

Rwanda: Rehabilitation Radio Rwanda

Ex-post evaluation

OECD sector	22030 / Radio, Television and Private Media	
BMZ project ID	(1) 1996 65 654 (investment in fixed assets) (2) 1996 70 241 (complementary measure)	
Project-executing agency	Office Rwandais d'Information (ORINFOR)	
Consultant	(1) MCI - Studio Hamburg (2) MCI – Studio Hamburg	
Year of ex-post evaluation	2005	
	Project appraisal (planned)	Ex-post evaluation (actual)
Start of implementation	(1) 11 / 1996 (2) 02 / 1998	(1) 06 / 1997 (2) 08 / 1998
Period of implementation	(1) 25 months (2) 20 months	(1) 53 months (2) 45 months
Total cost	(1) EUR 4.28 million (2) EUR 0.60 million	(1) EUR 4.61 million (2) EUR 0.58 million
Counterpart contribution	(1) EUR 0.09 million (2) EUR 0.09 million	(1) EUR 0.00 million (2) EUR 0.07 million
Financing, of which Financial Cooperation (FC) funds	(1) EUR 3.58 million FC grant (2 a) EUR 0,61 million FC grant* (2 b) EUR 0.51 million FC grant	(1) EUR 3.58 million FC grant (2 a) EUR 1.03 million FC grant* (2 b) EUR 0.51 million FC grant
GTZ cooperation (CP)	yes	yes
Other institutions/donors involved	no	no
Performance rating	(1 and 2) 3	
• Significance / relevance	(1 and 2) 2	
• Effectiveness	(1 and 2) 3	
• Efficiency	(1 and 2) 3	

Financed from balance remaining under projects Structural Aid I and Commodity Aid VII

Brief Description, Overall Objective and Project Objectives with Indicators

The Financial cooperation (FC) and Technical cooperation (TC) cooperative project comprised the rehabilitation of the state-owned radio station Radio Rwanda, operated by the agency ORINFOR. Its facilities had been severely damaged during the armed conflict in Rwanda. Under the FC complementary measure the executing agency ORINFOR was supported in operating and maintaining the rehabilitated facilities. This measure was closely coordinated with the training measure conducted under the TC programme "Qualification of Radio Rwanda

Personnel", which comprised the areas of programme management and design, use of information technology and maintenance of facilities.

The overall objective of the project was to contribute towards improving the supply of information and communication for all of Rwanda's population.

The indicator for achieving the overall objective was that of pure entertainment broadcasts accounting for a share of not more than 50% of the airtime of Radio Rwanda.

The project objective was to restore a reasonable programming and broadcasting operation of Radio Rwanda. The first channel was to be broadcast by ORINFOR across most of the national territory in reasonable broadcasting quality (pre-war level).

Indicators for the achievement of the project objectives were:

- Reception of the programme in at least 80% of the country (first channel)
- Airtime of at least 111 hours per week
- Share of at least 20% pre-produced shows in Channel 1 broadcasts
- Technical off-the-air times of not more than 1% of the theoretical broadcasting time

Project Design / Major Deviations from the original Project Planning and their main Causes

The project conception provided for a systematic rehabilitation of facilities that were essential for the broadcasting and production operation of Radio Rwanda. To achieve this the following measures had been scheduled at the time of project appraisal:

- Studio Kigali: overhaul and replacement of studio equipment and rehabilitation of buildings
- Transmitting stations: overhaul and replacement of transmission equipment including energy supply and repair of transmission buildings
- supply of basic technical equipment for regional information centres and case-by-case building rehabilitation
- supply of a simple, all-terrain transmission vehicle
- consulting services to support the executing agency in preparation, contract award and implementation
- support of the executing agency in the operation and maintenance of the equipment in close cooperation with German Technical Cooperation

Major deviations with regard to the measures were: (a) a more comprehensive rehabilitation of the Kigali studio and the construction of an annexe; (b) the procurement of a computer-based broadcasts management system that permits a gradual transition to digital studio technology; (c) various pieces of transmission equipment were merely repaired and not newly built.

As was planned at the time of project appraisal, the individual measures were awarded in individual lots, mostly on the basis of national bidding (construction measures) or international competitive bidding (studio technology). As was proposed during project appraisal, direct awards of contracts were made after the competitiveness of the bidding prices for transmission technology and consulting services was established. In both cases the supplier or the consultant had previously worked for ORINFOR with satisfactory results. The implementation concept generally has proven its effectiveness.

Major deviations did occur against the original implementation schedule. Because of a budget freeze, the financing agreement could not be signed until mid-1997 (originally planned for the end of 1996). The causes for the considerably longer implementation period (plus 28 months)

were delays in the award of the consulting and local construction contracts, lengthy negotiations with the national procurement agency and, finally, deficits on the part of the local construction companies in construction site management. The duration of the complementary measure was intermittently adapted to the investment measure and extended to a total of 45 months. The cost of the complementary measure was slightly below the level estimated at the time of project appraisal. The cost overruns for the investment measures were caused primarily by the more comprehensive technical rehabilitation and amounted to around EUR 330,000. We consider the overall costs to be altogether reasonable.

During implementation it turned out that further-reaching support for the technical personnel of ORINFOR in the form of on-the-job training in the area of digital control technology for the transmitter and maintenance was a useful measure. This training has been imparted by a CIM expert since June 2002 who will terminate his work in mid-2006.

Key Results of the Impact Analysis and Performance Rating

The result of the measures carried out include the provision of efficient studio and transmitting equipment for radio broadcast operation by ORINFOR and the creation of 13 local information centres (CRI). In the field of programming and programme management the editors and journalists received qualification under the technical cooperation component. The assistance to the technical personnel, the organisation and the accounting areas improved the performance of Radio Rwanda.

However, the sector environment is not without problems. Although censorship is outlawed, independent journalists have been intimidated in the recent past. The consequence is widespread self-censorship. What deserves positive mention is that licences have been awarded to private radio stations since the Media Act was passed in 2002. Today seven private radio stations are in operation, primarily in Kigali. They cover approximately 40% of the country's area. Foreign radio stations have now been licensed as well (BBC, Voice of America and Deutsche Welle) and are broadcasting their programmes in English, French and various African languages. The increased opening of the airwaves to other radio stations is encouraging competition, which has a positive impact on the reporting quality of Radio Rwanda. Radio Rwanda is a broadcasting corporation governed by public-law. We have no indications of any direct government influence on the programming. With 10 daily news broadcasts, Radio Rwanda, which also regularly broadcasts announcements and notices from various ministries, is one of the main sources of information for the Rwandan people.

The staff situation of Radio Rwanda is satisfactory overall. 52 employees take care of the technical side of the broadcasting operation and the maintenance of the equipment. Altogether, the technical personnel now has sufficient technical skills as a result of the training they received from the CIM expert and other measures. For its programming Radio Rwanda has over 60 journalists and producers. In order to establish closer contact with the population, Radio Rwanda is currently operating three local radio stations (Radios Communautaires). It is seeking to install local radio stations in all 12 provinces, but the necessary financial and technical resources have not yet been made available for this.

According to the radio station, around 9% of the population watch television and around 91% listen to the broadcasts of Radio Rwanda. One programme is transmitted on FM 24 hours a day and on shortwave for 13 hours a day. A second channel has not yet been started, particularly for lack of funding. Besides the central studio facilities in Kigali, Radio Rwanda operates 13 regional information centres (CRI). Here journalists collect local information and do their research. The actual broadcasts are then edited in the Kigali studios. The CRI are important for Radio Rwanda to meet the population's desire for local information. Radio Rwanda has five studios, four of which are being intensively utilised. The other one is a standby studio kept in reserve in case of technical problems with the other ones. Of the eight existing cutting rooms, three are no longer usable because of damage to the computerised cutting equipment (damage to the motherboard). The remaining five cutting tools are being intensively utilised. For

international reporting Radio Rwanda has access to a database operated by a Agence France Presse and to the internet.

The main sources of revenue for Radio Rwanda are payments by Deutsche Welle in the amount of around EUR 560,000 per year for the use of a relay station. Other revenues come mostly from advertisements in the sum of around RWF 200 million (around EUR 300,000) per year and state allocations of around RWF 240 million (around EUR 340,000). The latter finance the staff expenditure and around 10% of the other running costs. Most of the surplus remaining after payment of operating expenditure is used by ORFINOR to expand the television segment. For this reason we do not expect that funds will be regularly available for the maintenance of the equipment financed under German FC in the volume ascertained in the final inspection (EUR 100,000 per year); however, Radio Rwanda conducts basic maintenance at a level that appears to ensure at least limited operation over the long term as well.

The achievement of the overall and project objectives of the project Radio Rwanda can be summarised as follows:

Project objective:

The degree of coverage (target: 80%; actual: around 90%) and the airtime (target: 111 hours per week; actual: 168 hours per week) has been achieved. We have no information on the share of pre-produced broadcasts. The use of the CRIs and the cutting rooms suggests a considerable proportion of pre-produced broadcasts (target: 20%). The indicator for off-the-air times with technical causes (target: 1%) has been clearly missed. According to the radio station, the availability of the transmitting equipment is 75%. Reasons include problems in power supply that lead to shutdowns of transmitters that do not have necessary emergency generators. Technical flaws in some transmitting equipment are another reason. In some cases the necessary spare parts cannot be procured because they are no longer produced. Given the cost-intensive expansion of the television programme Radio Rwanda does not have sufficient funds for a complete technological renewal of the radio equipment. However, a limited budget is available to sustain a basic operation of the transmitting equipment. Therefore, the existing sustainability risks do not pose an acute risk to the operation of the transmitting equipment overall.

Overall objective:

The share of news and information programmes, particularly on the topics of reconciliation of ethnic groups, health and education, is 75% (including documentary soap operas on AIDS education). The overall objective of improving the access to information for the entire population of Rwanda can be considered achieved on the basis of the indicator chosen (share of entertainment programmes of not more than 50% of airtime).

We rate the developmental effectiveness of the project as follows:

- The project objective of restoring a reasonable programming and broadcasting operation of Radio Rwanda has been reached for the most part. The off-the-air times caused by technical problems are well above the corresponding indicator values. The sustainability of the radio operation is at risk. ORINFOR generally has sufficient funds for equipment maintenance and upkeep. Currently, however, these are being utilised mostly to expand television operations. With the funds remaining for radio operations, however, it is possible to maintain at least a limited operation in this area, so that we rate the effectiveness of the project as adequate (rating 3).

- The project was basically suitable for contributing towards improving the Rwandan population's access to information and communication, as the proportion of radio listeners is high. With an airtime of 168 hours per week and a high proportion of news and information broadcasts the programmes transmitted by Radio Rwanda contribute considerably to the information level of the population at large. We classify the project's relevance and significance as satisfactory (sub-rating 2)
- Overall, the cost of the financed investment measures (production efficiency) was adequate. No direct statement can be made on allocation efficiency: no charges are collected from the listeners for the national programme. The revenues of Radio Rwanda generally cover all costs but are used primarily to expand the television offer (see above). We classify the overall efficiency of the project as sufficient (rating 3).

We judge the developmental effectiveness of the project to be sufficient overall (rating 3).

Gender-specific impacts, improvements in the poverty situation and environmental improvements were not intended at the time of project appraisal. Given their below-average literacy rate, women benefit more than men from the radio programmes because they cannot resort to alternative sources of information as easily (printed media). By creating an informed general public the project contributes to increasing the participation of the population in the political decision-making process.

General Conclusions

In a sector with a high innovation rate (for instance in the information and communications sector) spare parts often are available for only a relatively short period of time because of the rapid technological development. When such projects are appraised, care should be taken to ensure that the project-executing agency is able not only to operate the equipment supplied but that it is in a position to continuously adapt it to technological advancements and that it accumulates sufficient reserves for this purpose.

Abbreviations

TC	German Technical Cooperation
PP	project plan
CIM	Centre for International Migration and Development
CRI	Regional Information Centres
RWF	Currency unit Rwandan Franc

Legend

Developmentally successful: Ratings 1 to 3	
Rating 1	Very high or high degree of developmental effectiveness
Rating 2	Satisfactory developmental effectiveness
Rating 3	Overall sufficient degree of developmental effectiveness
Developmental failures: Ratings 4 to 6	
Rating 4	Overall slightly insufficient degree of developmental effectiveness
Rating 5	Clearly insufficient degree of developmental effectiveness
Rating 6	The project is a total failure

Criteria for the Evaluation of Project Success

The evaluation of the "developmental effectiveness" of a project and its classification during the ex-post evaluation into one of the various levels of success described in more detail below concentrate on the following fundamental questions:

- Are the **project objectives** reached to a sufficient degree (aspect of project **effectiveness**)?
- Does the project generate sufficient **significant developmental effects** (project **relevance** and **significance** measured by the achievement of the overall development-policy objective defined beforehand and its effects in political, institutional, socio-economic and socio-cultural as well as ecological terms)?
- Are the **funds/expenses** that were and are being employed/incurred to reach the objectives **appropriate** and how can the project's microeconomic and macroeconomic impact be measured (aspect of **efficiency** of the project concept)?
- To the extent that undesired (**side**) **effects** occur, are these tolerable?

We do not treat **sustainability**, a key aspect to consider for project evaluation, as a separate category of evaluation but instead as a cross-cutting element of all four fundamental questions on project success. A project is sustainable if the project-executing agency and/or the target group are able to continue to use the project facilities that have been built for a period of time that is, overall, adequate in economic terms, or to carry on with the project activities on their own and generate positive results after the financial, organizational and/or technical support has come to an end.