

Third Party Evaluation Report 2020
Ministry of Foreign Affairs of Japan

Evaluation of Japan's ODA to the Republic of Rwanda

March 2021

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NTC INTERNATIONAL Co., Ltd

Preface

This report is an Evaluation of Japan's ODA to the Republic of Rwanda, and was commissioned to NTC INTERNATIONAL Co., Ltd. by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal year 2020.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries while tackling global issues. Today, the international community acknowledges the necessity to improve the effectiveness and efficiency of ODA. MOFA regularly conducts ODA evaluations, of which most are conducted at the policy-level with two main objectives: to improve the management of ODA, and to ensure its accountability. These evaluations are commissioned to external third parties to enhance transparency and objectivity.

The objective of this Evaluation was to review Japan's ODA policies to the Republic of Rwanda and its implementation from Japanese Fiscal Year (JFY) 2010 to 2019, and to produce recommendations based on the review to improve policy planning for the effective and efficient implementation of future assistance by the Government of Japan. For accountability purposes, the results in their entirety are available to the general public.

The Evaluation Team in charge of this study consisted of a chief evaluator (Prof. Juichi Inada, Professor), and an advisor (Dr. Shinichi Takeuchi, Professor/Director). Prof. Inada supervised the entire evaluation process and Dr. Takeuchi provided advice and input on analytical and evaluation perspectives. In addition, to complete this study, we have received support from MOFA and the Japan International Cooperation Agency (JICA), as well as government agencies, project implementation agencies, other donors, and non-governmental organizations (NGOs) in the Republic of Rwanda. We would like to take this opportunity to express our sincere gratitude to all those who supported this study.

Finally, the Evaluation Team wishes to note that opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

March 2021

NTC INTERNATIONAL Co., Ltd.

Note: This English version is translation of the Japanese Report of "Evaluation of Japan's ODA to the Republic of Rwanda".

MOFA Report 2020 of Evaluation of Japan's ODA to the Republic of Rwanda

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Department of Field Support
Geospatial Information Section (formerly Cartographic Section)

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Chapter1 Background, Objectives and Evaluation Framework

Implementation Structure

(1) Evaluation Team

- Chief Evaluator : Prof. Juichi Inada, Professor, School of Economics, Senshu University
- Advisor : Dr. Shinichi Takeuchi, Professor/Director, Tokyo University of Foreign Studies/Chief Senior Researcher, Institute of Developing Economies, Japan External Trade Organization (JETRO)
- Consultants : NTC International Co., Ltd.

(2) Evaluation Target Period : JFY2010 to JFY 2019

(3) Evaluation Implementation Period : August 2020 to February 2021

(4) Field Survey Country: Rwanda

Background, Scope and Objectives of Evaluation

Development in Rwanda, which has achieved impressive economic growth, is being actively promoted with regard to economic growth, poverty reduction and job creation. Japan's support for Rwanda, which is a model country for post-conflict recovery and economic growth, is highly significant for the "Consolidation of Peace" and the stabilization of the African Great Lakes Region. An evaluation is made of the policies of Japan's Official Development Assistance (ODA) for Rwanda during the past decade (JFY 2010-2019) and the assistance provided on that basis with the primary objectives of obtaining lessons learned and recommendations for the planning and implementation of Japan's ODA policies for Rwanda in the future, and to ensure accountability by publishing the evaluation results to the general public.

1-1 Evaluation Background and Objectives

Ministry of Foreign Affairs of Japan (MOFA) conducts ODA evaluations, which are generally classified into policy-level, program-level and project-level evaluations, with the objectives of improving the management of ODA and ensuring accountability to the Japanese people. The Evaluation of Japan's ODA to Rwanda¹ (hereinafter referred to as "this evaluation") is a policy-level Country Assistance Evaluation. The main objectives of the Country Assistance Evaluation are to examine the ODA implementation status in the recipient country, to provide feedback regarding Japan's ODA policy to the recipient country and to improve the understanding of Japan's ODA among Japanese citizens.

Development in Rwanda, which has achieved impressive economic growth, is being actively promoted with regard to economic growth, poverty reduction and job creation. Japan's support for Rwanda, which is a model country for post-conflict recovery and

¹ This is the first evaluation of Japan's ODA to Rwanda. Only individual project evaluations have been carried out.

economic growth, is highly significant for the “Consolidation of Peace” and the stabilization of the African Great Lakes Region.

In this evaluation, an evaluation is made of Japan’s ODA policies for Rwanda during the past decade (JFY 2010-2019) and the assistance provided on that basis with the objective of obtaining lessons learned and recommendations for the planning and implementation of Japan’s ODA policies for Rwanda in the future. In addition, it also aims to ensure accountability by publishing the evaluation results to the general public and to provide feedback regarding the evaluation results to the Government of Rwanda and other donors.

1-2 Scope of Evaluation

The scope of this evaluation covers Japan’s ODA policies for Rwanda during the past decade (JFY 2010-2019) and the assistance provided on that basis. The scope of analysis covers individual projects that were started between JFY 2010 and JFY 2019.²

Projects that were started between FY 2010 and FY 2018:				
Purpose of Development Cooperation	Basic Policy of Assistance	Priority Areas	Development Issues	Japan's Assistance Programs
<ul style="list-style-type: none">• Consolidation of peace and the stabilization of the Great Lakes Region in Africa• Support for Rwanda, which is engaging in poverty reduction through economic growth, is consistent with Japan's Development Cooperation Charter and the TICAD processes	Promotion of sustainable growth, poverty reduction and job creation	Economic Infrastructure Development (transportation, trade facilitation and energy)	Development of Transportation, Trade Facilitation and Energy	Transport and trade facilitation
				Energy
		Agricultural Development (promotion of market oriented and value-added agriculture)	Promotion of market oriented and value-added agriculture	Promotion of value-added agriculture and business
		Social Service Improvement (sustainable safe water supply and sanitation service)	Sustainable safe water supply and sanitation service	Improvement of Water and Sanitation
		Human Resources Development for Sustainable Growth and Job Creation (science and technology education and training)	Promotion of human resource development and Science, Technology and Innovation	Promotion of human resources development in Education and industry
Notes: (1) Donor coordination is progressing and the division of labor between donors has been determined (2) Promote public-private support of ICT use, and inter-disciplinary use of ICT (3) The Government of Rwanda is actively implementing initiatives toward the achievement of the SDGs				Promotion of Science, Technology and Innovation
				Other

(Source) Produced by Evaluation Team based on Japan’s Country Development Cooperation Policy for Rwanda (MOFA, 2017), and the rolling plan (MOFA, as of April 2020)

(Note) TICAD: Tokyo International Conference on African Development, ICT: Information and Communication Technology, SDGs: Sustainable Development Goals

Figure 1 Objective Framework of Japan's ODA Policies for Rwanda

² Of the technical cooperation, the scope of analysis in this evaluation does not cover acceptance of technical training participants for which no information is published on the website of the Japan International Cooperation Agency (JICA), etc. ODA loans/Grant aid for which either the year of signing the Exchange of Notes (E/N) or the implementation year stated on the MOFA website is between JFY 2010-2019. Technical cooperation for which the start of the period of cooperation is stated on the JICA website, etc., as between JFY 2010-2019. Projects using contributions to international organizations stated in the “Rwanda supplementary budget project list (JFY 2016-2019)” provided by MOFA. As for projects using contributions to international organizations based on the supplementary budget prior to JFY2015, there is no information about the number and content of such projects, and they are therefore omitted from the scope of analysis.

Figure 1 shows the objective framework of Japan's ODA policies for Rwanda produced on the basis of the Japan's Country Development Cooperation Policy for Rwanda. This policy was newly formulated in July 2017 but (1) the Priority Areas cover the former Priority Areas (2009, 2012) despite some differences in expression³ and (2) this evaluation has the main objectives of obtaining recommendations for the planning and implementation of Japan's ODA policies for Rwanda in the future, and so the current 2017 edition of the Japan's ODA policy for Rwanda is used primarily.

1-3 Evaluation Methodology

1-3-1 Evaluation Methodology

In accordance with MOFA's ODA Evaluation Guidelines (13th Edition, 2020), in addition to an evaluation from development viewpoints on (i) Relevance of Policies, (ii) Effectiveness of Results and (iii) Appropriateness of Processes, based on the viewpoint of Japan's national interest, an evaluation was conducted from diplomatic viewpoints on (i) Diplomatic importance and (ii) Diplomatic impact. The main verification items and details used as the evaluation criteria are shown in Table 1.

Table 1 Evaluation Viewpoints, Criteria and Main Verification Items

Evaluation Viewpoints	Evaluation Criteria	Verification Items
Evaluation from development viewpoints	1. Relevance of Policies	Based on the viewpoint of whether the target direction of Japan's ODA to Rwanda was appropriate, a verification is conducted regarding correlation and complementation between Japan's ODA policies for Rwanda as shown in the objective framework and (1) the development needs in Rwanda, (2) high-level development policies of Japan, and (3) international priority issues and the direction of assistance from other donors (including emerging donors), as well as the demonstration of the comparative advantages of Japan.
	2. Effectiveness of Results	Based on the viewpoint of the contribution made to the achievement of the set targets as a result of Japan's ODA to Rwanda, (1) based on an understanding of the performance of Japan's ODA (Inputs), a verification is made of (2) the inputs, outputs and outcomes with regard to the Development Issues set in the Country Development Cooperation Policy for Rwanda and (3) the contribution toward the Priority Areas (medium-term targets) (Impacts).
	3. Appropriateness of Processes	Verification is made from the viewpoints of policy formulation and implementation processes with regard to the use of appropriate processes to ensure the relevance of Japan's ODA policies for Rwanda and the effectiveness of results. Verification items: (Formulation processes) (1) Basis of policy formulation, (2) consultation among relevant stakeholders, (3) coordination among relevant stakeholders, and (4) status of publication; (Implementation processes) (1) Provision and management of implementation systems for ODA to Rwanda, (2) continuous assessment of the needs of the beneficiary, (3) implementation of initiatives and approaches toward Priority Areas (project formation and selection processes, coordination between projects, etc.) (4) status of monitoring, evaluation and feedback, (5) PR implementation status. In addition, verifications are made with consideration for (6) cooperation and partnership with other donors, local and international non-governmental organizations (NGOs) and relevant organizations in Japan, etc. and (7) social and national characteristics (gender, etc.) and the environment.

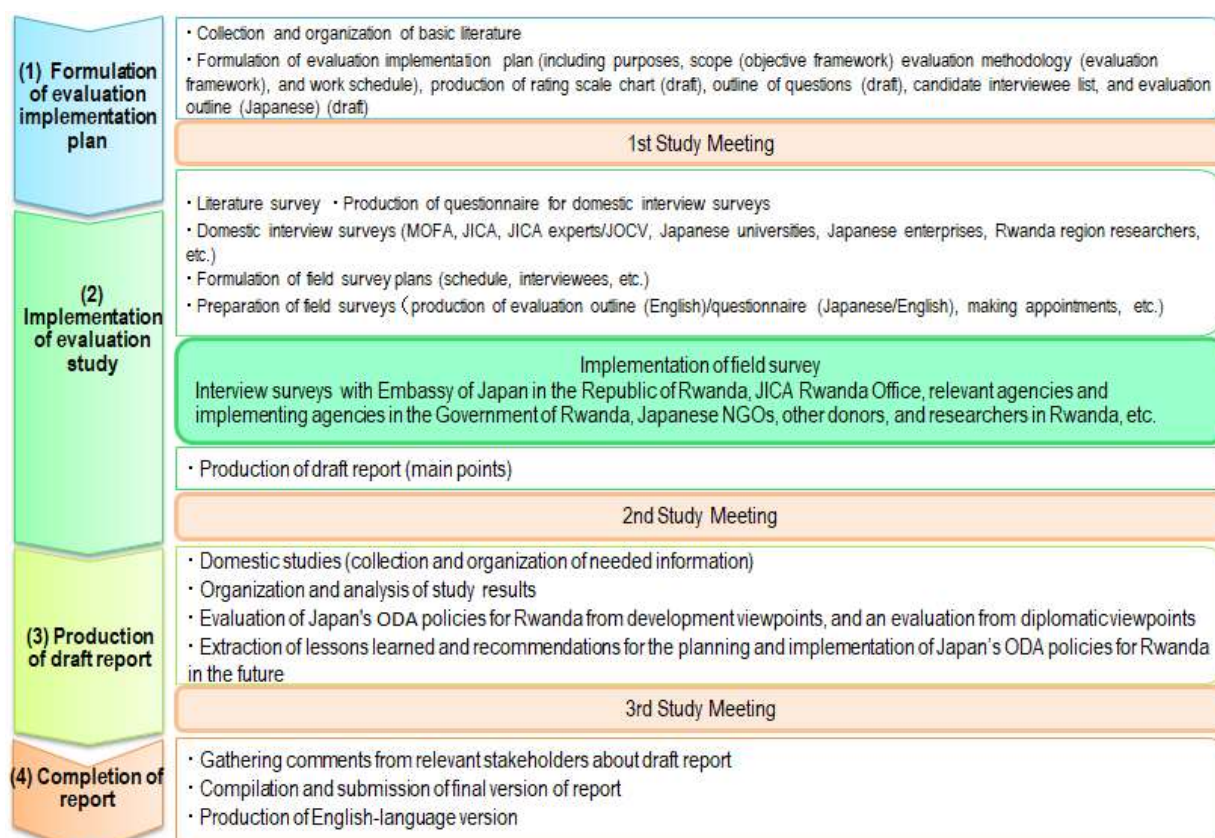
³ Priority Areas of ODA to Rwanda (2009): (1) Human resource development, (2) regional development, (3) economic infrastructure/industrial development; Priority Areas in Country Assistance Policy for Rwanda (2012): (1) Economic infrastructure development, (2) Agricultural development (promotion of market oriented and value added agriculture), (3) Social services improvement (sustainable safe water supply and sanitation service), (3) Human resource development for sustainable growth and job creation (science and technology education and training)

Evaluation from diplomatic viewpoints	1. Diplomatic importance	Based on the viewpoint of the contribution to Japan's national interest that can be expected from ODA to Rwanda, a verification is made regarding (1) the importance of Japan's ODA to Rwanda in view of Japan's Diplomatic Policy (National Security Strategy, etc.), (2) the importance in terms of bilateral diplomatic relations with Rwanda, and (3) the importance of ODA to Rwanda in other ways.
	2. Diplomatic impact	Based on the viewpoint of the contribution to the realization of Japan's national interests from ODA to Rwanda, a verification is made regarding (1) the impact on the positioning of Japan in the international community and the African Region and (2) the impact on bilateral relations, Japan and the people of Japan

(Source) Produced by Evaluation Team

Regarding the evaluations from development viewpoints and the three evaluation criteria ((1) relevance of policies, (2) effectiveness of results, (3) appropriateness of processes), in line with the ratings in the “Evaluation from development viewpoints Rating Scale Chart” presented in the ODA Evaluation Guidelines (13th edition), the four grades are “Highly satisfactory: A” “Satisfactory: B,” “Partially Unsatisfactory: C,” and “Unsatisfactory: D” Also, in terms of a basis for rating the evaluation criteria in the case that there are multiple verification items, the evaluation team provided its own sub-rating for the verification items across three grades, namely, “a: High,” “b: Fair” and “c: Low.”

1-3-2 Evaluation Implementation Period and Procedures



(Source) Produced by Evaluation Team

Figure 2 Flow of Implementation for Evaluation Study

The study period of this evaluation was from August 2020 to February 2021. Figure 2 shows the flow of implementation for this evaluation study. At the first study meeting, the evaluation implementation plan was finalized, which was used as the basis for implementing

the evaluation study, and the report and attachment (supplementary information to the report) were completed by organizing and analyzing the data/information acquired in these studies.

1-4 Limitations of Evaluation

The limitations of this evaluation are shown below.

- When examining the effectiveness of results, it was not possible to determine the achievement of the objectives based on a comparison of target numbers and actual achievement because there are no quantitative target indicators in the objectives of Japan's ODA policies for Rwanda. In addition, it was incredibly difficult to strictly measure the contribution from Japan's ODA to Rwanda. Therefore, the evaluation team attempted to examine quantitative information through referencing from existing projects such as JICA terminal/ex-post evaluation results, and collecting quantitative data provided by relevant stakeholders involved in Japan's ODA to Rwanda in connection to ODA performance and results. Also, the overall judgement on the effectiveness of results was made in a comprehensive manner through checking synergy effects between projects and utilizing qualitative information obtained from interviews, including interviews with officials of the Government of Rwanda and other donors.
- As 114 individual projects are covered in the scope of this evaluation, it was difficult to make a detailed verification of all projects and to conduct interviews with stakeholders from all projects. Therefore, in view of the fact that the main purpose of this evaluation is to extract recommendations and lessons learned for Japan's ODA policies to Rwanda in the future, the focus is placed on areas and projects that are expected to demonstrate Japan's comparative advantages, to have an impact based on coordination with other actors, and to have a diplomatic impact, for example. Interviewees were selected and studies were carried out with consideration for a balance between areas and aid modalities.
- Due to the impact of the COVID-19 pandemic, it was not possible to conduct field visits. Also, despite conducting remote field studies, only a limited number of interviews could be held with officials from the Government of Rwanda due to the fact that relevant people who could cooperate with the interviews were working remotely.

1-5 Evaluation Implementation Systems

Under the leadership of the Chief Evaluator and the Advisor, five consultants from NTC International Co., Ltd. gathered, arranged and analyzed the information required for the evaluation. The members of the Evaluation Team are shown in Table 2.

Table 2 Members of Evaluation Team

Role	Name	Affiliation / Position
Chief Evaluator	Prof. Juichi Inada	Professor, School of Economics, Senshu University
Advisor	Dr. Shinichi Takeuchi	Professor/Director, Tokyo University of Foreign Studies/Chief Senior Researcher, Institute of Developing Economies, JETRO
Chief Consultant	Tsuneo Kuwahara	Acting Manager, Technical Control Unit, Engineering & Consulting Department, NTC International Co., Ltd.
Deputy Chief Consultant/ Evaluation Analyst 1	Kasumi Kashida	Consultant, Marketing & Promotion Division, Business Planning & Promotion Department, NTC International Co., Ltd.
Evaluation Analyst 2	Hisako Sumi	Senior Chief Consultant, Planning Division, Business Planning & Promotion Department, NTC International Co., Ltd.
Evaluation Analyst 3	Saitaroh Miura	Consultant, Marketing & Promotion Division, Business Planning & Promotion Department, NTC International Co., Ltd.
Evaluation Analyst 2	Fumie Kawano	Consultant, Marketing & Promotion Division, Business Planning & Promotion Department, NTC International Co., Ltd.

(Source) Produced by Evaluation Team

The study meeting was held three times with support from the relevant divisions of MOFA and JICA, and discussions were held on the evaluation framework, direction of the evaluation study, appropriateness of the content and other issues. In addition to the evaluation team listed above, Ms. Wakana Kanikawa, Assistant Director of the ODA Evaluation Division, MOFA, participated as an observer in some of the domestic and local interviews.

Chapter 2 Overview of Rwanda and Trends in ODA to Rwanda

With regard to an overview of the situation in Rwanda, this Chapter describes the trends of bilateral/multilateral support and the trends of Japan's support through ODA for Rwanda based on three viewpoints, namely, political systems, economic status and development policy.

2-1 Political System

2-1-1 Political Trends

Despite gaining independence from Belgian rule in 1962, in Rwanda, the Hutus, the majority group that came to power after the independence of Rwanda, oppressed and massacred the minority Tutsis, and a huge number of refugees escaped into neighboring countries. In 1990, Rwanda was invaded by the Rwandan Patriotic Front (RPF) formed primarily by Tutsis who had escaped to Uganda, which started a civil war and intensified ethnic conflicts. Furthermore, in 1994, Hutu extremists began a genocide against Tutsi and Hutu moderates, causing the deaths of 800 thousand to 1 million people.⁴ In July of the same year, the RPF overthrew the Rwandan military and Hutu radical armed groups, creating a political party with Hutu Pasteur Bizimungu as President and Tutsi Paul Kagame

⁴ MOFA (2020) Rwanda (Basic Data) (<https://www.mofa.go.jp/mofaj/area/rwanda/data.html#section2>: Accessed January 19, 2021)

as Vice-President.

Following the genocide, great effort was put into unity and reconciliation among citizens in Rwanda including the abolition of identification papers showing the tribe of origin (1994) and the establishment of the National Unity and Reconciliation Commission (NURC) (1999).⁵ In 2003, the first presidential elections since the genocide were held in which Kagame was elected as President. President Kagame was re-elected in 2010 and 2017, and is currently serving his third term (appointed until 2024).

2-1-2 Foreign Policy

With an emphasis on economic diplomacy for the purpose of economic development, Rwanda is proactively involved in the East African Community (EAC) and African economic integration.⁶ It has positive relations with the main donor countries, and the RPF-led government has rapidly strengthened its relations with the U.S. and the U.K. following the conclusion of the genocide in 1994.⁷ In 2009, the medium of instruction switched from French to English, which furthered Rwanda's participation in the Commonwealth. As for Rwanda's relationship with neighboring countries, in recent years, increasingly critical exchanges have led to a deterioration of the relationship with Uganda due to mutual interference by the heads of the two countries.⁸ In addition, despite Rwandan military intervention in the first and second Congo Civil Wars, the relationship with the Democratic Republic of Congo has been improving in recent years, and the two countries established embassies in each other's countries in 2009.⁹

Japanese diplomatic recognition of Rwanda after its independence in 1962 initiated Japan-Rwanda relations. In 1979, Rwanda opened an embassy in Japan,¹⁰ while Japan opened the JICA Rwanda Branch (now "Office") in 2005 and the Embassy of Japan in Rwanda in 2010. President Kagame has visited Japan six times, and, when visiting Japan in January 2019, a summit meeting was held with (then) Prime Minister Abe and a joint Japan-Rwanda declaration was issued. In this declaration, Japan promised to provide support for sustainable development in Rwanda through public-private support and to promote cooperation in economic areas between the two countries.¹¹

5 MOFA (2020) Rwanda (Basic Data) (<https://www.mofa.go.jp/mofaj/area/rwanda/data.html#section2>: Accessed January 19, 2021)

6 MOFA (2020) Rwanda (Basic Data) (<https://www.mofa.go.jp/mofaj/area/rwanda/data.html#section2>: Accessed January 19, 2021)

7 Shinichi Takeuchi (2010) "Rwanda's State Building after the Genocide: Formation and Institutionalization of an Authoritarian State" Africa Report, 2010, Institute of Developing Economies, Japan External Trade Organization (p.16-21)

8 AFP (2019) Yesterday's Friend is Today's Enemy: Presidential discord leads to crisis for Rwanda and Uganda (<https://www.afpbb.com/articles/-/3225513>: Accessed January 19, 2021)

9 MOFA (2011) Rwanda ODA Data Book 2011

10 Temporarily closed between September 2000 and January 2005. MOFA (2020) Rwanda (Basic Data) (<https://www.mofa.go.jp/mofaj/area/rwanda/data.html#section2>: Accessed January 19, 2021)

11 MOFA (2019) Japan-Rwanda Summit Meeting (https://www.mofa.go.jp/mofaj/af/af1/rw/page6_000243.html: Accessed January 19, 2021)

2-2 Economic Status

Since the genocide in 1994, Rwanda has developed rapidly, maintaining a stable and high economic growth rate of 8.2% (yearly average) in the 2000s and 7.1% in the 2010s.¹² Alongside this growth, the Gross National Income (GNI) per capita has increased from USD 280 in 2000 to USD 830 in 2019,¹³ yet it is classified as a low-income country¹⁴ and the goal of the Government of Rwanda to become a middle-income country has not been achieved. The rate of poverty in Rwanda¹⁵ has improved, going from 78% (2000) to 56.5% (2016), but it is still a high level in comparison to the Sub-Saharan Africa region as a whole (41.7%, 2016).¹⁶ There has been a decrease in the Gini coefficient, which shows inequality in the income of society as a whole, for example, but it was still at 43.7% as of 2016,¹⁷ which means that social disparity is still at a high level. The majority of the population in Rwanda lives in rural communities (83%, 2019)¹⁸ and many of the workers are employed in the agricultural sector (61.7%, 2020).¹⁹

Internationally, Rwanda has a chronic trade deficit, with an average annual amount of trade deficit of USD 1.284 billion between 2010 and 2019.²⁰ Rwanda has announced that it has the target of no longer being reliant on assistance,²¹ yet the net amount of ODA against government expenditure was 66.8% as of 2018, which is a particularly high level even among developing countries.²² On the other hand, in a debt sustainability analysis from 2019 by the International Monetary Fund (IMF),²³ Rwanda was evaluated as being at “low” risk for overall debt and foreign debt.

2-3 Development Policy of Rwanda

In 2000, the Government of Rwanda formulated “Rwanda Vision 2020” as the long-term development plan,^{24,25} which states the national goal of becoming a middle income country by 2020. The Vision 2020 states that the aim is to raise the GNI per capita to 1,240 USD, and to lower the rate of poverty to 20%. In 2015, “Vision 2050”²⁶ was formulated as the long-term development

12 National Institute of Statistics Rwanda (2020) Gross Domestic Product (GDP) National Accounts, 2019 (<https://www.statistics.gov.rw/publication/gdp-national-accounts-2019>: Accessed December 15, 2020)

13 Atlas method (World Bank, Updated January 15, 2021)

14 Countries with a GNI per capita in 2019 of USD 1035 or less according to the World Bank classification. Globally, there are 29 countries (World Bank website (accessed January 6, 2021)).

15 Poverty ratio based on the international poverty line. The World Bank set the international poverty line as USD 1.9 per day based on the 2011 purchasing power parity (PPP).

16 World Bank, World Development Indicators (Updated December 16, 2020)

17 World Bank (2020) World Development Indicators (Updated May 28, 2020)

18 World Bank (2020) World Development Indicators (Updated January 15, 2021)

19 World Bank (2020) World Development Indicators (Updated December 16, 2020)

20 United Nations Conference on Trade and Development (UNCTAD) (2021) Goods and services (BPM6): Trade balance indicators, annual (updated February 2, 2020)

21 The Government of Rwanda stated in Vision 2020, “To reduce this dependency it will be crucial to develop effective strategies to expand the tax base, attract foreign investors and address the debt situation.”

22 World Bank (2020) World Development Indicators (Updated January 15, 2021)

23 IMF (2019) Staff Report for the 2019 Article IV Consultation and Request for a Three-Year Policy Coordination Instrument

24 Ministry of Finance and Economic Planning, Rwanda (2000) Rwanda Vision 2020

25 Government of Rwanda (2012) Rwanda Vision 2020 (Revised)

26 Ministry of Finance and Economic Planning, Rwanda (2015) Vision 2050

plan following on from Vision 2020, which states the target of becoming an upper-middle income country by 2035, and a higher income country by 2050.

As the medium-term development plans for the achievement of the long-term objectives, the Government of Rwanda formulated the Economic Development and Poverty Reduction Strategy (EDPRS 1) (2008-2012),²⁷ and the Economic Development and Poverty Reduction Strategy (EDPRS 2) (2013-2018).²⁸ Furthermore, as the medium-term development plan for the uninterrupted implementation of the development targets stated in Vision 2020 and Vision 2050, the National Strategy for Transformation (NST1) (2017-2024) is currently under implementation.²⁹ Figure 3 shows the correspondence between Rwanda's main development policies and Japan's ODA policies for Rwanda.³⁰

Country	Policy	Target period	-2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021 -
Rwanda	Vision 2020	2000 - 2020													
	EDPRS1	2008 - 2012													
	EDPRS2	2013 - 2018													
	NST1	2017 - 2024													
	Vision 2050	2020 - 2050													
Japan	Country Assistance Policy	2012 - 2017													
	Country Development Cooperation Policy	2017 -													

(Source) Produced by Evaluation Team. (Note) As the end period of Japan's Country Development Cooperation Policy for Rwanda has not been clearly indicated, it is shown in light blue.

Figure 3 Correspondence Between the Target Periods of Japan's ODA Policies for Rwanda and Rwandan Development Policies

2-4 Trends in ODA to Rwanda

2-4-1 Trends in Bilateral Cooperation

Table 3 Amount of ODA from Bilateral Donors (Top 6 donors, Amount of expenditure, Unit: USD (millions))

Country/Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	Yearly Average
1 USA	161.9	200.4	176.4	169.3	170.5	209.3	185.7	181.7	170.0	180.6
2 U.K.	105.3	128.0	60.3	150.6	68.4	143.3	95.3	80.8	73.1	100.6
3 Belgium	71.0	72.3	53.5	45.5	40.0	40.1	29.0	43.2	41.9	48.5
4 Netherlands	38.0	43.5	36.2	46.3	47.2	45.2	61.7	51.4	47.1	46.3
5 Germany	48.8	45.1	32.7	26.9	33.6	39.1	52.4	48.1	45.6	41.4
6 Japan	18.3	18.1	24.5	45.8	22.1	18.0	26.9	44.0	37.8	28.4
Total DAC countries	558.8	580.7	445.4	553.7	461.8	575.3	528.3	531.1	500.3	526.1

(Source) Produced by Evaluation Team based on Creditor Reporting System (OECD, 2020) (Note) Real values (2018 reference values)

The average annual amount of ODA conferred to Rwanda by bilateral donors³¹ is USD 526 million (nine-year period between 2010 and 2018), and the main donor country is the United States

²⁷ Ministry of Finance and Economic Planning, Rwanda (2007) Economic Development and Poverty Reduction Strategy 2008-2012

²⁸ Ministry of Finance and Economic Planning, Rwanda (2013) Economic Development and Poverty Reduction Strategy II 2013-2018

²⁹ Republic of Rwanda (2018) 7 Years Government Programme: National Strategy for Transformation (NST 1) 2017-2024

³⁰ The Government of Japan has been implementing an Economic Cooperation Policy Conference with the Government of Rwanda every year since 2004, even before the formulation of the Country Assistance Policy for Rwanda. In the first conference in 2004, the Priority Areas of ODA to Rwanda were set as (1) human resource development, and (2) regional development, while (3) economy infrastructure/industry development was added at the interim policy meeting in January 2009.

³¹ The bilateral donors in this section refer to the member nations of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) (OECD-DAC).

(average annual amount of approx. USD 180.6 million in the same period). The U.S. is followed by the U.K., Belgium, the Netherlands, and Germany, while Japan is the 6th largest donor, providing an average of approximately USD 28.4 million of support per year (Table3).

2-4-2 Trends in Multilateral Cooperation

As shown in Table 4, in terms of the average annual amount of ODA from multilateral donors, the major donor is the World Bank followed by the Global Fund, the European Union (EU), the Africa Development Bank (AfDB), the IMF and the International Fund for Agricultural Development (IFAD).

Table 4 Amount of ODA from Multilateral Donors (Top 6 donors, Amount of expenditure, Unit: USD (millions))

Organization/Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	Yearly Average	%
1 World Bank	145.3	273.2	94.1	149.3	193.9	312.6	243.3	308.6	253.2	219.3	37%
2 Global Fund	142.2	119.4	141.0	105.8	129.6	111.3	74.9	88.3	69.4	109.1	19%
3 EU	101.7	86.0	89.4	113.2	87.7	26.4	121.0	158.3	93.6	97.5	17%
4 AfDB	44.1	81.4	48.0	47.3	59.7	46.6	99.6	49.3	119.8	66.2	11%
5 IMF	..	..	..	..	..	..	106.2	78.1	25.5	23.3	4%
6 IFAD	14.4	15.9	19.8	17.0	22.4	16.5	18.3	21.8	10.7	17.4	3%
Total Multilateral donors	489.2	636.4	450.6	504.9	545.1	576.7	714.1	763.8	620.9	589.1	100%

(Source) Produced by Evaluation Team based on Creditor Reporting System (OECD, 2020) (Note) Real values (2018 reference values)

2-5 Trends in Japan's ODA to Rwanda

2-5-1 Japan's ODA Policies for Rwanda

At the 1st Meeting of Japan-Rwanda Economic Cooperation Policy Consultation in June 2004, the Government of Japan established the Priority Areas of ODA to Rwanda as (1) human resource development and (2) regional development. Later, at the mid-term review meeting in January 2009, it was agreed that (3) economy infrastructure/industry development would be added as a Priority Area.

In April 2012, the Country Assistance Policy for Rwanda was formulated, with a basic policy of “sustainable growth (transition toward middle-income country status)” and the Priority Areas stated as (1) Economic Infrastructure Development, (2) Agricultural Development (promotion of market-oriented and value-added agriculture), (3) Social Service Improvement (sustainable safe water supply), and (4) Human Resources Development for Sustainable Growth (science and technology education and training).

In July 2017, Japan's Country Development Cooperation Policy for Rwanda was formulated with the basic policy of the “promotion of sustainable growth, poverty reduction and job creation,” and the Priority Areas of (1) Economic Infrastructure Development (transportation, trade facilitation and energy), (2) Agricultural Development (promotion of market-oriented and value-added agriculture), (3) Social Service Improvement (sustainable safe water supply and sanitation service), and (4) Human Resources Development for Sustainable Growth and Job Creation (science and technology education and training).

In January 2019, a Japan-Rwanda Summit Meeting was held, and the Joint Statement between Japan and the Republic of Rwanda was issued, in which (then) Prime Minister Abe announced the implementation of support for high-quality infrastructure, agricultural development, social service improvement, and human resources development, for example.

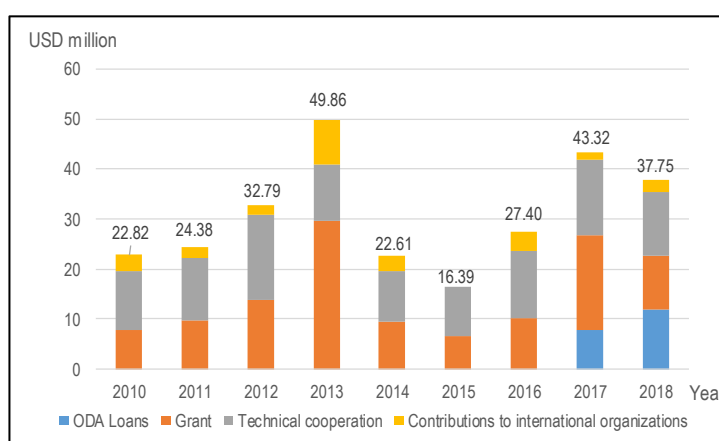
2-5-2 Achievement of Japan's ODA to Rwanda

Japan's ODA to Rwanda began in 1970 with grant aid and Acceptance of Technical Training Participants. In 1985, following the conclusion of a dispatch agreement with Japan Overseas Cooperation Volunteers (JOCV), technical cooperation was provided by means of dispatches from JOCV and others. With the start of the genocide in 1994, the full-scale implementation of bilateral cooperation came to a temporary stop, but it was restarted following the 1st Meeting of Japan-Rwanda Economic Cooperation Policy Consultation in June 2004 after the domestic situation stabilized, and a Japan-Rwanda agreement on technical cooperation was concluded in January 2005.

In terms of specific cooperation, grant aid and technical cooperation has been implemented in areas such as transportation, national border control, energy, agricultural development, water and sanitation, education, vocational training/industrial technology education, and information and communications technology (ICT). Following the genocide, the main programs were Grant Assistance for Grassroots Human Security Projects (GGP) and Acceptance of Technical Training Participants, from 1994 to 2003. As for loan assistance (ODA loans), there had been no new support since the Loan Agreements in the areas of transportation and energy between 1975 and 1989, but debt relief measures were taken in JFY 2004/2005, and loans in the areas of transportation and agriculture have restarted since JFY 2016.

The amount of Japan's ODA to Rwanda between 2010 and 2018 (gross disbursement) was USD 277 million, which puts Japan in 10th position among bilateral donors/multilateral donors with an amount comprising approximately 3% of the total ODA to Rwanda from these donors.³²

The amount of Japan's ODA to Rwanda by type of assistance is shown in Figure 4. Despite an increase between 2010 and 2013, there was a downward trend between 2014 and 2015. Later, from 2016, there was an upward trend. Among



(Source) Produced by Evaluation Team based on Results of Development Cooperation to Rwanda (MOFA, 2009-2017) and Development Cooperation White Paper (MOFA, JFY 2019)

(Note) Based on gross/net disbursement. Same amounts in all cases.

Figure 4 Amount of Japan's ODA to Rwanda by Type of Assistance

³² Refer to 3-1-2(1) of this report.

the beneficiary countries of Japan's ODA, in years with the largest amounts of bilateral assistance, Rwanda was 25th in 2013, 24th in 2017, and 29th in 2018.³³

There were 114 projects in Japan's ODA to Rwanda between JFY 2010 and JFY 2019,³⁴ including 3 ODA loans, 56 grant aid, 43 technical cooperation, and 10 contributions to international organizations. As for the number of projects per Development Issue, "promotion of human resource development, and science, technology and innovation" had the most (40 projects), followed by development of transportation, trade facilitation and energy and other areas (cross-sectional support and support for refugees from Burundi, healthcare, etc.) (21 projects), promotion of market oriented and value-added agriculture (20 projects), and sustainable safe water supply and sanitation service (12 projects) (Table 5).

Table 5 Achievement of Japan's ODA to Rwanda (no. of projects, development issues, type)

Development Issue	Type of Assistance				Total
	ODA Loans	Grant Aid	Technical cooperation	Contributions to international organizations	
Development of transportation, trade facilitation and energy	2	11	8	0	21
Promotion of market oriented and value-added agriculture	1	6	13	0	20
Sustainable safe water supply and sanitation service	0	9	3	0	12
Promotion of human resource development, and science, technology and innovation	0	22	18	0	40
Other	0	10	1	10	21
Total	3	56	43	10	114

(Source) Categorized and produced by Evaluation Team based on the MOFA/JICA websites, etc.

Chapter 3 Evaluation Results

3-1 Evaluation from Development Viewpoints

Overview of Evaluation Results (Evaluation from development viewpoints)

(1) Relevance of Policies: Highly Satisfactory A

The sub-ratings for the three verification items regarding the relevance of policies were all "a: High," showing that the evaluation results were highly satisfactory, which meant that the evaluation team concluded that the relevance of policies in Japan's ODA for Rwanda was "Highly satisfactory: A."

●Verification Item 1: Consistency with Rwanda's development needs

Japan's ODA policies for Rwanda are consistent with the priority areas stated in Vision 2020, the medium-term development plan, and the sector development plans of Rwanda. In view of

³³ Ranked according to net disbursement (excluding debt relief) of bilateral assistance based on ODA White Papers (MOFA, 2014) and development cooperation reference materials (MOFA, 2018-2019)

³⁴ Loan/Grant Aid projects for which either the year of signing the Exchange of Notes (E/N) or the implementation year stated on the MOFA website is between JFY 2010-2019. Technical cooperation projects for which the start of the period of cooperation is stated on the JICA website, etc., as JFY 2010-2019. Projects using contributions to international organizations stated in the "Rwanda supplementary budget project list (JFY 2016-2019)" provided by MOFA. As for projects using contributions to international organizations based on the supplementary budget prior to 2015, there is no information about the number and content of such projects, and they are therefore omitted from the scope of analysis.

the above, the sub-rating is “a: High.”

●Verification Item 2: Consistency and integrity with Japan's high-level development policies

Japan's ODA policies for Rwanda are highly consistent with the ODA Charter, the Medium-term Policy on ODA and the Development Cooperation Charter, as well as the Yokohama Declaration (2013) and Nairobi Declaration (2016) adopted at the Tokyo International Conference on African Development (TICAD), which is a pillar of Japan's support for the Africa region. In view of the above, the sub-rating is “a: High.”

●Verification Item 3: Consistency with international priority issues, relationship with assistance from other donors and Japan's comparative advantages

Japan's ODA policies for Rwanda are consistent with the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs). In addition, in line with the development needs of Rwanda, Japan is developing support in a wide range of areas and support that synergizes with and complements the priority areas of other major donors, while also demonstrating the comparative advantages of Japan over other donors. In view of the above, the sub-rating is “a: High.”

(2) Effectiveness of Results: Satisfactory B

One of the sub-ratings for the three verification items regarding the effectiveness of results is “a: High,” and two of them are “b: Fair,” showing that the evaluation results were satisfactory, which means that the evaluation team concluded that the effectiveness of results in Japan's ODA to Rwanda is “Satisfactory B.”

●Verification Item 1: Achievement and contribution from Japan's ODA (inputs)

Despite being fairly small in scale in comparison to other donors, Japan's ODA to Rwanda achieved a certain contribution from the viewpoint of the amount of support. Therefore, the sub-rating is “b: Fair.”

●Verification Item 2: Achievement and contribution from Japan's ODA for each Development Issue (outputs/outcomes)

With regard to each of the Development Issues in the Country Development Cooperation Policy for Rwanda, the Government of Japan is making a contribution by providing sound support. As for the achievement of the Development Issues with regard to the initial objectives of each project, 83% to 100% were “Achieved (expected achievement),” and 0% to 17% were “Fair,” and each of the projects made a significant contribution to the achievement of the objectives established at the outset. In view of the above, the sub-rating is “a: High.”

●Verification Item 3: Effectiveness of assistance in Priority Areas (impacts)

There were outcomes and impacts with respect to the Priority Areas of the Country Development Cooperation Policy for Rwanda, namely, Economic Infrastructure Development, Agricultural Development, Social Service Improvement and Human Resources Development for Sustainable Growth and Job Creation. As for the achievement of the Priority Areas with

regard to the initial objectives of each project, 83% to 100% were “Achieved (expected achievement),” and 0% to 17% were “Fair,” and each of the projects made a significant contribution to the achievement of the objectives established at the outset. In the sector of water supply and sanitation and the sector of communications, the ratio of the amount of Japan’s ODA against the total was 13% each, which puts Japan in second and third place in terms of gross disbursed amount, yet, in other sectors, it is less than 10%, which puts Japan in fourth place or lower. Therefore, a certain contribution is being made, despite being smaller in scale than other donors are. In view of the above, the sub-rating is “b: Fair.”

(3) Appropriateness of Processes: Satisfactory B

Two of the sub-ratings for the three verification items regarding the appropriateness of processes are “a: High,” and one is “b: Fair,” showing that the evaluation results were satisfactory, which means that the evaluation team concluded that the appropriateness of processes in Japan’s ODA to Rwanda is “Satisfactory B.”

●Verification Item 1: Appropriateness of processes in the formulation of the Country Development Cooperation Policy for Rwanda

The sub-rating is “a: High,” as Japan’s Country Development Cooperation Policy for Rwanda was generally formulated through appropriate processes.

●Verification Item 2: Appropriateness of processes in the implementation of Japan’s ODA to Rwanda

With respect to the implementation process of Japan’s ODA to Rwanda, the evaluation team confirmed that activities are being carried out such as the provision and management of basic implementation structures, the identification of needs, the implementation of individual projects based on the Priority Areas of Japan’s ODA to Rwanda, monitoring/evaluation, and publicity. On the other hand, from the viewpoint of enhancing PR and ensuring accountability, the information published regarding contributions to international organizations and Grant Assistance for Grassroots Human Security Projects was insufficient. Other improvements should also be made, including the fact that the political and diplomatic viewpoints regarding the East African Community (EAC) and the African Great Lakes region, despite being taken into consideration, are not always clearly shown. In view of the above, the sub-rating is “b: Fair.”

●Verification Item 3: Coordination, collaboration and consideration in the implementation of Japan’s ODA to Rwanda

The sub-rating is “a: High,” as there is collaboration and coordination with other development actors, and consideration is given to social equity/inclusion and environmental factors.

In this Section, with regard to Japan’s ODA to Rwanda, an evaluation is made based on the three criteria (relevance of policies, effectiveness of results and appropriateness of processes) from development viewpoints.

3-1-1 Relevance of Policies

In this section, verification is made regarding three predetermined verification criteria: (1) Consistency with Rwanda's development needs, (2) Consistency and integrity with Japan's high-level development policies, (3) Consistency with international priority issues, and relationship with assistance from other donors, as well as Japan's comparative advantages, with the objective of evaluating the relevance of Japan's ODA policies for Rwanda. Japan's ODA policies for Rwanda are taken from Japan's Country Development Cooperation Policy for Rwanda formulated in July 2017.³⁵

(1) Verification Item 1: Consistency with Rwanda's Development Needs

It was verified that there is consistency between Japan's ODA policies for Rwanda and Rwanda's medium-long term development policies, namely, (A) Vision 2020 and (B) the First and Second Economic Development and Poverty Reduction Strategy (EDPRS 1 and EDPRS 2), and the National Strategy for Transformation (NST1), as well as (C) the sector development programs.

In the verification, it was found that there is a high level of consistency, as the four Priority Areas of the Country Development Cooperation Policy for Rwanda are in line with four of the six pillars set by the Government of Rwanda to achieve Vision 2020.

Also, there is a high level of consistency in that all of the Priority Areas of Japan's ODA policies for Rwanda are in line with the priority issues in EDPRS 1 (2008-2012), EDPRS 2 (2013-2018) and NST 1 (2017-2024), and the performance (in terms of areas) of Japan's support to Rwanda are largely consistent with these priority issues.

Furthermore, the Development Issues in the Country Development Cooperation Policy for Rwanda (2017) are consistent with Rwanda's multi-sectoral development programs, which have the same objectives and direction, and the performance (in terms of areas) of Japan's support to Rwanda are largely consistent with the policy of Rwanda's sectoral development programs.

(2) Verification Item 2: Consistency and Integrity with Japan's High-Level Development Policy

Until the end of February 2015, the high-level ODA policies of the Government of Japan were the "ODA Charter (Cabinet Decision August 2003)" and "The Medium-term Policy on ODA (Cabinet Decision February 2005), and the current policy is the "Development Cooperation Charter" (Cabinet Decision February 2015). Also, support for the Africa region has been expanded primarily

³⁵ Although the Country Assistance Policy for Rwanda (April 2012) had been formulated prior to this development cooperation policy, despite some differences in the way of expressing the Priority Areas in the two policies, the former policy covers the Priority Areas of the latter. In addition, as the primary purpose of this evaluation is to obtain recommendations for the future planning and implementation of the ODA policies for Rwanda, it primarily deals with the Country Development Cooperation Policy, which is the current ODA policy for Rwanda.

by TICAD, which has been held regularly since 1993. Declarations, action plans and implementation plans have been adopted at this Conference that set out the policies for support and cooperation in Africa.³⁶ It was verified that there is consistency between the Country Assistance Policy for Rwanda (formulated April 2012), the ODA Charter/Medium-term Policy on ODA, and the TICAD V Yokohama Declaration, and that Japan's Country Development Cooperation Policy for Rwanda (formulated July 2017) is consistent with the Development Cooperation Charter.

As a result of the verification, it was found that all of the Priority Areas of Japan's ODA policies for Rwanda are in line with the priority issues in Japan's high-level development policy (ODA Charter, Medium-term Policy on ODA, Development Cooperation Charter). The level of consistency is high, as the performance (in terms of areas) of Japan's support to Rwanda are also largely consistent with the cooperation areas in each of the priority issues.

Also, it was found that there is a high level of consistency in that the Priority Areas of the ODA policies for Rwanda and the ODA performance (in terms of areas) are largely consistent with the leading priority issues of the TICAD V and TICAD VI declarations, which is Japan's policy for supporting Africa, and with the related implementation plans and action plans.

Furthermore, the Priority Areas of the ODA policies for Rwanda are consistent with the objectives and approaches of support stated in Japan's sector development policies (infrastructure, agricultural development, water and sanitation and education), which shows consistency.

(3) Verification Item 3: Consistency with International Priority Issues, Relationship with Assistance from Other Donors /Japan's Comparative Advantages

A. Consistency with International Priority Issues

It was verified that there is consistency with the MDGs/SDGs, which are the international development goals. As the target period of the MDGs is from 2001 to 2015, verification was made in light of the Country Assistance Policy for Rwanda formulated in 2012, and as the SDG target period covers 2015 to 2030, verification was made with reference to Japan's Country Development Cooperation Policy for Rwanda formulated in 2017.

In the verification, it was found that all of the Priority Development Issues in Japan's Country Assistance Policy for Rwanda (2012) are in line with at least one (or more) of the development goals in the MDGs. Also, it was found that all of the Priority Areas of the Country Development Cooperation Policy for Rwanda (2017) correspond to the objectives set in the

³⁶ This paper covers the Yokohama Declaration and the TICAD V Yokohama Action Plan made at TICAD V in 2013, and the TICAD VI Nairobi Declaration and implementation plan made at TICAD VI in 2016.

SDGs, and that they are being implemented through support, which shows that there is consistency.

B. Relationship with Assistance from Other Donors /Japan's Comparative Advantages

In the case of development assistance to Rwanda, in order to ensure effective and efficient use of assistance resources, the Government of Rwanda and development donors (both bilateral and multilateral) participate in an assistance coordination framework called the Development Partners Coordination Group.³⁷ In this framework, Divisions of Labor (DoL) are determined in 16 areas between the donors.³⁸

In 2010, when the first DoL was enacted, Japan was assigned as an active partner in three areas (agriculture, water & sanitation and education), and a silent partner in the areas of energy, transport, and information and communications technology (ICT).³⁹ When the DoL was revised in 2013, Japan was assigned as an active partner in the areas of agriculture, energy and water & sanitation and as a silent partner in the areas of traffic, transport and education. Currently, it plays a vital role for the areas of transportation and ICT, and is an active partner in the areas of agriculture, energy, water & sanitation and education.⁴⁰ Each sector has a sector working group that is co-chaired by officials from the relevant ministry in the Government of Rwanda and the assistance organization that is the lead partner to discuss and share information.

Regarding the relationship between the areas of support from Japan and those of other donors, in the area of water, there is a clear division of labor among major donors, and each donor has its own region of responsibility in the territory of Rwanda. In the areas of energy, agriculture and education, donors make efforts to collaborate in order to avoid duplicating the support among donors.⁴¹ Governance for areas not included in the Priority Areas of Japan's cooperation to Rwanda is undertaken by the U.S., Belgium, the Netherlands, and others, while private sector development is managed by the U.S., the Netherlands, Germany and the AfDB, and healthcare is managed by the U.S., Belgium, the Global Fund and others.

The initiatives that demonstrate Japan's comparative advantages in comparison to other donors are shown below.

³⁷ MOFA (2009) "Rwanda" ODA Data Book 2009

³⁸ From "New Division of Labour for NST1 FINAL Version" (June 2020) provided by MOFA. In principle, each donor is assigned responsibility for up to three sectors based on their achievements, mandates and specialisms in that sector (Africa Development Bank (AfDB) (2016) Rwanda Bank Group Country Strategy Paper 2017-2021, p.9).

³⁹ Partners that provide financial support in each area (based on interviews with Country Assistance Planning Division III, International Cooperation Bureau, Ministry of Foreign Affairs).

⁴⁰ Based on interviews with Country Assistance Planning Division III, International Cooperation Bureau, Ministry of Foreign Affairs, and information provided by the Embassy of Japan in Rwanda and JICA Rwanda Office

⁴¹ JICA (2014) "Project Ex-ante Evaluation Sheet: The Project for Rural Water Supply (Phase 3)," JICA (2018) "Project Ex-ante Evaluation Sheet: The Project for Water Management and Capacity Building," JICA (2010) "Project Ex-ante Evaluation Sheet: The Project for RECO's Capacity Building for Efficient Power System Development," JICA (2010) "Project Ex-ante Evaluation Sheet: The Project for Improvement of Substations and Distribution Network," JICA (2012) "Project Ex-ante Evaluation Sheet: The Project for Strengthening the Capacity of Tumba College of Technology Phase 2"

(a) Producing Impacts by Combining Aid Modalities⁴²

In terms of support from bilateral donors in the area of transportation and trade facilitation (national border control) in Rwanda, only Japan combines three different aid modalities, namely, grant aid, technical cooperation and ODA loans.⁴³

The Rusumo International Bridge and One Stop Border Post (OSBP) facilities were constructed on the border with Tanzania in the implementation of “The Project for Construction of Rusumo International Bridge and One Stop Border Post Facilities” (Grant Aid). Later, these roads took on heavier loads due to the additional volume of traffic passing through the central corridor via this border after the construction of the facilities. For that reason, loan-based projects are being carried out to upgrade the Rusumo-Kayanza Road located in the central corridor that goes from Rwanda to the port of Dar-es-Salaam in Tanzania, and the Ngoma-Ramiro Road that goes from the central corridor to Kigali through Burundi and the Democratic Republic of Congo.⁴⁴ Furthermore, technical cooperation is implemented that contributes to OSBP capacity development and customs capacity development.

Through this cooperation, a contribution has been made to mitigating vehicle passage limitations at the Rusumo border, facilitating customs clearance and border crossing procedures, and improving the capacity for efficient border procedures, which is expected to contribute to trade facilitation as a result.



Photo 1 Rusumo OSBP facilities
(Project on Capacity Development for Trade Facilitation and Border Control in East Africa, provided by JICA experts)

(b) Practical Cooperation Adjusted to the Local Situation⁴⁵

Rwanda has a high regard for the practical cooperation adjusted to the local situation that has been provided by Japan through the dispatch of technical cooperation experts and through Technical Cooperation Projects in the areas of technical and vocational education and training, and ICT.

Technical cooperation experts in the area of ICT⁴⁶ supported the formulation of the 3rd National ICT Strategy and Plan (2011-2015) and the establishment of Rwanda ICT Chamber, K Lab and

⁴² Based on interviews with JICA Africa Division 1, Africa Department, External ex-post evaluation report for Grant Aid “The Project for Construction of Rusumo International Bridge and One Stop Border Post Facilities” JFY 2017, and the summary (draft) of the terminal evaluation study results for “The Project on Capacity Development for Trade Facilitation and Border Control in East Africa.”

⁴³ Also multilateral donors such as the World Bank and AfDB.

⁴⁴ Rusumo-Kayanza Road Improvement Project, Ngoma-Ramiro Road Upgrading Project

⁴⁵ Based on interviews with JICA Rwanda Office, Japanese Experts from the ICT Innovation Ecosystem Strengthening Project, Rwanda ICT Chamber, K Lab, and Japanese Experts from the Project for Strengthening the Capacity of Tumba College of Technology Phase 2

⁴⁶ Information Technology (IT) human resources development advisors (2010-2011), National ICT Strategy and Plan implementation support advisors (2011-2012), and ICT policy and private sector development advisors (2013-2016).

FabLab.⁴⁷ The Rwanda ICT Chamber is a facility for exchanges of information between ICT companies in Rwanda, and a place for mediation between those companies and international companies, while K Lab is a symbolic icon that was the first lab established in Rwanda that gathers entrepreneurs and startups for exchanges of information and ideas, and it is contributing to the promotion of business and innovation primarily in ICT, including the establishment of similar labs that followed. In addition, business matching between Rwandan companies and Japanese companies and initiatives to support pilot projects by Rwandan companies and Japanese companies have been carried out in Technical Cooperation Projects in the area of ICT.⁴⁸ Rwandan ICT officials highly regard these Japanese initiatives, including support for experimental initiatives, for being more practical than the advice given by experts from other donors.

In the Project for Strengthening the Capacity of Tumba College of Technology Phase 2, a research, development and manufacturing unit was set up at that College so that teachers and students can gain practical experience by producing products ordered by private enterprises and by developing goods that are suited to the needs of local people. Such practical initiatives, including development that is suited to local needs, are highly regarded, and the Minister of Education at the 10-year anniversary ceremony of the College said that he was “deeply impressed by provision of development that is suited to local needs.”

3-1-2 Effectiveness of Results

In this Section, with the objective of evaluating the effectiveness of results from Japan's ODA to Rwanda, a verification is made of the three predetermined verification items ((1) Achievement and contribution from Japan's ODA (inputs), (2) Achievement and contribution from Japan's ODA for each Development Issue (outputs/outcomes), (3) Effectiveness of assistance in Priority Areas (impact)).

Regarding the Development Issues and Priority Areas, as no quantitative target values were set, it was difficult to make a verification of the quantitative impact of Japan's support. Therefore, after confirming the contribution (outcomes) from the achievement of Japan's support (outputs) with regard to each Development Issue, a verification was made of the contribution made to the set objectives as a result of Japan's ODA to Rwanda by confirming relevance with the Priority Areas, and by confirming the status of the achievement of the initial purposes of the projects.

(1) Verification Item 1: Achievement and Contribution from Japan's ODA (inputs)

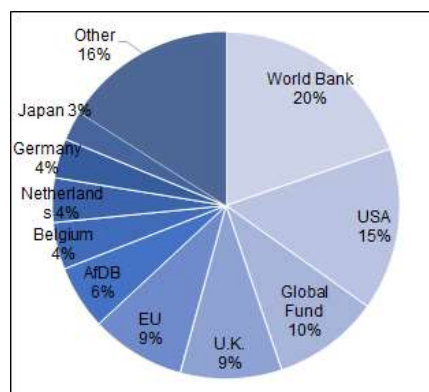
Figure 5 shows the ratio per donor of ODA to Rwanda from bilateral and multilateral donors (total cumulative expenditure) between 2010 and 2018. The World Bank comes first with USD 1.973 billion (20%), followed by the U.S. with USD 1.518 billion (15%), the Global Fund with USD 996

⁴⁷ ICT Chamber: Activation of private involvement in the Rwanda ICT sector; K Lab: Meeting point for ICT entrepreneurs and startups, focusing on young people in Rwanda, and a place for information gathering and exchanges of opinions; FabLab: A place for Rwandan ICT entrepreneurs and startups to formulate ideas (based on the top 30 upcoming innovation companies in Rwanda (JICA/Rwanda The ICT Innovation Ecosystem Strengthening Project 2019)).

⁴⁸ The ICT Innovation Ecosystem Strengthening Project.

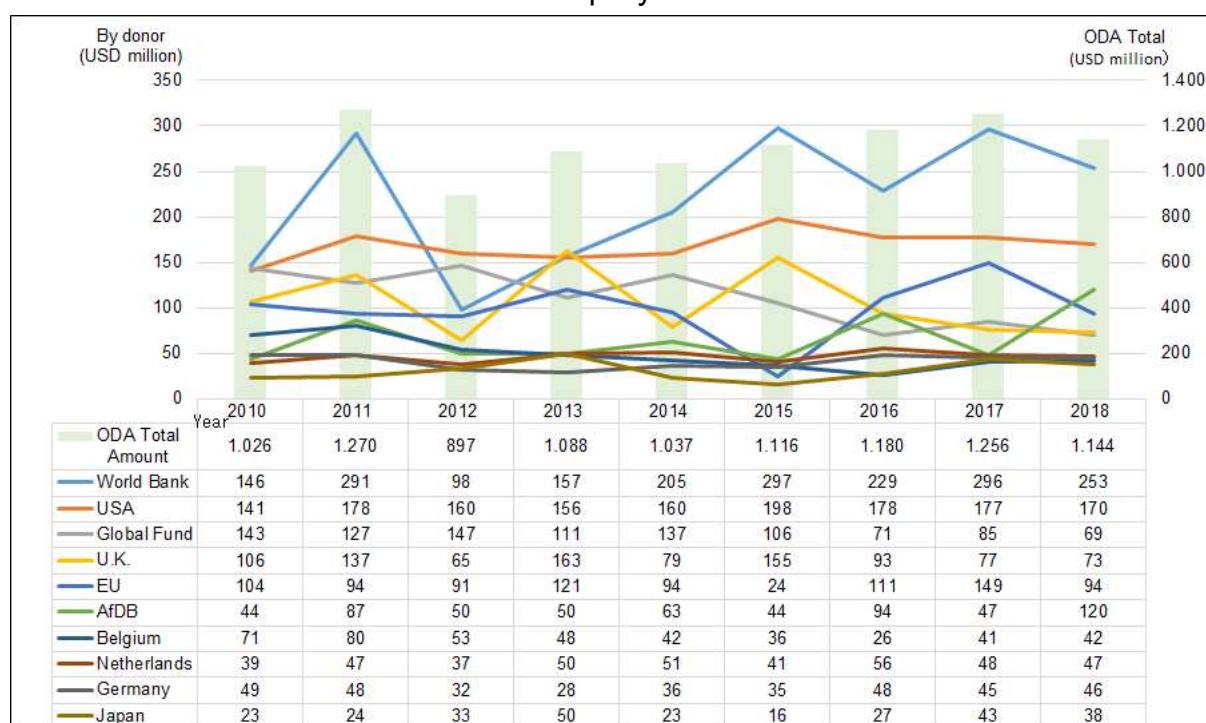
million (10%), the U.K. with USD 947 million (9%), and the European Union (EU) with USD 882 million (9%). Japan comes tenth, with USD 277 million (3%).

Figure 6 shows the annual total amount of ODA to Rwanda between 2010 and 2018, and the transition in the amount of ODA from the top 10 donors (by amount) in the same period (gross disbursement). The total amount of ODA is basically the same each year, despite some variance in certain years. The range of fluctuation depends on the donor, with the World Bank varying between approximately USD 150 and 300 million, whereas the U.S. provides basically the same amount every year (between approx. USD 140 million and 200 million), for example. In this regard, while the amount from Japan did vary in certain years, ranging from approx. USD 15 million to 50 million in the same period, as shown in Table 6, despite being fairly smaller in scale than other donors, Japan has made a certain contribution by offering between about 2-5% of the total ODA amount per year.



(Source) Produced by Evaluation Team based on the Creditor Reporting System (OECD, 2020) (Note) Total, Gross disbursement, nominal values

Figure 5 Amount of ODA to Rwanda (2010-2018) Ratio per Donor



(Source) Produced by Evaluation Team based on the Creditor Reporting System (OECD, 2020) (Note) Gross disbursement, nominal value

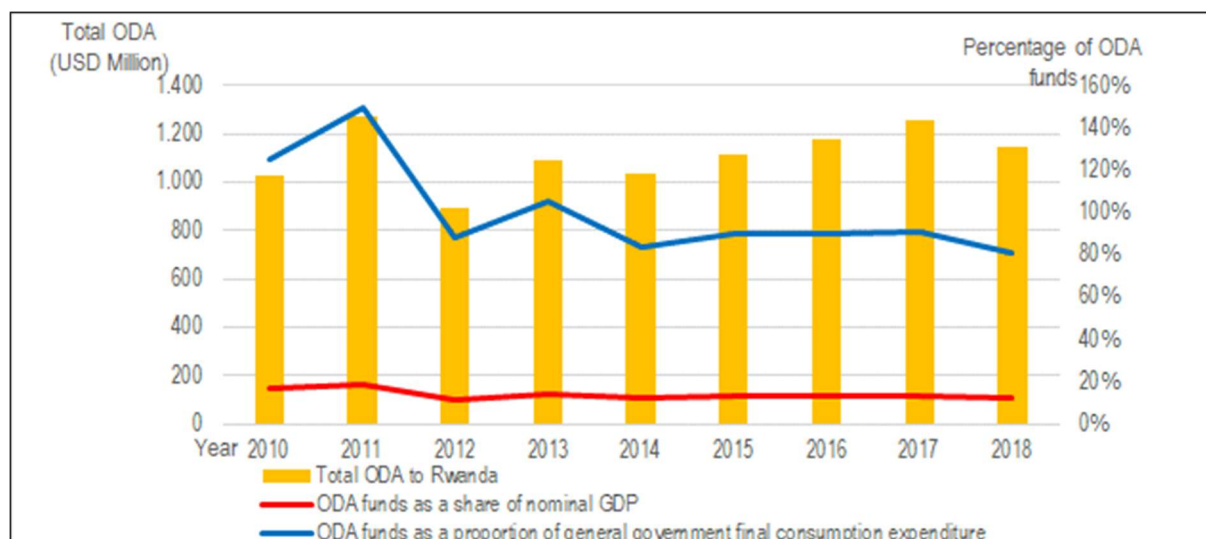
Figure 6 Total amount of ODA to Rwanda and Transition in the amount of ODA from the top 10 Donors (2010-2018)

Table 6 Ratio of the Amount of Japan's ODA against the Total Amount of ODA to Rwanda

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018
Percentage	2.2%	1.9%	3.7%	4.6%	2.2%	1.5%	2.3%	3.5%	3.3%

(Source) Produced by Evaluation Team based on the Creditor Reporting System (OECD, 2020) (Note) Gross disbursement, nominal value

The ratio of ODA against Rwanda's nominal gross domestic product (GDP) is from 12 to 18%, while the ratio of ODA against the general government final consumption expenditure in Rwanda is between about 80 to 150%, which means that there is a huge impact on Rwandan finances from ODA (Figure 7).



(Source) Produced by Evaluation Team based on the Creditor Reporting System (OECD, 2020) and World Development Indicators (World Bank, Updated September 8, 2020)

(Note) Gross disbursement (nominal value), General government final consumption expenditure (nominal values): Excludes military expenditure as part of the capital formation of the government

Figure 7 Transition in the amount of ODA to Rwanda against Rwanda's Nominal GDP and the General Government Final Consumption Expenditure of (2010-2018)

(2) Verification Item 2: Achievement and Contribution from Japan's ODA for Each Development Issue (outputs/outcomes)

The Government of Japan, while utilizing diverse aid modalities, has been reliably implementing support and making a contribution to the Development Issues in Japan's Country Development Cooperation Policy for Rwanda. Table 7 shows the main achievements and contributions made by Japan's ODA to Rwanda.

Table 7 Main Achievements and Contributions made by Japan's ODA with regard to Development Issues in the Country Development Cooperation Policy for Rwanda (JFY 2010-2019)

Development Issues	Area	Main Achievements (activities, outputs)	Main Contributions (outcomes)
Development of Transportation, Trade Facilitation and Energy	Transportation	<ul style="list-style-type: none"> • (Grant Aid) Construction of Rusumo International Bridge and OSBP facilities • (Grant Assistance for Japanese NGO Projects) Implementation of road repair training using sandbag technology for 368 people from youth groups, repair of 2,247m of roads, registration with road maintenance associations (15 Groups: Registration completed) 	<ul style="list-style-type: none"> • Mitigation of vehicle passage limitations at Rusumo border and facilitation of customs clearance and border crossing procedures • Acquisition of road paving techniques by youth groups, Improving road accessibility
	Trade Facilitation	<ul style="list-style-type: none"> • (Technical Cooperation Project) Preparation of Rusumo OSBP manual, implementation of training for national border control (OSBP, security) among government officials related to borders, Rusumo and Gatuna/Katuna border conference, training of master trainers for customs officers (customs valuation, Harmonized commodity description and 	<ul style="list-style-type: none"> • National border control capacity development for government officials related to borders, etc., in line with the Rusumo OSBP manual, customs/customs clearance capacity development for

		coding System ⁴⁹ classification and information analysis), implementation of training of customs officers/customs brokers regarding customs valuations and HS classifications, etc.	customs officials/customs brokers →Improvement of capacity for efficient border procedures at Rusumo border
	Energy	<ul style="list-style-type: none"> • (Grant Aid) Repairs, upgrading and additions to the facilities of 6 substations (Kigali: Jabana, Gikondo, Birembo, Ndera, Eastern Province: Musha, Rwinkwavu), provision of switchyards (Kigali: Mulindi, Kabuga), provision of 1 transmission network point (Kigali), repair and expansion of 2 power grid points (Kigali, Huye, Southern Province) • (Technical Cooperation Project) Provision of technical training manual/materials for O&M of power facilities, implementation of training for senior trainers and senior engineers who provide technical training, construction of geographic information system (GIS) database for power grid • (Development Study Technical Cooperation) Review of energy development plan 	<ul style="list-style-type: none"> • Stabilization of energy supply, improvement of electrification ratio • Improvement of O&M for power facilities (power grid, etc.)
Promotion of market oriented and value-added agriculture	Agriculture	<ul style="list-style-type: none"> • (Grant Aid) Provision and rehabilitation of irrigation facilities (Eastern Province: Ngoma District, Rwamagana District) • (Grant Aid) Provision of 2,101MT of fertilizer • (Technical Cooperation Project) Revision of market-oriented agriculture extension package materials ((1) Horticulture: Horticultural techniques, marketing, rice crop cultivation, organizational enhancement, gender, (2) Rice crop: Cultivation, irrigation), implementation of Training of Trainers (ToT) and workshops for Rwandan Agriculture Department staff (total 332 people), implementation of training and workshops for unions ((1) Horticulture: 30 unions (direct; total 3,763 people), 202 unions (indirect), (2) Wet-land rice: 6 unions (direct; total 6,574 people), 16 unions (indirect; total 6,263 people) 	<ul style="list-style-type: none"> • Practical use of market-oriented agriculture extension package technology by members of project target unions →Improvement of income from agriculture among project target unions
Sustainable Safe Water Supply and Sanitation Service	Water and Sanitation	<ul style="list-style-type: none"> • (Grant Aid) Construction of four spring water intake facilities, three deep well facilities, and 75 water distribution facilities/water supply facilities (public tap water) (Eastern Province: Kayonza District, Ngoma District, Gatsibo District) • (Grant Assistance for Grassroots Human Security Projects) 25 water supply points, 1 public water supply point, 30 rainwater storage tanks, 1 water collection chamber, 6 valve chambers, one filtration facility, 4 water tanks, 1 pressure regulator, and 14.6km of water piping (Eastern Province: Bugesera District, Southern Province: Muhanga District/Kamonyi District) • (Technical Cooperation Project) Development and revision of technical documents and 11 written documents that cover the O&M framework of rural water supply facilities (guidelines, standards, training modules, etc.), implementation of training (Water and Sanitation Corporation, Rural Water and Sanitation Services: Total 240 people; District/private businesses: Total 494 people; Water Users Association: total 321 people), provision of water supply system registry and GIS 	<ul style="list-style-type: none"> • Capacity development for Water and Sanitation Corporation, Rural Water and Sanitation Services, private businesses, Water Users Association, improvement of management system for rural water supply consignment contracts

⁴⁹ The International Convention on HS was enacted in January 1988. The Annex to that document is generally referred to as the HS item list, which is a list of items with the purpose of organizing and systematically classifying all kinds of products (MoF customs department website (accessed January 6, 2021)).

		mapping for 27 districts nationwide, provision of O&M manual for each water supply system (63 systems), provision of consignment contract management portal site/data sharing platform, water supply meter/chlorine disinfection facilities (8 locations)	
Promotion of Human Resources Development, and Science, Technology and Innovation	Human Resource Development	<ul style="list-style-type: none"> • (ABE Initiative) Studying at Japanese universities (43 people) 	<ul style="list-style-type: none"> • Human resources development
	Basic Education	<ul style="list-style-type: none"> • (Grant Assistance for Grassroots Human Security Projects) Construction of 1 elementary school • (Technical Cooperation Project) Creation, revision and implementation of lower secondary school teacher training introductory workshop materials and documents, production of newsletter for that training • (Technical Cooperation Project) Development of materials for new curriculum training for new secondary school teachers and rural education officers, and implementation of training (state/regional trainer applicants: 241 people), development and trial of online assessment course, implementation of lesson study (participation from 86 teachers) and experience-sharing workshop/Open Day at 6 model schools, material creation for orientation/issue analysis workshop and implementation of the workshops by District Continuous Professional Development Committee (15 districts) and national convention, development and application of district/regional Continuous Professional Development Committee unified online monitoring system 	<ul style="list-style-type: none"> • Improved understanding of lesson practice based on new curriculum teacher/new secondary school teacher curriculum • Increased participation of teachers in Continuous Professional Development • Enhanced implementation of lessons based on new curriculum in model schools (improved lesson plans, use of open-ended questions, etc.)
	Technical and Vocational Education and Training	<ul style="list-style-type: none"> • (Grant Assistance for Japanese NGO Projects) New establishment of cloth fabrication training course at the Gacuriro vocational training center (Kigali), provision of 13 industrial-use electric sewing machines, production of cloth fabrication textbook, sewing machine maintenance course, ToT for local cloth fabrication experts, cloth fabrication technical training (Graduate: 120 people) • (Grant Assistance for Grassroots Human Security Projects) Construction of 1 school of technology building (10 classrooms), 1 vocational training school (5 classrooms), dormitory for vocational training center (Northern Province Gakenke District, Southern Province Muhango District/Ruhango District) • (Technical Cooperation Project) Tumba College of Technology: Provision of materials, implementation of teacher training (Rwanda: Total 181 people; Japan: 6 people; Third country: 7 people; Long-term: 1 person), establishment of research, development and manufacturing unit, production of guidelines and implementation of activities, formulation, implementation and review of annual activity plan, implementation of school management effectiveness study and graduate path/job satisfaction study, equipment and material management manual production, software development and implementation of training, establishment of incubation career support center and guidelines, start of entrepreneur training course, development of state-sponsored entrepreneur training materials and pilot lesson 	<ul style="list-style-type: none"> • Local cloth fabrication experts training →Provision of permanent training course at Gacuriro vocational training center • Acquisition of skills by trainees and formation of associations • Tumba College of Technology: Practical technical education/business and career support implementation systems, improvement of school management, training of personnel with practical technical abilities

		<p>implementation, revision of guidelines for training within companies, and production of good practice documents</p> <ul style="list-style-type: none"> • (Technical Cooperation Project) Enhancement of training environment in 11 technical training centers (10 locations with universal access, consultation or study meetings for school heads and teachers), implementation of technical training for people with disabilities (inc. former combatants) (1,545 people), distribution of starter kits,⁵⁰ production of manuals for technical training (pre-mid-post-training activities, universal access activities, activities to improve awareness of persons with disabilities, etc.) 	
	ICT	<ul style="list-style-type: none"> • (Expert Dispatch) 3rd National ICT Strategy and Plan (2011-2015) formulation, establishment of ICT Chamber, establishment of K Lab/FabLab • (JICA Partnership Program) ICT engineer training course (implemented three times) (48 attendees) • (Technical Cooperation Project) Entrepreneur support program: Implementation of 250 startups 	<ul style="list-style-type: none"> • ICT engineer/entrepreneur training
Other	Healthcare	<ul style="list-style-type: none"> • (Grant Assistance for Grassroots Human Security Projects) Construction of one obstetrics ward, provision of medical equipment and fixtures (1 infant warmer, 2 medical storage cabinets, 2 delivery tables, 5 fowler beds, 10 flat beds) • (Contributions to international organizations) Ebola virus and other infectious diseases: State public health emergency control center management, distribution of procedural documents for Ebola monitoring/border screening standards, roadmap formulation and conference implementation for cross-border Ebola monitoring between Rwanda and DR Congo, implementation of Ebola monitoring ToT for 45 healthcare professionals, construction of shelters with thermography and handwashing stations at 6 immigration points, training and certification for handling of Ebola specimens among 160 specialists at inspection facilities, provision of equipment and materials at inspection facilities, repair of three hospital isolation units, training for emergency response teams (participation from 416 people in 8 hospitals), psychosocial support training for 117 healthcare professionals, awareness activities on TV/radio, healthcare logistics training (156 participants) 	<ul style="list-style-type: none"> • Development of capacity to respond to Ebola and other infectious diseases through monitoring, testing and prevention, etc.
	Refugees	<ul style="list-style-type: none"> • (Contributions to international organizations) Provision of meals to refugees from Burundi at Mahama refugee camp (JFY 2016 projects: 56,142 people), improvement and management of spaces for children and young people (monthly average: 12,476 users), training for 66 child protection volunteers and follow-up of specific cases by the volunteers, health message book distribution and health promotion campaign implementation (total of more than 50,000 participants), expansion of infant children development centers (permanent), construction of multi-use play parks, establishment and training for 60 home base groups for child care, provision of ICT materials for rural schools that accept refugees, provision of ambulances and 	<ul style="list-style-type: none"> • Enhancement of refugee safety and basic needs

⁵⁰ Materials provided to individuals graduates either during or after training or to associations, which are tools be used as consumable goods so that training graduates are able to start work.

		maternal healthcare medical equipment, sexual and reproductive health training for healthcare staff, etc., construction of safe rooms related to gender-based violence, assignment of midwives for the management of sexual and reproductive health, legal support, prevention and response to gender-based violence, protection of children at risk of abuse and exploitation, business skills training, etc.	
	Sports	• (Grant Assistance for Cultural Grassroots Projects) Provision of 400 tatami mats for karate training, 30 referee flags, 3 score boards	• Improvement of karate training environment

(Source) Produced by Evaluation Team based on the websites of MOFA, the Embassy of Japan in Rwanda and JICA (last accessed January 20, 2021), project outline tables for projects subject to this evaluation, ex-ante evaluation chart of each project, project completion reports and terminal evaluation study results summaries, external ex-post evaluation reports, ex-post study sheets, and interviews with JICA experts, etc.

(Note) Covers Japan's ODA to Rwanda projects that started between JFY 2010 and JFY 2019.

The achievement of the initial objectives of the projects to be evaluated in this evaluation study was confirmed. Although there were some projects for which the objectives/indicators could not be verified at the time of project completion,⁵¹ within the scope of projects that could be confirmed based on completion reports, terminal evaluation charts, and ex-post evaluation reports, etc., “○” was applied to the projects that were achieved/expected to be achieved/mostly achieved or with high/generally high/quite high effectiveness/impacts, and “△” was applied to projects for which the effectiveness/impacts were evaluated as “Fair”. Table 8 shows the ratio of achievement of the initial objectives in Japan's ODA projects by each Development Issue indicated in Japan's Country Development Cooperation Policy for Rwanda. As for the achievement ratio of the Development Issues in the projects, 83%-100% of the projects were evaluated as “○: Achieved (expected to be achieved)” and 0%-17% were “△: Fair.” This shows that Japan's ODA projects made a significant contribution to the achievement of the objectives set at the outset.

Table 8 Status of Achievement of Initial Objectives of Individual Projects for Each Priority Area/Development Issue Stated in the Country Development Cooperation Policy for Rwanda

Priority Areas	Economic Infrastructure Development (Transportation, Trade Facilitation and Energy)	Agricultural Development (Promotion of Market Oriented and Value-Added Agriculture)	Social Service Improvement (Sustainable Safe Water Supply and Sanitation Services)	Human Resources Development for Sustainable Growth and Job Creation (Science and Technology Education and Training)	Other
Development Issues	Development of Transportation, Trade Facilitation and Energy	Promotion of Market Oriented and Value-Added Agriculture	Sustainable Safe Water Supply and Sanitation Service	Promotion of Human Resources Development and Science, Technology and Innovation	Other
Number of confirmations of initial purpose achievement	8	5	5	12	5

⁵¹ With regard to ODA loans/grant aid, in many cases, the items up to the production of outputs are expected at the time of project completion, and the direct outcomes that are the purpose of each project are expected to be manifested within 2-3 years after the end of the project. As for Technical Cooperation Projects, in most cases, the project outputs and the direct outcomes (project purposes) are expected to be produced at the time of project completion, while the mid-term outcomes, including the overall goals for each project, are expected to be manifested within 2-3 years after the end of the project (based on JICA Project Evaluation Handbook (Ver 1.1) (JICA 2016)).

Achievement of initial purpose: ○ (No.)	7	5	5	10	5
Achievement of initial purpose: ○ (%)	87.5%	100%	100%	83%	100%
Achievement of initial purpose: △ (No.)	1	0	0	2	0
Achievement of initial purpose: △ (%)	12.5%	0%	0%	17%	0%

(Source) Produced by Evaluation Team based on the project outline tables for projects subject to this evaluation, ex-ante evaluation chart of each project, completion reports, terminal evaluation study results summaries, external ex-post evaluation reports, and ex-post study sheets, etc.

(Note 1) The confirmed numbers do not include (a) projects for which, due to temporal limitations, there is no detailed data regarding the performance as to the actual support provided and the outputs achieved, and the resulting contribution made, (b) projects that are underway for which the achievements/contributions have not been confirmed, and (c) projects for which the achievement of the initial objective could not be confirmed based on the details in the completion report. 35 of the total of 114 projects covered by this evaluation study were confirmed (approx. 30%).

(Note 2) Regarding projects for which an ex-post evaluation was implemented, reference was made to its evaluation results for the evaluation of effectiveness/impact, while reference was made to the evaluation results in the terminal evaluation for projects for which no ex-post evaluation was implemented.

(Note 3) It was not possible to confirm the outcomes of grant aid projects for which there was only a completion report and for which no ex-post evaluation was implemented, and only the outputs could be confirmed. For that reason, for projects where the planned main outputs were produced, "○" denotes that the initial objective was achieved as expected.

(Note 4) "○/△" do not show the good/bad of each project but rather it is a classification based on the descriptions of the effectiveness/impacts in the project completion reports, terminal evaluation charts, and ex-post evaluation reports, etc. produced by JICA and implementing agencies.

(3) Verification Item 3: Effectiveness of Assistance in Priority Areas (impacts)

The main impacts from individual projects are shown in Table 9.

Table 9 Main Impacts from Japan's ODA to Rwanda (JFY 2010-2019)

Development Issues	Area	Main impact
Development of transportation, trade facilitation and energy	Transportation	<ul style="list-style-type: none"> Relative increase in vehicles using central corridor Creation of revenue through road repair business orders received by youth groups (road maintenance associations)
	Trade facilitation/security measures	<ul style="list-style-type: none"> Facilitation of customs/border crossing procedures
	Energy	<ul style="list-style-type: none"> Avoidance of risk of major power outages/Electrification→Life improvement (increased access to information, etc.), optimization of government services, improvement of medical services, higher quality of education, revitalizing economic activity
Promotion of market oriented and value-added agriculture	Agriculture	<ul style="list-style-type: none"> Improving the livelihoods of horticultural and rice crop association members (improved nutrition, participation in medical insurance, savings, Intra-group loans, etc.), better livelihood (rearing small livestock, purchase of portable pumps, purchase of farmland, etc.) Promotion of activities by rice cultivation association (Purchase of land→construction of association offices and houses for real-estate business, establishing a financing system, supply of business machinery, employment of association staff)
Sustainable safe water supply and sanitation service	Water and sanitation	<ul style="list-style-type: none"> Improvement of rural water supply O&M systems based on the contract management
Promotion of human resources development	Basic education	<ul style="list-style-type: none"> Improvement of learning processes and ability among students of model schools

and science, technology and innovation	Technical and Vocational Education and Training	<ul style="list-style-type: none"> • Creation of jobs and revenue for training graduates • Improved relations between training graduates with disabilities and families/communities • Implementation of technical training for disabled people who use the technical training centers in the scope of projects • Technical education and vocational training institutions for departments related to business start-up components (research, development, production and career support): Rwanda Polytechnic
	ICT	<ul style="list-style-type: none"> • ICT, business startups, business promotion

(Source) Produced by Evaluation Team based on the project outline tables for projects subject to this evaluation, ex-ante evaluation chart of each project, completion reports, terminal evaluation study results summaries, external ex-post evaluation reports, ex-post study sheets, and interviews with JICA experts, etc.

(Note) Covers Japan's ODA to Rwanda projects that started between JFY 2010 and 2019.

✧ **Economic Infrastructure Development (Transportation, Trade Facilitation and Energy):**

Through support related to transportation, trade facilitation and energy, as above, a contribution is being made to improving passage along roads, facilitating customs/border crossing procedures, stabilizing the supply of energy, and improving electrification ratio as infrastructures for sustainable economic growth.

✧ **Agricultural Development (Promotion of Market-oriented and Value-added Agriculture):**

Through support related to agriculture, as above, a contribution is being made to a better livelihood for farmers and to rice cultivation association activities through the expansion of market-oriented agriculture that contributes to agricultural development.

✧ **Social Service Improvement (Sustainable Safe Water Supply and Sanitation Service):**

Through support related to water and sanitation, as above, a contribution is made to improving rural water supply O&M systems based on contract management that contributes to "Social Service Improvement (Sustainable Safe Water Supply and Sanitation Service)."

✧ **Human Resources Development for Sustainable Growth and Job Creation (Science and Technology Education and Training):**

Through support related to basic education, technical education, vocational training and ICT, as above, a contribution is being made to human resources development and the promotion of ICT, business activities including start-up actions through the provision of enhanced lessons and technical education/vocational trainings that contribute to the improvement of students' academic performance, and thus contribute to a sustainable growth and job creation.

As shown above, outcomes and impacts have been manifested in the Priority Areas of the Country Development Cooperation Policy for Rwanda, namely, "Economic Infrastructure

Development,” “Agricultural Development,” “Social Service Improvement,” and “Human Resources Development for Sustainable Growth and Job Creation.”

As for the Development Issues in the Country Development Cooperation Policy for Rwanda, its Priority Areas are consistent with those of target projects, and Table shows the status of achievement of the initial objectives of the projects to be evaluated in this evaluation study for each of the Priority Areas. As with the Development Issues, in the ratio of achievement, 83%-100% of the projects were evaluated as “○: Achieved (expected to be achieved)” and 0%-17% were “△: Fair.” This shows that the projects made a significant contribution to the achievement of the objectives set at the outset.

Table 10 shows the amount of ODA from Japan by ratio and order against the total amount of ODA to Rwanda in the main sectors in which Japan provides ODA to Rwanda (2010-2018, total). In the sector of water supply and sanitation and the area of communications, the ratios of the total amount of Japan's ODA were 13% each, positioning Japan in second and third place, whereas in the other sectors, the ratios were 10% or less, positioning Japan in fourth place or below by total amount conferred, so, despite being smaller in scale than other donors, a certain contribution is being made.⁵²

Table 10 Ratio of Amount of ODA Conferred by Japan against the Total Amount of ODA for Rwanda in the Main Sectors of Japan's ODA to Rwanda, and the Position of Japan among Bilateral/Multilateral Donors by Amount of ODA conferred (2010-2018)

Sector	Transport and Storage	Energy	Agriculture, Forestry and Fishing	Water Supply and Sanitation	Education	Communications	Humanitarian Aid	Social Protection
ODA Total Amount (USD Million)	488	939	1,011	265	861	47	254	512
Japan's ODA grants (USD Million)	39	55	39	34	35	6	22	11
Ratio of Japan's ODA to total ODA	8%	6%	4%	13%	4%	13%	9%	2%
Japan's ranking among bilateral and multilateral donors in terms of amount of ODA provided	4th	4th	7th	2nd	7th	3rd	4th	4th

(Source) Produced by Evaluation Team based on Creditor Reporting System (OECD, 2020), (Note) Gross disbursement

Regarding the main sectors of Japan's ODA to Rwanda, Table11 shows the ratio and order of the amount of ODA conferred by Japan against the total amount of ODA for Rwanda in the sub-sectors (2010-2018). The sub-sectors where Japan provided USD 10 million or more with a ratio

⁵² As stated in this evaluation report and in the outline of the evaluation results (evaluation based on development viewpoints), regarding “Effectiveness of results Verification item 3: Effectiveness of assistance in Priority Areas,” outcomes and impacts have been manifested in the four Priority Areas of the Country Development Cooperation Policy for Rwanda, and the projects in Japan's ODA to Rwanda have made a significant contribution to the achievement of the objectives set at the outset. On the other hand, as shown in Table , the sub-rating was “B: Fair,” based on the fact that the amount of ODA conferred to Rwanda by Japan in the main areas of Japan's ODA to Rwanda is smaller in scale in comparison to the other donors. As shown in Table11, the ratio of the amount of ODA conferred by Japan against the total amount of ODA is high in some of the sub-areas. Regarding the Priority Areas and Development Issues of Japan's ODA, in the case that the purposes are clearly specified by a specific description of the expected contribution of Japan (especially those that show the sub-areas where a contribution is expected, etc.) and there is a high ratio of the amount of ODA conferred by Japan against the total amount of ODA in the sub-areas, such as the examples above, it may be easier to verify the effectiveness in follow-up evaluations such as the country assistance evaluation, including the potential for the effectiveness of support to the Priority Areas/Development Issues in the related areas to be evaluated as significant.

of 15% or above are agricultural water resources (USD 15 million, 17%, 2nd), basic drinking water supply (USD 18 million, 93%, 1st), and assistance coordination and support services (USD 13 million, 39%, 2nd), showing a significant contribution in those areas. Also, the sub-sectors where Japan's position is near the top due to a relatively high ratio of contribution in that area, despite the amount of ODA conferred being USD 10 million or less, include agricultural services, river basins development, communications policy and administrative management, telecommunications, radio/TV/print media, and reconstruction relief/rehabilitation.⁵³

Table 11 Ratio of Amount of ODA conferred by Japan against the Total Amount of ODA for Rwanda in the Sub-sectors of Japan's ODA to Rwanda, and the Position of Japan among Bilateral/Multilateral Donors by Amount of ODA conferred (2010-2018)

Sector	Sub-sector	ODA Total Amount (USD Million)	Japan's ODA grants (USD Million)	Ratio of Japan's ODA to total ODA	Japan's ranking among bilateral and multilateral donors in terms of amount of ODA provided
Transport and storage	Transport policy and administrative management	50	1	1%	6th
	Road transport	436	38	9%	4th
Energy	Energy policy	180	12	6%	3rd
	Energy generation, renewable sources	139	0.5	0.3%	14th
	Energy distribution	617	43	7%	4th
Agriculture, forestry and fishing	Agricultural policy and administrative management	229	12	5%	6th
	Agricultural development	433	6	1%	10th
	Agricultural land resource	39	3	7%	3rd
	Agricultural water resource	88	15	17%	2nd
	Agricultural service	9	2	25%	2nd
Water supply and sanitation	Water supply and sanitation: large systems	49	9	18%	3rd
	Water supply: large systems	16	2	10%	3rd
	Basic drinking water supply and basic sanitation	30	2	7%	3rd
	Basic drinking water supply	19	18	93%	1st
	River basins development	4	3	72%	1st
Education	Education policy and administrative management	215	5	3%	6th
	Primary education	202	2	1%	7th
	Secondary education	25	4	16%	3rd
	Vocational training	148	3	2%	6th
	Higher education	160	21	13%	3rd
Communications	Communications policy and administrative management	14	3	24%	2nd
	Telecommunications	2	2	100%	1st
	Radio/TV/Print media	1	1	52%	1st
Humanitarian Aid	Material relief assistance and services	108	2	2%	6th
	Emergency food assistance	101	5	5%	4th
	Relief coordination and support services	34	13	39%	2nd
	Reconstruction relief and rehabilitation	3	1	34%	2nd

(Source) Produced by Evaluation Team based on Creditor Reporting System (OECD, 2020)

(Note) Gross disbursement. Not all of the sub-areas are listed. Only major areas where Japan has provided ODA are listed.

⁵³ Sub-areas in which Japan's ODA allocation accounts for more than 20% of total ODA to Rwanda, placing it in the top two. In the OECD's Creditor Reporting System, ICT is listed as a sub-area of the communications sector, but Japan's ODA is not allocated to this sector.

3-1-3 Appropriateness of Processes

In this Section, with the objective of evaluating the appropriateness of processes of Japan's ODA to Rwanda, a verification is made based on the three predetermined verification items ((1) Appropriateness of the formulation process of Japan's Country Development Cooperation Policy for Rwanda, (2) Appropriateness of the implementation process of Japan's ODA to Rwanda, and (3) Coordination/collaboration and considerations of the implementation process of Japan's ODA to Rwanda). After confirming the systems and procedures that led to the formulation and implementation of ODA, there will be an examination of whether appropriate processes were implemented to ensure the relevance of policies and effectiveness of results, such as whether initiatives and approaches in the processes were appropriate, and whether social and other considerations were taken into account.

(1) Verification Item 1: Appropriateness of the Formulation Process of Japan's Country Development Cooperation Policy for Rwanda⁵⁴

In July 2017, approximately five years after the formulation of Japan's ODA policies for Rwanda (April 2012), Japan's Country Development Cooperation Policy for Rwanda was drafted based on the development plans of the Government of Rwanda (Vision 2020, NST1, EDPRS 2, etc.), as well as the Division of Labor (DoL) among development partners, and the views of the Government of Rwanda and the development needs that the Embassy of Japan in Rwanda has identified in the course of pursuing their day-to-day operations.⁵⁵ Although there were no opportunities to exchange views on the draft policy with other donors, non-governmental organizations (NGOs), businesses, and other relevant actors in the region, the policy was formulated through⁵⁶ comments that had been received from the Government of Rwanda and public comments made within Japan. The policy is now available on the websites of the Ministry of Foreign Affairs and the Embassy of Japan in Rwanda. Taking into account all of the above, it can be said that in general appropriate process were taken.

(2) Verification Item 2: Appropriateness of the Implementation Process of Japan's ODA to Rwanda

In regard to the implementation process of Japan's ODA to Rwanda, basic implementation structures are being developed and operated, needs are being identified, and individual projects based on Priority Areas of Japan's ODA to Rwanda are being carried out, monitored,

⁵⁴ From the website of the Embassy of Japan in the Republic of Rwanda. MOFA, (accessed on January 29, 2021), and interviews with Division III of the International Cooperation Bureau (MOFA) and the Embassy of Japan in the Republic of Rwanda.

⁵⁵ The Country Development Cooperation Policy (text) is to be revised within five years (from the "Manual for Formulation and Revision of the Country Development Cooperation Policy (2019 version) (for officials in charge of Japan's overseas establishments).

⁵⁶ This text has been revised in response to public comments (JFY 2017 public comments: summary of opinions and responses received (MOFA)).

evaluated, and publicized. On the other hand, from the perspective of enhancing publicity and ensuring accountability, information disclosures on contributions to international organizations and Grant Assistances for Grassroots Human Security Projects have been insufficient. Moreover, while political and diplomatic viewpoints with regard to the situation in the EAC and the African Great Lakes region have been taken into account, this has not always been clearly shown, and there are points where improvement is needed.

A. Development and Management Status of Local and Domestic ODA Implementation Structures in Rwanda⁵⁷

A system has been established for collecting and sharing data between Japanese ODA officials, for example in addition to the establishment of a local ODA Task Force, irregular meetings are held (once every 2 to 3 months) between the Country Assistance Planning Division III of the International Cooperation Bureau (MOFA) and the JICA Africa Department. The Embassy of Japan in Rwanda and the JICA Rwanda Office participate and engage in the Development Partners Retreat (DPR), which includes the participation of the Government of Rwanda and donors, the Development Partners Coordination Group (DPCG) and Sector Working Groups.

B. Continuous Identification of the Needs for Assistance⁵⁸

The Embassy of Japan in Rwanda and the JICA Rwanda Office have taken the lead in identifying needs.

C. Implementation Status of Initiatives and Approaches for Priority Areas in the Country Development Cooperation Policy

From JFY 2010 to JFY 2015, assistance was provided through grant aid, technical cooperation, and contributions to international organizations. Moreover, the International Monetary Fund (IMF)'s assessment of the risk of a debt default in its Debt Sustainability Analysis was "moderate," and the provision of ODA loans was suspended. However, in 2014 the same assessment was upgraded to "low", and the Government of Japan decided that ODA loans could be provided.⁵⁹ Following this, ODA loans to Rwanda resumed in JFY 2016.

With regard to ODA loans, two projects⁶⁰ for road improvements were implemented through co-financing with AfDB and the World Bank, and one policy loan⁶¹ for nutrition improvement was implemented. The availability of ODA loans enables large-scale projects

⁵⁷From interviews with the Country Assistance Planning Division III of the International Cooperation Bureau (MOFA), the Embassy of Japan in Rwanda, Africa Division 1 of the Africa Department (JICA) and the JICA Rwanda Office.

⁵⁸ From interviews with the Embassy of Japan in Rwanda and the JICA Rwanda Office.

⁵⁹ From interviews with the Country Assistance Planning Division III of the International Cooperation Bureau (MOFA).

⁶⁰ Rusumo-Kayanza Road Improvement Project (AfDB) and the Ngoma-Ramiro Road Upgrading Project (World Bank). Both are untied.

⁶¹ Sector Policy Loan for Nutrition Improvement through Agricultural Transformation

to be supported, and these loans can be provided in combination with grant aid and technical cooperation, which greatly expands the range of approaches for development issues. As Japan did not develop any new projects through ODA loans in Rwanda for approximately 30 years, when the loans were resumed, Japan developed new projects through co-financing with other donors with experience and networks in Rwanda⁶². In addition, the policy loan for improving nutrition was conceived, and a loan agreement (L/A) concluded, in a very short period of approximately 10 months, just in time for President Paul Kagame's visit to Japan for TICAD VII (August 2019). In consultation with agricultural policy advisors (Japanese experts), the JICA Rwanda Office and relevant Rwandan officials, this loan is supporting the strengthening of a multi-sector approach to promoting nutrition activities in the areas of infant care and health, in addition to the creation of mechanisms and planning for the implementation of agriculture based on nutrition.⁶³

Individual projects have been formulated and implemented based on the Priority Areas of Japan's ODA to Rwanda.

In addition, as described in 3-1-1 (3) (B) (a), collaboration between different aid modalities are made for trade facilitation. In the rural water supply in the Eastern Province, grant aid for the development of water supply facilities, and support for the establishment and improvement of facilities operation and maintenance (O&M) systems by Technical Cooperation Projects and JICA Volunteers (JOCVs) are being implemented. A total number of 36⁶⁴ JICA JOCVs for this sector have been dispatched as a group-based "Water Security Action Team" to provide opportunities for these volunteers to learn from each other in order to implement effective activities.⁶⁵

With respect to considerations for the region-specific situation⁶⁶, Japan's overseas establishments in each country collect data on this topic (domestic affairs, relations with neighboring countries, etc.), and in addition to sharing this data with MOFA, it is used with political and diplomatic viewpoints to be taken into account when formulating individual projects.

More specifically, a Technical Cooperation Project⁶⁷ on customs and border control is

⁶² From interviews with Africa Division 1 of the Africa Department (JICA).

⁶³ From interviews with Africa Division 1 of the Africa Department (JICA) and agricultural policy advisors.

⁶⁴ JFY 2012 to 2019. From JICA's "JFY 2020 Group-Type Dispatches and Cooperation Projects, Project Overview Table, Group Name: Water Sanitation Improvement Support (2020)", "[Rwanda] Details on Personnel".

⁶⁵ The status of activities connected to methods for repairing wells and methods for collecting water usage fees were shared. From interviews with JICA JOCVs.

⁶⁶ The World Bank will take a regional-level approach when formulating policies and projects (from interviews with the World Bank). For example, JICA's Ngoma-Ramiro Road Improvement Project is co-financed (parallel) with the World Bank, but the World Bank is implementing this project as part of the Lake Victoria Transport Program for Rwanda, Tanzania and Uganda (World Bank (2017) Project Appraisal Document, Lake Victoria Transport Program-SOP1, World Bank (2018) Regional Integration and Development Corridors in East and Southern Africa).

⁶⁷ Project on Capacity Development for International Trade Facilitation in the Eastern African Region and Project on Capacity Building for Trade Facilitation and Border Controls in the Eastern Africa Region.

being implemented for five EAC member countries⁶⁸. Under this project, EAC countries, which are applying a customs union and a common customs law, can mutually learn about each other's customs, and deepen their knowledge concerning their own customs in light of international and regional standards. In addition, efforts are being made to deepen understanding between the border officials of Rwanda and Tanzania⁶⁹, which are connected at the Rusumo border, through joint conferences between these officials, and these efforts are expected to contribute to trade facilitation in the EAC. Moreover, Japan dispatched experts on regional infrastructure to the EAC Secretariat (2010-12, 2012-13, 2014-17, 2019-21), and these experts collected and analyzed data on the EAC region. This data was reflected in the formation of individual projects, and it was shared with relevant people involved in the above-mentioned Technical Cooperation Projects⁷⁰.

In addition, projects that were formed by taking into account the situation in the African Great Lakes region, and within Rwanda, include assistance for refugees in Rwanda through contributions to international organizations and assistance for skills training and employment support⁷¹ for people with disabilities, including former combatants.

D. Status of Periodic Monitoring, Evaluation and Feedback in Regard to the Implementation of Policies

The status of individual projects is being monitored and evaluations are carried out in order to verify their effectivenesses.

E. Status of Public Relations Activities

Public relations activities related to Japan's ODA are carried out through the press releases, and through social networking services, and are published in local newspaper articles.

Furthermore, the Japanese language edition of the latest Rolling Plan (April 2020. Under the Country Assistance Policy) has been posted on the websites of MOFA and the Embassy of Japan in Rwanda, and the English language edition is also available on the website of the Embassy of Japan in Rwanda.⁷²

On the other hand, similar public relations activities in regard to contributions to

⁶⁸Kenya, Tanzania, Uganda, Rwanda and Burundi.

⁶⁹From interviews with Japanese experts on the Project on Capacity Building for Trade Facilitation and Border Controls in the Eastern Africa Region.

⁷⁰From information provided by the Country Assistance Planning Division III of the International Cooperation Bureau (MOFA) and the Second African Division of the Middle Eastern and African Affairs Bureau (MOFA), and interviews with Japanese experts on the Project on Capacity Building for Trade Facilitation and Border Controls in the Eastern Africa Region.

⁷¹A project to assist with skills training and employment was for the social rehabilitation of former combatants with disabilities and individuals with disabilities.

⁷² From the websites of MOFA and the Embassy of Japan in the Republic of Rwanda (accessed on February 22, 2021). When the Embassy of Japan in the Republic of Rwanda was interviewed (November 2020), the latest version (Japanese and English) of the Rolling Plan (April 2020) had not been posted on the embassy's website, but it was later posted.

international organizations under supplementary budgets and Grant Assistance for Grassroots Human Security Projects have been carried out. However, despite the fact that it is an issue common to all Japanese ODA under this aid modality that is not limited to just Rwanda, from the perspective of enhancing publicity and ensuring accountability, information disclosures concerning the details of support have been insufficient and some improvements were required.⁷³

Moreover, as described in 3-1-3 (2) (C), consideration was given to the situation in the EAC and the African Great Lakes region from both political and diplomatic viewpoints when individual projects for Japan's ODA to Rwanda were examined. Also, it was stated in Japan's Country Development Cooperation Policy for Rwanda as a "purpose of development cooperation" that assistance to Rwanda is significant from the perspective of "stabilization of the Great Lakes region" and "consolidation of peace." However, it is not always clearly shown that such regional situations are being taken into account.⁷⁴

(3) Verification Item 3: Coordination/Collaboration and Considerations of the Implementation Process of Japan's ODA to Rwanda

Coordination, collaboration with other development actors, and consideration for social equity/inclusion and environmental characteristics, are given as follows.

A. Status of Coordination and Collaboration with Other Donors, International and Local NGOs, and Relevant Japanese Agencies⁷⁵

Under the framework of donor coordination led by the Government of Rwanda, the Embassy of Japan in Rwanda and the JICA Rwanda Office share data, exchange opinions and hold discussions with other donors. In addition, assistance is provided in collaboration with other donors, NGOs (international, local, and Japanese), local governments of Rwanda and Japan, Japanese universities, and Japanese private companies.

Japan has been a lead partner in terms of donor coordination in Rwanda in the water and

⁷³With regard to contributions to international organizations under supplementary budgets, project names, the names of implementing agencies, the amounts involved, and the details of the assistance are not posted on the MOFA website. In addition, the website of the Embassy of Japan in Rwanda does not have any articles regarding handover ceremonies, etc., nor is there a list, which includes basic information on projects or the details of assistance. The MOFA website lists the dates of when grant contracts (G/C) for grassroots human security projects were concluded, along with the project name, the name of the recipient organization, and the amount of the grant, but does not list any details of the assistance. The "Grant Assistance for Grassroots Human Security Projects Visualization List" has entries with details on the assistance. However, while on one hand all projects that need improvement are listed, as only representative examples are listed for projects that have been proven effective it means that assistance details for all projects have not actually been listed. The website of the Embassy of Japan in Rwanda has posted articles on the signing ceremonies for these kinds of grants, but they do not publish any lists that contain basic information on the projects or details of the assistance.

⁷⁴It was unclear through public information and interviews with stakeholders in this evaluation how Japan's ODA to Rwanda approaches stability and peace in the African Great Lakes region, and what consideration is given to the regional situation in Japan's ODA policy toward Rwanda and in the consideration of individual projects.

⁷⁵From the websites of MOFA, the Embassy of Japan in Rwanda and JICA (accessed on January 8, 2021), MOFA's List of Supplementary Budget Projects in Rwanda (JFY 2016-2019), and interviews with the Embassy of Japan in Rwanda and the JICA Rwanda Office.

sanitation sector from 2014 to April 2020, in the ICT sector from 2017 to the present, and in the transport and traffic sector from 2020 to the present, and it serves as co-chair of several Sector Working Groups together with Rwandan ministries and agencies. These Groups discuss next period strategies and plans, as well as budgets, for each sector. For the sector groups that it co-chairs, Japan coordinates discussions with Rwandan ministries and agencies.

JICA, with other donors, has co-financed road upgrade projects with AfDB and the World Bank.⁷⁶ In addition, 4 grant aid projects through international organizations and a total of 10 projects financed through contributions to international organizations were implemented.

Local governments in Rwanda and international and local NGOs have implemented 34 projects in the sectors of agriculture, water, basic education, technical education, vocational training, and health through Grant Assistance for Grassroots Human Security Projects. These projects meet basic needs at the grassroots level. In addition, the Rwanda Karate Federation is implementing a karate equipment development project⁷⁷ through Grant Assistance for Cultural Grassroots Projects.

In addition, Japanese NGOs have implemented 6 Grant Assistance for Japanese NGO Projects, and Japanese NGOs, Japanese universities and local governments have implemented 5 JICA Partnership Programs (JPP).

Technical Cooperation Projects in the ICT sector have been supporting the strengthening of the ICT Innovation Ecosystem⁷⁸, a project that provides an environmental foundation for launching new businesses. This is achieved through effective and efficient connections with ICT sector stakeholders, such as relevant ministries and agencies and chambers of commerce and industry, and a diverse range of domestic and international stakeholders, including new ICT businesses, investors and educational institutions. This has included providing opportunities for networking between Rwandan businesses and Japanese businesses, and co-operative demonstration projects. There are high expectations from the Government of Rwanda regarding prospects for learning from Japanese businesses, and opportunities for networking with Japanese businesses that could become future business partners.⁷⁹ In addition, the ABE Initiative is contributing to human resource development in Rwanda by sending students to study at Japanese universities or join internships at Japanese businesses.⁸⁰

⁷⁶AfDB: Rusumo-Kayanza Road Improvement Project, World Bank: Ngoma-Ramiro Road Upgrading Project.

⁷⁷Karate Equipment Development Project.

⁷⁸ ICT Innovation Ecosystem Strengthening Project.

⁷⁹Interview with kLab, ICT Chamber.

⁸⁰ABE Initiative acceptance from Rwanda: 43 people (JFY 2014 - JFY 2019) ("Development Cooperation for Rwanda (September 2020)" provided by MOFA).

ICT education specialist Kobe Institute of Computing has established an ICT Innovator Course (Masters Degree program) in English, and it has accepted 25 students from Rwanda through the ABE Initiative.⁸¹ In addition, this university has run three (6-month) ICT Engineer Training Courses in Rwanda, which were attended by 48 participants, as a JPP⁸². These courses were facilitated by five individuals who graduated from the university via the ABE Initiative with the understanding on teaching methods and hands-on business experiences with private firms after graduation⁸³. Contributions to human resource development in the ICT sector are being made through these efforts.

As part of the JICA Private Partnership Program (announced for procurement from JFY 2012 to 2019), a total of 15 business model formulation surveys/diffusion, demonstration, and market-oriented projects were implemented in order to enable Japanese businesses to formulate business models in Rwanda, to verify and prepare business activity plans. As for the details of the projects, taking into account the characteristics of Rwanda, which is hoisting itself as an ICT-based country, there are projects in sectors such as education and health that utilize ICT.



Photo 2: Classes using math software from SAKURA-

SHA K.K., a Japanese company

(SAKURA-SHA K.K.)

B. Social Equity/Inclusion and Environmental Considerations⁸⁴

In the implementation of individual projects, investigations are carried out in accordance with the JICA Guidelines for Environmental and Social Considerations, and the Government of Rwanda handles the measures.

In addition, road improvement projects⁸⁵ carried out by Japanese NGOs feature local youth groups who are provided with road repair training using local materials. These groups have been forming road maintenance associations and generating income through orders for projects to repair roads. The major conditions for the selection of participants is that they are in economic poverty, and that they plan to stay in the local area in the future and proactively get involved in volunteer activities. Many participants do not own any farmland

⁸¹First batch (JFY 2014) to sixth batch (JFY 2019). From interviews with Kobe Institute of Computing. About 60% of ABE Initiative students from Rwanda study at this university.

⁸²Development Project for Young ICT Human Resources in Kigali.

⁸³JICA, Development Project for Young ICT Human Resources in Kigali. Project terminal evaluation table.

⁸⁴From the websites of MOFA and JICA (accessed on January 21, 2021), and interviews with Africa Division 1 of the Africa Department (JICA), Japanese experts for the Project to Assist with Skills Training and Employment for the Social Rehabilitation of Former Combatants with Disabilities and Individuals with Disabilities, Japanese experts for the Smallholder Market-oriented Agriculture Project, and the NPO Community Road Empowerment.

⁸⁵Grant Assistance for Japanese NGO Projects: Labor-intensive unpaved road development projects using local materials for the creation of sustainable employment for young people.

and receive welfare benefits. Thus, these projects contribute to income generation among the poor.

For inclusion of people with disabilities, following projects are being carried out: 1 Technical Cooperation Project concerning individuals with disabilities, 1 Dispatch of Experts for Technical Cooperation and 1 JPP.

Among them, the Technical Cooperation Project on skills training and employment support for individuals with disabilities, including former combatants,⁸⁶ has a policy of accepting as many trainees as possible without distinguishing between types of disability. The project accepts those who are visually impaired, who are hearing impaired, and who suffer from mental disabilities, providing vocational training courses while adopting a mechanism to make it easy for persons with various disabilities to participate.⁸⁷ The project contributed to not only the income generation for people with disabilities including former combatants but also to enhanced understanding of the staff members of Skills Training Center and Rwanda Demobilization and Reintegration Commission (RDRC) (who is a project counterpart (C/P)) that persons with disabilities can engage in social and economic activities.⁸⁸ Also, in selecting trainees, in addition to medical screenings and literacy tests, consideration was made on the balance between the national forces, former government soldiers, and militias, as well as vulnerable groups such as women and youths.

In terms of gender equality, Technical Cooperation Project⁸⁹ in the agriculture sector provided gender training to promote understanding of gender disparities in work responsibilities.

Support⁹⁰ for capacity-building for water users associations through improvements of irrigation facilities and Technical Cooperation Projects, by means of Grant Assistance, is positioned as an adaptation to counter climate change as it may potentially mitigate the

⁸⁶ Skills training and employment support project for the social rehabilitation of former combatants with disabilities and individuals with disabilities.

⁸⁷ (1) At the start of the course a "consultation meeting" was held for all staff members of the Skills Training Center, and a room was prepared (one day, practice and logic) for a lecture on basic knowledge, such as types of disabilities and how to handle each type of disability (for example, navigating stairs with a wheelchair, and how to look after individuals with mental disabilities). (2) Sewing course: Foot-operated sewing machines have been common in Rwanda, but since wheelchair users find it difficult to use them this project subsidized the purchase costs for hand-operated and electric sewing machines. (3) There are people with visual impairments living in the countryside who have no experience of using a white cane, as such, and in parallel with vocational training, some trainees were given training entrusted to the Rwanda Union of the Blind (local NGO) in the use of white canes. (4) The Rwanda National Union of the Deaf (RNUD) was entrusted with arranging 6 months of sign language interpretation for deaf people in order to implement a vocational training course (two centers).

⁸⁸ For example, in the past, the RDRC provided housing and medical assistance for individuals with severe disabilities, but it did not provide support for livelihood improvements and support. Through this project, it came to be recognized that individuals with severe disabilities can engage in social and economic activities, and a rehabilitation and production center (IRPWD) was set up for former combatants with severe disabilities in the residential area where they live. In this building, there are rooms where people can improve their livelihoods, such as learning to sow, and they can hold meetings, and go to a medical room and a general store.

⁸⁹ Smallholder Market-oriented Agriculture Project.

⁹⁰ Project for Development of Irrigation Scheme in Ngoma District, Project for Rehabilitation of Irrigation Facilities in Rwamagana District and Project for Water Management and Capacity Building.

impact of future climate changes on agricultural production caused by changes in rainfall volume.

3-2 Evaluation from Diplomatic Viewpoints

Outline of Evaluation Results (Evaluation from Diplomatic Viewpoints)

(1) Diplomatic Importance

Efforts in Japan's ODA to Rwanda are in line with Japan's foreign policy as stated in the National Security Strategy (NSS). Rwanda, which shares the basic principles of TICAD and has deepened its bilateral relations with Japan, is an important strategic partner in terms of bilateral diplomatic relations. Furthermore, Japan's ODA to Rwanda has diplomatic significance from the perspective of stability in the African Great Lakes region, the consolidation of peace in Rwanda, and economic relations between Japan and Rwanda.

(2) Diplomatic Impact

Through Japan's ODA to Rwanda, it confirms diplomatic impact such as the strengthening of bilateral relations, the fostering of Japanophiles and pro-Japanese groups, and the promotion of economic and friendly relations between Rwanda and Japan. Furthermore, there are also expectations that this ODA will contribute to the development of the region through assistance for trade facilitation, to the stability and the consolidation of peace in Rwanda through assistance for refugees within Rwanda and for individuals with disabilities including former ex-combatants, and even more so to regional stability. Furthermore, there are expectations for contributions to capacity-building to respond to infectious diseases, which have become a challenge for regions that transcend national borders, through assistance for infectious disease countermeasures.

In this Section, with regard to Japan's ODA to Rwanda, an evaluation is made based on the two criteria (diplomatic importance, diplomatic impact) from diplomatic viewpoints.

3-2-1 Diplomatic Importance

In this Section, with the objective of evaluating the diplomatic importance of Japan's ODA to Rwanda, a verification is made of the three predetermined verification items ((1) Importance of Japan's ODA to Rwanda in view of Japan's diplomatic policy, (2) Importance in terms of bilateral diplomatic relations with Rwanda, and (3) Other importance of Japan's ODA to Rwanda).

(1) Importance of Japan's ODA to Rwanda in View of Japan's Diplomatic Policy

The Government of Japan formulated its National Security Strategy (NSS) in 2013. This strategy sets out the basic policies concerning foreign and defense policies related to national security, and presents specific details on proactive pacifism domestically and internationally. It also provides guidelines for ODA policies as a basic policy concerning

national security.

Japan's assistance to Rwanda is broadly related to the details published under "IV Strategic approaches that Japan should take for its national security" in the strategy. In particular, in regard to "Approach 5: Strengthening cooperation based on universal values to resolve global issues," Japan has provided assistance to achieve the international development goals MDGs and SDGs, and support for development issues that contribute to sustainable growth and poverty reduction, which are Rwanda's long-term objectives. Moreover, Japan is proactively working under this approach to cooperate in human resource development for developing countries, and strengthening the capacity of government officials and young people, through the ABE Initiative and JICA's Training in Japan.

(2) Importance in Terms of Bilateral Diplomatic Relations with Rwanda⁹¹

A. Rwanda Shares the Basic Principles of TICAD

The Government of Rwanda has, under its own ownership, led aid coordination, stepped up development with the international community through partnerships, and maintained high economic growth rates. These efforts by the Government of Rwanda share the history and transformation of TICAD, which is based on the fundamental principles of African ownership and partnership with the international community.

In addition, at the request of the Assembly of the African Union (AU), President Paul Kagame submitted a report in January 2017 concerning draft recommendations for the organizational reform of the AU in order to address the many challenges that are being faced under a constantly changing situation, and now, based on this report, AU reform is being implemented.

Supporting the Government of Rwanda's efforts to sustain high economic growth under its own ownership, as well as supporting reform efforts in Africa, is critical to the growth of the entire continent.

B. Deepening of Bilateral Relations

In the 1960s, Mr. Masaya Hattori, who had been on loan from the Bank of Japan to the IMF, served as the first Governor of the Central Bank of Rwanda for six years, thus cementing a cooperative relationship between Rwanda and Japan.

President Kagame has visited Japan five times as a president. Relations between Rwanda and Japan were further deepened by his visits in 2019, he visited twice, in January (as a Distinguished Official Guest Visiting on Business) and in August (TICAD VII), and both

⁹¹ From the MOFA website, responses to the questionnaires of this evaluation survey (Second Africa Division, Middle Eastern and African Affairs Bureau, MOFA), and interviews with the Embassy of Japan in Rwanda and the first Japanese Ambassador to the Republic of Rwanda.

times he held bilateral summit meetings with then Prime Minister Shinzo Abe.

Furthermore, in recent years there has been a lot, and a wide range, of visits and activities between Japan and Rwanda, from Rwandan cabinet ministers such as the State Minister in charge of East African Community (EAC) and the Minister of ICT and Innovation, to Japan's Japan-AU Parliamentary Friendship League and local Japanese government officials.

(3) Other Importance of Japan's ODA to Rwanda

The following presents the importance of Japan's ODA to Rwanda other than from the viewpoints of the aforementioned bilateral diplomatic relations.

A. Stability of the African Great Lakes Region and the Consolidation of Peace in Rwanda⁹²

After the 1994 Rwandan genocide, under the leadership of President Kagame, who was inaugurated in 2000, Rwanda has made continuous efforts to achieve economic growth and national reconciliation. As a result, Rwanda has recovered from its civil war and accomplished economic growth. With this in mind, Japan's Country Development Cooperation Policy for Rwanda states that, "In fact, though Rwanda is regarded as one of the model countries of post-conflict recovery and economic growth, it is still important to support Rwanda from the perspectives of the stabilization of the Great Lakes Region and "Consolidation of Peace"."

B. Strengthening Economic Relations between Japan and Rwanda

According to the World Bank's Business Environment Rankings, Rwanda is ranked second⁹³ for the Sub-Saharan Africa region, and furthermore, Rwanda is positioning itself as an ICT-based country, is trying to attract foreign companies, and it also serves as a region for proof of concept (PoC) projects for foreign companies.

In addition, the number of Japanese businesses operating in Rwanda has increased from zero (as of October 1, 2010) to 27 (as of October 1, 2019),⁹⁴ which is further strengthening the economic relationship between Japan and Rwanda.

In August 2014 and July 2018, a Public and Private Sector Joint Mission for Promoting Trade and Investment in Africa was dispatched to Rwanda⁹⁵, and when President Kagame visited Japan in January 2019, the Rwanda-Japan Business Forum held a meeting (hosted by the Japan External Trade Organization (JETRO) and the Rwandan Embassy in Tokyo),

⁹²Diplomatic Bluebook 2020, MOFA (2020), and Japan's Country Development Cooperation Policy for Rwanda, MOFA (2017).

⁹³ World Bank (2020) Region Profile of Sub-Saharan Africa, Doing Business.

⁹⁴ MOFA (2011) Announcement on the Statistical Survey on the Japanese Nationals Overseas 2011 (as of October 1, 2010), MOFA (2020) 2019 Investigation Report on Survey of Overseas Business Activities (as of October 1, 2019).

⁹⁵ From the websites of MOFA and the Embassy of Japan in Rwanda (accessed on January 19, 2021).

with approximately 250 people in attendance.⁹⁶

3-2-2 Diplomatic Impact

In this Section, with the objective of evaluating the diplomatic impact of Japan's ODA to Rwanda, a verification is made of the two predetermined verification items ((1) Impact on the positioning of Japan in the international community and the African region, and (2) Impact on bilateral relations, Japan and People of Japan).

(1) Impact on the Positioning of Japan in the International Community and the African Region

A. Support for Trade Facilitation

The Government of Rwanda has implemented policies to promote economic connectivity in the region, and the government's Vision 2020 mentions regional

economic integration to minimize trade barriers,

while its Vision 2050 mentions strengthening export competitiveness and trade connectivity.⁹⁷ In response, Japan has provided the assistance listed in Table 12 as ODA to Rwanda for trade facilitation.

Table 12 ODA to Rwanda for Trade Facilitation

Type	Support content
Grant aid	Development of Rusumo (located on the border with Tanzania) International Bridge and One Stop Border Post (OSBP) facilities
ODA loans	Improvement of roads, from the Rusumo International Bridge, located on the Central Corridor through to the Rusumo-Kayonza road inside Rwanda, and the Ngoma-Ramiro road which leads to Burundi and the Democratic Republic of the Congo
Technical cooperation	Improvement of OSBP facilities and customs capacity

(Source) Produced by Evaluation Team based on the websites, etc., of MOFA, JICA, etc.

Rwanda is a landlocked country and the Rusumo International Bridge, which was upgraded free of charge, the establishment of OSBP, and the Rusumo-Kayonza road, which was improved under ODA loans, are all located in the Central Corridor from Rwanda through Tanzania to the Port of Dar es Salaam. Furthermore, the Ngoma-Ramiro road is located in a distribution hub that leads from the Central Corridor to Kigali, Burundi and the Democratic Republic of the Congo.

Japan has contributed through this cooperation to the easing of traffic restrictions at the Rusumo border, the facilitation of customs and cross-border procedures, and capacity-building improvements for efficient border procedures. It is expected that these efforts will contribute to the facilitation of road transport as well as trade, and will add to regional development.

⁹⁶ From the websites of MOFA and JETRO (accessed on February 2, 2021).

⁹⁷ Republic of Rwanda (2012) Rwanda Vision2020 Revised 2012, Ministry of Finance and Economic Planning, Rwanda (2015) Vision2050

B. Refugee Assistance in Rwanda

From JFY 2016 to JFY 2019, the Government of Japan has implemented eight projects of assistance for refugees from Burundi and elsewhere, within Rwanda, through contributions to international organizations under supplementary budgets. In more detail, this included food assistance, education, health, sanitation, and protection for children and women in refugee camps. Furthermore, it has been provided not only for refugee camps but also for social services that benefit local residents. It is expected that such assistance will contribute to the stability of Rwanda and even more so the entire region. Moreover, it is also humanitarian aid to ensure the lives, dignity and safety of refugees, who are people in a very vulnerable position, and it represents efforts promoted by Japan to realize "human security".

C. Support for Skills Training for Individuals with Disabilities, including Former Combatants⁹⁸

Support for skills training⁹⁹ for individuals with disabilities, including former combatants, was carried out from 2011 to 2014 in a mutual learning format whereby the participants attended the same skills training courses. Through this initiative, a mutual understanding between former combatants and individuals with general disabilities was promoted,¹⁰⁰ and in some cases, these same people formed associations together.

In addition, trainees from different backgrounds, in particular former combatants such as the Rwanda Defence Force, FAR, and militias, have been provided a place to learn together, and examples have been seen of mutual understanding being achieved through training, and even the joint forming of associations.

In this way, Japan has contributed to promoting mutual understanding between former combatants, no matter which side they were on, and individuals with general disabilities, and these efforts are expected to have contributed to the consolidation of peace in Rwanda as well as regional stability.

D. Assistance for Measures against Infectious Diseases

The Government of Japan has implemented two projects (in JFY 2018 and JFY 2019) for capacity building to handle infectious diseases, such as the Ebola virus, as assistance¹⁰¹

⁹⁸From the 2016 External Ex-post Evaluation Report (JICA), project to assist with skills training and employment for the social rehabilitation of former combatants with disabilities as well as individuals with disabilities, and interviews with Japanese experts.

⁹⁹ A project to assist with skills training and employment was for the social rehabilitation of former combatants with disabilities and individuals with disabilities.

¹⁰⁰An impact assessment carried out by JICA revealed that among the trainees, attitudes towards ex-FAR members (former national army) improved significantly (37% of non-trainees have a negative impression of ex-FAR, while only 20% of trainees had a negative impression). On the other hand, there were no marked differences in attitudes towards the Rwandan Defence Force or militias.

¹⁰¹Contributions to international organizations: Strengthening Preparedness for Ebola Virus Disease and other Priority Public Health Emergencies (WHO) (JFY 2018) and Improving Measures to Prevent and Monitor Ebola at the Border Between the

through contributions to international organizations under supplementary budgets. In JFY 2018, this also included the formulation of a roadmap and the implementation of a conference for cross-border surveillance of Ebola between Rwanda and the Democratic Republic of the Congo. This contributed to capacity building for surveillance, testing, and the preventive management of infectious diseases such as the Ebola virus, and there are high expectations for contributions to capacity building for the handling of infectious diseases, which have become a challenge for regions around the world, a challenge that transcends national borders.

In addition, as a measure against the novel coronavirus, Japan is supporting the production of face shields (3,000 units) under a Technical Cooperation Project that has been entitled the ICT Innovation Ecosystem Strengthening Project.

(2) Impact on Bilateral Relations, Japan and People of Japan

A. Strengthening of Bilateral Relations

Japan-Rwanda Bilateral Summit Meetings were held in January and August 2019, and in a Japan-Rwanda Joint Statement (January 2019) President Kagame expressed his gratitude for Japan's cooperation for the water supply, agriculture, ICT, entrepreneurship, innovation, infrastructure, and power sectors in the Eastern Region. He also expressed his gratitude for Japan's support in human resource development, skills training, and education such as that of the ABE Initiative.¹⁰² Thus, Japan's ODA to Rwanda is contributing to strengthening the bilateral relationship between Rwanda and Japan.

B. ICT Innovation Ecosystem Strengthening Project

Under the ICT Innovation Ecosystem Strengthening Project, there were two visits by Rwandan companies to Japan, and three visits by Japanese companies to Rwanda. These enabled opportunities for business discussions between Japanese and Rwandan companies, and through these efforts 17 MOUs on business cooperation between these companies were concluded¹⁰³ which are contributing to the acceleration of economic relations between Japan and Rwanda.

C. ABE Initiative / JICA Training in Japan

Through the ABE Initiative, 43 people from Rwanda attended universities in Japan or participated in internships at Japanese companies from JFY 2014 to JFY 2019.¹⁰⁴ There

Democratic Republic of the Congo and the Republic of Uganda (International Organization for Migration (IOM)) (JFY 2019). From List of Rwandan Supplementary Budget Projects (JFY 2016 to 2019) provided by MOFA and the final report of Strengthening Preparedness for Ebola Virus Disease and other Priority Public Health Emergencies (WHO) (WHO Country Office Rwanda, 2020).

¹⁰² MOFA website (accessed on January 19, 2021), and Japan-Rwanda Joint Statement (January 2019), MOFA (2019)

¹⁰³ This includes MOUs between Japanese companies and the Rwandan government. From Project Activity Details, Implementation Status and Results" provided by the ICT Innovation Ecosystem Enhancement Project.

¹⁰⁴ From MOFA's "Development Cooperation for Rwanda (September 2020)".

are cases whereby trainees who returned to Rwanda, after participating in the ABE Initiative or JICA's Training in Japan, have played a role in promoting relations between Japan and Rwanda. For example, they have found employment in Rwandan companies affiliated with Japanese ones, and become local partners for JICA Private Partnership Projects by Japanese companies. Furthermore, they have served as local staff members for Technical Cooperation Projects under Japanese ODA projects. They have contributed to fostering Japanophiles and pro-Japanese groups, facilitated business between Japan and Rwanda, and promoted economic relations between the two countries.¹⁰⁵

In addition, ex-trainees who had participated in JICA's Training established voluntarily the JICA Alumni Association Rwanda (JAAR) in 2004. ABE Initiative alumni also participate in JAAR, and together with the Embassy of Japan in Rwanda and the JICA Rwanda Office, they carry out community service activities such as tree planting. They also hold return briefings for ABE Initiative alumni, and they are contributing to the promotion of friendly relations between Rwanda and Japan.¹⁰⁶

D. Kobe City¹⁰⁷

ICT education specialist university Kobe Institute of Computing is considering accepting even more foreign students from abroad. After holding discussions with JICA Kansai the university was introduced to Rwanda's efforts that incorporate ICT as a pillar of the country's development since the early 2000s. The university's president and vice-president at the time joined an ICT project preparation investigation team (2011) organized by JICA's Africa Department and visited Rwanda.

Based on the results of the investigation by this team, from 2012 the JICA Knowledge Co-Creation Program (improving government services using ICT for government officials) for eight African countries was started and implemented by the university. Based on the university's experience through this training, it developed a new direction for accepting international students from developing countries, and in 2013 began an ICT Innovator Course (master's course) in which students can learn in English. In the same year, at the time when the ABE Initiative had been announced at TICAD V, the university had already set up courses that could be learned in English and Rwandan students have been accepted under this initiative since the first batch of students (JFY 2014).¹⁰⁸

Meanwhile, Kobe City has been committed to overseas cooperation and networking, and development overseas, in particular in terms of support for start-ups. Kobe City has

¹⁰⁵From interviews with Rexvirt Communications Inc., Otowa Electric, and the ICT Innovation Ecosystem Strengthening Project.

¹⁰⁶From the website of the Embassy of Japan in Rwanda (accessed on January 7, 2021), and interviews with the embassy and the JICA Rwanda Office.

¹⁰⁷From interviews with Kobe Institute of Computing.

¹⁰⁸A total of 25 Rwandans were accepted between the first (JFY 2014) and sixth (JFY 2019) batches.

acknowledged the presence of the university in accepting many students from Africa, a region sometimes called the last market, and the city has added its efforts to those of the university.

Kobe City has been promoting economic exchanges in the ICT sector with Rwanda since 2016, and has been strengthening relations in terms of both economics and friendship (Table 13).

Table 13 Exchanges between Kobe City and Rwanda

Year and month	Details of exchange
May 2016	Kobe City Mayor Kizou Hisamoto visits Rwanda. Kobe City and Kigali City conclude Declaration of Partnership
March 2018	Kobe City and the Rwandan Ministry of ICT and Innovation conclude Memorandum of Partnership
January 2019	Discussions held between President Kagame and Kobe City Hisamoto
January 2019	Minister of ICT and Innovation of Rwanda Visits Kobe

Source: Prepared by the evaluation team from the "BUSINESS GATEWAY TO AFRICA" pamphlet (Kobe City)

Consequently, Kobe City and the Kobe Institute of Computing have been coming to grips with ICT human resource development in Rwanda through the JPP in Rwanda (March 2017 to July 2019). Furthermore, they combined their efforts for an economic mission by Kobe City, and two students of an ICT Engineer Development Course in this program found employment at an ICT company in Kobe that is considering entering the African market.¹⁰⁹

E. Road Repair Training by Japanese NGOs¹¹⁰

A youth group who received road maintenance training from a Japanese NGO formed a road improvement association; they named themselves Team Core using the English abbreviation (CORE) of the NGO. When requested by local governments, they have volunteered to create drainage ditches when heavy rain is forecasted, and repair roads in locations where traffic cannot pass. They received a letter of appreciation from one local government, and furthermore their activities are expected to contribute to fostering pro-Japanese sentiment at the grassroots level.¹¹¹



Photo 3: Ditch Construction by the Volunteer Activities of a Road Improvement Association (Provided by NPO Community Road Empowerment)

¹⁰⁹ JICA, Development Project for Young ICT Human Resources in Kigali. Project terminal evaluation table.

¹¹⁰ Labor-intensive unpaved road development projects using local materials for the creation of sustainable employment for young people.

¹¹¹ Interview with Non-profit organization (NPO) Community Road Empowerment, and Supplementary Materials on Assessment Interviews provided by the NPO.

Chapter 4 Recommendations and Lessons Learned

4-1 Recommendations

Recommendations Based on Evaluation Results

- (1) Continued facilitation of development to benefit the people in poverty
- (2) Supporting Rwanda to become a knowledge hub in the information and communications technology (ICT) sector etc. in Africa
- (3) Promoting collaboration with various actors including Japanese companies
- (4) Strengthening assistance for economic connectivity across the East African Community (EAC) region
- (5) Proactive consideration of regional circumstances such as EAC and the African Great Lakes region, and releasing information on the consideration
- (6) Promotion of information disclosure with regard to contributions to international organizations and Grant Assistance for Grassroots Human Security Projects

Lessons Learned from Process Followed in the Evaluation Study and Evaluation

Results

- (1) Producing synergy effects through the combination of aid modalities
- (2) Using Official Development Assistance (ODA) as a catalyst for strengthening relations between Japan and partner countries through cooperation among government (local governments), industry (Japanese companies) and academia (universities) in sectors that are conducive to promoting ICT and business activities

Recommendations based on the evaluation results are as follows:

(1) Recommendation 1: Continued Facilitation of Development to Benefit the People in Poverty

Rwanda's per capita gross national income (GNI) is USD 830 (2019),¹¹² and it is a low-income country (LIC).¹¹³ The poverty rate¹¹⁴ is 56.5% (2016), which is higher than the rate for the Sub-Saharan Africa region, which is 41.7% (2016).¹¹⁵ The Gini coefficient is 43.7% (2016),¹¹⁶ which is the second largest¹¹⁷ disparity in the EAC,¹¹⁸ and the scale of the difficulty for escaping from poverty in terms of regional and social classes cannot be ignored.

¹¹²Atlas method (from World Development Indicators (World Bank, updated December 16, 2020))

¹¹³Countries with a GNI per capita of USD 1,035 or less in 2019 according to World Bank classifications. 29 countries from around the world (from the World Bank website (accessed January 6, 2021)).

¹¹⁴Poverty rates based on the international poverty line. The World Bank has set the international poverty line at USD 1.9 per day based on the 2011 Purchasing Power Parity (PPP).

¹¹⁵World Bank, World Development Indicators (updated December 16, 2020)

¹¹⁶This indicates the degree to which individual or household income in a country deviates from a complete balance, with zero indicating complete equality and 100 indicating complete inequality (World Bank website, accessed January 6, 2021). The warning line for social unrest is 40% (According to the 2017 White Paper on International Economy and Trade (Ministry of Economy, Trade and Industry), 2017).

¹¹⁷World Bank, World Development Indicators (updated May 28, 2020)

¹¹⁸Burundi, Kenya, Rwanda, South Sudan, Tanzania, and Uganda.

Under these circumstances, the Government of Rwanda has set "High Quality and Standards of Life for Rwandans" as one of the strategic approaches in its long-term vision, Vision 2050, which aims to ensure that all people benefit from development.¹¹⁹

Under these circumstances, Japan ODA facilitates access to and enhances quality of basic social services such as water, sanitation and education, benefitting many people including those in poverty, as well as supporting the agricultural sector in which 61.7% of the Rwandan population (2020)¹²⁰ is employed. Furthermore, in view of the need to form a safety net for the poor, Japan should continue its support for income generation and job creation for people including those in poverty.¹²¹ These efforts at the same time should support people who are vulnerable to crises, including COVID-19 crisis, and realize "human security".

(2) Recommendation 2: Supporting Rwanda to Become a Knowledge Hub in the ICT Sector etc. in Africa

Rwanda has appreciated Japan's cooperation in the fields of technical and vocational education and training and ICT through the dispatch of technical cooperation experts and the implementation of Technical Cooperation Projects for its practicality in line with local realities.¹²² In the ICT sector, Japan has supported the strengthening of the ICT innovation ecosystem such as support for entrepreneurs.¹²³ Moreover, under its Vision 2050, the Government of Rwanda aims to strengthen export-oriented knowledge services in high-value-added technology sectors through the stimulation of the innovation ecosystem and thereby become a knowledge hub.¹²⁴

In view of this situation, Japan should make good use of its garnered cooperation in the fields of technical and vocational education and training, and ICT, and consider extending assistance to produce ripple effects on the African region¹²⁵ in coordination and cooperation with the private sectors of Rwanda and Japan.

¹¹⁹Ministry of Finance and Economic Planning, Rwanda (2015) Vision2050

¹²⁰World Bank, World Development Indicators (updated December 16, 2020)

¹²¹Japan, in light of the policies of the Rwandan government, has been supporting guaranteed access and quality for water, sanitation and education, and together with improvements in O&M systems for rural water supplies, has been contributing to improvements in learning processes and studies for model school students (3-1-2 (2) Table 7, 3-1-2 (3) Table 9). In addition, Japan has been providing its support for market-oriented agriculture and improvements in the income of unions, cooperatives, or associations involved in the projects (3-1-2 (2) Table 7). Further to this, there are regions where market-oriented agriculture cannot be implemented (such as rural areas that are some distance from highways), where people are not involved in it, so it is useful to provide assistance that benefits them. Examples of Japan's ODA that have contributed to the income generation for the poor and the socially vulnerable include income generation through road repair projects by Japanese NGOs in addition to income generation for individuals with disabilities through Technical Cooperation Projects to provide skills training and employment support for the disabled, which includes former combatants (see 3-1-3(3) (B)). When Japan's Country Development Cooperation Policy for Rwanda is next revised, it would be an idea to mention the benefits for the poor.

¹²²See 3-1-1(3) (B) (b).

¹²³See 3-1-3(3) (A).

¹²⁴Ministry of Finance and Economic Planning, Rwanda (2015) Vision2050

¹²⁵For example, with regard to the technical education, vocational training and ICT sectors, it is conceivable to work hand-in-

(3) Recommendation 3: Promoting Collaboration with Various Actors including Japanese Companies

Studying at Japanese universities and completing internships at Japanese companies through the ABE Initiative have contributed to human resource development in Rwanda, and are connected to promoting Japan's business links with Rwanda¹²⁶. In addition, cooperation opportunities have been provided between Rwandan businesses and Japanese businesses for Technical Cooperation Projects in the ICT sector. There are high expectations from the related parties of Rwanda regarding prospects for learning from Japanese businesses, and opportunities for networking with Japanese businesses that could become future business partners¹²⁷.

It is vital to continuously emphasize the facilitation of cooperation with a range of actors, such as Japanese companies, through these types of Technical Cooperation Projects and the ABE Initiative etc.¹²⁸

(4) Recommendation 4: Strengthening Assistance for Economic Connectivity across the EAC region

As Rwanda is geographically a small country and is landlocked, it has adopted a policy of consciously strengthening connectivity with neighboring countries.¹²⁹ Consequently, it is essential to consider the development of Rwanda in terms of not only a single country but also a region. With this in mind, Japan's ODA for Rwanda in order to facilitate trade through grant aid and loans has developed or upgraded roads, the international bridge, and One Stop Border Posts (OSBP) facility located in the central corridor from Rwanda through

hand with Rwandan officials to create opportunities for training and networking for technical experts and entrepreneurs from African nations, including those near Rwanda. Alongside this, use can be made of the Rwandan human resources developed so far, built networks, and the knowledge of human resource development and entrepreneurial support structures that have been acquired through trial and error. On these occasions, collaboration and cooperation with the Rwanda ICT Chamber and the private sector, such as Japanese businesses and Japanese affiliates, is important for facilitating ICT, business, and entrepreneurship in African countries, including Rwanda, and for promoting business and economic relations between these countries and Japan. In addition, it is important to utilize ICT with regard to stepping up efforts to avoid in-person meetings and face-to-face contact as a countermeasure against infectious diseases, such as COVID-19. (Demand for ICT services, the needs for which are rising in countries across the world, and related infrastructure has been both unprecedented and unexpected as more and more people work from home, study online, and engage in remote exchanges (from World Trade Organization (2020) Trade in Services in the Context of COVID-19 Information Note)).

¹²⁶For example, people with experience of studying abroad (in Japan) become local partners for the JICA private sector partnership program, or find employment with Rwandan companies that do business with Japanese companies. See 3-1-3 (3) (A) and 3-2-2 (2) (C).

¹²⁷See 3-1-3(3) (A).

¹²⁸For example, with regard to the products and technologies of Japanese companies that are currently implementing or have already implemented the JICA private sector partnership program, there are expectations that Japan's comparative advantages will contribute to improving the effectiveness of assistance through the utilization of these technologies to support all sectors, including in Technical Cooperation Projects for related fields and the activities of the Japan Overseas Cooperation Volunteers, through the provision of development cooperation, including that of the private sector. Up to now, as part of the JICA private partnership program (made public from 2012 to 2019), a total of 15 business model formulation surveys for creating business models in Rwanda with Japanese businesses, and business verification surveys to demonstrate and formulate business activity plans (see 3-1-3 (3)(A)) were implemented.

¹²⁹See 3-2-2(1) (A).

Tanzania to the Port of Dar es Salaam. Moreover, Technical Cooperation Projects on customs and border control has focused on promoting learning and understanding among the five EAC countries¹³⁰ on this issue, which is expected to contribute to trade facilitation in the EAC region.¹³¹

As mentioned above, projects that contribute to regional development should be promoted.¹³²

(5) Recommendation 5: Proactive Consideration of Regional Circumstances such as EAC and the African Great Lakes Region, and Releasing Information on the Consideration

As noted in Recommendation 4, the Government of Rwanda is promoting policies that strengthen economic connectivity in the region. On the other hand, Rwanda has a complex historical relationship with its neighbors in terms of political relations.¹³³ From this viewpoint, it is necessary to consider not only the bilateral relationship but the regional perspectives when planning Japan's approach for assisting Rwanda.

In this context, Japan's Country Development Cooperation Policy for Rwanda states in the "purpose of development cooperation" that it is important to support Rwanda from the perspectives of the stabilization of the Great Lakes Region and "Consolidation of Peace." Also, when considering individual projects for Japan's ODA to Rwanda, political and diplomatic perspectives with regard to the situation in the EAC and the African Great Lakes region have been taken into account. Nevertheless, these considerations are not necessarily shown clearly.

These regional circumstances should be proactively taken into account when formulating ODA policies and individual projects, including Japan's Country Development Cooperation Policy for Rwanda, and should be disclosed to the public as widely as possible.¹³⁴

¹³⁰Kenya, Tanzania, Uganda, Rwanda and Burundi. South Sudan, which joined the EAC in April 2016, is not included as an assistance target this technical cooperation project.

¹³¹See 3-1-1(3)(B)(a), 3-1-3(2)(C), and 3-2-2(1)(A).

¹³²It is crucial to take note of the impact of the spread of infectious diseases when implementing assistance for ensuring economic connectivity in the region, including support for logistics.

¹³³The African Great Lakes region, which includes Rwanda, Uganda, Burundi, the eastern part of the Democratic Republic of the Congo, and northwestern Tanzania, has experienced massive migration due to conflicts both before and after independence, and since the 1990s this has had a significant political impact (Shinichi Takeuchi (2006), Conflict-Driven Migration and Human Security: From the Case of the African Great Lakes Region), The Scope of Human Security: Agendas in Africa, p. 151 - 192 IDE (Edited by Katsuya Mochizuki)). As a result of constant conflict and political change, there is an intricate intertwining in the potentially tense relationships, which arise from wartime experiences and personal relationships among leaders, between these countries.

¹³⁴Disclosing information on considerations for regional circumstances, and political and diplomatic perspectives, can also be connected to ensuring the possibility for ODA evaluations in terms of examining ex post diplomatic significance and spillover effects.

(6) Recommendation 6: Promotion of Information Disclosure with regard to Contributions to International Organizations and Grant Assistance for Grassroots Human Security Projects

Japan has been providing assistance for Burundian refugees in Rwanda through international organizations, and has responded to humanitarian needs as part of its contributions to international organizations, which is expected to contribute to the stability of Rwanda. In addition, basic needs at a grassroots level are being met through the development of educational facilities and water supply facilities via Grant Assistance for Grassroots Human Security Projects. On the other hand, data on project titles, executing agencies, amounts of money, and details about assistance for contributions to international organizations, and details of assistance regarding Grant Assistance for Grassroots Human Security Projects, have not been disclosed in an easy-to-understand format.

In order to better publicize Japan's ODA, it would be desirable to have a list with project titles, executing agencies, amounts of money, and details about assistance for contributions to international organizations, and details of assistance regarding Grant Assistance for Grassroots Human Security Projects disclosed on the websites of MOFA and the Embassy of Japan in the Republic of Rwanda.¹³⁵

Table 14 presents an idea of responsible and supporting organizations, response period, and importance of these recommendations.

Table 14 Recommendations for this Evaluation, and Their Responsible and Supporting Organizations, Response Period, and Importance

Recommendations	Responsible and supporting organization *1				Response Period *2	Importance *3
	Headquarters level		Field level			
	MOFA	JICA Headquarters	Embassy of Japan	JICA Office		
1. Continued facilitation of development to benefit the people in poverty	◎	○	◎	◎	Mid-term	◎
2. Supporting Rwanda to become a Knowledge Hub in the ICT Sector etc. in Africa	○	○	◎	◎	Mid-term	◎
3. Promoting collaboration with various actors including Japanese Companies	○	○	◎	◎	Short-term	○
4. Strengthening Assistance for Economic Connectivity across the EAC Region	○	○	◎	◎	Mid-term	○
5. Proactive Consideration of Regional Circumstances such as EAC and the African Great Lakes Region, and Releasing Information on the Consideration	◎	○	○	○	Mid-term	○

¹³⁵The Ministry of Foreign Affairs (MOFA) website does not provide a list of all of Japan's ODA, with data on project names, executing agencies, amounts of money, and details about assistance for contributions to international organizations, as well as details of assistance regarding grants for Grassroots Human Security Projects, not just for Rwanda. Depending on the country, there are places where a list with details of assistance, such as grant assistance for grassroots human security projects, is posted on the website of the Japanese Embassy in that country.

6. Promotion of Information Disclosure with regard to Contributions to International Organizations and Grant Assistance for Grassroots Human Security Projects	◎	○	◎	○	Short-term	○
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(Source) Produced by Evaluation Team. *1. Response and support organizations: ◎ Response organization, ○ Support organization, *2. Response period: Short-term: within 1-2 years, medium-term: 3-5 years, long-term: 5 years or more *3. Importance: ◎. High, ○. Medium

4-2 Lessons Learned

The following is a summary of the lessons learned from the processes and results of this evaluation, and the points that can be used as a reference for similar situations in the future, and for planning and implementing ODA policies in other countries.

(1) Lesson 1: Producing Synergy Effects through the Combination of Aid Modalities

In the transportation/trade facilitation (border control) sector, Japan is the only bilateral donor in Rwanda that has three aid modalities for assistance; grant assistance, technical cooperation, and ODA loans. The combination of these three aid modalities is producing synergy effects.¹³⁶

The ODA loans for Rwanda resumed in JFY 2016, which saw the implementation of two road improvement projects and one policy loan for nutrition improvement. The availability of ODA loans enables large-scale projects to be supported, and these loans can be provided in combination with grant aid and technical cooperation, which greatly expands¹³⁷ the range of approaches for challenges in Rwanda.

Such an approach can serve as a reference when considering assistance in other countries.

(2) Lesson 2: Using ODA as a Catalyst for Strengthening Relations between Japan and Partner Countries through Cooperation among Government (local governments), Industry (Japanese companies) and Academia (universities) in Sectors that are Conducive to Promoting ICT and Business Activities

Through the ABE Initiative, Rwandan people can study at Japanese universities and work in internships at Japanese companies, which serve as a contribution to the development of human resources in Rwanda. Furthermore, once they graduate they contribute to the overseas expansion of Japanese companies into Rwanda and the strengthening of economic relations between Japan and Rwanda.¹³⁸

In addition, Japanese universities, which accept international students through this initiative, together with Japanese local governments, have utilized graduates as facilitators for JICA Partnership Program so as to develop human resources in the ICT sector in

¹³⁶See 3-1-1(3) (B) (a).

¹³⁷See 3-1-3 (2) (C).

¹³⁸See 3-1-3 (3) (A) and 3-2-2(2) (C).

Rwanda. Moreover, there have been success stories of these same students being matched with the economic missions of Japanese local governments, and gaining employment with the Japanese companies.¹³⁹

Thus, ODA in collaboration and cooperation with Japanese companies, universities, and local governments can be expected to contribute to the development of human resources that utilize knowledge gained from these actors, as well as to the emergence of diplomatic impacts, such as business forays by Japanese companies into partner countries and the strengthening of economic relations between Japan and partner countries. This could serve as a reference case when considering support for other countries in areas where development effects such as the promotion of ICT, business, and entrepreneurship are expected to be generated through collaboration with the private sector, such as support for ICT and industrial human resource development.

¹³⁹See 3-1-3 (3) (A) and 3-2-2(2) (D).