

Republic of Rwanda

FY 2016 Ex-Post Evaluation of Technical Cooperation Project¹

“The Skills Training and Job Obtainment Support for Social Participation of the Ex-Combatants and Other People with Disabilities”

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0. Summary

The project was implemented aiming at promoting job obtainment and realization of social participation of persons with disabilities (hereinafter referred to as “PWDs”) through skills training of ex-combatants and other people with disabilities (hereinafter referred to as “ECOPD”) in Rwanda. At the time of the project planning and completion, human resources development, in particular, in the areas of technical, vocational and education was an important policy objective in Rwanda. Emphasis was also placed on support for socially vulnerable people including the ECOPD at the time of the project planning and completion. Nevertheless, the opportunities of skills training for PWDs were very much limited both at the time of project planning and the completion. There was a need for skills training to support production activities besides medical support to promote social reintegration of ex-combatants with disabilities. Therefore, the project is in line with the country’s policy and development needs both at the time of the planning and completion.

The objective of the project is also consistent with the Japan’s ODA policy which emphasizes the support of reintegration of combatants and consolidation of peace in conflict affected countries as priority issues. It is also consistent with the Japan’s assistance policy of Rwanda, which focuses on human resources development through skills training as one of development issues. Therefore, the relevance of the project is high. The project purpose of realization of job obtainment of trained graduates was largely attained. With respect to the overall goal, productive activities through job obtainment and social participation of the graduates by improving relationship with families and communities were confirmed. In addition, positive impacts were also observed such as expansion of access to skills training of PWDs, promotion of barrier-free facilities at the Skills Training Centers (hereinafter referred to as “STC²”), strengthening of the government policy for PWDs, human development for empowerment of PWDs, and enhancement of community resilience. Therefore, effectiveness and impact of the project are high.

Although the project period was as planned, the project cost exceeded the plan. The efficiency of the project is fair. In regard to the sustainability, the policy aiming for social inclusion of PWDs has been continuing at the time of the ex-post evaluation. No particular

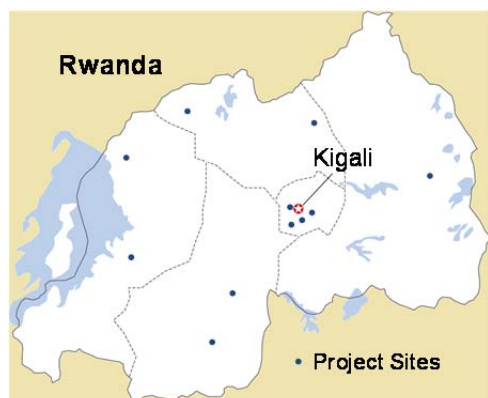
¹ In order to analyze the influence that the skills training for people with disabilities in Rwanda had on the peacebuilding of the country, this ex-post evaluation was carried out by referring to professional analysis from a Japanese researcher. Selection of the experts was done by the external evaluator, and agreed by JICA.

² 11 STCs which were involved in this project includes vocational training centers (VTC) under WDA, NGOs which conduct trainings, and training centers organized by PWDs themselves. STC is not a common way of saying in Rwanda but in this project STC was used as a generic term of the center that provided the skills training. In this way, STC was used as generic term in this report as well.

technical problems were observed in relevant organizations including the implementing agency, Rwanda Demobilization and Reintegration Commission (hereinafter, referred to as “RDRC”). On the other hand, in order to sustain the project effects, it is important to provide follow up support to the graduates and conduct follow-up survey. However, some issues remain in the organizational system and financial aspects. Therefore, the sustainability of the project effect is fair.

In light of the above, the project is evaluated to be satisfactory.

1. Project Description



Project Location



Bike Repair Cooperative by the Graduates of Skills Training

1.1 Background

In Rwanda, the reduction of bloated Rwanda Patriotic Army³ (RPA, renamed to the Rwandan Defence Force (RDF) since 2002) to the appropriate size due to the prolonged civil war, the 1994 Genocide and armed conflicts with neighboring countries, and the promotion of demobilization and reintegration of militia outflowed to the Democratic Republic of Congo were urgent issues in view from the political, economic and security aspects. The Government of Rwanda commenced Rwanda Demobilization and Reintegration Program (hereinafter referred to as “RDRP”⁴) since 1997. More than 60 thousand combatants have been targeted for demobilization by the time when the RDRP stage II (RDRP II) was ended in 2008. Among them there were many ex-combatants who sustained injuries that resulted into disabilities due to the battle. However, the support for them was limited to the medical and the provision of rehabilitation equipment. There were few institutions that were able to offer skills training to PWDs. Based on the request from the Government of Rwanda on the said issue, Japan International Cooperation Agency (JICA) has implemented the project, “The Skills Training for

³ Armed force of Rwandan Patriotic Front

⁴ RDRP is the program for demobilization and social reintegration for ex-combatants with financial assistance from the World Bank and other donors. RDRP is divided into stages for a certain period of time. Although RDRP I targeted mainly the combatants of national army (RDF), RDRP II which was started from 2001 as part of reduction of military expenses and national reconciliation, targeted not only combatants belonging to RDF but also ex-FAR, the former government army before 1994, and militia who were armed with outside Rwanda since 1994.

the Reintegration of Demobilized Soldiers with Disabilities” (December 2005 – December 2008) (hereinafter referred to as “previous project”) targeting demobilized combatants with disabilities. The previous project was aimed to promote reintegration of demobilized combatants with disabilities by providing skills training, trainings for relevant persons in the STCs, and making STCs barrier free. In total, 925 ex-combatants were received skills training. In 2009 after the completion of the previous project, the further skills training have been carried out for 100 ex-combatants with disabilities as a follow-up activity.

However, there were still many ex-combatants with disabilities who could not be covered by the above projects. In Rwanda, in addition to the ex-combatants, there were many citizens who sustained injuries that resulted into disabilities by the 1994 Genocide and other reasons. Those people could not receive enough support that led to socio-economic activities. Based on such circumstances and considering the previous project that has produced effective results, the Government of Rwanda requested the support to promote social participation by realizing job obtainment through training together with ex-combatant with disabilities and other people (non-combatants) with disabilities. Then, the project was to be carried out.

1.2 Project Outline

Overall Goal		The social participation of the ECOPD who participated in the skills training is promoted.
Project Purpose		The ECOPD who participate in the skills training obtain job.
Output(s)	Output 1	Environment to provide the skills training for the ECOPD is strengthened.
	Output 2	Skills training for the ECOPD is improved.
	Output 3	Support services to obtain job of the ECOPD are developed.
	Output 4	Partnership among organizations related to social participation of the ECOPD is strengthened.
Total Cost (Japanese Side)		228 million yen
Period of Cooperation		March, 2011 - March, 2014
Implementing Agency		Rwanda Demobilization and Reintegration Commission (RDRC) ⁵
Other Relevant Agencies / Organizations		<ul style="list-style-type: none"> • Ministry of Local Government (MINALOC) : Administered ministry of RDRC • Skills Training Center (STC) : 11 STCs which were implemented skills training in the project) • National Council of Persons with Disabilities (NCPD)⁶: Organizations established in 2011 under MINALOC, which

⁵ RDRC is the committee which was established in 1997 by the Rwandan government to implement RDRP. RDRC was initially time bounded committee to plan and implement RDRP, but it became a permanent government institution under MINALOC since 2015.

⁶ NCPD was involved in the project considering sustainability of the project output since RDRC was initially time bounded institution. NCPD’s major activities are described in “3.4 Sustainability”.

	<p>promote public awareness activities on disability</p> <ul style="list-style-type: none"> • Workforce Development Authority (WDA) : Institution to set regulation, develop curriculum and certify for vocational training center under WDA. In this project, WDA cooperated for selection of target centers and curriculum development. • National Union of Disabilities Organization Rwanda (NUDOR) : Private organization that oversees disabled institutions. In this project, the project exchanged views and opinion with NUDOR.
Supporting Agency/Organization in Japan	None
Related Projects	<p>【Technical Cooperation Type Project】</p> <ul style="list-style-type: none"> • The Skills Training for the Reintegration of Demobilized Soldiers with Disabilities (2005 – 2008) <p>【 Assistance Program through Multi-Donor Trust Fund administered by the World Bank】</p> <ul style="list-style-type: none"> • RDRP I (September 1997 – December 2001) • RDRP II (January 2002 – December 2008) • RDRP III (January 2009 – December 2017)

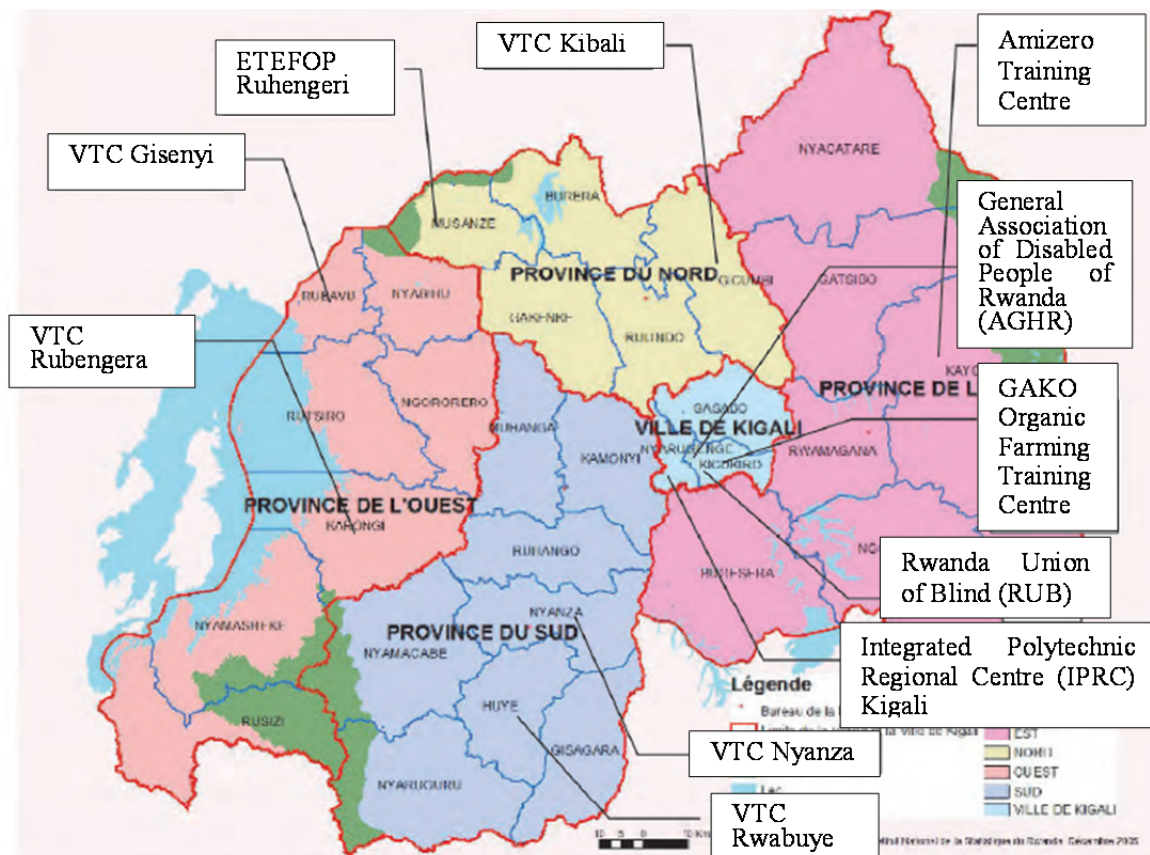


Figure1 Location of 11 Target STCs

Source: Terminal Evaluation

1.3 Outline of the Terminal Evaluation

1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

According to the follow-up survey for the trained ECOPD in the fiscal years (FY) 2011 and 2012 at the time of the terminal evaluation, 65.7% of trained ECOPD answered that they have generated the income during six months after the completion of training course. It was anticipated that the project purpose would be achieved since the percentage was nearly reached to the target value of 70%.

1.3.2 Achievement Status of Overall Goal at the Terminal Evaluation (Including other impacts)

It was judged that the overall goal was expected to be achieved since the indicators in regard to the social participation of trainees were almost achieved and it was considered that they could live more self-reliant than before due to the skills acquired by the training. However, it was also pointed out that the continuous support at the appropriate level was necessary. In addition, it was raised that further improvement of the perception of PWDs was also necessary through educational activities to the society.

1.3.3 Recommendations from the Terminal Evaluation

Table 1 shows a summary of recommendation at the terminal evaluation, and the status of implementation of recommendations at the time of the ex-post evaluation.

Table 1 Recommendations at the time of Terminal Evaluation and Status of Implementation at the time of Ex-Post evaluation

Recommendations	Status of Implementation (At the time of the ex-post evaluation)
1. Tasks to be completed by the end of the project	
(1) Formulation of the exit strategies by each relevant organizations in which the roles and responsibilities are clarified	Except RDRC, the implementing agency, NCPD and WDA did not formulate concrete exit strategies.
(2) Development a practical manual and guideline	The project developed a “Manual” which includes project experience and lessons learned. The Manual was distributed to the members of Joint Coordination Committee and major relevant organizations.
(3) Proposals are made on the way of support job obtainment at each level of relevant organizations	Concrete proposal was not made.
(4) Dissemination of the contents and their achievement of project	Press conference, live talk show at radio or TV which were proposed at the Joint Coordination Committee, was not realized.
2. Tasks to be undertaken after the project completion	
(1) Execution of exit strategies by each relevant organization	RDRC has continued conducting trainings for ex-combatants with disabilities in accordance with

	<p>implementation of RDRP III. In addition, RDRC has sustained their support to ex-combatants with disabilities by establishing the Integrated Rehabilitation and Production Workshop Development (IRPWD)⁷ for ex-combatants with severe disabilities.</p> <p>As in the above 1, organizations other than RDRC did not formulate the explicit exit strategies. At the time of the ex-post evaluation, NCPD has been conducting the skills trainings for PWDs as one of implementing agencies of National Employment Program (NEP)⁸ with cooperation of WDA. However, this was not planned as the exit strategy of NCPD.</p>
(2) Conduct strong awareness raising activities on social participation of PWDs. NCPD should play a central role for this.	The registration system of PWDs has been under way by NCPD. At the time of the ex-post evaluation, the registration was conducted mainly in Kigali, capital city on a trial basis. As stated above, NCPD also supported PWDs through NEP.
(3) Continuous support for job obtainment and business skills by relevant organizations to trained ECOPD	Continuous support for the trained ECOPD of the project has not been implemented.
(4) A standard tracer survey system of WDA is utilized for the follow-up survey of trainees	It has not been utilized.

2. Outline of the Evaluation Study

2.1 External Evaluator

Keiko Watanabe, Mitsubishi UFJ Research & Consulting Co., Ltd.

2.2 Duration of Evaluation Study

This ex-post evaluation study was conducted with the following schedule

Duration of the Study: August, 2016 – February, 2018

Duration of the Field Study: November 12 - 29, 2016, February 5-14, 2017

3. Results of the Evaluation (Overall Rating: B⁹)

3.1 Relevance (Rating: ③¹⁰)

3.1.1 Consistency with the Development Plan of Rwanda

⁷ Regarding IRPWD, see 3.2.2.2 “Other Positive and Negative Impacts” for the detail.

⁸ While employment promotion is one of the priority areas in EDPRS 2, NEP is the program to create 200,000 off farm jobs per year for youth. NEP is administered by Ministry of Public Service and Labor and the implementation is done by Ministry of Gender and Family Promotion, Ministry of Trade and Industry, Ministry of Education, NCPD, etc. At the initial stage, the Government of Sweden granted 13.5 million US dollars (about 1.4 billion yen) as a three-year program (2014 -2017). Thereafter, other donors such as France, Germany and African Development Bank have provided support to the program. It is expected that the support will be continued until 2018 when EDPRS 2 ends.

⁹ A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

¹⁰ ③: High, ②: Fair, ①: Low

In the long-term national development plan of Rwanda (Vision 2020) at the time of planning and completion of the project, technical vocational education is addressed among human resources development. At the time of planning, Economic Development Poverty Reduction Strategy (EDPRS) ¹¹ (2008-2012) stipulates the importance of support for ECOPD under the social security pillar. In the area of disability, the Government of Rwanda enacted a law on ex-combatants with disabilities¹² in 2007, in which provision of allowance, housing and medical services depending on the degree of disability for ex-combatants with disabilities are specified. In the same year, the law relating to the protection of PWDs was established. In December 2018, Rwanda has ratified the United Nations Convention on the Rights of the Disabled.

At the time of the project completion, EDPRS 2 (2013-2018) still stipulates strengthening of technical education and vocational training (TEVT). “Disability and Social Inclusion” ¹³ is raised as crosscutting issue for development aiming to integrate PWDs into society.

Therefore, the project is well consistent with the Rwandan development policy.

3.1.2 Consistency with the Development Needs of Rwanda

In the previous project, the trainings have been given to the 923 ex-combatants with disabilities, however, there were more than 2,000 ex-combatants who were not covered by the previous project. Therefore, there were still high needs of training for such remaining ex-combatants. In addition, support for skills training and training institutions for other PWDs besides ex-combatants were very much limited in Rwanda. Accordingly, the Rwandan government had high needs to conduct skills trainings not applying only to ex-combatants with disabilities but to PWDs in general, and to realize their job obtainment.

At the time of the completion of the project, the demobilization and social reintegration has been progressing through RDRP III and there were still ex-combatants with disabilities. In addition, the access to skills training for PWDs remained as limited. In this regard, the needs for skills training were still high at the time of the completion of the project.

Therefore, the project is in line with the development needs of Rwanda both at the time of planning and completion of the project.

3.1.3 Consistency with Japan’s ODA Policy

Japan’s ODA Charter (2003) stipulates the importance of social reintegration of ex-combatants in the post conflict country under “peace building”, one of the priority issues. The fourth Tokyo International Conference on Africa Development (TICAD IV) (2008) led by the Japanese government expressed her intent to promote consolidation of peace in Africa region through conflict prevention and humanitarian and reconstruction assistance. Furthermore,

¹¹ EDPRS is five year national plan.

¹² Law Number 02/2007 of 20 January 2007.

¹³ Idea of incorporating and supporting PWDs as a member of society rather than isolating or excluding

in the annual economic cooperation dialogue between Rwanda and Japan, “human resource development” was raised as one of priority issues and science and technological education and training was put as development issue. Skills training for socially vulnerable people including PWDs was positioned to support the said development issue.

Thus, the project purpose was in line with the Japan’s assistance policy.

This project was highly relevant to the country’s development plan and development needs, as well as Japan’s ODA policy. Therefore, its relevance is high.

3.2 Effectiveness and Impact¹⁴ (Rating: ③)

3.2.1 Effectiveness

3.2.1.1 Achievement of Project Purpose

The project improved environment (Figure 2) where PWDs can receive trainings from the viewpoints of facilities of STCs and human resources by promoting understanding and capacity of relevant persons who conduct skills training (Output 1). Then, after the project conducted skills training in 11 STCs nationwide for about half a year (depending on the courses) (Output 2), the project facilitated job obtainment through several measures including distribution of starter kits¹⁵ after the training¹⁶ (Output 3). Moreover, the project enhanced partnership with the relevant organizations which were aiming to social participation of PWDs (Output 4). Each output has largely been achieved (see Attachment 1 for the achievement of indicators of each output). As shown in Table 2, the indicator of project purpose has been achieved. It is judged that the project achieved its purpose, “the ECOPD who participate in the skills training obtain job”. The relation between each output and project purpose is described in Figure 2.

Table 2 Achievement of Project Purpose

Project Purpose	Indicator	Actual
“The ECOPD who participate in the skills training obtain job.”	70% of the trained ECOPD who generate income with the skills acquired by the training during six months after the graduation	<p><u>Achieved</u></p> <ul style="list-style-type: none"> • According to the follow-up survey for the 1,246 graduates of FY 2011 and FY 2012 out of three training sessions from FY 2011 to FY 2013, 91% (818 out of 900 respondents) answered that “they were generating income using the skills acquired by the training”. • It was confirmed that at the time of the

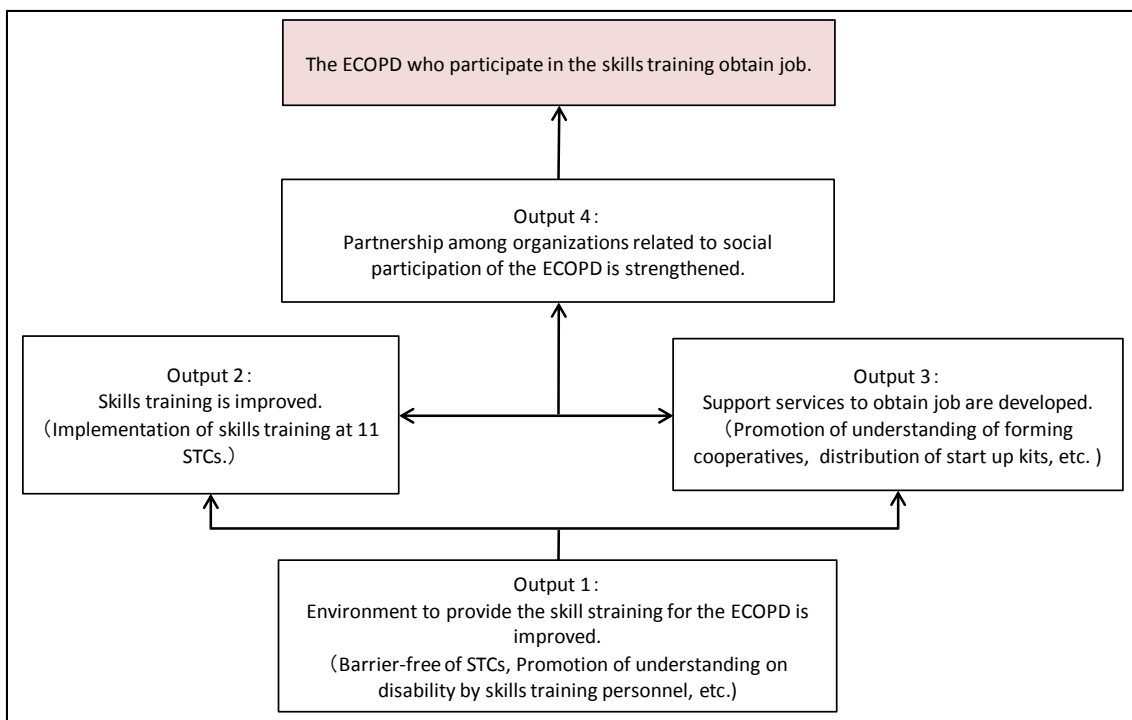
¹⁴ Effectiveness is to be evaluated together with Impact.

¹⁵ Starter kits are consumable tools distributed during or after the trainings to individuals or cooperative in order for the graduates to start working. For example, the sewing machine was provided for the tailoring course and farm equipment was provided for agriculture course. The simple tools were provided to individuals and expensive equipment were provided to cooperatives.

¹⁶ In this project, as support for job obtainment, lectures on formulation of cooperatives, distribution of starter kits which are necessary to start business, provision of employment information, and awareness raising activities on understanding of PWDs were conducted.

		completion of the project, 92% of graduates (1,414 out of 1,545 graduates) formulated cooperatives or joined the existing cooperatives ¹⁷ . As a result, they belonged to cooperatives which amounted to 473 in total.
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Source: Terminal evaluation report and results from the interview to STCs at the time of the ex-post evaluation



Source: Illustrated by the ex-post evaluator

Figure 2: Relationship between Outputs and Project Purpose

Three main factors that contributed to achieving the project purpose are analyzed as below.

(1) Preparing for the training environment

As the preparation for the training environment, the project established the selection criteria and screening methods for trainees and STCs, and improved STCs with barrier free and upgrading human resources.

In regard to the barrier free, the project improved facilities for PWDs such as by installing toilets for PWDs and improving access to the classroom with slopes in the 10 target training centers (except IPRC). In designing, the project aimed at the level that STCs could carry them out by themselves in the future by avoiding detailed regulation and high technology and

¹⁷ Since it is generally difficult for ECOPD to be hired by the company, the project helped productive activities by promoting to formulation of cooperative as a means of income generation (a certain number of people gather and carry out joint business through their own investment) and distributing starter kits at minimum necessary level to start business. By formulating a cooperative, there is an advantage that effective and efficient productive activities can be performed since mutual help systems can be realized.

materials.

Regarding the human resources aspect, the project conducted consultation dialogues and workshops on the points to be considered in the training contents and teaching methodologies and attitude to accept PWDs to the STC directors and trainers. According to the hearing to the trainers who participated in the project in each STC when visiting all target STCs at the time of the ex-post evaluation, such prior consultation and workshops were found to be very useful. The trainers of STCs pointed out that they have learned the practical methodologies on how to handle wheelchairs and how to contact mentally disabled persons. In addition, there were answers that they began to have recognition that training of PWDs and their employment was not impossible.

Accordingly, making the facilities barrier free, which were the obstacles for trainees to learn, and promoting understanding on PWDs to STC related persons have contributed to the effective and smooth implementation of the trainings, by which reinforced achievement of the project purpose.

(2) Implementation of skills training

Training was conducted three times over three years in the project. In total, 1,545 people have received skills training (see Attachment 2 and Attachment 3), which was exceeded the target value of 1,400 people. Among them, ex-combatants with disabilities were 648 (296 for categorized and 352 for non-categorized)¹⁸ and other PWDs were 898. In selection of trainees for this project, ex-combatants who have categorized as PWDs by RDRC were given priority to a certain degree. However, eventually it was screened by the ability of written examination. It is not an exaggeration to say that the training by this project was the first opportunity to receive skills training for the other PWDs. However, according to the interview to the implementing agency and each STC, the reason why the number of other PWDs was exceeded was considered that their number of applicants was very large. While the opportunities for skills training for PWDs were very limited, it came out that the demand for training from the other PWDs was high.





In regard to the contents of the training, improvement of the training method was seen as a result of the workshops for trainers of STCs as stated above. The questionnaire results to the STCs at the ex-post evaluation revealed that six out of eight STCs replied centers have improved the trainings. For example, one of centers prepared for the rowing training equipment instead of stepping which can be used for the persons who have disability in legs. In addition, since there were many whose education levels were low, the centers reviewed contents and methodologies of trainings such as by delaying the training speed slower than usual, providing

¹⁸ RDRC organizes a team with doctors and judges disabilities for ex-combatants who claim to have disabilities. According to the judgement, "Categorized" and "Non-categorized" were distinguished. The classification is done from Category 1 (severe) to Category 4 (mild) among "Categorized" ex-combatants. Not only people with physically disabilities but also people with mental disorders are included in the categorization.

supplemental classes, arranging sign language interpreters. As a result of such efforts, the result of satisfaction survey on the trainings conducted during the project was reached to 95.3% (798 people out of 837 valid responses answered as satisfied to the question posed to all 1,246 graduates in FY 2011 and FY 2012) and achieved the target of Output 2 indicator (95%).

(3) Distribution of starter kits

It can be thought from the interview results of RDRC, NCPD, STC and the graduates at the time of the ex-post evaluation that the distribution of starter kits played an important role for job obtainment considering the fact that almost all answered that the provision of starter kits became the major factor to realize job obtainment. For example, if the person has been trained in construction or electric trade and provided tools as starter kits, even if he did not join in the cooperative, it is easier to be hired at a construction site and so on than a person who does not have tools. In the case of tailoring, an example was seen that led to the improvement of sales by forming the cooperatives since advanced equipment such as zigzag machines and knitting machines that individuals could not buy were provided to the cooperative. It is thought that the starter kits are not an absolute requirement for job obtainment but are necessary for PWDs to supplement situation where PWDs are basically less competitive than ordinary persons in job obtainment and social recognition of employment of PWDs is also low.

	
<p>Nyanza VTC which made the access to the classroom barrier free by slopes</p>	<p>Rwabuye VTC which improved the access to the classroom barrier free by slopes</p>
	
<p>Zigzag machine for sewing cooperative</p>	<p>Tools distributed to individuals</p>

3.2.2 Impact

Overall goal of the project is that “the social participation of the ECOPD who participated in the skills training is promoted”. Although the project purpose was achieved as described above, in order to reach the overall goal, social participation by working has to be continued. In addition, the relationship with family and community is to be improved and some other social activity is to be continued as raised in one of the indicators of overall goal. Since both the implementing agency and 11 target STCs which conducted skills training had not conducted follow-up surveys for the graduates, it was not possible to confirm the results against the numerical targets in the indicator (2), (3) and (4). Therefore, the indicator (3), the situation of cooperatives which were formed as a means of “participation of social activities” was confirmed through the beneficiary survey in the ex-post evaluation. In the beneficiary survey, 244 cooperatives judged to be traced were sampled among 473 which were formed after the three trainings by the project. Then, 162 cooperatives which were actually able to be contacted were surveyed in terms of situation of cooperatives, utilization of the starter kits and other things¹⁹. The interview survey was also conducted to the trainers of targeted STCs. In addition, the interview was conducted also to the graduates, referred from each STC, who were trained by the project and only those with contact (20 in total) on employment status and social participation other than employment. Furthermore, the results on the employment and income situation of the impact assessment of this project conducted by JICA²⁰ around the same time as the ex-post evaluation was referred for the comprehensive judgement.

In regard to the indicator (1), although it is the indicator to assess the impact, it is not the indicator to directly measure the overall goal (social participation of skills training participants by the project). Therefore, it is described in detail in 3.2.2.2 “Other positive and negative impact (Expansion of access to skills training for PWDs)”.

¹⁹ Basically, the local consultants who were hired by the ex-post evaluator visited presidents (or vice presidents or a member) of 162 cooperatives nationwide in Rwanda with whom they could contact and conduct interview in accordance with questionnaire. 147 out of 162 persons were PWDs (both PWDs and non-PWDs are members in one cooperative) and 67 out of 162 persons were ex-combatants. 127 respondents were male and 35 respondents were female.

²⁰ Impact assessment was conducted from 2016 to 2017. In the assessment, the follow-up survey was conducted for participants and non-participants of the skills training by the project in the 7 STCs which met certain conditions. Data were collected by the follow-up survey from 816 persons (participants 395, non-participants 421) out of 2,339 persons whose records were available.

3.2.2.1 Achievement of Overall Goal

Table 3 Achievement of Overall Goal

Overall Goal	Indicator	Actual
“The social participation of the ECOPD who participated in the skills training is promoted.”	(1) Training for ECOPD is started in Rwanda after the termination of the project	As described above, details was described in 3.2.2.2 “Other positive and negative impact (Expansion of access to skills training for PWDs)”
	(2) 70% of the trained ECOPD by the project who feel the relationship with family, neighbors, friends and social groups in communities has improved.	<u>Almost Achieved.</u> <ul style="list-style-type: none"> • All 20 graduates who were interviewed at the time of the ex-post evaluation responded that the relationship with family and community has improved. They answered that “because of disability, they were not allowed to go out and treated as disturbance before. But after the training, they were recognized by the surrounding people by showing that they could do something by themselves and proving that even PWDs could earn income.” This led to the improvement of the relationship with the family and community. • Almost all of the graduates interviewed have responded that the relationship with the community was built by actually receiving orders such as clothes and motorcycle repair from the community.
	(3) 70% of the trained ECOPD by the project who increase the participation in community and social activities.	<u>Almost Achieved.</u> <ul style="list-style-type: none"> • According to the beneficiary survey, 50 cooperatives (31%) were currently active out of 162. 32 cooperatives (29%) out of 112 dissolved cooperatives responded that their members were implementing income generating activities utilizing remained starter kits. In this regard, it was found that about 50% of 162 cooperatives surveyed have continued some working activities either as a form of cooperative or individually with utilizing starter kits. Furthermore, although the proportion is unknown, even without forming cooperatives, the cases were confirmed that income activities were conducted by individuals using starter kits depending on the trades. • It was confirmed from the interview to the STCs that there were some graduates who engaged in the short-term work (making jumpers for school, manufacturing indoor fittings, etc.) ordered from the STCs where they have received the skills training.

		<ul style="list-style-type: none"> • Some people gained confidence through training and became representatives for PWDs at the local administration level. • According to the 6 STCs which responded to the questionnaire survey, it was pointed out that the graduates may have not continued to use the trained skills but “the PWDs who have not done anything became able to take care of themselves and began to talk with community. Even that alone is the participation in the society for them.” Accordingly, the changes could be seen before and after the training.
	(4) 70% of the trained ECOPD by the project feel that the qualities of their life (economic, social and psychological aspects (income, recovery of confidence/self-respect, etc.) have improved.	<p><u>Almost Achieved.</u></p> <ul style="list-style-type: none"> • According to the follow-up surveys by the project which were conducted six months after the training for the graduates in the FY 2011 and FY 2012, 94.9% (854 out of 900 respondents) answered their quality of lives have been improved. • In the interview with the implementing agency and STCs, all respondents said that there was a certain change in consciousness of ECOPD before and after the project. For example, there were answers that fewer people have shut themselves off from society or gone begging like before. • The economic confidence by earning income is not only realized from the improvement of their skills but also the provision of starter kits is considered to be one of the factors.

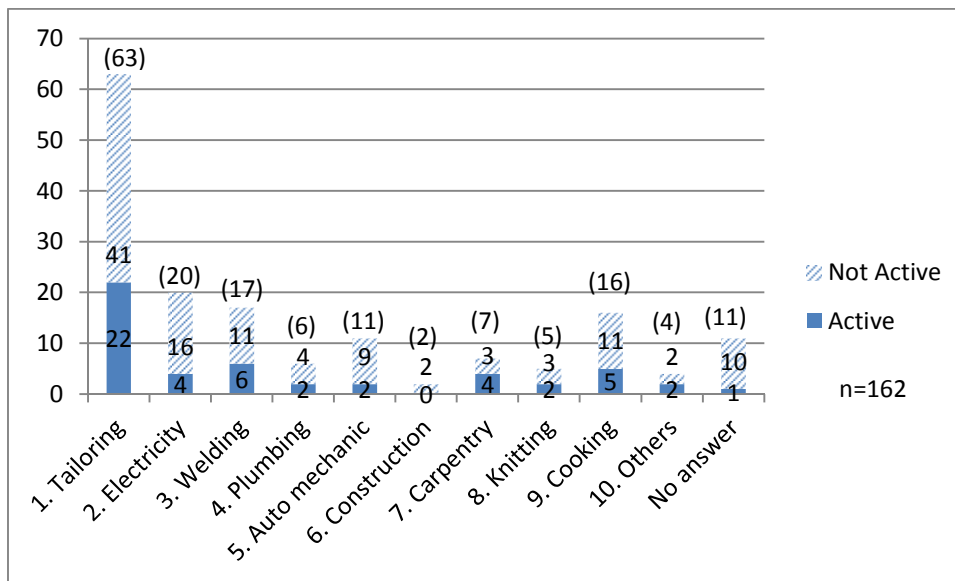
Source: Interview results from the implementing agency, STCs and graduates at the time of the ex-post evaluation, Information provided by JICA

Below, the situation of social participation through 1) job obtainment, and 2) other forms was confirmed at the time of the ex-post evaluation for the indicator (3).

1) Social participation through job obtainment

As stated above in the indicator (3), according to the beneficiary survey to the cooperatives at the time of the ex-post evaluation, only 50 cooperatives (31%) remained currently active out of 162 cooperatives which had a contact. Remaining 112 cooperatives were dissolved. As seen in Figure 3, the tailoring cooperative was the most commonly established by trade. Over 30% of cooperatives were still active in most of the trades, however, the proportion was less than 20% in the trades of construction, electricity, and auto mechanic. As for the trades of construction and electricity, the characteristics that the job is easily found at the individual level as described above is also considered to be a low survival factor. However, it cannot be concluded because the number of samples per trade is small. The interview to the Rwanda

Cooperative Agency (RCA) which oversees the cooperative in Rwanda revealed that the survival rate of 30% was not particularly bad. Although RCA does not keep accurate statistics as a ground for this, it is said that about 20% of small and medium enterprises in Rwanda remained active after establishment. The cooperative is regarded as a part of small and medium enterprise. From this figure, when looking at the situation of the established cooperatives by the project from the view of whole Rwanda, it was confirmed that the value of around 30% was not a bad value at all.



Source: Beneficiary survey

Figure 3 Situation of Cooperatives at the time of the Ex-post Evaluation (by Trade)

In addition, according to the results of the beneficiary survey to the cooperatives, the most frequent reason of dissolution of the cooperatives was the stolen or sold of starter kits (26%)²¹ as in Table 4. Other reasons include internal problem due to lack of experience on management (19%), and physically move to other areas or abroad seeking better employment opportunities (14%). On the other hand, according to the interview to RCA, the reason why the cooperatives do not continue was raised that the business know-how such as cooperative management, market development and financing arrangement was lacking, and the mechanism to support such know-how was still weak in Rwanda.

²¹ The breakdown of stolen and sold starter kits could not be grasped due to summarizing the question as one. Even if the dissolved cooperative sold starter kits, there is a possibility that the money may be used as funds for starting other trades. Therefore, the possibility of continuing income generating activities cannot be denied.

Table 4 Reasons of Dissolution of Cooperative

	Reasons of dissolution	Respondent	%
1	Starter kit stolen/sold by cooperative members or someone else	29	26
2	Poor internal organization of cooperatives (Lack of Internal Management)	21	19
3	Cooperative members went in different places/abroad	16	14
4	Insufficient financial capacity to rent the workshop and buy raw materials	13	11
5	Long distance covered by cooperative members to the cooperative location made impossible to come to work	12	11
6	Cooperative members chose to work individually	11	10
7	Starter kits were broken / Lack of spare parts	8	7
8	Lack of expected financial and technical assistance from JICA after the project	2	2
	Total	112	100

Source: Beneficiary survey

Through the interview survey to the trainers and directors of 11 target STCs and 20 graduates, as an example of working without joining in the cooperative, the trades such as electricity and construction were cited. In the cases of such trades, it is easier to be hired at the construction sites as an individual if he or she has skills and tools rather than formulating a cooperative. In this way, it was confirmed that the person who possesses the starter kits has much more opportunity for employment than those who do not have. In addition, according to the interview with the STC trainers and graduates at the time of the ex-post evaluation, some people are doing income activities with trades different from skills training, depending on the market in the area where the cooperative was founded.

The interview with the STC directors and graduates also revealed that the graduates could receive a formal certificate from WDA after the training by the project. By acquiring the certificate, the access to finance and job obtainment has been improved. In particular, for the ex-combatants who received skills training on electricity, carpentry, construction and others and possessed a certificate from WDA became advantageous to participate in the United Nations peacekeeping operations (PKO)²². Accordingly, the project contributed to some extent in expanding employment opportunities for PWDs. In the beneficiary survey, the continuity of employment rate through cooperative which was formed after completion of the skills training was 31%. It was confirmed that the figure is not low due to the presence of PWDs. Rather, it was average in consideration of the general survival situation of cooperatives in Rwanda. In addition, although it is not shown in the beneficiary survey, it was confirmed through the interview survey with the STC trainers and graduates that there was a certain number of people who worked on the individual basis, who worked in a new cooperative on the different trade

²² Rwanda has dispatched PKO troops to the neighboring countries such as South Sudan and Mali. Because of its high salary, it is a popular job for ex-combatants who can conduct certain activities even with disabilities.

from the initially formulated, and who worked abroad. It was found that the graduates were participating in society through job obtainment more than the proportion of cooperatives currently in active.

According to the impact assessment of the project separately implemented by JICA, it was confirmed that the employment rate of the graduates of skills training was 24-34 percentage points higher, while the employment rate of the non-trained persons was about 10%. In addition, according to the impact assessment, average monthly income level of non-trained persons was 4,500 RWF (about US\$ 5.5, about 600 yen) , while that of graduates of skills training was about 14,000 – 18,000 RWF (about US\$ 17 – 22, about 1,800 – 2,400 yen), more than three times higher. Thus, the economic improvement for the graduates of skills training was confirmed.

Therefore, it can be said that the project had an impact on social participation and economic self-reliance through job obtainment to a certain extent.



2) Social participation through other than job obtainment

According to the interview with the STC trainers and 20 graduates, it was found that some graduates actively engaged in social activities by gaining confidence through skills training. For example, one of the graduates (ex-combatant and president of welding cooperative) has selected as a chairman of youth disabled groups at the sector level (administrative level below the district), and another one could speak out the opinion as a representative of PWDs at the district meeting. The PWDs who participated in the training have acquired skills that can lead to the job obtainment at the same time have gained confidence by the project. In the harsh social environment surrounding PWDs (refusal, isolation, neglect, etc. from family and the society), the consciousness of society and community will not change unless PWDs themselves demonstrate that they can do something. Therefore, it was the meaningful project that could support the first step for it. Furthermore, as shown in the indicator (3), PWDs who were isolated from the society almost without doing anything before the training changed to go out and talk with people other than their families even they are not engaged in production activities. That became their first step for social participation. Moreover, it was confirmed by the STC trainers and graduates that they became friends through trainings and many of them have kept in touch with each other even at the time of the ex-post evaluation. Many PWDs have been isolated in society with limited social networks other than their families in the past. However, they have currently expanded connection with society and people through the new environment where enable for them to consult on health and daily life besides job obtainment such as current situation and cooperative management with former classmates and STC trainers by telephone or SNS. Accordingly, it can be considered that the project contributed to build social safety net besides job obtainment.

The overall goal of the project was “the social participation of the ECOPD who

participated in the skills training is promoted”. Regarding to the social participation through job obtainment, the survival rate of cooperatives which were formed after the skills training was about 31% of the surveyed cooperatives in the beneficiary survey. However, even if the cooperatives were dissolved, 29% of the cases were confirmed that individuals were working by other means. The whole picture could not be presented because there were other cooperatives that could not be traced, but among the survey cooperatives about 60% against target 70% have been engaging in jobs in some ways to realize social participation. Therefore, it is judged that the overall goal was largely achieved. In addition, although the whole picture also could not be presented for the social participation other than job obtainment, as shown in Table 3, according to the interview with the implementing agency, the trainers of each STC and the graduates, it was confirmed that the relationship with the families, neighbors, friends and other community groups was improved for almost all graduates and their quality of lives have been upgraded.

The project has largely achieved overall goal.

	
<p>General Store Managed by the Graduates from RUB (for blind person) (at the time of the Ex-post Evaluation)</p>	<p>Director of ETEFOP and Tailoring Shop by the ETEFOP Graduates (At the time of the Ex-post Evaluation)</p>

3.2.2.2 Other Positive and Negative Impact

(1) Expansion of the Access to the Skills Training for PWDs

1) Achievement of skills trainings to PWDs by RDRC

RDRC has conducted skills training for 580 ex-combatants in total for three years from 2014 to 2016 after the completion of the project shown in Table 5. Among them, about 20 people were ex-combatants with disabilities and it was confirmed that RDRC has continued trainings for PWDs. The trainings were financed from the budget allocated especially for economically and socially vulnerable ex-combatants in RDPP III (2009-2017) and assistance from Kigali city. Amizero Training Center (ATC) and Rwanda Union of Blind (RUB) which were among the target STCs of the project were utilized for the implementation of the training. The method of this project is adopted in the current training such as the duration of 6 months and distribution of starter kits after the training. Thus, the impact of the project can be seen.

Table 5 Achievement of Skills trainings by RDRC (Number of trainees)

Financial Sources	2014	2015	2016	Total
RDRP III (especially vulnerable ex-combatants)	311	76	67	454
Kigali City Council	30	96	0	126
Total (number of trainees)	341	172	67	580

Source: Interview results from the implementing agency

2) Skills training for severely disabled people by RDRC

RDRC was inspired by the inspection of institutions for disabilities during the training in Japan organized by the project and recognized the importance of arranging a place where productive activities can be conducted for person with severe disabilities as well as providing medical support. Then, RDRC established the IRPWD utilizing the knowledge gained so far. There were 10 IRPWD in nationwide at the time of the ex-post evaluation. IRPWD is the facility with residential building and a workshop where skills training and daily activities can be conducted for persons with severe disabilities, and which is installed near the hospital. The fund for establishing IRPWD was assisted by the World Bank and the operation is conducted by RDRC.

3) Skills training for PWDs by NCPD

NCPD has been assisting implementation of skills training for 1,381 PWDs through NEP in total for three years from 2014 as shown in Table 6. The trainings were carried out mainly at the STCs which were supported by the project since it was easy to utilize from the viewpoint of facility and human resources. The duration of the training assisted by NEP is three months and starter kits are distributed after the training. According to the interview to NCPD, it was pointed out that the reason why NCPD could provide skills training to PWDs by the NEP assistance was that NCPD has been involved in the project, built networks with organizations involved in the skills training such as WDA and STCs, and utilized the manual that compiled methods, lessons and experience from the project. Since originally NCPD did not have the function to conduct skills training, NCPD would have not acquired know-how of training without the project. Therefore, the fact that NCPD has supported skills training as an executing agency of NEP is considered to be one of the impacts of the project.

Table 6 Achievement of Skills Training for Disabled by NCPD through NEP

Year	2014	2015	2016	Total (no. of trainees)
No. of trainees	763	118	500	1,381

Source: Interview results from NCPD

	
<p>Sign for Tailor Shop inside of IRPWD (At the time of the Ex-post Evaluation)</p>	<p>Skills training implemented by NEP at the time of the Ex-post Evaluation (IPRC Center)</p>

(2) Promotion of Barrier-Free

Although it is not an impact only from this project in regard to the barrier-free because the idea has been initially introduced from the previous project, it can be said that the project became the driving force to promote barrier-free in Rwanda. During the time of the project implementation the Rwandan government was also promoting barrier-free. Thus, the various seminars by the project on barrier-free raised the awareness of the government. According to the interview to Rwanda Housing Authority (RHA), it was raised that although there was a law on barrier-free in Rwanda, they were seeking the way to put into actual implementation and the project presented a concrete method of implementation. The project developed a guideline and leaflets, held seminars for officials of RHA, RDRC, NCPD, Ministry of Infrastructure, and persons in charge of public works in the district offices²³, conducted tours to barrier-free facilities during the training in Japan, and proposed utilization of PWDs for barrier-free. RHA was involved in the development of guideline and leaflets. RHA even developed a video related to barrier-free and conducted a joint seminar that gathered people involved in construction of public buildings.

According to the implementing agency, a monitoring team has been established at the district office to conduct assessment as to whether the public facilities are barrier-free. In the interview to the social affairs officer of district office, it was revealed that introduction of the barrier-free facilities to STCs by both previous and this project raised the awareness of the government officials, which led to the formation of the monitoring team. Therefore, it can be said that the project contributed to the promotion of barrier-free in Rwanda²⁴.

(3) Strengthening assistance policy for PWDs

WDA recognized the necessity of skills training for PWDs by being involved in the

²³ Administration division of Rwanda consists of five provinces and 30 districts. The administrative division under district is "sector", "cell", and "village" in the order.

²⁴ It was confirmed by inspection at the time of ex-post evaluation that STCs where have partly introduced barrier-free facilities in the previous project such as STCs of Nyanza, Rwabuye, Rubengera, Amizero, and GAKO have further promoted barrier-free facilities such as by constructing slopes in the centers from their own budget.

training for PWDs by the project. At the time of the ex-post evaluation, WDA has been developing a curriculum for PWDs which was scheduled to be operated in 2018.

Although it was the social affairs officer of the district office that took in charge of disability issues at the district level, since 2014 the “disability mainstreaming officer (DMO)” specialized in disability issues was additionally placed in each district office. This placement can be considered as a sign that the government emphasized the serious support for PWDs since the placement of additional officer in each district office is also involved in finance. According to the interview with NCPD that made this request, these changes were the influence from the project and the fact that the MINALOC and Ministry of Finance have approved the new post for regular staff was from the deep recognition about the project impact among governments. Therefore, it can be said that the project has contributed to a certain degree in strengthening the policy to support PWDs.

(4) Human resources development on empowerment of PWDs

Three local staff members (PWDs) who have been employed by the project established an organization called “RECOPDO” in order to continue the project activities at the level of civil society. RECOPDO has been officially accredited as a civil society organization (CSO) and become one of the nine members of NUDOR²⁵. RECOPDO is actively implementing advocacy for self-reliance of PWDs and participating in the official meetings in cooperation with NCPD. In order to become a member of NUDOR, the certain degree of recognition in terms of management capacity, achievement and financial status is necessary. Therefore, it can be considered as one of the project impact that the local staff members of the project have been fostered as core human resources to support PWDs in Rwanda.

(5) Impact from the viewpoint of peacebuilding (Enhancement of resilience of community)

The project promoted the understanding between ex-combatants and other PWDs (general public), and among different origins of ex-combatants by conducting skills training together. The project contributed to building relationship among communities such as by seeing the example that different groups of people established a cooperative together after the training. The strengthening the cooperative relationship with community by promoting understanding where their relations were scarce have fostered a sense of unity as a community. It is considered that it has also led to an enhancement of resilience of the community which will not be influenced by various issues such as change in the security situation. The example was confirmed through the interview with the graduates that after returning the community, the graduates invited the un-trained PWDs as members of cooperative and helped their empowerment with teaching the obtained skills. This was the example of enhancement of unity of the community.

It is said that improving the resilience of the community contributes to the possibility of

²⁵ Nine organizations of PWDs are members including Union of blind, Union of deaf, and Union of disabled women.

bringing both prevention of local conflict and more sustainable post-conflict reconstruction²⁶. It can be considered that the project brought positive impact to a certain extent from the view point of peacebuilding.

BOX 1 : Project Design that Brought Impact on Peacebuilding

The following approach that the project took to avoid conflict with paying consideration on conflict factors led to bring the positive impact on peacebuilding. This was realized because JICA accurately has understood the issues and lessons of the previous project during its implementation in consultation with RDRC and the JICA experts. They have been incorporated into the planning of this project.

1) Approach targeting other people with disabilities (general public)

According to the interview to RDRC, NCPD and the STC related persons, it was said that the training with general public by including other PWDs became the first step to the reintegration in the society for the ex-combatants who have just demobilized since they could have a relationship with the general public before returning to the community. On the other hand, for the general public, it became a promotion of understanding of ex-combatants who since they tended to be “afraid” of ex-combatants. In addition, by including other PWDs, the mutual understanding was fostered with common things that can be shared since they were both PWDs. In particular, there were many ex-combatants who had much pride since they have fought for the country as “soldier” and claimed that they wanted to receive trainings of their choice. Those people tended to be isolated but through the communication and cooperation with people who have common issues such as disabilities, by the time of the completion of the training the cooperation relationship has been cultivated. Indeed, when formulating a cooperative, many cooperatives were formed without distinguishing between ex-combatant and other PWDs. According to the results from the impact assessment by JICA, although superiority was shown in tolerance to a specific origin²⁷, it was confirmed that improvements in consciousness from general public to ex-combatants were observed by training together. It can be said that it contributed to a certain extent for reconciliation of community.

²⁶ For example, it was pointed out in “Resilience as a Peacebuilding Practice: To realism from Idealism”, United States Institute of Peace, “Conflict Prevention and Peace Building- Review of MDG-F Joint Programmes Key Findings and Achievements”, MDG Achievement Fund, and “Practice brief: Resilience and Peacebuilding, Using Resilience to Build Peace”, Interpeace.

²⁷ According to the impact assessment by JICA, it was revealed that among trained graduates the improvement of consciousness was much higher towards ex-FAR, the former government army (37% of non-trained people have negative impression against ex-FAR, while trained graduates have only 20%). However, there was no noticeable difference in consciousness to the national army (RDF) and militia (Armed Group).

One of the reasons that it became possible to include other PWDs can be raised that not only the organizations in charge of disability issues but also RDRC which is in charge of DDR has agreed and recognized the importance of involvement of the other PWDs as implementing agency. Even during the implementation of the previous project, the opportunity for skills training for PWDs was very much limited. It was recognized that its needs from PWDs were very high. In addition, ex-combatants with disabilities had given preferential treatment in various respects over other PWDs. For example, ex-combatants with disabilities are provided allowance depending on the degree of disabilities. As a result, there were disparities among PWDs. For the government aiming at reconciliation, an approach to avoid the negative impact was necessary.

2) Promotion of understanding among different origins of ex-combatants

Demobilized combatants have different origins such as Rwandan national army (RDF), ex-government army (before 1994) (ex-FAR) and militia (armed group). The government has been promoting ethnic reconciliation. Thus, in principle the ex-combatants after demobilization are treated equally. Accordingly, even in the project, the origin of the ex-combatants was not included as selection criteria for trainees. Distinguishing by origin becomes against the government's policy, which could be a seed of conflict. Such consideration resulted in contributing to the avoidance of conflict. Although confirmed cases were limited, by confirmation by the terminal evaluation and at the time of ex-post evaluation there were some cases where reconciliation was promoted by training together with different origins of ex-combatants and formed a cooperative together. At the time of the ex-post evaluation, such cases were confirmed in the welding cooperative from Gisenyi STC and in the tailoring cooperative from Nyanza STC.

3) Selection of target areas

The project selected the target areas from Rwanda's all five regions (East, West, South, North and Central) as same as the previous project, so that there was no regional bias. Since specific areas have strong relationship with a certain origins of specific combatants, it was important to maintain regional balance.

The project has achieved the project purpose of the achievement of job obtainment of the graduates of skills training. In regard to the overall goal, the production activities by job obtainment and social participation through improvement of relations with the families and community were confirmed. In addition, positive impacts were observed in terms of expansion

of access to the skills training for PWDs, promotion of barrier-free, strengthening of support policy for PWDs by the government, developing local human resources on PWDs empowerment and resilience of community.

Therefore, effectiveness and impact of the project are high.

3.3 Efficiency (Rating: ②)

3.3.1 Inputs

Table 7 shows the plan and actual major inputs for the project.

Table 7 Plan and Actual Inputs for the Project

Inputs	Plan	Actual (at the time of the ex-post evaluation)
(1) Experts	Long-Term: 2 persons (Support for PWDs, Training/Coordinator) Short-Term: 3 persons (Field: not mentioned)	Long-Term: 2 persons (72 MM) (Support for PWDs, Training/Coordinator) Short-Term: 2 persons (Barrier Free, Training on PWD equality/Senior Trainer (Third Country Expert)
(2) Trainees received	N/A	9 persons (Training in Japan) 1) Development of Leadership & Networking of Persons with Disability 2) Technical and Vocational Education and Training and Job Obtainment Support 3) Mainstreaming of persons with disability for African countries 3 Persons (Overseas Seminars) 1) The 2 nd Asia-Pacific Community Based Rehabilitation Congress (Philippines) 2) JICA/UNDP Joint Workshop on Supporting Innovative Sustainable Livelihoods and Employment in Conflict and Conflict Affected Situation in Africa (Kenya)
(3) Equipment	• Starter Kits to be distributed to trainees	• Starter Kits to be distributed to trainees
(4) Local Expenses	N/A	Skills training, Starter kits, construction of barrier free facilities, etc. (About 130 million yen)
Japanese Side Total Project Cost	Total: 198 million yen	Total: 228 million yen
Rwanda Side Total Project Cost	• Office equipment and cost for maintenance • Consumable for equipment	• Cost for radio announcement for calling trainees • Domestic travel cost for counterpart personnel

* MM stands for man month.

3.3.1.1 Elements of Inputs

In regard to dispatch of experts, trainee received, and equipment, since the number and amount at the time of planning were not clearly set, comparison between plan and actual could not be made in quantity. However, it was confirmed that the contents of input were in line with the project objective and almost as planned.

3.3.1.2 Project Cost

The project cost was 228 million yen in actual figure against 198 million yen in planning figure, which was exceeded the planned (115% of the planned amount). Since the breakdown of planning figure could not be identified, the reasons of increase could not be clearly specified. However, increase in the number of trainees, additional costs of starter kits generating by additional trainees, the placement of helpers depending on the disabilities, and participation in the overseas seminar which was not planned are assumed to be the reasons of increase in the project cost.

3.3.1.3 Project Period

The project period was 3 years and 1 month (37 months) both for the plan (February, 2011 – February, 2014) and actual (March, 2011 – March, 2014), which was as planned (100% of the planned period). At the level of activities, importing some starter kits from overseas was delayed and activities in eastern region were temporarily suspended due to security. However, those did not effect on output production.

Although the project period was as planned, the project cost exceeded the plan. Therefore, efficiency of the project is fair.

3.4 Sustainability (Rating: ②)

In terms of sustainability, the policy aspects for expanding opportunities of ECOPD for social participation such as through job obtainment by skills training, as well as organizational, technical and financial aspects for implementing skills training of RDRC, the implementing agency, NCPD, and target STCs were confirmed and analyzed.

3.4.1 Related Policy and Institutional Aspects for the Sustainability of Project Effects

At the time of the ex-post evaluation, EDPRS 2 (2013-2018) raises “Disability and Social Inclusion” as crosscutting issue for development and promotes social participation of PWDs. In order to realize this, NEP has incorporated trainings for PWDs. TEVT policy which was approved in September 2015 also stipulates the importance of PWDs to mainstream into TEVT through STCs in order to cut off from the poverty cycle.

At the time of the ex-post evaluation, RDRC was supporting ex-combatants with disabilities through RDRP III. According to the interview with chairman of RDRC, even RDRP III ends at the end of 2017, RDRC would continue to implement support including skills training for ex-combatants with or without disabilities.

Therefore, it is judged that the necessary policies for sustaining the project effects are installed in the country.

3.4.2 Organizational Aspects for the Sustainability of Project Effects

As necessary organizations to promote job obtainment and social participation for ECOPD, RDRC in charge of supporting social integration for ex-combatants with disabilities, NCPD in charge of disability issues in Rwanda, WDA overseeing skills training in general, and STCs implementing skills training are described below. In addition, the role of DMO in the district office who is closer to the community is described.

(1) RDRC

Since RDRC is in charge of social integration of demobilized ex-combatants, it continues to play a role as a supervisory body for skills training for ex-combatants with disabilities including selection of candidates, coordination with STCs, and monitoring of training. RDRC used to be a temporarily organization to implement RDRP at the time of commencement of the project. However, by the time of the Mid-Term Review (August 2012), it was secured as a permanent government institution by law. According to the interview with RDRC at the time of the ex-post evaluation, it was planned to provide support including skills training for ex-combatants with the same structure after 2018 when RDRP III ends.

The number of staff members in RDRC headquarters was 73 as of the ex-post evaluation. It is the operation department that is responsible for skills training and with 29 staff members. Almost all of them have experienced in skills training management for PWDs in RDRP I since 1997 and the previous project by JICA. In addition, provincial reintegration officer of RDRC is allocated in each province office (one officer each in east, west, south and north provinces, and two officers in central (capital city of Kigali)). Provincial reintegration officer serves as a contact point for RDRC at the local level and supports social integration including training for ex-combatants. Therefore, the organizational aspects of RDRC for continuing skills training for ex-combatants with disabilities did not differ much from the project implementation period and no particular problem has been identified.

(2) NCPD

NCPD is the new organization established in 2011 under MINALOC. Its objectives are awareness raising activities for PWDs, social mobilization to the issues on PWDs and assisting government in implementation and monitoring of disability policies. In concrete, it is

responsible for promoting the mainstreaming of PWDs within the government, coordinating among government and private parties on PWDs (especially NUDOR), and donors. At the planning period of the project, since RDRC was a temporarily organization, NCPD was involved in the project considering the sustainability after the completion of the project. Among PWDs, social integration of ex-combatants is handled by RDRC at the time of the ex-post evaluation. However, it is expected that NCPD will be in charge of PWDs in general in the future.

NCPD has only 22 officers in total. Although NCPD is managing skills training program for PWDs with financed by NEP, there are only two officers, Training and Skills Development officer and Disability Research and Mainstreaming officer under Socio-Economic Empowerment Unit, in charge of training in NCPD. In order to promote job obtainment and social participation for those who have completed skills training, the follow-up survey and follow-up support are considered as effective. The organizational aspects for these activities of NCPD were found to be weak at the time of the ex-post evaluation.

(3) WDA

WDA is the body for supervision of STCs under the jurisdiction and accreditation. WDA has been preparing seriously for building acceptance system for PWDs as trainees in accordance with the government policy. For example, WDA has been developing a training curriculum for PWDs and working on improving barrier-free facilities of six STCs to be renovated and newly built²⁸.

(4) Target STCs

The facilities of the target STCs have been upgraded with barrier-free by the previous and this project. In the STCs there are one or two technical trainers for each trade and four to five administrative staff members under the director, depending on the scale of STC and the number of trades conducted. In the target STCs the project promoted the understanding on PWDs. Most of the technical trainers and administrative staff members who practically accumulated the experience have remained in the STCs at the time of the ex-post evaluation. Therefore, no particular problem was seen for the organizational aspects for future acceptance in terms of facility and human resources.

(5) District Mainstreaming Officer (at district level)

The major roles of DMO (in principle one DMO per district) posted in the district office since 2014 are to identify the number of PWDs in the district, their living situation and issues, to promote registration of PWDs which NCPD is initiated, to conduct social advocacy on the issue

²⁸ The plan is going on to make barrier-free by obtaining funds of about 100 million US dollars from the World Bank and others in five years from 2016.

of PWDs, and to coordinate disability related organizations such as MINALOC, NCPD and NUDOR. Although it is depending on the district, there is a budget for supporting PWDs. It is used to provide trainings and financial support for cooperatives involved in PWDs²⁹. As stated above, disability issues were treated by social affairs officer together with other social affairs issues. By being posted a specialized officer for disability issues, it can be said that the support system for PWDs was strengthened. It is expected that further support system for PWDs will be strengthened in the future such as by collaborating with provincial reintegration officer of RDRC in the provincial office.

Accordingly, there are minor concerns in organizational aspects for the sustainability of project effects.

3.4.3 Technical Aspects for the Sustainability of Project Effects

The project developed a comprehensive manual for skills training for ECOPD and compiled various formats. The manual is developed based on what the project did concerning what should be done before, during and after skills training, barrier-free activities, awareness raising and advocacy activities for PWDs. Although the manual is not to be referred to on a daily basis, it was found that NCPD has utilized and referred to it in order to design skills training program under NEP. In RDRC, it was referred to as necessity basis. Details of each major institution concerning technical aspects for sustainability of the project effects are as follows.

(1) RDRC

RDRC has been implementing RDRP since 1997 and accumulated training experiences for ex-combatants. In addition, regarding the training management for ex-combatant with disabilities, it has also acquired skills such as how to cooperate with STC, NCPD WDA from the experience of the prior project. Therefore, there is no particular problem in terms of technical aspect.

(2) NCPD

Regarding NCPD, as described above in “3.4.2 Organizational Aspects for the Sustainability of Project Effects”, continuous assistance is necessary by NCPD in order for those who completed the trainings by the project and after the project to continue social participation such as through job obtainment. The areas of assistance to be required are especially skills and knowledge to keep the business going on such as cooperative management, market development and finance arrangement as pointed out by RCA. If NCPD could conduct follow-up surveys of graduates and other follow-up activities to graduates in cooperation with

²⁹ Interviews were conducted with DMOs in Kicukiro and Wamagana districts near the capital city of Kigali.

RCA which cooperated in terms of understanding of cooperative formulation under Output 2, DMO, Social Affairs officers and the officer in charge of employment at the district level, the sustainability of the project effects of job obtainment and social participation can be granted. However, NCPD currently does not have technical aspects or mechanism for that.

(3) STCs

As stated above, there are trainers and staff members who understand the points to note and consider in teaching PWDs in the target STCs. There is no particular problem in terms of technical aspects.

(4) Utilization status of Starter Kits

According to the beneficiary survey to the cooperatives at the time of the ex-post evaluation, out of 47 cooperatives in active (three cooperatives could not identify the trades), more than half has been utilizing starter kits as shown in Table 8. It is considered that the reasons for not using them are due to sale, theft or breakdown. In the beneficiary survey, the survey focused on only the kits for cooperative, therefore, the utilization situation of personal starter kits could not be identified in detail. However, according to the interview with the graduates, many responded that they were utilizing kits for job obtainment since most of the personal kits were simple and they were easy to repair when broken. According to the interview to the members of cooperatives at the time of the ex-post evaluation, it was found that depending on cooperatives minor breakdown of the kits were repaired with expenses from sales. However, in the case of major breakdown, some could not be used until finance was available for repair.

Accordingly, the existence of the starter kits is important for maintaining working activities in the cooperative. Most of the starter kits other than those sold, stolen, or broken down were continuously utilized. Therefore, there is no major problem in technical aspects in maintenance.

Table 8 Utilization Situation of Starter Kits for Cooperative in the Active Cooperatives

Trade	No. of Cooperatives	Starter Kits for Cooperative	No. of Cooperatives which are utilizing	%
Tailoring	22	1. Sewing machine	21	95
		2. Flat Charcoal iron	14	64
		3. Zigzag machine	12	55
Electricity	4	1. Multi-meter	4	100
		2. Soldering iron	2	50
		3. Electric drill handle	1	25
		4. Inspection lamp	2	50
		5. Digital plier ammeter	2	50
Welding	6	1. Welding machine	6	100
		2. Hand drilling machine	5	83
		3. Angle grinder	5	83
		4. Extension cable	6	100
Plumbing	2	1. Threading machine (1)	1	50
		2. Threading machine (2)	1	50
		3. Vice portable	2	100
		4. Vice portable with support legs	2	100
Auto Mechanics	2	1. 23 different accessories	1	50
		2. Mechanical car jack	1	50
		3. Foot pump, High air pressure pump	1	50
		4. Grease pump	1	50
Carpentry	4	1. Serre-Joint	2	50
Knitting	2	1. Embroidery machine	1	50
		2. Carte perforée for embroidery	2	100
Cooking	5	1. Cooker for gas and electricity	1	20

Source: Beneficiary survey

3.4.4 Financial Aspects for the Sustainability of Project Effects

RDRP III which is mainly financed by the World Bank is planned to be finished at the end of 2017 and thereafter it is assumed that the training budget for RDRC will decrease. Table 9 shows the budget for skills training by RDRC. A certain level of budget has been secured until the end of RDRP III in 2017, and there is no particular problem in training implementation. Since the budget source becomes only the government from 2018, 2017/2018 is 80% less than the previous year. According to the interview with RDRC, at the time of the ex-post evaluation it was planned to work on government budget without any assistance from donors. Although it is difficult to continue the training at the same level, as the number of demobilization of combatants is decreasing, it is possible to continue the training at a certain level.

Table 9 Budget for Skills Training by RDRC (2012/13 - 2017/18)

Fiscal Year	Budget (US\$)	Actual Expenditure (US\$)
2012/13	545,899	515,120
2013/14	612,213	583,189
2014/15	584,000	521,781
2015/16	318,224	156,441
2016/17	237,300	41,078 (Only 1 st Quarter)
2017/18	45,600	-

Source: Results of questionnaire to RDRC

On the other hand, NCPD has no training budget for PWDs. Only the training conducted by NCPD is financed by NEP. NEP is implemented under EDPRS II and continuous support is secured until 2018 when EDPRS II ends. Regarding the subsequent implementation, the decision will be made after the review is conducted by the Ministry of Public Service and Labor. Therefore, the future financial security was unknown at the time of the ex-post evaluation.

In order to promote social participation of PWDs, the follow-up business support after the training is important. In particular, PWDs need more support than non-PWDs but the finance for follow-up survey and graduates has not been secured.

As seen in Attachment 3, STC has its jurisdiction divided into three types, WDA, non-government educational association (including church) and disabled party organizations. Their budget sources are also different. In the STCs under WDA, the salaries for the trainers are paid by WDA and operation costs are covered by tuition fees. In the STCs under non-government educational association, salaries for the trainers and operation costs are catered by the association budget and tuition fees. The operation costs of the STCs managed by the disabled party are basically covered by tuition fee but sometime by donations from international NGOs and others. According to the questionnaire to the STCs, it was confirmed that the STCs could continue to operate the centers although it was difficult to make large scale inputs such as purchasing new training equipment.

Therefore, it was judged that there are minor concerns in financial aspects for the sustainability of project effects.

Some minor problems have been observed in terms of the organizational and financial aspects. Therefore, sustainability of the project effects is fair.

4. Conclusion, Lessons Learned and Recommendations

4.1 Conclusion

The project was implemented aiming at promoting job obtainment and realization of social participation of PWDs through skills training of ECOPD in Rwanda. At the time of the project planning and completion, human resources development, in particular, in the areas of

technical, vocational and education was an important policy objective in Rwanda. Emphasis was also placed on support for socially vulnerable people including the ECOPD at the time of the project planning and completion. Nevertheless, the opportunities of skills training for PWDs were very much limited both at the time of project planning and the completion. There was a need for skills training to support production activities besides medical support to promote social reintegration of ex-combatants with disabilities. Therefore, the project is in line with the country's policy and development needs both at the time of the planning and completion.

The objective of the project is also consistent with the Japan's ODA policy which emphasizes the support of reintegration of combatants and consolidation of peace in conflict affected countries as priority issues. It is also consistent with the Japan's assistance policy of Rwanda, which focuses on human resources development through skills training as one of development issues. Therefore, the relevance of the project is high. The project purpose of realization of job obtainment of trained graduates was largely attained. With respect to the overall goal, productive activities through job obtainment and social participation of the graduates by improving relationship with families and communities were confirmed. In addition, positive impacts were also observed such as expansion of access to skills training of PWDs, promotion of barrier-free facilities at the STCs, strengthening of the government policy for PWDs, human development for empowerment of PWDs, and enhancement of community resilience. Therefore, effectiveness and impact of the project are high.

Although the project period was as planned, the project cost exceeded the plan. The efficiency of the project is fair. In regard to the sustainability, the policy aiming for social inclusion of PWDs has been continuing at the time of the ex-post evaluation. No particular technical problems were observed in relevant organizations including the implementing agency, RDRC. On the other hand, in order to sustain the project effects, it is important to provide follow up support to the graduates and conduct follow-up survey. However, some issues remain in the organizational system and financial aspects. Therefore, the sustainability of the project effect is fair.

In light of the above, the project is evaluated to be satisfactory.

4.2 Recommendations

4.2.1 Recommendations to the Implementing Agency

It is important to follow up the graduates after the completion of skills training for PWDs from the viewpoint of sustainability of the project effects. Even if trainees acquired the technical skills, they do not have much experience in business. Therefore, the support concerning skills and knowledge such as cooperative management, market development and financial arrangement, which enable to continue the business is specially required. For this reason, it is expected that RDRC, implementing agency, conduct the situation survey on graduates, identify the areas of needs and conduct the follow up support in cooperation with related organizations

such as NCPD in charge of disability issues, MINALOC, overseeing ministry, WDA, STC, RCA and NUDOR. In order to realize it, RDRC should immediately discuss with the related organizations on the follow up of graduates and clarify the roles and responsibility which organization does what and how.

In addition, it is desirable for RDRC and NCPD to primarily take initiative for making a place for periodical information sharing and opinion exchange in order to further strengthen the relations with the above related organizations which was built through supporting skills training for ECOPD by the project.

4.2.2 Recommendations to JICA

None.

4.3 Lessons Learned

(1) When there are multiple organizations involved in the project, it is important to define the roles and responsibilities of each organization and clarify exit strategies of each organization after project completion.

In the project, NCPD, which was established as a government body in charge of disability issues, was expected to take over the manuals and outputs of the project and conduct the tracing and follow up activities for the graduates at the time of the project completion. However, the project was completed without clarifying the concrete activities of NCPD after the project. It is thought that considering the background that NCPD was recently founded in 2011 at that time and the number of staff was small, therefore, the roles of NCPD could not have been defined.

When multiple organizations are involved, unless each organization formulates the exit strategy that clearly specifies what to do after the completion of the project with consideration of capacity of the organization, the roles and responsibility would be obscured and nothing would be done as a result. It is considered that if NCPD had conducted activities such as providing advice to newly trained graduates by utilizing the graduates who have already active in society as a follow up of graduates, the effect and impact of the project would have been even higher.

(2) Provision of starter kits is very useful for realizing job obtainment for PWDs.

In this project formulation, cooperatives and provision of starter kits were planned from the beginning. This worked very effective for PWDs who are more severely affected than non-PWDs in working towards employment. For example, when hired at short-term assignment by individual in the areas of construction, electricity and carpentry, possessing starter kits became advantageous to job obtainment. In the tailoring business, the following case was confirmed. There was a person who could not earn profits because she had to borrow a sewing machine in the market for a fee. But she improved her skills by training and was provided a sewing machine and other sewing tools as starter kits, which resulted in sales increase, rented a

new shop and increased manpower. On the other hand, it was found that there were a certain number of graduates who have sold starter kits. However, it should be born in mind that the provision of starter kits becomes supplementary to fill the gap that PWDs have to compete equally with non-PWDs in the market to attain the objective of job obtainment.

(3) In order to promote understanding on PWDs to family and society, empowerment of PWDs themselves and awareness raising activities for a wide range of stakeholders are important.

In the project, it was confirmed that PWDs gained confidence through the training and demonstrated that they could do productive activities by themselves, which led to changes in perceptions of PWDs by families and communities. Therefore, the project indicated that in order to change the society, it was important to empower PWDs. In addition, regarding the barrier-free environment surrounding PWDs, the project conducted awareness raising activities widely not only to the STCs but also the Ministry of Infrastructure, local officers in charge of infrastructure and RHA. The project also presented the methods of implementation of barrier free concretely. Although the legislation concerning barrier free was available at that time, the government was not able to promote implementation promptly. Therefore, the project contributed to the implementation of barrier free policies of the country by formulating implementation guidelines and exhibiting concrete examples widely to the government. Therefore, awareness raising activities for wide range of stakeholders had brought a major impact.

Attachment 1: Achievement of Output (at the time of completion of the project)

Output	Indicator	Achievement
Output 1	1-1 The mechanism to implement skills training for ECOPD is established.	<u>Achieved.</u> <ul style="list-style-type: none"> As a result of the needs survey, selection criteria of STCs, screening criteria for trainees and roles of related organization for selection were clarified. The mechanism to implement skills training was established.
	1-2 10 STCs constructed and/or renovated to be barrier-free facilities. *Barrier free by the project aims to barrier free at the level that can be implemented by STC itself. It does not require detailed standards or high technology or materials.	<u>Achieved.</u> <ul style="list-style-type: none"> Access to the classrooms and toilets were improved in 10 target STCs by the project (construction of slopes and installed toilets for PWDs). In regard to IPRC, the center itself is supported by Korea and facilities have already been made barrier free during the project period. STCs of Nyanza, Rwabuye, Rubengera, ATC, and GAKO have been implemented barrier free during the previous project. They improved new facilities with barrier free with their own budget in this project.
	1-3 The understanding of VTC trainers on PWDs is improved.	<u>Achieved.</u> <ul style="list-style-type: none"> According to the interview with several trainers of STCs at the time of the ex-post evaluation, the consultation seminar for trainers conducted before starting the training found to be very useful. They answered that because of that, they could prepare themselves and promoted understanding on PWDs. There was an answer that they have recognized that PWDs could be the target of training and were able to obtain jobs by acquired skills.
Output 2	2-1 1,400 ECOPD complete the course.	<u>Achieved.</u> <ul style="list-style-type: none"> As shown in Attachment 2 and Attachment 3, 1,545 persons in total have completed trainings in three years, which was exceeded the target value of 1,400 persons.
	2-2 80% of the STCs supported by the ECOPD project improved their training contents and method to suit to ECOPD.	<u>Achieved.</u> <ul style="list-style-type: none"> The trainers enhanced the understanding on PWDs through such as consultation seminars mentioned in Indicator 1-3, and improvement of the methods of teaching was observed. For example, improvement of training equipment such as change from pedaling to rowing, placement of sign language interpreters, etc. According to the interview survey to each STC at the time of the ex-post evaluation, it was confirmed that all STC trainers implemented different methods from the usual course and paid special consideration such as conducting supplement classes and extending times for practical training; e.g., staff allocation for mental support (ATC), acquired skills on how to handle wheelchair and

		how to treat mentally disabled (Gisenyi), allocation of sign language interpreters (ETEFOP), etc.
	2-3 95% of the trained ECOPD is satisfied with skills training course.	<u>Almost Achieved.</u> <ul style="list-style-type: none"> As a result of the satisfaction survey of the graduates of skilled training of 2011 and 2012, 798 out of 837 respondents (95.3%) responded as satisfied (valid response rate 67.2%), which was exceeded the target value. (Although the satisfaction survey did not conduct for the graduate in 2013, no complaints from the trainees were confirmed from the interviews with STC trainers at the time of the ex-post evaluation.) Therefore, it is judged as almost achieved.
Output 3	3-1 85% ECOPD participate in cooperatives and associations.	<u>Achieved.</u> <ul style="list-style-type: none"> 92.3% (1,414 out of 1,545 graduates) have formulated cooperatives or joined in the existing cooperatives (valid response rate 100%), which was exceeded the target value. In total, 473 cooperatives were formulated.
	3-2 85% of ECOPD who utilize tool kits during six months after the training.	<u>Almost Achieved.</u> <ul style="list-style-type: none"> According to the follow up survey of the graduates in 2011 and 2012, 840 out of 900 respondents (93.3%) answered as “utilized” (valid response rate 72.2%), which was exceeded the target value. Although the satisfaction survey did not conduct for the graduate in 2013, considering the utilization rate of 2011 and 2012, it can be judged almost achieved.
	3-3 70% of trained ECOPD is satisfied with the employment support service by the project at the time of six months after the graduation.	<u>Almost Achieved.</u> <ul style="list-style-type: none"> According to the follow up survey of the graduates in 2011 and 2012, 833 out of 886 respondents (94.0%) answered as “satisfied” (valid response rate 71.1%), which was exceeded the target value. (Although the satisfaction survey did not conduct for the graduate in 2013, no complaints from the trainees were confirmed from the interviews with STC trainers at the time of the ex-post evaluation.) Therefore, it is judged as almost achieved.
Output 4	4-1 The regular collaboration and meeting mechanism by involving relevant organization is established.	<u>Achieved.</u> <ul style="list-style-type: none"> Although it is not regular, the mechanism to collaborate and hold meetings with relevant organizations (RDRC, MINALOC, WDA, STCs, NCPD, and NUDOR) was established. Joint Coordination Committee meeting (biannually) and Technical Working Group committee (Quarterly) have been implemented with relevant organizations.
	4-2 The experiences and lessons learned of the project are shared among relevant organizations.	<u>Achieved.</u> <ul style="list-style-type: none"> Understanding among relevant organizations were deepened through issuing newsletters and information sharing at the above meetings. The manual was developed compiling experience

		and lessons learned from the project and distributed to the relevant organizations.
	4-3 Frequency of communication among relevant organizations with their own initiatives for the purpose of promoting social participation of ECOPD increases.	<p><u>Almost Achieved.</u></p> <ul style="list-style-type: none"> • Some STCs actively conducted communications with other related organizations such as arranging specialized trainers for visually impaired and sign language interpreters by their own initiatives. • NCPD began to organize meeting gathering disability related organizations once every two months to share information on activities in the disability area. • Provincial Reintegration Officers of RDRC who were assigned at the provincial level began to participate in various events of STCs.

Source: Terminal Evaluation Report, information provided by JICA, and results from interviews to the relevant organizations at the time of the ex-post evaluation

Attachment 2: Number of ECOPD Trainees by the Project (by implemented year)

	STC	Number of trainees			
		2011	2012	2013	Total
1	VTC Nyanza	0	80	0	80
2	Amizero Training Center	82	84	60	226
3	VTC Rwabuye	71	77	60	208
4	VTC Kibali	99	77	0	176
5	Rwanda Union of the Blind (RUB)	15	15	0	30
6	GAKO Organic Farming Training Center (GAKO OFTC)	160	80	0	240
7	AGHR	54	56	0	110
8	VTC Rubengera	39	40	40	119
9	VTC Gisenyi	90	0	60	150
10	ETEFOP Ruhengeri	0	52	80	132
11	IPRC Kigali	0	74	0	74
	Total	610	635	300	1,545

Source: Terminal Evaluation Report and results from interviews to the each STC at the time of the ex-post evaluation

Attachment 3: Training Course and Number of Trainees by Each STC (Ex-Combatants/Other People with Disabilities)

	STC	Attribution/ Affiliated Office	Province	Trade	Ex-combatant with Disabilities		Other persons with Disabilities	Cumulative Number (2011-2013)
					Categorized	Non- Categorized		
1	VTC Nyanza	WDA	South	Tailoring, Plumbing, Carpentry, Construction, Welding, Silkscreen, Knitting	15	61	150	226
2	Amizero Training Center	Non- government educational association	East	Tailoring, Plumbing, Carpentry, Construction, Welding	6	5	69	80
3	VTC Rwabuye	WDA	South	Tailoring, Plumbing, Carpentry, Construction, Welding	20	64	124	208
4	VTC Kibali	WDA	North	Tailoring, Welding, Cooking, Auto-mechanics	54	52	70	176
5	Rwanda Union of the Blind (RUB)	Disability Organization	Kigali	Agriculture and life skills for people with visible impairment	6	0	24	30
6	GAKO Organic Farming Training Center (GAKO OFTC)	Non- government educational association	Kigali	Agriculture	36	52	152	240
7	AGHR	Disability Organization	Kigali	Tailoring, Electronics	56	11	43	110
8	VTC Rubengera	WDA	West	Tailoring, Cooking	28	30	61	119

9	VTC Gisenyi	WDA	West	Tailoring, Electronics, Plumbing, Welding, Computer	48	17	85	150
10	ETEFOP Ruhengeri	Non- government educational association	North	Tailoring, Carpentry, Auto-mechanics, Welding	20	26	86	132
11	IPRC Kigali	WDA	Central/ Kigali	Auto-mechanics, Plumbing, Welding	7	34	33	74
Total					296	352	898	1,545

Source: Terminal Evaluation Report and results from interviews to the each STC at the time of the ex-post evaluation

On Views of Experts

This ex-post evaluation was carried out by referring to views of experts to reflect more specialized and diverse views, in addition to evaluation based on the DAC five evaluation criteria by the external evaluator. The external evaluator selected and gained cooperation from an expert: Shinichi Takeuchi, Chief Senior Researcher, inter-disciplinary Studies Center, Institute of Developing Economics, Japan External Trade Organization.

Dr. Takeuchi is specialized in African studies (French speaking countries in Central Africa) and international relations. He has profound research achievements over many years on conflicts and peace-building in Rwanda. For this reason, the external evaluator asked him to share his views based on his expertise and experience.

Specifically, he conducted an interview survey on the trainees and relevant stakeholders of the technical cooperation projects “The Skills Training and Job Obtainment Support for Social Participation of the Ex-Combatants and Other People with Disabilities” (2011 -2014) which is the subject to the FY 2016 ex-post evaluation.

The purpose of the analysis is to examine the meaning of the project in the nation building of post-conflict Rwanda without relying on the standard methodologies of project evaluation. In the analysis, the expert verified the characteristic of the project and impact on peace-building of the said country based on the process of nation building that Rwanda has been working after the civil war between 1990 and 1994.

The result of the analysis was appended to the evaluation report as attachments.

Impact of Vocational Training for Ex-Combatants and Other People with Disabilities in Peace-Building in Rwanda

Dr. Shinichi Takeuchi

Peace-building has been the main objective of “the skills training and job obtainment support for social participation of the ex-combatants and other people with disabilities” project, which is the subject of this ex-post evaluation. Like any other project aiming at peace-building, this project includes multiple dimensions; it attempts to contribute to peace-building in supporting social integration, through skills training, of disabled ex-combatants as well as other persons with disabilities. Also like any other peace-building project, the measurement of such a contribution is not easy. In particular, evaluation of peace-building in Rwanda is problematic. Although armed conflicts have not recurred since the end of the civil war in 1994, no change has been made in terms of the authoritarian nature of the regime and its power structure dominated by former RPA (Rwandan Patriotic Army) members. In macro-level, it is debatable whether demobilization and re-integration, strongly supported by international donors, have really contributed to sustainable peace-building in Rwanda.

For the analysis of its impacts on peace-building, the evaluation of this project needs to assess results of its components, i.e., supports on disabled persons and on skills training. This project was particularly characterized by supports for people with disabilities. Comparing with the first phase of this project, carried out during 2005 and 2008, this point was more salient in this project (the second phase). While in the first phase the beneficiaries had been limited to ex-combatants, other ordinary people with disabilities could be included as beneficiaries in this project. Although this change might be understood as a deviation from the vantage point of the DDR (Disarmament, Demobilization, Reintegration) operation and SSR (Security Sector Reform), it should be considered as a positive contribution to peace-building.

Since the publication of the Brahimi Report³⁰, the prevailed general concept of peace-building has been changed: rather than a mere absence of war, it has been understood as activities contributing to the making of state-society relations for enabling sustainable peace. It is on this very point that Rwanda’s post-conflict peace-building has been questioned. Because of the authoritarian nature of the regime, the country has always faced risks of “Arab-Spring-type” sudden political instabilities caused by popular dissatisfaction, regardless of the large reduction in the number of combatants through the DDR, proactively implemented by the Rwandan government. Here, what has been questioned is the structure of military-centered political power.

In this context, the decision expanding beneficiaries of the project to persons with disabilities

³⁰ The report was issued in 2000 by the Panel on United Nations Peace Operation. The Panel reviewed the peacekeeping operations (PKO activities) by the United Nations and made concrete recommendations on how PKO activities should be carried out in the future. The report was named after Mr. Brahimi, former Minister of Foreign Affairs of Algeria, who was the Chairperson of the Panel.

in general in the second phase should be appreciated. As a result of this expansion, policy measures for socially vulnerable people have been enhanced, without prioritizing ex-combatants. In Rwanda whose structure is said to be a military-centered political power, it has had positive and important meanings that RDRC, an organization deeply linked with the military, took the initiative to undertake a project supporting the disabled without regard to their military experiences. In emphasizing the importance of supporting socially vulnerable people without distinction, this project has not only contributed to stabilizing state-society relations as social policy, but might have affected positively on the mindset of policymakers.

In total, the author concludes that this project has been suitable for Japanese policy, enhancing human security. As one of initial peace-building projects of Japan, its results and experiences should be recorded and examined for the future.

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