

**Ex-Post Project Evaluation 2016: Package I-7  
(Sudan, South Sudan, Rwanda)**

**January 2018**

**JAPAN INTERNATIONAL COOPERATION AGENCY**

---

**Mitsubishi UFJ Research & Consulting Co., Ltd.**

EV
JR
17-19

## Disclaimer

This report compiles the result of the ex-post evaluations. These are conducted by external evaluators to ensure objectivity, and the views and recommendations herein do not necessarily reflect the official views and opinions of JICA. JICA is not responsible for the accuracy of English translation, and the Japanese version shall prevail in the event of any inconsistency with the English version.

Minor amendments may be made when the contents of this report is posted on JICA's website.

Comments by JICA and/or the Borrower (including the Executing Agency) may be added at the end of the evaluation report when the views held by them differ from those of the external evaluator.

No part of this report may be copied or reprinted without the consent of JICA.

Republic of Sudan

FY 2016 Ex-Post Evaluation of Technical Cooperation Project

“Project for Strengthening Vocational Training in Sudan”

External Evaluator: Keiko Watanabe, Mitsubishi UFJ Research & Consulting Co., Ltd.

## **0. Summary**

The project was implemented aiming to strengthen management capacity of Supreme Council for Vocational Training and Apprenticeship (hereinafter referred to as “SCVTA”) to supervise vocational training through enhancing SCVTA’s supporting function for vocational training centers (hereinafter referred to as “VTC<sup>1</sup>”) and building mechanism in SCVTA to support training providers<sup>2</sup> in order to promote job placement for socially vulnerable people including ex-combatants, persons with disabilities, women and refugees. The project activities were in line with the policies and needs which are stipulated in the national strategic plan of Sudan at the time of planning and completion. It includes the development of human resources for industry and non-oil industry, and the improvement of unemployment rate for youth from the viewpoint of peacebuilding. In addition, the project was in line with the Japan’s ODA assistance policy of stabilization of peace and improvement of basic human needs. Therefore, the relevance of the project is high. The project achieved its one of aims to strengthen supporting function of training providers for socially vulnerable people. However, a part of the project objective has not been achieved. This is because while introducing such measures as revised curriculum, equipment maintenance and management system, and job placement support system into Khartoum 2 Vocational Training Center (hereinafter referred to as “K2VTC”) as a model center, the project has completed without fully establishing the foundation in order to disseminate and expand those measures to other VTCs. Therefore, the overall goal of strengthening vocational training system has not been achieved in part. Thus, the effectiveness and impact are fair.

Both project cost and project period were within the plan. Thus, the efficiency is high. In regard to the sustainability, some issues remain in organizational, technical and financial aspects. Therefore, the sustainability of the project is fair.

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

---

<sup>1</sup> VTC refers to the public and private vocational training centers that carry out the formal long-term vocational training of three years supervised by SCVTA. Specifically, it refers to the five VTCs under SCVTA, the state VTCs and the private VTCs.

<sup>2</sup> “Training providers” means organizations which provide vocational training to socially vulnerable people. They include NGOs, Women’s Union, Youth Center, and Disabled Union. Participants in the training of trainers for training providers were including from the Ministry of Welfare and the Ministry of Women since they will delegate the training to the training providers.

## 1. Project Description



Project Location



Vocational Training at K2VTC

### 1.1 Background

In Sudan, SCVTA under the Ministry of Labor and Administrative Reform<sup>3</sup> is responsible for vocational training including institutional setting, curriculum development and trainers training. However, due to the prolonged civil conflict since 1983, its function has been stagnant and it has not been able to respond the labor market and training needs in the industry. Specifically, vocational training system in Sudan has faced such challenges including; 1) outdated structure and curriculum, 2) lack of administrative skills for VTCs, 3) lack of training skills of VTC trainers, and 4) aging facilities and equipment of VTCs.

Under such circumstances, JICA, in response to the request of the Sudanese government, implemented “the study for master plan for vocational training system” from November 2008 to March 2010 and developed a more strategic master plan for vocational training system. This project was started in January 2011 aiming at strengthening SCVTA’s capacity for managing vocational training which was proposed in the said master plan.

### 1.2 Project Outline

Overall Goal		Vocational training system is strengthened to activate the employment and income opportunities
Project Purpose		SCVTA’s capacity for managing vocational training based on social and labor market needs is strengthened
Output(s)	Output 1	Function of SCVTA to support VTCs are strengthened through pilot activities with model training courses
	Output 2	Functions of SCVTA to support various training providers are strengthened through technical guidance and TOT

<sup>3</sup> The name was changed in June 2015 due to the restructuring of ministries. The former name at the time of the project was Ministry of Human Resources and Labor.

	Output 3	Function of job placement support system is established in SCVTA and K2VTC <sup>4</sup>
Total Cost (Japanese Side)		417 million yen
Period of Cooperation		January, 2011 – December, 2013
Implementing Agency		Supreme Council for Vocational and Training Apprenticeship (SCVTA)
Other Relevant Agencies / Organizations		Five Vocational Training Centers under SCVTA (Khartoum 2 Vocational Training Center (K2VTC), Khartoum 3 Vocational Training Center (K3VTC), Khartoum North Vocational Training Center (KNVTC), Sudanese Korea Vocational Training Center (Sudanese Korea VTC), Friendship Vocational Training Center (Friendship VTC) )
Supporting Agency/Organization in Japan		None
Related Projects		<p><b>【Technical Cooperation】</b></p> <ul style="list-style-type: none"> <li>• The Study for Master Plan for the Vocational Training System (November 2008 – March 2010)</li> <li>• Project for Human Resources Development for Darfur and the Three Protocol Areas (June 2009 – May 2013)</li> <li>• Assistance in capacity of activities for reintegration of ex-combatants (March – September) (Dispatch of Experts)</li> <li>• Capacity Development Project for the Provision of Services for Basic Human Needs in Kassala (May 2011 – April 2015)</li> <li>• Dispatch of Japan Overseas Cooperation Volunteers to K2VTC (Automotive, Electricity)</li> </ul> <p><b>【Assistance by International Organizations】</b></p> <ul style="list-style-type: none"> <li>• Reintegration Project by National Disarmament, Demobilization, and Reintegration Committee led by United Nations Development Program (UNDP)</li> </ul>

### 1.3 Outline of the Terminal Evaluation

#### 1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

At the time of the terminal evaluation, three out of the five indicators of the project purpose have been achieved. Job placement rate corresponding to the indicator (2) was excluded since it is not an indicator which directly measures the project purpose. In regard to the indicator (5) which is the satisfaction level on the trainings conducted by the training providers, the

<sup>4</sup> Although it was not set in Project Design Matrix (PDM), the external evaluator added Output 3 comprising of employment support related activities implemented in the project for the enhancement of capacity of SCVTA.

results has not come out at the time of the terminal evaluation. However, it was judged that the project purpose was expected to be achieved through maintaining the technical skills introduced by the project if SCVTA have accumulated operation and management experiences, manuals and teaching materials from the various trainings which would be conducted with VTCs and training providers, and if the SCVTA's plan for strengthening structure for supporting VTCs have been realized by the time of project completion.

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

Opportunities for vocational training were increased by the project and cases were observed in which income of the graduates from the short-term courses<sup>5</sup> have been increased. SCVTA has become able to provide trainings which focused on market needs for socially vulnerable people whose access to vocational training has been limited through trainers of trainings (hereinafter referred to as "TOT") and short-term model courses. Based on the above, it was judged that the achievement of the overall goal was expected.

#### 1.3.3 Recommendations from the Terminal Evaluation

Recommendations until the end of the project period included; 1) to conduct monitoring based on the revised curriculum (including the confirmation of utilization situation of provided equipment), 2) to formulate implementation plan of Training Providers' Meetings and Vocational Training Forum for employment support, and 3) to introduce project outputs to each VTC and conduct dissemination activities for encouraging utilization.

Recommendations after the completion of the project included; 1) to keep improving project outputs such as guideline in accordance with social and economic situation, 2) to formulate a medium and long term human resources development plan that takes into account the capacity development of whole staff members including recruitment and training of new staff members prepared for retirement staff, and the technical transfer from the staff members who participated in the training to other staff members, 3) to continue to discuss with related organizations on the possibility of enabling VTCs to retain the income generating activities, 4) to enhance collaboration with private sectors through Training Providers' Meeting, Vocational Training Forum, and Job Placement Supporting Office, 5) to improve recognition of SCVTA, and 6) to promote technical exchange across trainers of VTCs.

---

<sup>5</sup> The long-term course is a three-year regular course overseen by SCVTA and implemented by SCVTA approved VTCs and private training providers. The short-term course is a non-regular course conducted occasionally by VTCs and private training providers. In this project, the "short-term model courses" were implemented with aim of improving long-term courses and formulating courses for socially vulnerable people.

## **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 Field Study: February 14 – March 8, 2017, May 15 – 24, 2017

## **3. Results of the Evaluation (Overall Rating: B<sup>6</sup>)**

### **3.1 Relevance (Rating: ③<sup>7</sup>)**

#### 3.1.1 Consistency with the Development Plan of Sudan

Twenty-Five Year National Strategy (2007-2031) at the time of the planning and completion of the project emphasizes the necessity of vocational training in order to promote improvement of cash income and economic development. At the time of the planning, disarmament, demobilization and reintegration (hereinafter referred to as “DDR”) of Sudan has been implemented as the matter to be implemented in the “Comprehensive Peace Agreement” in 2005. The support in vocational training which leads to social reintegration among DDR had high political significance from the viewpoint of promoting peace process.

The Five Year Plan (2012-2016) at the time of the project completion stipulates the promotion of economic development led by the private sector. In addition, Technical and Vocational Education and Training (TVET) policy (November 2013) mentions that SCVTA is in charge of fostering professional human resources suitable for labor market in collaboration with National Council for Technical and Technological Education (NCTTE<sup>8</sup>). The policy for persons with disabilities was under preparation at the time of the completion of the project. However, the importance on vocational training for persons with disabilities was intended to place it.

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

#### 3.1.2 Consistency with the Development Needs of Sudan

The vocational training system in Sudan at the time of the planning did not adequately meet the labor demand in the industry and training needs. The GDP growth rate of Sudan has maintained as much as 9.0% on average as a result of mainly oil development when the conflict came to an end in 2005 up to 2008. However, due to the downturn of the world economy and

---

<sup>6</sup> A : Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

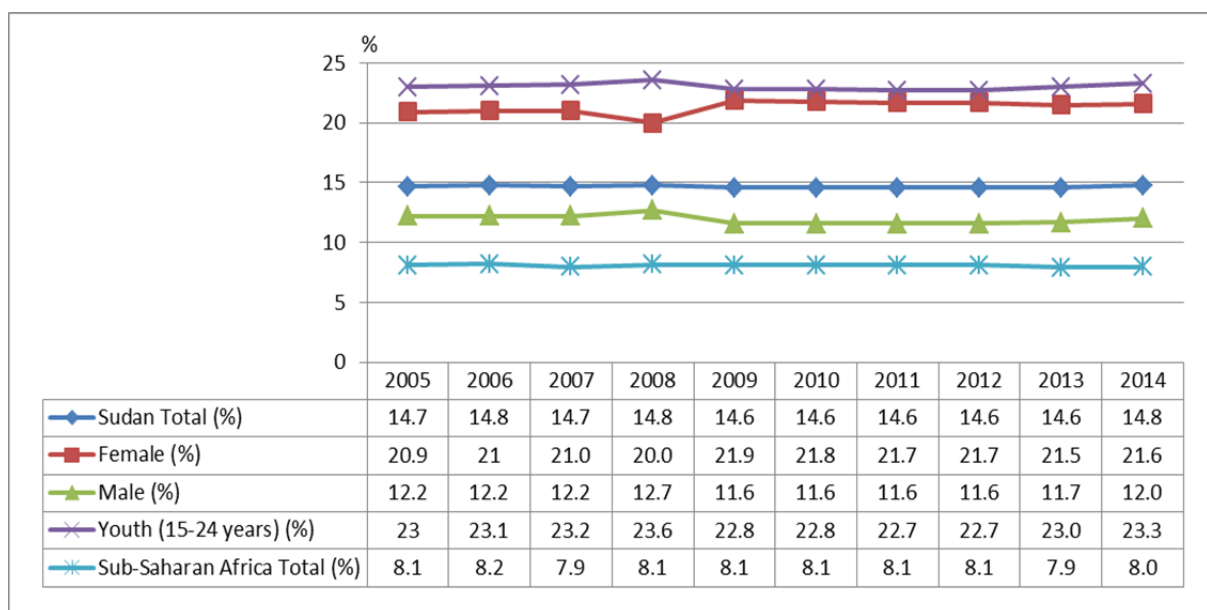
<sup>7</sup> ③: High, ②: Fair, ①: Low

<sup>8</sup> NCTTE was established to supervise technical high schools and technical colleges. However, at the time of the ex-post evaluation, the position of NCTTE was vague since technical high school became under the Ministry of General Education, and technical college was under the Ministry of Higher Education and Scientific Research.

declining oil prices, it was only 3.8% in 2009. Approximately 65% of the national revenue was dependent on oil revenue and the economic blows received at the fall of crude oil price were large. Therefore, it was urgent to secure and maintain the economic stability as well as to foster human resources in the non-oil industry and to improve unemployment rate. As shown in Figure 1, the unemployment rate in Sudan total at the time of the planning was about 15% which was higher than the average of 8% in Sub-Saharan Africa total. In particular, the unemployment rates of women and youth were both very high, more than 20%, so the need for vocational training which is a countermeasure to unemployment has been increasing to promote social stability.

Even at the completion, unemployment for women and youth were still urgent issues in Sudan. On the other hand, the vocational training opportunities for socially vulnerable people such as women and persons with disabilities remained limited at the time of the completion. Therefore the training needs were also high.

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



Source: Prepared by the External Evaluator through the data from the World Development Indicators, the World Bank

Figure 1 Trend of Unemployment Rate in Sudan

### 3.1.3 Consistency with Japan's ODA Policy

Japan's ODA Charter (2003) stipulates importance of reconstruction assistance including social reintegration of ex-combatants, economic and social development, and upgrading government administration capacity for the consolidation of peace and state building in the post conflict country under "peace building", one of the priority issues. The fourth Tokyo



International Conference on Africa Development (TICAD IV) (2008) expressed to promote consolidation of peace in Africa region through conflict prevention and humanitarian and reconstruction assistance. Furthermore, according to the ODA Data Book (2010), the project is positioned as “assistance for basic human needs”, one of the priority areas of Japan’s assistance to Sudan and aims to improve income of trainees as well as contribute to social reintegration of ex-combatants.

Thus, the project was in line with the Japan’s assistance policy at the time of planning.

#### 3.1.4 Appropriateness of the Project Plan and Approach

The project was originally planned to implement activities focusing on ex-combatants and conflict affected people among socially vulnerable people since the vocational training needs were high among ex-combatants as part of DDR at the time of the planning. However, after the commencement of the project, it was found that there were not many ex-combatants in Khartoum, the capital city. Therefore, in July 2011, the project added Blue Nile and South Kordofan states in the target areas where many ex-combatants resided. The reason why it was not possible to figure out at the time of the planning that there were few ex-combatants in Khartoum is presumed to be the fact that there was no statistical information on hometown of combatants. On the contrary, since the latter half of 2011, the security situation in both states turned to be deteriorated. Eventually the project could not implement activities for the two states. The project, therefore, changed the approach to target focusing not only on ex-combatants as training subject but also women, persons with disabilities, poor among social vulnerable groups based on the training needs of women and persons with disabilities at that time. The security deterioration of the two states was unexpected at the time of adding as the target areas. In addition, as mentioned above, the change to the approach targeting the whole socially vulnerable people is largely due to the unexpected change of security deterioration. This change can be judged as appropriate since it was a modification corresponding to the situation change and the needs.

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 Impact<sup>9</sup> (Rating: ②)

#### 3.2.1 Effectiveness

##### 3.2.1.1 Achievement of Project Purpose

The project intended to strengthen SCVTA’s capacity to manage vocational training through strengthening SCVTA’s supporting function to VTCs by improving curriculum,

---

<sup>9</sup> Sub-rating for Effectiveness is to be put with consideration of Impact.

developing teaching materials, upgrading capacity of trainers and strengthening management capacity of facility and equipment in order to make training contents that meets the needs of the market and industry (Output 1), by strengthening SCVTA's supporting function to training providers which provide training focusing on conflict affected people and socially vulnerable people (Output 2), and by establishing job placement support system in SCVTA through upgrading information on employment and collaboration with private sectors (Output 3). Output 2 was achieved. However, Output 1 and Output 3 were not fully achieved.

Table 1 shows the achievement of the project purpose. Indicators other than indicator (2) were almost achieved. Although the job placement rate of indicator (2) is an important indicator, it is greatly influenced by the external factors such as economic situation, labor market and cultural uniqueness to Sudan society (employment seeking is done mainly through introduction from the personal networks). From this point of view, it is not the indicator measuring the quality of training and management ability of SCVTA. Therefore, it was regarded as a reference indicator in accordance with the evaluation criteria at the time of the terminal evaluation.

Table 1 Achievement of Project Purpose

Project Purpose	Indicator	Actual
“SCVTA’s capacity for managing vocational training based on social and labor market needs is strengthened.”	(1) More than 90% of the ex-trainees in the model courses by VTCs evaluate the training as higher than 3 in 5-grade evaluation at the time of their completion.	<u>Achieved.</u> • As a result of follow-up surveys (May - November 2012 and April – September 2013) for the ex-trainees of first and second model courses (total of 195 ex-trainees), 92% of ex-trainees gave a score 3 and over in 5-grade evaluation.
	(2) Job placement rate of the ex-trainees of the model courses exceeds 75%.	<u>Not Achieved. (Reference only)</u> • According to the above two follow-up surveys conducted by the time of the terminal evaluation, the job placement rate from the first model course was 55%, and that from the second model course was 48%.
	(3) More than 70% of the companies which accept the ex-trainees of the model courses, evaluate their performances as higher than 3 in 5-grade evaluation.	<u>Achieved.</u> • According to the above two follow-up surveys, all eight employers who have responded rated that performance of the ex-trainees working for them was 3 and over in 5-grade evaluation.
	(4) Number of trainees from disadvantaged groups increase in various training providers.	<u>Achieved.</u> • It was confirmed that training providers has conducted trainings for socially vulnerable people after receiving assistance such as TOT and curriculum development from SCVTA. • For example, after completing TOT to training providers, the actual cases to conduct trainings by the training providers were confirmed such as handcraft course for persons with disabilities (35 participants) and food processing and sewing courses for women of the poor (147 participants in total).

		<ul style="list-style-type: none"> <li>• K2VTC where the toilet for persons with disabilities was newly facilitated by the project conducted the short-term course on aluminum processing for persons with disabilities in response to the request from the international NGO.</li> </ul>
	(5) The ex-trainees in the model courses by training providers evaluate the training as higher than 3 in 5-grade evaluation at the time of their completion.	<p><u>Almost Achieved.</u></p> <ul style="list-style-type: none"> <li>• According to the satisfaction survey after the TOT, although the sample sizes were only three IT training courses, a score 3 and over in 5-grade evaluation was received in all three courses.</li> <li>• All participants in the above training course for women of the poor gave a score 4 and over in 5-grade evaluation.</li> </ul>

Source: Terminal Evaluation Report, Information from the JICA, Results from the interview to implementing agency at the time of the ex-post evaluation

In this project, making K2VTC under SCVTA as a model center, various measures were introduced into K2VTC such as developing equipment maintenance and management system, establishing and operating a job placement office (JPO<sup>10</sup>), 5S and KAIZEN<sup>11</sup>. The project introduced other measures to SCVTA such as a centralized management information system through providing IT equipment and follow-up survey of ex-trainees. It was expected that SCVTA conducted monitoring of the implementation of those measures and institutionalized them in K2VTC, and disseminated them to other VTCs under SCVTA, which would result in leading the overall goal of strengthening of vocational training system.

As stated above, the indicators set in Project Design Matrix (PDM)<sup>12</sup> were almost achieved, however, judging from the impact and sustainability confirmed at the time of the ex-post evaluation, it is considered that project purpose of strengthening of SCVTA's management capacity of vocational training has not been fully achieved by the time of the project completion. It is presumed that one of the factors that could not be fully achieved was, besides organizational and financial issues of SCVTA, that the various measures introduced by the project to K2VTC as the model center have remained at the trial level or early stage within the project period and have not reached to the reinforcement of the foundation to institutionalize and disseminate as a system. These measures were new to SCVTA and K2VTC. Therefore, close follow up and repetition of implementation were necessary to institutionalize them. However, some activities such as implementation of short-term model courses and formulation of manual for equipment maintenance and management system had to be carried out at the final stage of the project due to the delay in disbursement of project activity costs from Sudanese side caused by the tight budget in Sudan in separation of Southern Sudan. The project could not have

<sup>10</sup> The project aimed to build the job placement support system by integrating scattered information on relevant companies which managed by SCVTA and VTC trainers separately as one database which can be shared among trainers. This becomes common asset in the institution.

<sup>11</sup> KAIZEN is the continual improvement which improves the work environment by adopting 5S (Sort, Set in order, Shine Standardize, Sustain) and eliminates waste of work.

<sup>12</sup> PDM is a summary table of the project that describes including the purpose, outputs, activities, inputs of the project.

enough time to conduct activities to fully institutionalize these measures.

As a result, Output 1 “strengthening function of SCVTA to support VTCs” and Output 3 “establishing function of job placement support system” had not been fully achieved. Achievement of each output is shown in attachment 1.

It is sure that the project purpose of “SCVTA’s capacity for managing vocational training based on social and labor market needs” has been more strengthened than before the project. However, considering the impact and sustainability described later, it is hard to assume that it was sufficiently strengthened. In light of this, the project achieved at a limited level its project purpose.

### 3.2.2 Impact

#### 3.2.2.1 Achievement of Overall Goal

The overall goal of the project is “vocational training system is strengthened to activate the employment and income opportunities”. Table 2 shows the achievement of the overall goal. The three indicators below focused on expanding job opportunities for ex-trainees. It is necessary to verify, however, whether the vocational training system has been strengthened or not in order to see the achievement of the overall goal. Accordingly, after confirming the meaning of “strengthening of vocational training system” with the implementing agency and the Japanese consultants who implemented the project, in order to evaluate overall goal the following points were assessed; 1) enhancement of quality of training by strengthening the capacity of trainers, 2) state of achievement of short-term and long-term training courses by the developed or revised curriculums, 3) equipment maintenance and management system, and 4) situation of job placement support. In addition, it was confirmed whether these measures were established at the model center, K2VTC and were disseminated to other VTCs by SCVTA. Furthermore, it was also assessed 5) whether the project has contributed to expanding job opportunities by giving technical support to the training providers which provided trainings for socially vulnerable people. In regard to the indicator (2) “employment rate of ex-trainees”, while the indicator (2) of the project purpose covers the job placement rate of ex-trainees from the short-term model course, this indicator of the overall goal covers ex-trainees from the long-term courses as well. However, the indicator is regarded as reference information as the indicator (2) of the project purpose. This is because of the fact that it is influenced by the factors other than strengthening of vocational training system. In addition to the external factors such as economic condition, the environment surrounding VTCs has been changed in recent years<sup>13</sup>.

---

<sup>13</sup> According to the hearing to the implementing agency, VTC trainers, and private companies, until before ten years or so there was the recognition that VTC was the place for so-called people who failed to go on to higher education. However, at present the recognition of VTC changed as such if someone graduated from VTCs, he would get a job. As a result, the number of applications is increasing. For example, 1,500 people have applied for a maximum of 500

Since relatively good trainees have entered in VTCs, inquiries on VTC trainees from companies have been increasing.

Table 2 Achievement of Overall Goal

Overall Goal	Indicator	Actual						
Vocational training system is strengthened to activate the employment and income opportunities	(1) More than 890 people* are benefitting directly through this project.  *The basis for calculating the target value is unknown. The number was included the ex-trainees who were trained during the project period. Therefore it is not suitable as the target value for overall goal. At the terminal evaluation, it was assumed that in the three years after the project completion, 240 people from the long-term courses and 330 people from the short-term courses were assumed as beneficiary. Therefore, the above value is regarded as target.  It is assumed that the revised curriculums for the long-term courses were implemented at least in K2VTC which had been introduced. Therefore, it was regarded that the number of beneficiary of long-term course was from K2VTC. For the number of beneficiary	<u>Almost Achieved.</u> (unit: person)						
			Course	2014	2015	2016	Total	Target
		Long-Term	Automotive (2 Courses)	N/A	N/A	N/A	N/A	N/A
			Electricity (1 Course)	N/A	N/A	N/A	N/A	N/A
			<b>Long-Term Total (Assumption)</b>	<b>150</b>	<b>300</b>	<b>300</b>	<b>750</b>	<b>240</b>
		Short-Term	Engine	22	N/A	N/A	22	N/A
			Transmission*1	22	N/A	N/A	22	N/A
			Programmable Logic Controller (PLC)*2	30	25	0	55	N/A
			Refrigeration & A/C	50	0	0	50	N/A
			Sewing	13	22	20	55	N/A
			<b>Short-Term Total</b>	<b>137</b>	<b>47</b>	<b>20</b>	<b>204</b>	<b>330</b>
		*1: Components parts of a car including suspension, steering, and tire *2: Electronic equipment for controlling machinery and device (electric control design of distribution board, creation of electric circuit drawing, etc.)						
Source: Results from the questionnaire survey to SCVTA								
<ul style="list-style-type: none"> <li>The long-term courses with revised curriculums were conducted in K2VTC. As 50 people per course of each department participated, 750 people in three years were directly benefitted, which reached the target value of long-term course.</li> <li>Although the number of "Short-Term" in the above table did not reach the target value, the number was only from the 5 VTCs under SCVTA and the achievement of the short-term courses from the state VTCs and training providers were not included. The actual number is unknown since there were no records. However, according to the hearing to Women's Union and Disabled Union<sup>14</sup>, they have been conducting several</li> </ul>								

people in 2015 in K2VTC. There was also a change in recognition of VTCs from the company considering the fact that inquiries from companies were also increasing. In the interview to the companies visited during the field survey at the time of the ex-post evaluation (GIAD, Sudanese Emirates Glass & Metal Technology Factory, small factories in Khartoum and Kassala), they commented that although VTC graduates had little practical experience, they were easy to be utilized since they had the solid foundation in theories and safety standards as well as they were disciplined. In addition, because of the stagnation of the economic situation in Sudan, there are many university graduates who cannot get jobs. For young people, including students with excellent academic achievement, who wish to get jobs soon by acquiring skills or wish to go to work in neighboring countries such as Saudi Arabia and UAE, entering the VTC and obtaining a certificate from the VTC become the ticket for it.

<sup>14</sup> Women's Union is an union of private women's organization, conducting vocational training for economic

	<p>from the short-term courses was regarded from the 5 VTCs under SCTVA, state VTCs and 25 training providers which had received TOT.</p>	<p>courses every year, in which 10 to 20 persons were participated each. Therefore, it can be said that the target is achieved at a certain level. Short-term courses can be implemented basically if the sufficient number of trainers was secured and financial resources were available from the outside. Therefore, there are variations in number of participants in each year.</p>
	<p>(2) The employment rate of ex-trainees exceeds 75%.</p>	<p><u>Not Achieved. (Reference Only)</u></p> <ul style="list-style-type: none"> <li>• The accurate employment rate could not be identified since each training centers did not keep records or have statistics on employment of ex-trainees. However, the hearing to the SCVTA officers, VTC trainers, trainees currently under training and ex-trainees revealed that almost all trainees from the long-term courses worked in companies, factories, overseas, or started own business in recent years. Therefore, no particular problem was seen in their employment.</li> </ul>
	<p>(3) The average income of ex-trainees increases compared with before training.</p>	<p><u>Almost Achieved.</u></p> <ul style="list-style-type: none"> <li>• According to the results of the beneficiary survey<sup>15</sup> to 25 ex-trainees who have received short-term model courses, as shown in the table below, 10 people (40%) combined 1) and 2) responded that the income has increased by the training. However, the effect cannot be seen much if it is compared with the 13 people (52%) who have answered as 3) “same as before” and 4) “not increased”. Nonetheless, six out of 10 people who have answered “increased” were persons with disabilities. The survey could not cover all 19 persons with disabilities who have participated in the short-term model courses, however, even six people alone account for about 32% of the all participants with disabilities. It is thought that the effect on increasing income opportunities for persons with disabilities was rather great since they have hardly done income generating activities so far.</li> </ul>

independence and activities for women’s right protection. Headquarters of the Women’s Union is located in Khartoum and has branches in various part of the country. Disabled Union is a private disabled party organization. As a representative of persons with disabilities, Disabled Union conducts support activities for persons with disabilities such as defending the rights of persons with disabilities, building a network among persons with disabilities and vocational training.

<sup>15</sup> Beneficiary survey was conducted for a total of 103 people, including 25 ex-trainees who have participated in the short-term model courses during the project (including 13 persons with disabilities), and 26 VTC trainers and 52 trainers of training providers who have received TOT. There were not many short-term courses conducted after the project completion. As for the long-term courses, the detailed records of ex-trainees were not kept by VTCs. Therefore, the sample were drawn from the short-term model courses (selected from the socially vulnerable people, mainly from the persons with disabilities and women), who could be able to contact from the VTCs and training providers. In regard to the VTC trainers, the interviews were conducted from the five VTCs under SCVTA (18 trainers), Kassala state VTC (4 trainers), and White Nile state VTC (1 trainer) visited by the external evaluator during the field survey, and North Kordofan state VTC (3 trainers) visited by the evaluation assistant. In selection, all VTCs under SCVTA were included from the beginning. For VTCs in other states, such VTCs were selected where relatively large number of trainers was received TOT, where recommendation was given by SCVTA and where the access was possible within the limited evaluation period.

		<p>Q: Has your income increased after the training? (25 participants in the short-term model courses)</p> <table border="1"> <thead> <tr> <th>Answer</th> <th>Number of Answers</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>1) Yes, very much increased</td> <td>4</td> <td>16</td> </tr> <tr> <td>2) Yes, to some extent</td> <td>6</td> <td>24</td> </tr> <tr> <td>3) Same as before</td> <td>4</td> <td>16</td> </tr> <tr> <td>4) No, not increased</td> <td>9</td> <td>36</td> </tr> <tr> <td>5) Unrelated to training</td> <td>2</td> <td>8</td> </tr> <tr> <td>Total</td> <td>25</td> <td>100%</td> </tr> </tbody> </table> <p>Source: Beneficiary survey</p> <p>• Out of 52 trainers of training providers who have received TOT, 28 trainers (54%) answered 3) “increased income”, 24 trainers (47%) answered either 1) “connected to the new employment” or 2) “started own business”. Therefore, it can be said that it contributed to a certain extent to improve income.</p> <p>Q: After TOT, what kind of change did you have?</p> <table border="1"> <thead> <tr> <th>Answer (Multiple)</th> <th>Number of Answers</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>1) Connected to the new employment</td> <td>5</td> <td>10</td> </tr> <tr> <td>2) Started own business</td> <td>19</td> <td>37</td> </tr> <tr> <td>3) Increased income</td> <td>28</td> <td>54</td> </tr> <tr> <td>4) Upgraded skills</td> <td>48</td> <td>92</td> </tr> <tr> <td>5) Expanded the employment opportunities</td> <td>2</td> <td>4</td> </tr> <tr> <td>6) Others</td> <td>1</td> <td>2</td> </tr> </tbody> </table> <p>Source: Beneficiary survey</p>	Answer	Number of Answers	%	1) Yes, very much increased	4	16	2) Yes, to some extent	6	24	3) Same as before	4	16	4) No, not increased	9	36	5) Unrelated to training	2	8	Total	25	100%	Answer (Multiple)	Number of Answers	%	1) Connected to the new employment	5	10	2) Started own business	19	37	3) Increased income	28	54	4) Upgraded skills	48	92	5) Expanded the employment opportunities	2	4	6) Others	1	2
Answer	Number of Answers	%																																										
1) Yes, very much increased	4	16																																										
2) Yes, to some extent	6	24																																										
3) Same as before	4	16																																										
4) No, not increased	9	36																																										
5) Unrelated to training	2	8																																										
Total	25	100%																																										
Answer (Multiple)	Number of Answers	%																																										
1) Connected to the new employment	5	10																																										
2) Started own business	19	37																																										
3) Increased income	28	54																																										
4) Upgraded skills	48	92																																										
5) Expanded the employment opportunities	2	4																																										
6) Others	1	2																																										

Source: Results from the interviews to implementing agency, trainers of each VTCs and ex-trainees at the time of the ex-post evaluation, and Beneficiary survey.

#### (1) Enhancement of quality of training by strengthening the capacity of trainers

The project enhanced the capacity of SCVTA officials and trainers of SCVTA affiliated VTCs and state VTCs through TOTs, training in Japan and third country training in Egypt. A total of 29 people participated in the training in Japan and a total of 35 people participated in the training in Egypt. The participants were from VTCs almost throughout the country. The project also conducted TOTs in order to implement short-term model courses after identifying training providers (see Attachment 2). From the interview at the time of the ex-post evaluation to SCVTA officials and trainers of the state VTCs<sup>16</sup>, they answered that in addition to upgrading the specialized skills through such trainings, they have changed the teaching methods. Especially in the revised curriculum, it was highly appreciated that as a result of introducing the

<sup>16</sup> Among the state VTCs, Kassala VTC (Kassala state), Wad Medani VTC (Gezira state) and Kosti VTC (White Nile state) were visited and assessed in the ex-post evaluation.

teaching methodologies which divides into units according to the CUDBAS method<sup>17</sup>, it became possible to create curriculum by systematically organizing items that meet new technologies and market needs. As seen in Table 3, the results of beneficiary survey confirmed that about half of the 26 VTC trainers who have responded began to spend more time for preparing for classes and to make the class easier to understand by introducing audiovisual teaching aids. The improvement in teaching methods was confirmed through the answer from the trainees who have received classes from the trained trainers. As shown in Table 4, the answers included utilization of the effective teaching aids such as audiovisual equipment and clear explanation by the trainers in the class. One of the K2VTC trainers became ambitious such as developing and posting posters showing how to handle the equipment and how to use them safely at their own expense. As shown in Figure 2, besides 96% (24 out of 25 trainees) answered that the contents of the training met the market needs “very much” or “mostly”, all of them answered the training contents were up to date. Furthermore, by experiencing a whole training cycle from the preparation, implementation, monitoring to evaluation of the short-term model courses in the project, the trainers recognized the importance of monitoring. As a result, many trainers answered that it was possible to grasp the performance of the trainees by, for example, conducting quizzes during the training and to clarify the items to be prioritized in the class. Therefore, it was confirmed that strengthening the capacity of the trainers by the project contributed to the improvement of quality of the training contents to a certain extent.

Table 3 Change in Teaching after Receiving TOT (Trainer n=26)

Answer (Multiple Answers)	Number	%
Began to spend more time in preparing for the class than before	14	54%
Began to utilize audiovisual equipment	14	54%
Able to teach new skills and technology	10	38%
Had confidence in teaching	1	4%
Able to give advice on start business	6	23%
Others	1	4%

Source: Beneficiary Survey

Table 4 Teaching Methodologies of Trainers on Training Course (Trainee n=25)

Answer (Multiple Answers)	Number	%
Trainers explained explicitly and easy to understand	17	59%
Trainers used effective teaching aids such as audiovisual equipment	10	34%
Trainers were enthusiastic about teaching trainees	5	17%
Trainers responded all questions	5	17%
Teaching aids were ordinary	1	3%

Source: Beneficiary Survey

<sup>17</sup> Abbreviation for “Method of Curriculum Development Based on Vocational Ability Structure”. A curriculum is developed through structurally organizing the necessary capacity items for the final finish image of education.



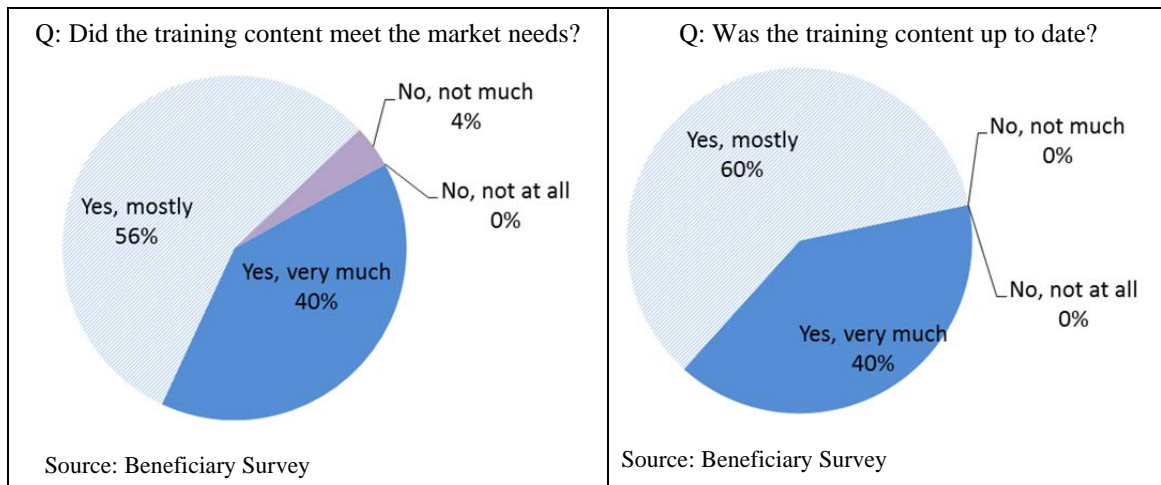


Figure 2 Assessment on training contents by trainees (trainees n=25)

(2) State of achievement of training courses by the developed or revised curriculums

Officials in the department of curriculum development and technical guidance of SCVTA and SCVTA affiliated VTC trainers have mastered the curriculum development method by CUDBAS through involving curriculum development and revising process of short-term and long-term courses and various training sessions. Regarding the long-term courses, the two courses in automotive and electricity were revised in this project. At the time of the ex-post evaluation, the continuity of the effect was confirmed from the fact that the department of curriculum development and technical guidance of SCVTA has improved other six areas of long-term courses in machinery/fitting, welding, construction, plumbing, IT and sewing using the said method. However, these revised curriculums including the two courses improved during the project period had not been formalized and it has not reached the stage of dissemination. According to the interview to SCVTA at the time of the ex-post evaluation, it was found that there were different perceptions on revised curriculums between the recognition that they should be approved by the Standard Scientific Committee in SCVTA and that there was no need for approval by the committee because they were the revision of the existing courses. The committee was not held after the completion of the project partly because the director in charge has been transferred. Therefore, the position of the revised curriculums remained as ambiguous after the project and they have not been officially disseminated to other VTCs. Nonetheless, the revised curriculums have been utilized applying new skills as necessity by the trainers of K2VTC and other VTCs who were involved in the revision of curriculums in the project. However, they were not approved as official curriculums.

The project also revised the old standard training schedule institutionalized in accordance with the ILO standards in 1974 and developed a new annual training schedule. In the new schedule, the project reduced the basic training hours and, instead, allocated more time to

technical practices such as English and PC appliance which meets the market needs. Although SCVTA has notified the change of the time schedule to each VTC during the project period, it was found that there was a wide range of application level between the VTCs. SCVTA did not grasp the situation at the time of the ex-post evaluation. External conditions such as shortage of classrooms and trainers in VTC are involved in the application of the new schedule, however, it was noted that SCVTA which oversees and supports VTCs should monitor and grasp the situation even if the problem could not be solved.

### (3) Equipment maintenance and management system

In this project, equipment maintenance and management system was developed in K2VTC as the model center through organizing existing equipment (by 5S and KAIZEN trainings), developing a list of equipment and an annual plan for procurement and maintenance of equipment. This system was applied to all departments in K2VTC. However, at the time of the ex-post evaluation, the continuity of the system varied depending on the department. Even in the departments which were in practice, the annual plan for procurement and maintenance for equipment has not been developed. Furthermore, although the equipment maintenance and management system was expected to be spread to other VTCs by SCVTA after introduction in K2VTC, it was not been institutionalized even in K2VTC. For 5S and KAIZEN, it was confirmed that SCVTA officials have provided services as supervisory organization such as holding seminars to other VTC instructors at the time of the ex-post evaluation. It is expected in the future that not only disseminating the idea on 5S and KAIZEN but also conducting the monitoring and providing guidance are expected.



Status of Equipment Management  
(Department which is organized)



Department which is not organized

### (4) Job placement support

The JPO established in K2VTC was existed, however, the expected functions that the information on relevant companies were converted into data, shared among trainers and utilized

as an organization's data have not been fulfilled. The database of companies which was built during the project period was not utilized either. According to the interview to SCVTA and the director of SCVTA at the time of the ex-post evaluation, there was a situation where job obtainment could be worked without actively supporting job placement. In addition, the officer in charge of JPO was only one in K2VTC and it was difficult to update the information by visiting companies without means of transport and budget. These facts were considered as background factors why they have not utilized database and implemented job placement. However, even without means of transport and budget, it is possible to update information of the companies which the trainees have been employed or engaged as in-plant training to the database formulated in the project and to share the information among trainers. SCVTA was expected to give such guidance, however, it has not been implemented to K2VTC. The dissemination of JPO system to other VTCs has not been implemented either.

SCVTA was also expected to conduct the follow-up surveys of ex-trainees and analyze employment situation and problems as a part of job placement support. However, because of the shortage of budget and ability to analyze the survey results by SCVTA staff members which assumed insufficient with a single experience in the project, the survey has not been continued.

#### (5) Expansion of training opportunities for socially vulnerable people

Impact on expansion of training opportunities especially for women and persons with disabilities among socially vulnerable people was confirmed. While there is no special department in SCVTA, the staff members of the planning department was in charge of vocational training for women and persons with disabilities from the time of the project implementation and continued to act as responsible officers at the time of the ex-post evaluation. They worked closely with Disabled Union and Women's Union, received consultation and gave technical advice for the training conducted by these unions. In addition, SCVTA was making efforts to expand training opportunities in consultation with training providers and donors for socially vulnerable people. These efforts brought fruitful results such as conducting 100 persons with disabilities each from 2016 at K2VTC with assistance from the Red Crescent Society<sup>18</sup> of Saudi Arabia through SCVTA. K2VTC was selected as the venue for the training for persons with disabilities financed by the Saudi Arabia and for the training courses organized by Disabled Union and Women's Union. This is because K2VTC has facilitated with the special toilet for persons with disabilities which was constructed by the project. It was confirmed that such toilet also contributed to expand the opportunities of persons with disabilities to participate in the training.

With regard to the conflict affected people, the relation between SCVTA and DDR

---

<sup>18</sup> Red Cross and Red Crescent society is the world's largest humanitarian organization. In Islamic countries it is called Red Crescent instead of Red Cross.

department of UNDP was built by the project. In February 2017 the agreement was reached with UNDP-DDR to train 1,000 ex-combatants per year for three years and the support for the actual trainings for ex-combatants was to be made after the ex-post evaluation<sup>19</sup>. In addition, although it was not materialized yet at the time of the ex-post evaluation, SCVTA was requested from the international organizations and local NGOs to organize vocational training courses for Syrian and Yemeni who escaped to Sudan due to the destabilization of Syria's situation and for South Sudan refugees by the civil war of South Sudan. It is believed that the experience and performance of such training for socially vulnerable people initiated by SCVTA contributed to the expansion of vocational training opportunities.

It was also confirmed the expansion of the training opportunities of socially vulnerable people from the fact that the participants of TOT from Women's Union, Disabled Union and private training providers have continued conducting trainings for socially vulnerable people.

Accordingly, although there are many external factors concerning the expansion of employment opportunities and the contribution from the project is not clearly identified, the project contributed to providing the training opportunities for socially vulnerable people such as women and persons with disabilities who had not been subject to the training by SCVTA through the TOT and short-term model courses. In addition, as a result of that, their job opportunities and income generation opportunities have expanded. It can be said that this is the contribution of the project. It was also confirmed that the training for SCVTA officials and VTC trainers led to the improvement of the quality of the vocational training, which contributed to the overall goal of expansion of job opportunities. On the other hand, several issues were raised regarding strengthening management capacity of SCVTA to establish various measures implemented at K2VTC and disseminate them to other VTCs, which is also the overall goal. Therefore, the project has achieved at a limited level its overall goal.

Column: Successful cases from the training providers who received TOT and ex-trainees of the short-term model course

Case 1: A woman who attended the TOT course in Sewing for women on the recommendation of Women's Union (Received Training in 2012 at Sudanese-Korea VTC)

• Originally she was sewing clothes as a hobby. After taking the TOT course, taking advantage of skills learned, she has started a business with some women friends, which led to income generation. They are currently selling embroidered or dyed thobes (big scarves) made by themselves through the internet media such as Facebook. At the time of the ex-post evaluation, the business has been scaled to teach as many as 250 women and they have also sent products to the fashion show. She highly commended the TOT course that the training matched the market needs such as adopting a new

<sup>19</sup> The target ex-combatants are from Darfur region, West Kordofan, South Kordofan, Blue Nile and East region (Kassala and Red Sea). UNDP is planning to mobilize funds for the training to donors.

design method and was technically very high. In addition, she evaluated that TOT was helpful not only for skills acquiring but also for obtaining the method and points for starting business. This is the example where training opportunities has spread to other women through the women who attended the TOT course.

Case 2: A woman who attended the TOT courses in Tailoring and Food Processing of the recommendation of Women's Union (Received Training in 2011 and 2012 at Sudanese-Korea VTC)

• After taking the TOT course, she has conducted trainings on food processing and dying for women's unions at the local level which were organized by Women's Union HQs. In 1980's she received training on sewing from UNICEF. However, she did not figure out how to utilize skills after the training. As a result, she could not do anything. However, she gained the confidence in teaching with acquired skills by the TOT course by the project, and she became able to spread the skills to others.

Case 3: A woman with disabilities who attended the TOT course in Food Processing on the recommendation of Disabled Union (Received Training in 2011 at Sudanese-Korea VTC)

• After receiving TOT course, she began to be invited as a trainer on food processing courses organized by Disabled Union (financial sources are NGOs and others) . She was able to become self-sufficient by conducting income generation activities as a result of the TOT of the project.

Case 4: A man who attended the short-term model course in Refrigeration and Air-Conditioning (Received training in 2012 at K2VTC)

• Although he graduated from the faculty of economics of the university, he was not able to get a job. Then he attended the three-month short-term course on electricity in 2008 in K2VTC. After that he has been working in various companies on contract. He started own business from 2015 after gaining confidence on starting business through participating the short-term model course on refrigeration and air conditioning by the project in 2012. He commented that the difference between the training course in 2008 and that in 2012 was that in 2012 course the new technologies matched with market needs were adopted in the contents and the training methodologies was more practical. It was also raised that the relationship with the VTC trainers has established and the consultation with them became possible if there were any problem.

Case 5: A woman with disabilities who attended the TOT course in IT for disabled (Received training in 2011 at K2VTC)

• A women with disabilities in the legs had an interest in IT after taking IT course for disabled in 2011. Then she became an assistant trainer of IT class at K2VTC as a volunteer for three years. She was officially accepted as an English teacher on K2VTC in 2017 and she has been working as one of trainers at the time of the ex-post evaluation. It was said that she has not been doing anything special before participating in the TOT course by the project and no opportunities for job obtainment were available. Now she could get fixed income and she was highly appreciated the project saying that

“the training by JICA opened up her opportunity”.

Case 6: A woman with disabilities who attended the short-term model course in IT Advanced (Accounting) for disabled (Received training in 2012 at K2VTC)

• Although it has not led to job obtainment and income improvement, by attending the course she became socialized such as to drop by Disabled Union and meet friends outside. Until then she used to stay at home doing nothing. She became new friends and expanded the network. She commented that such change was realized due to gaining confidence by attending the course.

Source: Results from the interview at the time of the ex-post evaluation

### 3.2.2.2 Other Positive and Negative Impacts

#### (1) Impacts on Persons with Disabilities

SCVTA was currently working officially to open the door to VTC admission for persons with disabilities motivated by the project’s activities for SCVTA to support trainings for socially vulnerable people. In principle, there is a general rule that people must be “physically fit” for the admission of VTCs<sup>20</sup> so the persons with disabilities was basically out of the scope of training. However, according to the Secretary General of SCVTA, the common recognition among SCVTA and VTC trainers was born by the project that even if the person has disabilities to a certain extent, he can receive the training. Therefore, SCVTA has decided to include in SCVTA’s policy paper that a course for persons with disabilities is established and persons with disabilities are not excluded even in the conventional long-term course if they are capable of training.

Furthermore, according to the beneficiary survey and interview to the persons with disabilities who received the trainings, almost all persons with disabilities replied that they gained confidence in income generation (see Figure 3). In addition, it was confirmed the enhancement of life skills by the training such as making friends and expanding networks with society (see Table 5). These life skills lead to the participation of persons with disabilities in the society and to create a social net by expanding a wider network. According to the interview to Disabled Union and the persons with disabilities who participated in the trainings, many answered that they became outgoing and positive in thinking even though they could not get jobs. Therefore, it was confirmed that the trainings provided a positive impact to the persons with disabilities.

---

<sup>20</sup> These are not specified in policy papers, etc.

Q: Have you gained confidence in earning income after receiving training?

(Persons with disabilities n=13)

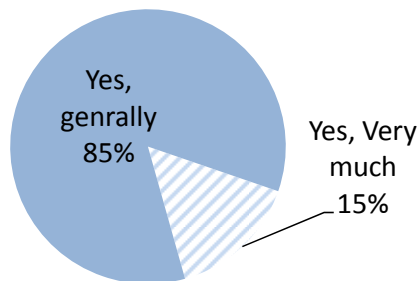


Figure 3 Confidence in income generation by persons with disabilities

Table 5: Which life skills you have gained the confidence?

(Persons with disabilities n=13)

Answer (Multiple Answers)	Number	%
Getting up at the fixed time	4	31
Keeping times	8	62
Making friends/Networking	13	100
Speaking out what you are thinking	3	23
Negotiation skills	0	0
Understanding own capacity	1	8
Making your life plan	2	15
Nothing particular	0	0
Others	0	0

Source: Beneficiary Survey

## (2) Impacts on Organizational Aspects

Enhancement of the recognition of SCVTA is raised among organizational aspects.

The relationship of SCVTA with Disabled Union and Women’s Union has been strengthened through the project. Particularly in relation to persons with disabilities, from the achievement of trainings for persons with disabilities, SCVTA became a member of committee for formulation of persons with disabilities Act and also participated in the policy dialogues on “operational protocol for the persons with disabilities” which was revised in 2017. Furthermore, the establishment of special toilets for persons with disabilities and women produced a big impact. According to the interviews with Disabled Union and persons with disabilities who received trainings, they answered that it was very helpful since the toilet was one of the high hurdles for persons with disabilities to go out. It is assumed that the establishment of the toilet for persons with disabilities was very much important for them seeing from the fact that K2VTC was listed as a disabled friendly facility in Sudan together with the large companies, Coca Cola and Zain (major communication company headquartered in Kuwait). It is thought that this shows that the disability group appreciated the K2VTC’s performance including establishment of the toilet and conducting training for persons with disabilities. The interview with SCVTA revealed that they have received consultations and inquiries on training methods and contents from the private training providers more than before the project. The above request of the vocational training from UNDP and Saudi Arabia is the manifestation of the recognition that SCVTA has roles for the socially vulnerable people.

Moreover, SCVTA increased 70 trainers for VTCs under its umbrella in 2016 following the recommendations from the project. At the time of the ex-post evaluation, the project activity expenses paid by the Sudanese side for on-going JICA technical cooperation project for “strengthening vocational training system targeting state vocational training centers” have been



disbursed without problem. Considering the facts that the increase in number of permanent officials and the disbursement of project activity expenses have been approved in the tight financial situation of the Sudanese government, it can be thought that the recognition of SCVTA in the government has increased.



Toilet for persons with disabilities constructed by the project



Short-term course for women at the time of the ex-post evaluation at K2VTC (General Electricity)

### (3) 5S and KAIZEN

The understanding of the concept of 5S and KAIZEN has been penetrating since SCVTA officials have conducted seminars for VTC staff members and implemented dissemination activities. The dissemination of 5S and KAIZEN to VTCs has been implemented not only from this project but also from other related JICA projects<sup>21</sup>. Therefore, it can be considered as a result of synergistic effect from multiple projects. However, a certain contribution by the project is observed.

Considering the answer from the director of K2VTC saying that the understanding of 5S and KAIZEN was deepened in VTC trainers, so that the trainees became more aware of handling the equipment and organized equipment more than before, a certain degree of impact was confirmed. However, the level of implementation of 5S and KAIZEN differed among trainers. Some departments were hardly continued as mentioned above. Among those, the departments which have been continued the practice were those which the JICA Overseas Cooperation Volunteers (JOCV) were allocated. Routine monitoring and joint working with JOCV considered to have made it possible to continue the effects. Therefore, the collaboration effect with the JOCV dispatch was seen.

Based on the above, this project has to some extent achieved the project purpose and

---

<sup>21</sup> For example, “Capacity Development Project for the Provision of Services for Basic Human Needs in Kassala” (May 2011 – April 2015), and “Project for Human Resources Development for Darfur and the Three Protocol Areas” (June 2009 – May 2013).



overall goal. Therefore, the effectiveness and impact of the project are fair. For the project purpose, although the set indicators were almost achieved, it is judged as partial achievement because some achievements have not been established. Overall goal has been achieved at a limited level. Although the strengthening vocational training system is considered to be achieved by establishing various methods implemented at K2VTC and by disseminating them to other VTCs, a part of them has not been implemented. On the other hand, the project received high evaluation from the private training providers and socially vulnerable people themselves since the impact was significant which SCVTA has implemented trainings for socially vulnerable people who had not been the target of training although legally SCVTA has been responsible for. As SCVTA has gained recognition externally and within government, the impact on strengthening organizational aspects was also seen. In addition, the collaboration with JOCV dispatch in 5S KAIZEN, and impacts on persons with disabilities in vocational training were observed.

### 3.3 Efficiency (Rating: ③)

#### 3.3.1 Inputs

Table 6 shows the plan and actual major inputs for the project.

Table 6 Plan and Actual Inputs for the Project

<b>Inputs</b>	<b>Plan</b>	<b>Actual (At the time of the Ex-post Evaluation)</b>
(1) Experts	Number and MM not stated <ul style="list-style-type: none"> <li>• Project Manager/ Management of Training Center</li> <li>• Curriculum Development</li> <li>• Technical advice (Field not mentioned)</li> <li>• Project Coordinator on Socially Inclusion</li> <li>• Other necessary areas</li> </ul>	11 Short-Term (82.97MM) <ul style="list-style-type: none"> <li>• Project Manager/Management of Training Center</li> <li>• Vice Project Manager/Capacity Development Planning</li> <li>• Training Planning/Curriculum Development</li> <li>• Technical Guidance/Equipment Planning</li> <li>• Social Inclusion Specialist</li> <li>• Project Coordinator/Equipment Planning/Training Management</li> </ul>
(2) Trainees received	Number not stated	Training in Japan: 29 persons in total Training in the Third Country (Egypt):35 persons in total
(3) Equipment	Necessary Equipment for K2VTC	①K2VTC (Equipment for Departments of Machinery, Automotive, Electricity, IT, and Refrigerator/AC, and administrative office)

		②Friendship VTC (Equipment for Department of Food Processing) ③SCVTA (Office equipment)
(4) Rehabilitation of Facilities	N/A	• Rehabilitation of Facilities in K2VTC (34 million yen)
(5) Local Expenses	Part of training cost (Amount not stated)	26 million yen
Japanese Side Total Project Cost	530 million yen in total	417 million yen in total
Sudanese Side Total Project Cost	<ul style="list-style-type: none"> <li>• Project office</li> <li>• Training cost</li> <li>• Maintenance cost for equipment</li> <li>• Salary for counterpart personnel (Amount not stated)</li> </ul>	<ul style="list-style-type: none"> <li>• Project Offices (Each in SCVTA and K2VTC) (About 8 million yen)</li> </ul>

\* MM stands for man month

### 3.3.1.1 Elements of Inputs

The plan and actual could not be compared since number and amount of experts, trainees received, and equipment at the time of planning were not stated. However, it was confirmed that the contents of inputs were almost as planned.

### 3.3.1.2 Project Cost

The project cost was 417 million yen in actual figure against 530 million yen in planning figure, which was within the plan (79% of the planned amount). According to the Japanese consultants who implemented the project, the additional construction works that were not planned for the rehabilitation of K2VTC (partition of room for trainer for each department, installation of warehouse in department, electrical wiring, and reinforcement of floor for installing new equipment provided) had to be implemented. However, it is thought that the cost fell within the plan because the foreign exchange gain was given due to the depreciation of Sudanese pound. In 2010 at the time of the planning, 1 dollar was equal to 2.31 Sudanese pounds, while in 2013, 1 dollar was equal to 4.76 Sudanese pounds, which was worth about twice<sup>22</sup>. These construction works were deemed necessary for producing project effects from the situation of the aged building of K2VTC. It is considered as reasonable as the cost is within the plan.

### 3.3.1.3 Project Period

The project period was three years (36 months) both for the plan (October, 2010 – September, 2013) and actual (January, 2011 – December, 2013), which was as planned (100% of

<sup>22</sup> Annual average exchange rate according to the International Financial Statistics (IFS) by the International Monetary Fund (IMF)

the planned period).

As stated in 3.1.4 “Appropriateness of the Project Plan and Approach”, the change in project scope due the deterioration of security was considered as appropriate. Although some activities were delayed due to the delay in disbursement of project costs from the Sudanese side, there was no particular effect on production of outputs.

Both the project cost and project period were within the plan. Therefore, efficiency of the project is high.

### **3.4 Sustainability (Rating: ②)**

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

The national policies at the time of the ex-post evaluation were Twenty-Five Year National Strategy (2007-2013), The Five Year Plan (2012-2016)<sup>23</sup> and TVET policy (2013). They remain unchanged from the policies at the time of the project completion and there is no change in positioning of SCVTA in vocational training.

In 2017, the Sudanese government ratified “operational protocol for the persons with disabilities”, obligating employment of persons with disabilities to achieve with the rate of 5% of each private company and 2% of civil servants. Therefore, the training needs for persons with disabilities have been ever increasing. In addition, as described above in 3.2.2. “Other Positive and Negative Impacts”, SCVTA has decided to stipulate in the SCVTA’s policy paper which were formulating at the time of the ex-post evaluation that persons with disabilities are not excluded as trainees if they are capable of training. Furthermore, due to the fact that in Darfur region in Sudan, DDR program has continued even at the time of the ex-post evaluation and the refugees from the neighboring countries has been flowing, SCVTA made agreement with UNDP on implementing vocational training to meet the increasing training needs of ex-combatants and refugees. In order to respond such needs, SCVTA plans to implement vocational training for socially vulnerable people such as persons with disabilities, ex-combatants and refugees.

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**

SCVTA continues to play a role as supervising body of vocational training. There are 55 staff members in SCVTA, who are mostly senior staff and experienced in VTCs for many years since SCVTA is in the position to supervise VTCs and provide technical guidance to them. According to the interview with SCVTA, it cannot say that the number of staff member is sufficient to conduct monitoring of various measures implemented by the project and

---

<sup>23</sup> At the time of the ex-post evaluation, the Five Year Plan starting 2017 was not officially published.

disseminate them to other VTCs.

With respect to the organizational aspects of VTCs under SCVTA, SCVTA allocated in total of 70 trainers in 5 VTCs under its umbrella including allocating the English and Mathematics trainers in each VTC by requesting the National Recruitment Commission in response to the recommendation by the project. However, many trainers leave the jobs due to the fact that they have to stay long time because of the two-shift schedule of VTC in the morning and afternoon, and the salary of VTC trainers is very low compared with the private sector. As a result, the number of trainers is always in short supply<sup>24</sup>. Shortage of the VTC trainers is also one of the reasons why the short-term model course cannot be implemented.

On the other hand, since there was only one staff member in charge of the JPO which was established by the project, the job placement support system utilizing JPO function did not work as expected. In addition, the function of JPO has not been disseminated to other VTCs by SCVTA. Besides, the follow-up surveys of ex-trainees have not been conducted. Therefore, the job placement support system which the project established has not been sustained. At the time of the ex-post evaluation, the employment of ex-trainees in most cases was achieved through the personal network of either trainers or ex-trainees themselves as in the case before the project.

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

### 3.4.3 Technical Aspects for the Sustainability of Project Effects

#### (1) Technical skills on curriculum development

The curriculum development has been continued even after the project completion. The information was added and updated in the curriculum for the long-term courses which were revised during the project, from mainly staff of the department of curriculum development and technical guidance of SCVTA<sup>25</sup>. In addition, another six areas of curriculum of long-term courses have been newly revised by the development methodology based on the concept of CUDBAS. In the case there is a demand for short-term course, for example, trainers on automotive, refrigeration/air conditioning, and electricity in K2VTC have voluntarily developed the curriculums for short-term course based on the concept of CUDBAS taking advantage of training results of the project. Therefore, it can be said that the skills on curriculum development and revision have been established to some extent.

However, the guideline and manuals concerning curriculum development formulated by the project were held only at the individual level such as in the hands of a few staff members of

---

<sup>24</sup> Among 70 people hired in 2015 and 2016, 36 people, about half, have remained at the time of the ex-post evaluation. The salary of trainers employed at the new graduate is about 1,400 SDG (about 22,400 yen), while that of new graduate in the private sector is about 7,000 SDG (about 112,000 yen), which is close to five times.

<sup>25</sup> For example, the curriculum for automotive which was revised by the project was improved by newly including subjects of mathematics and technical drawing.

the department in charge in SCVTA and VTC trainers. They were not shared as the common products in the organization. Utilizing these formulated guideline and manuals, SCVTA plays a role of establishing the skills to be used in the model center of K2VTC, and introducing, disseminating and instructing the skills to other VTCs. Although SCVTA officials have certain knowledge and experience on equipment management and curriculum development through trainings, some concerns remain for them to effectively disseminate the skills using manuals.

#### (2) Skills on the quality of trainings

The quality of training has improved to a certain extent seeing the fact that the skills concerning the curriculum development mentioned above and adjustment of training schedule have been practiced by the department of curriculum development and technical guidance of SCVTA and VTC trainers who received TOT. However, SCVTA, as a supervising body of vocational training, has to grasp the current status of the performance of VTC trainees and employment situation after completion of the training to some extent in order to upgrade the quality of training further. SCVTA also has to reflect the results in the management area of vocational training in the future, so that PDCA cycle of the training could work appropriately. For that purpose, the follow-up surveys for ex-trainees should be conducted and the survey results need to be compiled and analyzed. However, the follow-up surveys were not continued at the time of the ex-post evaluation. According to the hearing to SCVTA, it was found that the technical ability to conduct and analyze the follow-up surveys was insufficient with by one time experience in the project alone although there was a financial reason for not being continued. Therefore, some concerns remain in the technical aspect for implementation of follow-up surveys.

#### (3) Support for the implementation of trainings for socially vulnerable people

SCVTA officials and VTC trainers have implemented trainings for women and persons with disabilities even at the time of the ex-post evaluation by accumulating the experience in the project. In K2VTC, the toilet facilities to receive persons with disabilities and women have been prepared. Furthermore, SCVTA has also urged international organizations and others to promote the trainings of socially vulnerable people such as refugees and internal displaced persons (IDP) in each VTC. Therefore, it is thought that technical aspects in implementation and management of trainings for socially vulnerable people are installed.

#### (4) Necessary skills to conduct activities utilizing provided equipment

The project provided information appliances to SCVTA such as personal computers to upgrade management capacity of vocational training. The paper based information such as the trade tests results, past examination papers, personal information of VTC trainers and graduates

has been expected to be integrated as data and managed using these personal computers. Furthermore, in establishing the equipment maintenance and management system, the project provided personal computers and peripheral equipment to all 11 departments of K2VTC aiming them to prepare the list of equipment and formulate equipment procurement plans including machine maintenance inspection records. It was found that although the provided personal computers themselves were maintained, they were not utilized based on those objectives at the time of the ex-post evaluation. Both SCVTA and K2VTC have recognized the need for data processing, however, it can be said that there is a concern with skills for SCVTA to realize these implementations.

In regard to the provided equipment to K2VTC and Friendship VTC by the project, it was confirmed that they have been maintained and utilized appropriately and there were no technical problems.

There were no technical problems concerning curriculum development and implementation support of training for socially vulnerable people. However, the guideline and manuals on various measures implemented by the project were mostly unorganized and many people did not know where to find them. Therefore, there are some technical problems for SCVTA to instruct and disseminate the measures to other VTCs utilizing these materials. Furthermore, several cases were observed that the provided personal computers and others were not effectively utilized for the purpose as intended. From the above, there is concern about the technical aspects for the sustainability of the project effects.

#### 3.4.4 Financial Aspects for the Sustainability of Project Effects

Table 7 shows the budget of SCVTA, which consists from staff salary (Chapter 1), operation and maintenance costs including VTCs under SCVTA (Chapter 2) and costs to be budgeted as a local component when there are assistance projects from donors (Chapter 3).

The budget for the long-term course is operated basically from the operation and maintenance cost of Chapter 2 after placing the tuition fee from the trainees in the national treasury. The budget for the short-term course is basically not recorded as regular budget. They are implemented time to time when the external budget is available. TOT course is carried out with the budget from the National Council for Training.

The overall picture of Chapter 3 was not clearly identified since it was calculated for each project. Below, Table 7 and Figure 4 show the transition of Chapter 1 and Chapter 2. In regard to the salary of Chapter 1, almost 90% or more of the approved amount has actually been disbursed, while in operational cost of Chapter 2, on average, about 70% of the approved amount, which is only about 50% of the request amount, has been disbursed. Although the

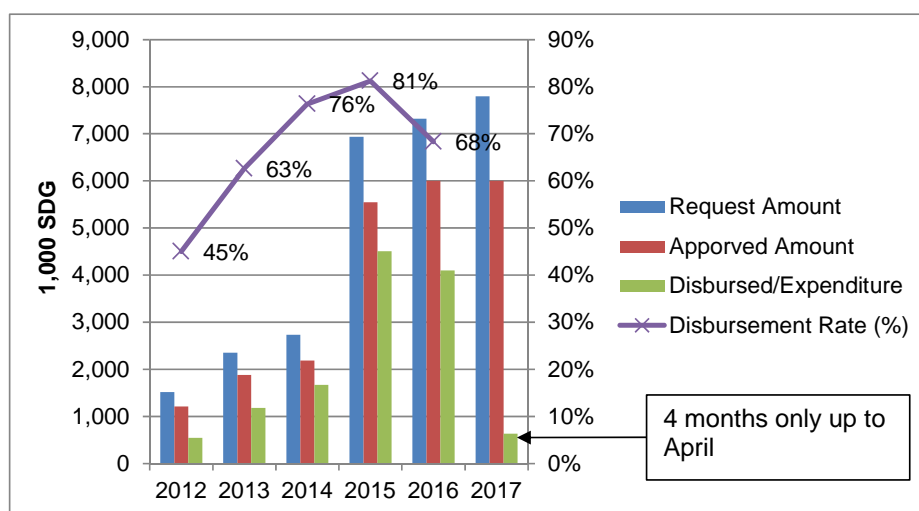
budget seems to be on an increase trend year by year, considering the inflation rate<sup>26</sup>, it is the minimum necessary budget for the VTCs to sustain. It cannot be said that it is sufficient for maintenance and management costs. In the tight financial situation of Sudan the prospect for major improvement in the future is thin and some concerns remain in the financial situation.

Table 7 Current Expenditure of SCVTA (Operation and Maintenance cost for SCVTA and VTCs under SCVTA) (Unit: SDG)

Year	Request Amount		Approved Amount		Actual Disbursement/Expenditure	
	Chapter 1	Chapter 2	Chapter 1	Chapter 2	Chapter 1	Chapter 2
2012	8,094,896	1,516,004	7,709,425	1,212,802	6,703,958	546,155
2013	7,538,160	2,353,500	7,179,200	1,882,800	6,523,983	1,178,991
2014	8,643,600	2,733,626	8,232,000	2,186,900	7,505,402	1,669,438
2015	9,853,977	6,937,500	9,384,740	5,550,000	8,607,383	4,507,586
2016	10,727,850	7,320,000	10,217,000	6,000,000	10,000,854	4,099,870

Note: 1 SDG= 3.57 US dollars (2012), 4.76 US dollars (2013), 5.74 US dollars (2014), 6.03 US dollars (2015), 6.09 US dollars (2016) (Annual Average by International Financial Statistics, IMF)

Source: Information provided from SCVTA



Source: Information provided by SCVTA

Figure 4 Budget of SCVTA (2012 – 2017)

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

<sup>26</sup> According to the World Economic Outlook of IMF, inflation rate of Sudan is high, 35% in 2012, 36% in 2013, 37% in 2014, 17% in 2015 and 18% in 2016.

## **4. Conclusion, Lessons Learned and Recommendations**

### **4.1 Conclusion**

The project was implemented aiming to strengthen management capacity of SCVTA to supervise vocational training through enhancing SCVTA's supporting function for VTC and building mechanism in SCVTA to support training providers in order to promote job placement for socially vulnerable people including ex-combatants, persons with disabilities, women and refugees. The project activities were in line with the policies and needs which are stipulated in the national strategic plan of Sudan at the time of planning and completion. It includes the development of human resources for industry and non-oil industry, and the improvement of unemployment rate for youth from the viewpoint of peacebuilding. In addition, the project was in line with the Japan's ODA assistance policy of stabilization of peace and improvement of basic human needs. Therefore, the relevance of the project is high. The project achieved its one of aims to strengthen supporting function of training providers for socially vulnerable people. However, a part of the project objective has not been achieved. This is because while introducing such measures as revised curriculum, equipment maintenance and management system, and job placement support system into K2VTC as a model center, the project has completed without fully establishing the foundation in order to disseminate and expand those measures to other VTCs. Therefore, the overall goal of strengthening vocational training system has not been achieved in part. Thus, the effectiveness and impact is fair.

Both project cost and project period were within the plan. Thus, the efficiency is high. In regard to the sustainability, some issues remain in organizational, technical and financial aspects. Therefore, the sustainability of the project 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**

(1) Apply the revised curriculums of long-term course to the approval process as soon as possible and prepare the dissemination to other VTCs

In regard to the revised curriculums of long-term course, at the time of the ex-post evaluation, the perception was different depending on the person about the necessity of approved process in SCVTA. In recognition of the necessity of obtaining the approval from the standard scientific committee in response to the survey of ex-post evaluation, SCVTA should progress the approval process by holding standard scientific committee urgently for the total of eight long-term courses including the revised two courses by the project as well as newly developed six courses. In addition, it is proposed that the discussion be held among relevant officials in SCVTA on the way to switch to new curriculums and on the areas of support necessary for each VTC. It is also proposed that an action plan be made and implemented.



(2) Guideline and manuals should be managed thoroughly as common materials in the organization

The guideline and manuals which are the outputs of the project have not been appropriately organized and managed in SCVTA and VTCs under SCVTA at the time of the ex-post evaluation. It was observed that in many cases the persons in charge who need those materials could not use them. It is recommended that such products be made available to the people who need them such as making a list recording when, to where and how many copies were distributed and the person in charge for management. To that end, it is also necessary to clarify the person (department) in charge who will formulate and manage the list.

(3) Re-functionalization of the measures implemented in K2VTC and their dissemination to other VTCs

The project implemented several measures in K2VTC as the model center including establishment of equipment maintenance and management system, installment of JPO, and implementation of 5S and KAIZEN. SCVTA should review the achievements of the project with the parties concerned with K2VTC and should assist K2VTC in organizing items to be addressed again in each department regarding equipment maintenance and management, 5S and KAIZEN. Special assistance from SCVTA should be made to the efforts by the trainer of technical drawing department in K2VTC who was initiating the rebuilding of the equipment maintenance and management system. In addition, regarding to the function of JPO, the company list developed in the project as a database should be updated with new information which can be collected without budget including the destinations of internships (in-plant training) in each year and employment of graduates. Moreover, the updated list should be shared among trainers and made as the common material in the VTC, not limited within the department. SCVTA should disseminate such measures to other VTCs. It is recommended that SCVTA prepare a concrete plan as to which departments, when and how to carry out it.

(4) Implement follow-up surveys of graduates to the extent possible, grasp and analyze the performance of each VTC

It is assumed as difficult for SCVTA to conduct follow-up surveys for all graduates considering the financial and human resources issues. However, it is proposed to start working on it to the extent possible such as by limiting the sample size and, for example, by just taking records through asking the trainees when he comes to pick up the certificate.

Furthermore, although the information on the passing rate of the final exam of trainees in each VTC is available, it has not been analyzed. It is recommended that SCVTA comprehend not only the overall passing rate of each center but also the performance of each department of

each VTC, analyze the issues, and identify the assistance needs appropriate to each VTC and department.

#### 4.2.2 Recommendations to JICA

None.

### 4.3 Lessons Learned

(1) Accumulation of sufficient experience and achievements within the project period is necessary for supervisory body of vocational training, to establish various measures implemented in the model center and disseminate them to other VTCs.

The various measures implemented by the project in the model center have not been institutionalized even in the model center and it has not reached to the stage of dissemination at the time of the ex-post evaluation.

When the measures are introduced which are expected to be disseminated to other organizations/institutions by the implementing agency after the project, it is necessary to accumulate the implementation and review experiences such as through repeated implementation during the project period rather than leaving with the trial level. For that purpose, it would be a one of ideas to create a mechanism that allows people in charge to work closely and to ask questions on a daily basis such as with the collaboration with JOCV. It is also necessary to let the implementing agency have experience on dissemination of the measures to the organization/institution at least one such case during the project period.

When there are many activities to be carried out within a limited project period and activities for establishment and dissemination cannot be implemented, it is necessary to clarify the way of dissemination and its schedule by formulating an action plan indicating what the implementation agency should do after the project in consultation with the implementing agency.

(2) Indicators that can directly measure the goal should be set to the extent possible. Do not set an indicator that is greatly influenced by external factors even if it is important to grasp the situation.

“Employment rate” was set as one of the indicators to measure the project purpose. The employment rate is an important indicator for vocational training projects and it can be a reference indicator. However, it could not be the indicator that directly measures the quality of trainings related to the project purpose and SCVTA management ability which is the project purpose since it is greatly influenced by economic situation, labor market and employment formats. Instead, for example, “number of short-term courses organized with technical assistance from and collaboration with SCVTA after the TOT of short-term model courses” may

be considered to be set. When setting indicators, indicators that can directly measure the goal should be set while reconfirming what to measure. In the case that the indicator is greatly influenced by external factors, external factors should also be monitored and recorded in reports.

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

Output	Indicator	Achievement
Output 1  Partially Not Achieved	1-1 Instructors in the upgrade TOT for developed model courses evaluate the TOT as higher than 3 in 5-grade evaluation	<u>Achieved.</u> <ul style="list-style-type: none"> <li>Out of three times of TOT courses, more than 95% of participants of first and second TOT courses evaluated TOT with a score 3 and over in 5-grades. According to the completion report, the follow-up survey for the participants of the third TOT course which was expected to be conducted by SCVTA has not been conducted. Therefore, there is no information from the third TOT.</li> </ul>
	1-2 At least two curriculums for short-term training are developed and two for long-term training are revised.	<u>Achieved.</u> <ul style="list-style-type: none"> <li>15 curriculums for the short-term model courses were developed. Curriculums of two long-term courses (automotive and electricity) were revised. Capacity of staff members of SCVTA and VTC has upgraded through involving curriculum development and revision.</li> </ul>
	1-3 Number of the activities related to equipment maintenances conducted at VTCs  * The degree of strengthening support function of SCVTA cannot be measured by “Number of the activities”. Instead, it is evaluated using the indicator “ <u>Equipment maintenance and management system is established</u> ”	<u>Not Achieved</u> <ul style="list-style-type: none"> <li>Classroom of each department of K2VTC was renovated and the store room was installed in each classroom.</li> <li>Trainers of each department of K2VTC understood on the ideal equipment maintenance and management methods by the above renovation, seminar and workshop. However, the equipment maintenance and management system has not been developed without sufficient monitoring and guidance by SCVTA.</li> </ul>
Output 2  Achieved	2-1 Number of tasks conducted by SCVTA in providing assistance/technical guidance to various providers  * Since “Number of tasks” is ambiguous, the following two indicators were substituted for evaluation.  2-1-1 “ <u>Training needs for social vulnerable people are identified</u> ”  2-1-2 “ <u>Curriculums are developed based on the identified training needs and TOT courses are implemented for training providers</u> ”	<u>2-1-1 Achieved.</u> <ul style="list-style-type: none"> <li>In order to grasp the training needs for ex-combatants, women and persons with disabilities, situation survey, interview surveys to National DDR commission and the United Nations Industrial Development Organization (UNIDO) which was implemented trainings for IDPs in South Kordofan state were conducted. The needs of the courses to be implemented in TOT were identified through the above surveys.</li> <li>SCVTA understood the methodologies of needs survey and its importance through involving its implementation. In addition, SCVTA explicitly positioned social vulnerable people as training subjects.</li> <li>SCVTA has organized the Training Providers’ Meeting to assist training providers collectively. The meetings were held three times during the project period and strengthened their relationship.</li> </ul> <u>2-2-2 Achieved.</u> <ul style="list-style-type: none"> <li>The project identified 25 training providers. Three TOT courses were conducted for training providers with the total of 100 participants.</li> </ul>
	2-2 Various training providers evaluate assistance/technical guidance provided by SCVTA	<u>Achieved.</u> <ul style="list-style-type: none"> <li>According to the questionnaire by the project, all 15 participants of the third TOT course for training providers answered that they satisfied with the training contents.</li> <li>Many training providers evaluated the technical advice from SCVTA as positive.</li> </ul>
	Output 3  Partially Not Achieved  *This output was set by the	3-1 The role of job placement support is established and regulated in SCVTA and K2VTC

external evaluator as Output 3, which comprises employment support related activities as explained in 1.2 “Project Outline”.		<p>However, it was only introduced and it did not reach actual operation.</p> <ul style="list-style-type: none"> <li>• By conducting the follow-up survey of ex-trainees in the project, SCVTA officials in charge have learned its importance, methodologies and method of analysis. They also recognized its role for job placement assistance.</li> </ul>
	3-2 A place to share information and problems with private sectors is established	<p><u>Achieved.</u></p> <ul style="list-style-type: none"> <li>• The Vocational Training Forum was held aiming to discuss issues, share information and construct an integrated collaboration on vocational training among private companies, relevant persons on vocational training, and international organizations.</li> <li>• In total, nine forums were organized during the project period.</li> </ul>

Source: Terminal Evaluation Report, Completion Report, Interview Results from the relevant organizations at the time of the ex-post evaluation

Attachment 2: Number of Participants of TOT by Training Provider

Training Provider			Implementation Timing / TOT Course																Sub total	Total		
			1st	2nd	3rd	1st	2nd	1st	2nd	3rd.	1st	2nd	3rd.	2nd	3rd.	1st	2nd	TOT for Providers			TOT in Obeid	
			Engine	Chassis	Auto Motive Electric /Electronic Device	Electrical Wiring	PLC	AC Installatio	AC Pipe fitting	Car A/C	IT Basic	IT Accou nting	IT CAD	IT Basic For the Disabled	IT-Advanced For the Disabled	Food Proce ssing	Sewing				Food Proce ssing	Sew ing
Khartoum State	1	National council for Persons with Disabilities						1									2			3	74	
	2	Disabled Union					1					3	5	1	2		2			14		
	3	Shomos										1					0			1		
	4	TACO						2												2		
	5	NAPO											2				0			2		
	6	Shamil Center for Mental Disabilities															2			2		
	7	Women Union					1			2	3		1	4	5	2	2			20		
	8	Al Rajaa Center												6	2		2			10		
	9	Computer Academy								4				3			2			9		
	10	Youth Union							5			1					0			8		
	11	Ministry of Welfare															3			0		
	12	Ministry of Labor															0			0		
South Kordofan State	13	Ministry of Agriculture	1														0			1	16	
	14	Ministry of education	1							2							0			3		
	15	Ministry of Electricity				1														1		
	16	Ministry of Finance								1										1		
	17	Ministry of Physical								1										1		
	18	University of Dilling								1										1		
	19	Urban Planning and Public Utilities						1												1		
	20	Free-lance Trainer						1												1		
	21	Disabled Union								2										2		
	22	Dilling Feeling Center														1				1		
	23	Dilling Women Training Center														2				2		
	24	IFAD														1				1		
Blue Nile State	25	Youth Center													1					1	1	
North Kordofan State	-	Training Providers from NGOs and State governmental organizations																20	19	39	39	
Total			2	0	2	1	0	4	2	6	13	3	1	5	20	11	6	15	20	19	130	

Note: Five TOT courses were conducted in total. ①TOTs for trainers of short-term model courses conducted in VTC and training providers was conducted three times 1<sup>st</sup> Course: November 2011 (15 days), 2<sup>nd</sup> Course: October 2012 (12 days), 3<sup>rd</sup> Course: September 2013 (15 days), ②TOTs on training management for training provider (only targeting training providers) (July 2013 (8 days), ③TOT for the short-term course for socially vulnerable people in the remote areas (conducted in North Kordofan state VTC, November 2013 (3 weeks)

Source: Terminal Evaluation Report and Completion Report

Republic of Rwanda

FY 2016 Ex-Post Evaluation of Technical Cooperation Project<sup>1</sup>

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

External Evaluator: Keiko Watanabe, Mitsubishi UFJ Research & Consulting Co., Ltd.

## **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 “STC<sup>2</sup>”), 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

---

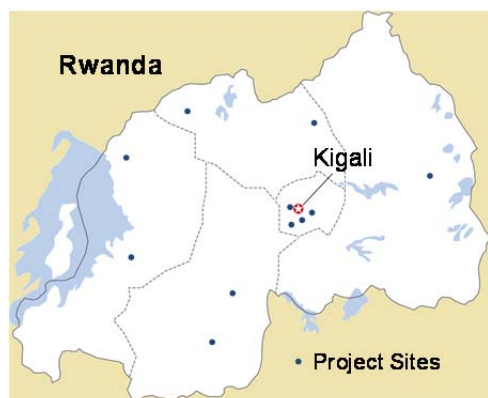
<sup>1</sup> In order to analyze the influence that the skills training for people with disabilities in Rwanda had on the peacebuilding of the country, this ex-post evaluation was carried out by referring to professional analysis from a Japanese researcher. Selection of the experts was done by the external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

<sup>2</sup> 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 Army<sup>3</sup> (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”<sup>4</sup>) 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

<sup>3</sup> Armed force of Rwandan Patriotic Front

<sup>4</sup> 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) <sup>5</sup>
Other Relevant Agencies / Organizations		<ul style="list-style-type: none"> <li>• Ministry of Local Government (MINALOC) : Administered ministry of RDRC</li> <li>• Skills Training Center (STC) : 11 STCs which were implemented skills training in the project</li> <li>• National Council of Persons with Disabilities (NCPD)<sup>6</sup>: Organizations established in 2011 under MINALOC, which</li> </ul>

<sup>5</sup> 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.

<sup>6</sup> 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"> <li>• 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.</li> <li>• National Union of Disabilities Organization Rwanda (NUDOR) : Private organization that oversees disabled institutions. In this project, the project exchanged views and opinion with NUDOR.</li> </ul>
Supporting Agency/Organization in Japan	None
Related Projects	<p><b>【Technical Cooperation Type Project】</b></p> <ul style="list-style-type: none"> <li>• The Skills Training for the Reintegration of Demobilized Soldiers with Disabilities (2005 – 2008)</li> </ul> <p><b>【 Assistance Program through Multi-Donor Trust Fund administered by the World Bank】</b></p> <ul style="list-style-type: none"> <li>• RDRP I (September 1997 – December 2001)</li> <li>• RDRP II (January 2002 – December 2008)</li> <li>• RDRP III (January 2009 – December 2017)</li> </ul>

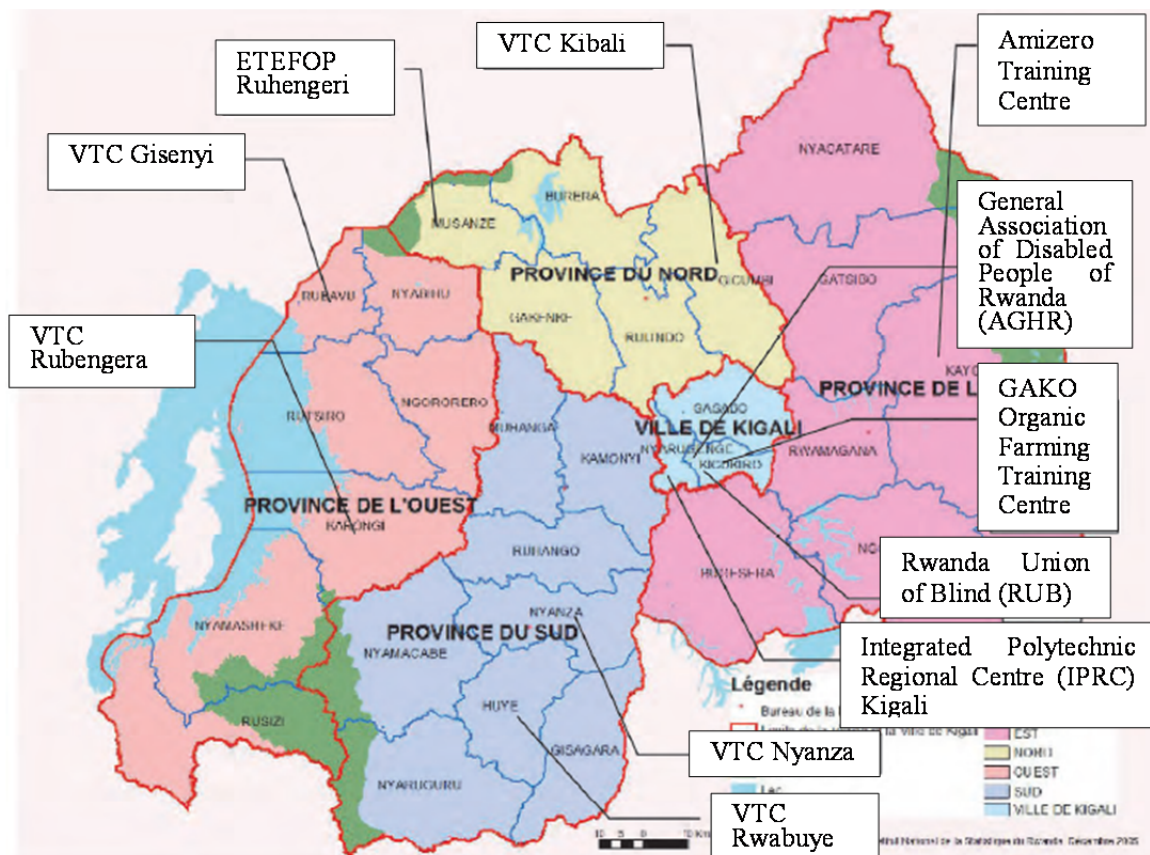


Figure1 Location of 11 Target STCs

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

<b>Recommendations</b>	<b>Status of Implementation (At the time of the ex-post evaluation)</b>
<b>1. Tasks to be completed by the end of the project</b>	
(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.
<b>2. Tasks to be undertaken after the project completion</b>	
(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)<sup>7</sup> 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)<sup>8</sup> 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: B<sup>9</sup>)

### 3.1 Relevance (Rating: ③<sup>10</sup>)

#### 3.1.1 Consistency with the Development Plan of Rwanda

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

<sup>8</sup> 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.

<sup>9</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>10</sup> 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) <sup>11</sup> (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 disabilities<sup>12</sup> 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” <sup>13</sup> 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,

---

<sup>11</sup> EDPRS is five year national plan.

<sup>12</sup> Law Number 02/2007 of 20 January 2007.

<sup>13</sup> 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 Impact<sup>14</sup> (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 kits<sup>15</sup> after the training<sup>16</sup> (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	<u>Achieved</u> <ul style="list-style-type: none"> <li>• 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”.</li> <li>• It was confirmed that at the time of the</li> </ul>

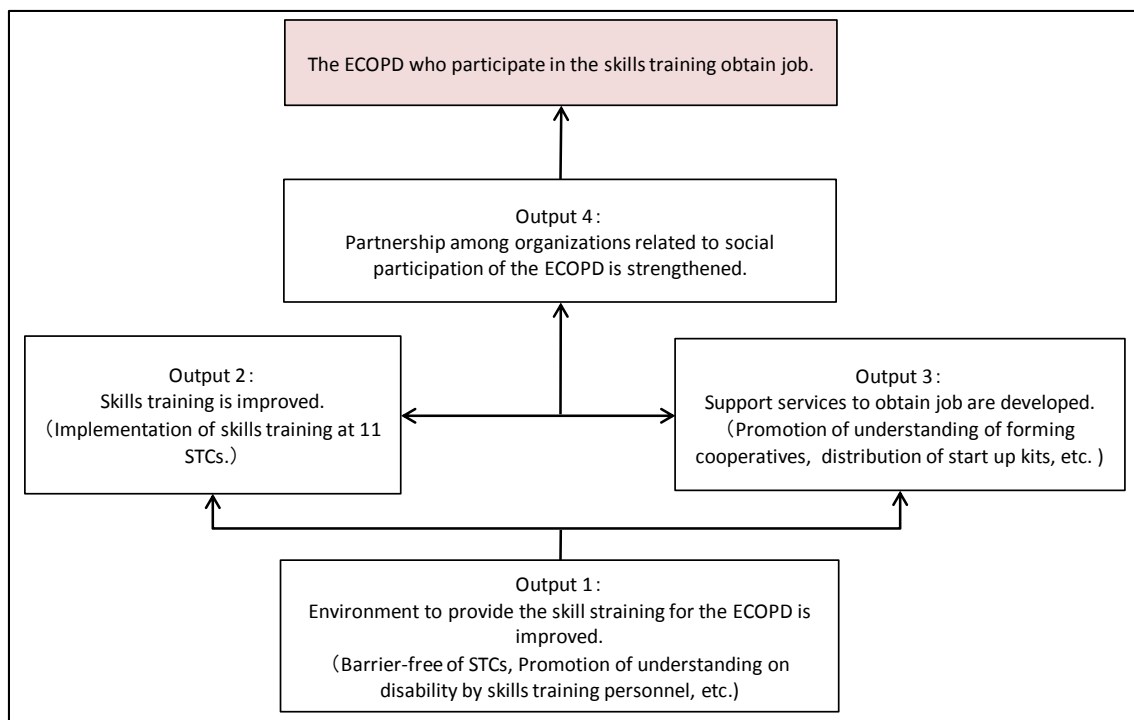
<sup>14</sup> Effectiveness is to be evaluated together with Impact.

<sup>15</sup> 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.

<sup>16</sup> 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 <sup>17</sup> . As a result, they belonged to cooperatives which amounted to 473 in total.
--	--	---

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

<sup>17</sup> 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)<sup>18</sup> 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

---





<sup>18</sup> 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 things<sup>19</sup>. 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 JICA<sup>20</sup> 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)”.

---

<sup>19</sup> 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.

<sup>20</sup> 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"> <li>• 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.</li> <li>• 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.</li> </ul>
	(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"> <li>• 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.</li> <li>• 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.</li> </ul>

		<ul style="list-style-type: none"> <li>• Some people gained confidence through training and became representatives for PWDs at the local administration level.</li> <li>• 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.</li> </ul>
	(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"> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> </ul>

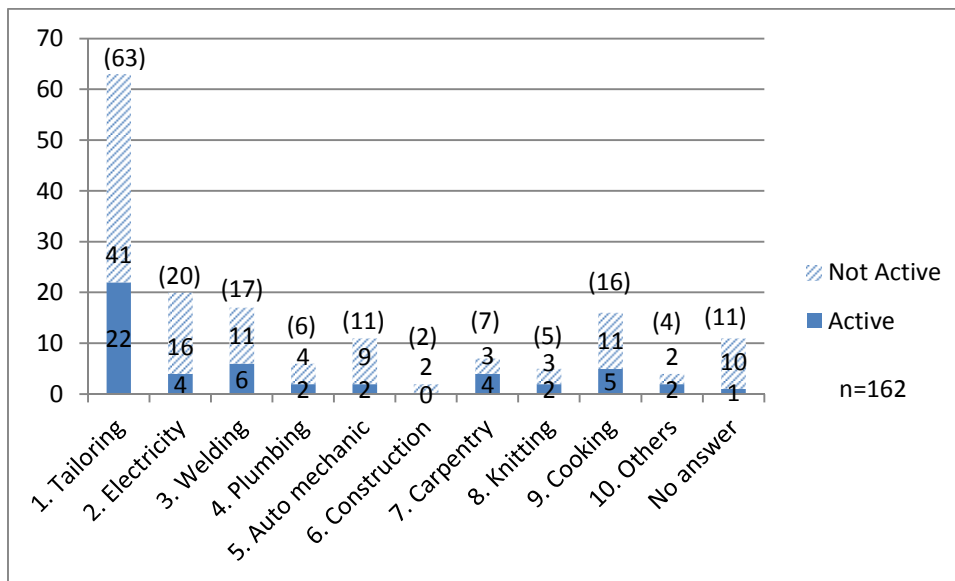
Source: Interview results from the implementing agency, STCs and graduates at the time of the ex-post evaluation, Information provided by JICA

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%)<sup>21</sup> 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.

<sup>21</sup> 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)<sup>22</sup>. 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

<sup>22</sup> 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 offices<sup>23</sup>, 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 Rwanda<sup>24</sup>.

## (3) Strengthening assistance policy for PWDs

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

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

<sup>24</sup> 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 NUDOR<sup>25</sup>. 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

---

<sup>25</sup> 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 reconstruction<sup>26</sup>. 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 origin<sup>27</sup>, 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.

<sup>26</sup> 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.

<sup>27</sup> 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

<b>Inputs</b>	<b>Plan</b>	<b>Actual (at the time of the ex-post evaluation)</b>
(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 <sup>nd</sup> 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 built<sup>28</sup>.

### (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

---

<sup>28</sup> 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 PWDs<sup>29</sup>. 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

---

<sup>29</sup> 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 <sup>st</sup> 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"> <li>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.</li> </ul>
	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"> <li>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.</li> <li>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.</li> </ul>
	1-3 The understanding of VTC trainers on PWDs is improved.	<u>Achieved.</u> <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> </ul>
Output 2	2-1 1,400 ECOPD complete the course.	<u>Achieved.</u> <ul style="list-style-type: none"> <li>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.</li> </ul>
	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"> <li>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.</li> <li>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</li> </ul>

		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"> <li>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.</li> </ul>
Output 3	3-1 85% ECOPD participate in cooperatives and associations.	<u>Achieved.</u> <ul style="list-style-type: none"> <li>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.</li> </ul>
	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"> <li>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.</li> </ul>
	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"> <li>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.</li> </ul>
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"> <li>Although it is not regular, the mechanism to collaborate and hold meetings with relevant organizations (RDRC, MINALOC, WDA, STCs, NCPD, and NUDOR) was established.</li> <li>Joint Coordination Committee meeting (biannually) and Technical Working Group committee (Quarterly) have been implemented with relevant organizations.</li> </ul>
	4-2 The experiences and lessons learned of the project are shared among relevant organizations.	<u>Achieved.</u> <ul style="list-style-type: none"> <li>Understanding among relevant organizations were deepened through issuing newsletters and information sharing at the above meetings.</li> <li>The manual was developed compiling experience</li> </ul>

		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"> <li>• 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.</li> <li>• NCPD began to organize meeting gathering disability related organizations once every two months to share information on activities in the disability area.</li> <li>• Provincial Reintegration Officers of RDRC who were assigned at the provincial level began to participate in various events of STCs.</li> </ul>

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
<b>Total</b>					<b>296</b>	<b>352</b>	<b>898</b>	<b>1,545</b>

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 Report<sup>30</sup>, 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

---

<sup>30</sup> 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.

,