensive evaluation ever of an emergency operation.

Natural and man-made catastrophes claim an increasing share of the stagnating international aid. Total emergency assistance will in 1994 exceed US\$ 5 billion or about 10% of ODA. Donor assistance to the Rwanda emergency alone amounts to about US\$ 1 billion in 1994, corresponding to about 2% of ODA.

There are two obvious reasons for evaluating the emergency assistance to Rwanda: (1)The donor community needs to account for the relevance, impact and effectiveness of the substantial share of overall aid, and (2) Despite the uniqueness of each emergency, valuable lessons for planning and execution of future relief operations can, and should, be derived.

The purpose of the evaluation is to draw lessons from the experience in Rwanda that will be relevant for future complex emergencies as well as for current operations in Rwanda and the region.

The emergency relief activities covered by the evaluation comprise the continuum: emergency prevention; emergency preparedness and delivery; repatriation, rehabilitation and reconstruction; and the relationship between emergencies, emergency aid and long-term development. The continuum will be covered through a multidimensional approach with four component studies, each of which represents a dimension of a very complex emergency in Rwanda seen in a regional context. Focus will be on the linkages among political, military and humanitarian assistance by the international community. Certain specific issues, in particular human rights as well as gender issues in humanitarian assistance, special needs of unaccompanied children and the role of the military in providing logistical support for humanitarian assistance, are cross-cutting and will be given special attention in the four studies.

The results of the four studies will be synthesized in a final report that will present the findings and lessons learnt. The evaluation is expected to be completed in December 1995.

The evaluation will be carried out by independent evaluators from several institutions: Scandinavian Institute of African Studies and the Dag Hammarskjöld Foundation, Sweden; Chr. Mikkelsen Institute, Norway; York University, Canada; Overseas Development Institute, United Kingdom; Development Alternatives and Refugee Policy Group, USA; and the Independent Bureau for Humanitarian Issues, France.