

# Rwanda Programme Evaluation Report: Final Draft

**Presented by MarketShare Associates**

**May 2016**



# Table of Contents

Executive Summary .....	3
Background to the Evaluation .....	13
I. Assessment of the Relevance, Efficiency, Effectiveness and Impact of the Rwanda Country Programme (RCP) .....	15
1.1 Relevance .....	15
1.2 Efficiency .....	17
1.3 Effectiveness.....	23
1.4 Impact.....	26
II. Analysis of Sustainability and Opportunities for Scaling-Up .....	28
2.1 Sustainability .....	28
2.2 Opportunities for Scaling-Up.....	31
III. Recommendations.....	32
3.1 Lessons .....	32
3.2 Recommendations .....	34
Annex 1: Terms of Reference .....	39
Annex 2: Summary of Meetings and Interviews Held .....	48
Annex 3: Evaluation methodology .....	50
Annex 4: Summary of Information Collected .....	58
Annex 5: Case Studies.....	106
Annex 6: Photographs .....	106
Annex 7: Quality Control Guide.....	106
Annex 8: RCP Projects and their link with Strategic Objectives .....	108
Annex 9: Assumptions and Limitations of the TRADE CBA Tool.....	113
Annex 10: RCP projects.....	128

## Executive Summary

ES-1. MarketShare Associates (MSA) was hired by TMEA to conduct a formative evaluation of the Rwanda Country Programme (RCP). Drawing from a desk review, interviews and focus group discussions with key stakeholders<sup>1</sup>, the evaluation examined the RCP on five key areas: relevance, efficiency, effectiveness, impact and sustainability. This was guided by a set of evaluation matrices that define performance against a four-tier evaluation rubric consisting of “needs improvement”, “moderately good” or “good” or “very good.” (see Annex 3 for further elaboration). The evaluation rubric, developed by TMEA, and based on expectations as defined by evaluation criteria for performance, is summarized in the following table:

Category	Sub-Category	Key Considerations
Relevance	Project clarity and logic	<ul style="list-style-type: none"> <li>Does the project have a clear logic that links outputs to long-term outcomes?</li> <li>Are assumptions explicit and relevant?</li> <li>Are the planned outputs necessary and sufficient to achieve desired outcomes?</li> <li>Do all project implementers have an understanding of the programme logic?</li> </ul>
	Contribution to TMEA and partner strategy	<ul style="list-style-type: none"> <li>Are expected outcomes relevant to the strategies of TMEA, partners, EAC and target populations?</li> <li>Do outcomes contribute to TMEA’s aggregate strategic outcomes?</li> <li>Are interventions consistent and complementary with activities supported by other TMEA projects and by other donor organizations?</li> </ul>
Efficiency	Adaptive management of plans and budgets	<ul style="list-style-type: none"> <li>Does the project team identify and understand the strategic and operational issues of the project?</li> <li>Are actions promptly taken to overcome implementation issues? If so, are they well founded and insightful?</li> <li>Are the project manager and team proactive at monitoring implementation and progress towards results?</li> <li>Is the funder alerted to potential issues in a timely manner?</li> <li>Do implementing organizations follow funder management guidelines?</li> <li>Are the context, targeted problem and project plan regularly analysed and adjusted as necessary?</li> <li>Does monitoring occur systematically and is it based on complete monitoring plans?</li> <li>Have innovations or best practices been used in project management?</li> </ul>
	Relationship management and communication	<ul style="list-style-type: none"> <li>Does the project team effectively manage relationships with stakeholders and funders and meet them on a regular basis?</li> <li>Do stakeholders and the project team have a common understanding of each other’s role and responsibilities?</li> <li>Do all parties strive to build and maintain effective working relations?</li> <li>Is communication open, trusting, and constructive?</li> <li>Does verbal and written communication systematically provide lessons, insights, and recommendations?</li> <li>How timely, relevant and accurate are the project monitoring reports received by TMEA?</li> </ul>

<sup>1</sup>A list of the interviews conducted is presented in Annex 2.

	Translating inputs into outputs	<ul style="list-style-type: none"> <li>Do the planned outputs of good quality and relevant to the desired outcome?</li> <li>Will the expected output targets be achieved?</li> <li>Has the project been or will the project be completed on time?</li> </ul>
	Additionality	<ul style="list-style-type: none"> <li>Is there evidence that the project would not have occurred with TMEA funding?</li> </ul>
Effectiveness	Translating outputs to outcomes, including gender	<ul style="list-style-type: none"> <li>Have outcome targets been achieved or are they being achieved?</li> <li>How effectively have gender issues been considered? For projects that are well advanced, is there evidence of gender-positive changes?</li> </ul>
Sustainability	Sustainability addressed; sustainability of outputs and outcomes achieved	<ul style="list-style-type: none"> <li>Have clear, specific and relevant activities been included to address sustainability?</li> <li>Has sustainability been monitored?</li> <li>Was a clear and comprehensive exit strategy included in the design and is it fully up to date? Does the strategy describe how project activities and benefits will be sustained post-project? Are responsibilities for implementing the exit strategy outlined?</li> <li>Have all on-going operational costs been thoroughly costed and have funds been set aside to pay for them?</li> <li>Have responsibilities been institutionalized fully in advanced or completed projects?</li> </ul>
Impact	Achieving long-term outcomes	<ul style="list-style-type: none"> <li>Has progress has been made on impacts (increasing physical access to markets, enhancing trade environment, and improving business competitiveness)?</li> <li>Has measurement of TMEA's contribution to impacts been completed and does the results chain links TMEA's contribution to impacts?</li> <li>Are impacts differentiated for men and women?</li> </ul>

ES-2. The evaluation team applied the rubric to the overall programme and also to a subset of the programme's portfolio of projects. The selection of the project sample across both countries was conducted based on a set of criteria developed jointly with TMEA to ensure that all key programme areas were represented during the evaluation and a balanced view of programme performance was developed. The evaluation team committed to and ultimately assessed 7 projects.<sup>2</sup> The details of the project selection criteria and methodology are provided in Annex 3.<sup>3</sup>

---

<sup>2</sup> The projects include (1) institutional capacity building for the Rwanda Standards Board (RSB), (2) support to the Ministry of Trade and Commerce's (MINICOM's) cross border trade project, (3) legislative support for MINEAC, (4) Kagitumba IBM, (5) Kagitumba Mirama Hills bridge), (6) Pro-Femmes/Twese Hamwe and (7) support to EACSO. The final list of projects evaluated was modified in order to accommodate the Annual Review team who were also collecting data. Ultimately, two of the initially selected projects – PPP TA Services and the Rwanda Private Sector Foundation program - were dropped as they were not part of the scope of the Annual Review team. However, Pro-Femmes/Twese Hamwe was added because it exhibited TMEA's gender work as well as final beneficiaries. In addition, two of the projects taking place in Kagitumba, the construction of the Mirama Hill bridges and the facilitation of cross-border movement (Kagitumba IBM) were evaluated as one. As a part of the

ES-3. Each evaluation category and/or sub-category was rated on a four-tier scale of “needs improvement,” “moderately good,” “good,” or “very good,” using the following ranking approach:

Ranking	Needs Improvement	Moderately good	Good	Very good
Criteria	<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>
Implication	<i>Performance <u>is not meeting</u> programme expectations. Significant improvements needed to meet expectations. Evaluation team found evidence of serious concern relative to evaluation criteria in project/programme documentation or through data collected from more than one stakeholder.</i>	<i>Performance <u>meets most</u> programme expectations. Performance could meet all expectations as defined by evaluation criteria with minor improvements. Evaluation team found element of potential concern in project/programme documentation or through evidence of potentially serious concern through data collected from at least one stakeholder but</i>	<i>Performance <u>meets all</u> programme expectations. Evaluation team found no elements of concern that could be verified by project/programme documentation or through data collected from multiple stakeholders. Evidence of achievable potential improvement in performance may available. May also include evidence of exceptional</i>	<i>Performance <u>exceeds</u> programme expectations. Evaluation team found evidence of performance, relative to criteria, that exceeded expectations via project/programme documentation or through data collected from multiple stakeholders.</i>

methodology, the project team developed evaluation matrices for each evaluated project and for the RCP as a whole. The matrices triangulated multiple lines of evidence to enable a “360 degree evaluation” of the relevance, efficiency, effectiveness, impact and sustainability of the programmes. The completed matrices can be found in Annex 4. From among these, two in-depth case studies are presented in Annex 5. Pictures captured during the evaluation are presented in Annex 6. The team’s approach throughout the evaluation was guided by a quality control guide. This guide is presented in Annex 7. Annex 8 presents a summary of the RCP projects and their linkages to TMEA’s strategic objectives. Annex 9 summarizes the assumptions and limitations to the return on investment analysis conducted in support of this evaluation.

<sup>3</sup> Note that the methodology applied to select included projects is described in the Inception Report.

		<i>not verified through multiple stakeholders. May also include evidence of good performance that could not be verified through multiple data sources.</i>	<i>performance that could not be verified through multiple data sources.</i>	
--	--	--	--	--

ES-4. The evaluation team rated the RCP as “good” overall – on average, across all criteria, the programme is meeting expectations as defined by performance criteria. Further, none of the programme categories or project evaluation categories were ranked “needs improvement”.

This finding is a summation of the following findings by evaluation criteria:

ES-5. We find that the RCP is “very good” in the relevance category<sup>4</sup>, meaning that the RCP is exceeding expectations. Specifically, the programme is “very good” in its project clarity and logic. It is straightforward to understand the relationship between 1) the expected outcomes from short term through to longer term; and 2) between outputs and outcomes. Outcomes appear very realistic. Assumptions are mostly included, and are explicit and relevant. We further find that the RCP’s contribution to TMEA and partner strategies is also “very good.” The expected outcomes are highly relevant to TMEA’s overall EAC strategy, to the strategies of the Government of Rwanda with respect to Regional Integration, to other partners and donors and to the intended beneficiaries. All RCP projects that were reviewed during this exercise had done a preliminary problem assessment as part of their design process. Their beneficiaries were clearly identified. However, the relevance of RCP’s activities for the poor and vulnerable communities tended to be primarily assumed rather than interrogated for validity. This observation is not directed specifically at those projects that specifically worked with those groups (e.g., Pro-Femmes/Twese Hamwe). Rather it refers to the entire portfolio given that the linkages between improved time and reduced cost of transport and reduced poverty have not been concretely examined.

ES-6. We find that the RCP is “good” in the efficiency category.<sup>5</sup> The RCP has put in place a strong management structure aimed at success and efficiency at both the program and project levels. All RCP projects have monitoring plans that have been put in place during the design phase. The monitoring plans include an identification of the risks and mitigation measures for the project. The team is proactive in monitoring implementation and progress, as well as in enlisting support to overcome any challenges. We further find that the programme and the project teams exceed expectations by managing relationships with key stakeholders and funders proactively and using face-to-face communication on a regular basis (e.g. monthly). At the project level, the planned (original or readjusted) outputs are produced in a mostly

<sup>4</sup> See section 1.1 Relevancy, for detail.

<sup>5</sup> See section 1.2 Efficiency, for detail.

timely manner, are of a good quality and mostly remain relevant to the desired outcome, regularly meeting TMEA expectations as defined by performance criteria. There is potential to exceed expectations by moving away from use of the management information system (MIS) as a data repository towards use as a system for active management, bolstering the M&E team, and seeking to leverage more external funding in making investments in capacity building. While the team was able to find evidence that risks were identified initially, there was little evidence that these risks and their associated mitigation measures were periodically updated. We estimate that the return on investment-to-date relative to total RCP expenditure to be 28%, suggesting that the RCP's focus on "early wins," and particularly the Rwanda Electronic Single Window (ReSW) project, has had the intended effect and generated early benefits in a sufficient quantity to offset the ongoing investment in longer term projects.

- ES-7. We find the RCP is "good" in the category of effectiveness.<sup>6</sup> A majority (50 to 75%) of outcomes/targets are achieved (at project-level and in TMEA's results framework and theory of change). RCP to date has not yet entered targets for many of the outcomes in its updated results framework<sup>7</sup>, which makes the evaluation of the achievement of those targets difficult. We estimate that TMEA-attributable time savings have thus far resulted in a 5.2% reduction in transport time between Kigali and ports since inception. Overall, we estimate return on investment to date to be 28%.<sup>8</sup> Once the majority of projects are completed and generating benefits, we believe it is likely that RCP will exceed expectations in the effectiveness category.<sup>9</sup> Gender was not systematically streamlined during the design, but progress has been made in incorporating gender strategies, standards and protocols for all projects. At the time of evaluation, about 40% of projects had a gender action plan under implementation. RCP could exceed expectations if it continues toward greater gender integration in all of its programmatic areas. In all projects, TMEA funding has been found to be additional, speeding the achievement of project outcomes relative to what would have occurred without TMEA support.
- ES-8. We find the RCP is "very good" in the category of impact.<sup>10</sup> There appears to have been strong intended or unintended progress towards impacts (50-75%). RCP is on track to meet its trade targets. We estimate that in 2016, the limited projects RCP has delivered to or near completion will add over \$100 million in attributable, net new trade to the Rwandan

---

<sup>6</sup> See Section 1.3, Effectiveness, for analytical detail

<sup>7</sup> As per the Rwanda Refined RF and logframe document, dated 08.13.2015. Examples of outcomes without targets include (but are not limited to): Reduced transport time and increased volumes, Increased ease of trading across borders.

<sup>8</sup> Annex 9 of this report provides a detailed explanation of the methodology that was used to do the cost benefit analysis of the RCP.

<sup>9</sup> For most of the projects that were reviewed, TMEA was the only partner working to deliver the outcomes listed under the results framework. At no point in time, did the partner mention (or the review team detect) the participation of another entity towards the delivery of the stated outcomes.

<sup>10</sup> See Section 1.4, Impact, for analytical detail

economy. Once the majority of phase 1 projects are completed and generating benefits, we believe it is likely that RCP will exceed expectations in the impact category.

ES-9. We find the RCP is “moderately good” in the category of sustainability. RCP has made substantial investments in institutional strengthening and capacity building of its partners. However, the majority of RCP programs do not have a sustainability plan that outlines how necessary activities will be conducted in future, and by whom. Furthermore, in many cases no sources of financing have been identified that will support the ongoing operation and maintenance of the RCP-supported initiatives. This creates the risk that these investments will not be maintained post-project. As the RCP Phase 1a projects come to a close, it will be possible to practically observe the longer-term sustainability of these initiatives.

ES-10. The ratings and key findings of the evaluation are summarized in the following table.

<b>Evaluation Area</b>	<b>Rating<sup>11</sup></b>	<b>Key Findings</b>
Overall	GOOD	Program is meeting expectations across all criteria.
Relevance	VERY GOOD	The programme has a solid logic, with clear relationships outlined between (1) expected outcomes from short term through longer term and (2) between outputs and outcomes. Outcomes and assumptions are realistic and included. Staff have a good sense of programme logic, the challenges being addressed and the relationship between the different components of the RCP. The outcomes are also well aligned with the strategies of TMEA, the partner organisations, the EAC and the Government of Rwanda.
Efficiency	GOOD	The programme has a strong management structure comprised of a strong project management cycle, solid reporting mechanisms and feedback loops, and robust M&E systems. RCP also manages relationships with stakeholders and donors in a consistent and proactive manner, allowing for smooth communication and coordination of activities. All parties put considerable effort in building and maintaining open and honest working relations. Strong progress (80%+) has been achieved in pre-established outputs across all projects. Using TMEA’s in-house TRADE (TRansportation Analysis and Decision Economics) tool, the evaluation team conducted a return on investment assessment that indicates relative to total RCP expenditure to-date, the impacts of four key projects result in a total net return of \$100 million. The estimated \$100 million in benefits in discounted terms that the RCP has generated represents a 28% rate of return.
Effectiveness	GOOD	The status of each of the RCP project is given in annex 10 of this evaluation report. The majority (50-75%) of outcomes are achieved at the project-level. Gender was not included

<sup>11</sup>See Annex 3 for a description of the criteria and rating methodology.



Evaluation Area	Rating <sup>11</sup>	Key Findings
		<p>in the initial proposal of all projects, but has since been mainstreamed considerably. At the time of evaluation, about 40% of projects investigated had a gender action plan under implementation, which is an improvement over the relative lack of gender considerations in RCP's programming at its inception. Projects under development are integrating gender into their strategies. At the time of this evaluation, RCP had 8 projects under development and almost all of them were in the process of integrating gender in the design of the activities. The projects under design are presented in Annex 10 of this report. RCP relies on a demand-driven approach and has developed partnerships with local institutions to build local ownership and responsibility. However, at the programme-level, not all targets have been set.<sup>12 13</sup> This impedes the ability to assess performance at the programme level. Based on current reported results for RRA and Mirama Hills, we estimate, based on TMEA's Results Meter approach, that the RCP interventions with results to date are contributing a 9.9% reduction in transport time to Kigali origin/destination (O/D) traffic plus transit traffic through Rwanda with O/Ds in Burundi and Uganda. The RCP's focus on "early wins," and particularly the eSW project, has had the intended effect and generated early benefits in a sufficient quantity to offset the ongoing investment in longer term projects.</p>
Impact	VERY GOOD	<p>Rwanda trade volumes exceeded TMEA's impact targets up to the current year, for which no data exist. The evaluation team estimates that the RCP has generated induced trade of approximately \$100 million from the four projects that it examined. Annex 8 of this evaluation report explains in detail how the generated induced trade has been calculated.</p>
Sustainability	MODERATELY GOOD	<p>From among the projects examined, two implemented by RCP had or were expected to<sup>14</sup> have all three critical characteristics of sustainability (capacity and institutional strength, a plan for sustainability beyond RCP support, and an allocation of future funding<sup>15</sup>). The remainder had a capacity building component but did not have an explicit</p>

<sup>12</sup> At the programme level, not all targets have been set. The RF dated June 2015 does have targets set for a certain number of indicators but for many of them, no targets had been set at the time of this review. However, for projects that have been reviewed, targets have been set at project inception phase.

<sup>13</sup> We are referring to the document titled: "Rwanda refined RF and logframe dated 13.08.2015"

<sup>14</sup> 'Expected to', relates to the parts that we cannot directly observe when the project has not yet ended.

<sup>15</sup> Future funding for the project activities from sources other than TMEA.

Evaluation Area	Rating <sup>11</sup>	Key Findings
		sustainability plan nor a clear funding mechanism to support critical activities beyond RCP support.

ES-11. The table below summarizes the findings by project included in this evaluation.<sup>16</sup>

Criteria	RCP Overall	Rwanda Standards Board <sup>17</sup>	MINICOM	MINEAC	OSBP Kagitumba	Pro-Femmes/Twese Hamwe	EACSO
<b>Overall</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>
<b>Relevance</b>	<b>VG</b>	<b>VG</b>	<b>VG</b>	<b>G</b>	<b>VG</b>	<b>VG</b>	<b>G</b>
Project Clarity and Logic	VG	VG <sup>18</sup>	VG	G	VG	VG	G
Contribution to TMEA & Partner Strategy	VG	VG	VG	G	VG	VG	G
<b>Efficiency</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>VG</b>	<b>G</b>
Adaptive Management of Plans & Budgets <sup>19</sup>	G	G	G	G	VG	VG	G
Relationship Management & Communications	VG	VG	VG	VG	G	VG	G
Translating Inputs into Outputs	G	G	G	G	G	VG	G
Additionality	G	G	G	G	G	G	G
<b>Effectiveness</b>	<b>G</b>	<b>G</b>	<b>MG</b>	<b>MG</b>	<b>G</b>	<b>G</b>	<b>MG</b>
Translating Outputs to Outcomes, Including Gender	G	G	MG	MG	G	G	MG
<b>Impact</b>	<b>VG</b>	<b>G</b>	<b>VG</b>	<b>G</b>	<b>G</b>	<b>VG</b>	<b>VG</b>
<b>Sustainability</b>	<b>MG</b>	<b>MG</b>	<b>VG</b>	<b>MG</b>	<b>G</b>	<b>MG</b>	<b>MG</b>

<sup>16</sup>Specific discussion on the information collected to support the grading by criteria per project is included in Annex 4.

<sup>17</sup> The programme support to Rwanda Standards Board (RSB) had made very good progress in achieving its results of improving the efficiency and effectiveness of product testing. Evaluation evidence indicates that the programme supported RSB to procure and install lab equipment at RSB that widened the testing scope by an additional 25 parameters. This programme support resulted into a reduction in testing time from 60 days in 2012 to 8 days in 2014 and the testing cost from US\$ 500 to US\$250

<sup>18</sup> As a result of the capacity built at RSB and the private sector, 21 enterprises implemented a HACCP system, out of which 8 enterprises had been certified and applications from five enterprises were being processed by RSB. One of the major achievements from the technical assistance was the upgrading and preparation of the laboratories for accreditation for international recognition. There is need however for further support up to accreditation level.

<sup>19</sup> Risk management is taken into account under the project monitoring plan. The last column of the monitoring plan is always about identified assumptions, risks and mitigation measures. At the time of this evaluation, all active RCP projects had a monitoring plan which included the risk management. However, the evaluation team was not able to see any report regarding how the risk and mitigation measures have been updated over time. However the assessment of the adaptive management plans and budget does take into account the risk dimension.

- ES-12. The evaluation found several lessons documented under section 3.1 of which the key ones include: a) comprehensive analytical work is best performed during a project's design phase, b) it cannot be simply assumed that TMEA's investments will have a positive impact on trade, c) it is important to periodically reviewing the results framework to reflect the country programme's learning and ensure coherence of all projects, d) leveraging the resources of government and development partners to supplement TMEA's own investments is an important sign of local buy-in and ownership, e) developing a sustainability plan that includes a realistic expectation of needed financial resources is critical, and f) investments in capacity building of partners should be undertaken cautiously, given that they can absorb large amounts of resources.
- ES-13. The evaluation team proposes several recommendations under section 3.2 to improve RCP's current programming and inform the Phase 2 strategy. The key ones are the following:<sup>20</sup>
- ES-14. For large infrastructure spending, it is important that, for phase 2, RCP does a long term plan that identifies a few infrastructure projects of this kind that it will focus on at the start of each phase. If the design of these types of projects happens very late during the implementation of a program phase, it is likely that it will not be completed on time to yield the desired results before the program ends. Moreover, given the costly nature of such infrastructure, TMEA should be focused from the beginning on having their partners replicate the intervention model once proven successful. This type of a demonstration role would save TMEA resources and also help to identify issues relating to sustainability and partner ownership more quickly.
- ES-15. We recommend that RCP invest in assessing the impact of its investments on its ultimate beneficiaries: the poor. To begin, this should be reflected through the inclusion of the poor in TMEA's theory of change and in the design phase for each individual project. While TMEA's concern about measurement difficulty is well taken, it is important that TMEA seek to periodically check that the assumed relationship between lower transport costs and reduced poverty is valid.<sup>21</sup>
- ES-16. We encourage RCP to consider expanding interventions that provide information and capacity development on, and physical and process support to access, export potential, export markets, standards, and other processes and requirements to export goods and services producers. These projects have the most obvious link to household-level welfare enhancement and have demonstrated some early wins for TMEA. We encourage the RCP to consider how producers in these areas can be directly served by future investments

---

<sup>20</sup> See Section 3.2 for a fuller discussion of these, as well as additional, recommendations.

<sup>21</sup> In the actual RCP RF, the poor are not a key beneficiary and that has been addressed under the impact and recommendation sections.

(cognisant that there are many programmes that work directly with beneficiaries and it is critical that TMEA does not overlap with these efforts).

- ES-17. The RCP needs to immediately set targets for all of the indicators in its updated results framework.<sup>22</sup> By not having these targets, it is not clear to external stakeholders whether the RCP is on track with its objectives or falling behind. Moreover, RCP needs to ensure that any project that will be implemented under phase 1b has appropriate baseline information, well-defined targets, and SMART indicators from project inception.
- ES-18. In the upcoming phase, each project should have a well-developed and realistic sustainability plan that is developed in partnership with the various stakeholders during the design phase that identifies critical activities that must continue beyond programme support. RCP must ensure that partners commit to providing both technical and financial resources to ensure the continuity of the project. Given the uncertainty of the sustainability of certain RCP investments, it is recommended that TMEA invest in evaluating the sustainability of the Phase 1a projects after project closure. Such ex post assessments should be conducted at least 12 months after the end of TMEA support. This will generate critical lessons for RCP in terms of how to best engage with its partners on this topic during Phase 2.

---

<sup>22</sup> According to TMEA, the RF has been updated during the time between the conclusion of this evaluation's field work and the report writing. It is worth noting that most outcomes under SO1 were not to be achieved by the time this evaluation took place and TMEA was still working on determining appropriate targets for them.

## Background to the Evaluation

1. The Trademark East Africa (TMEA) programme aims to improve trade competitiveness in East Africa by reducing transport time/costs and improving the trade environment. Its target is to increase the total value of exports from the East African Community (EAC) by 10% (above trend) by 2016, contributing to sustained economic growth and poverty reduction. TMEA was officially launched in February 2011 as a specialist not-for-profit agency and is currently scheduled to close in December 2016, with the possibility of a new programming phase that could last up to 2022. The Rwanda Country Programme (RCP) was also launched in 2011. The RCP budget for Phase 1a from 2011 to 2016 is approximately US\$33 million and includes 27 projects.<sup>23</sup>
2. To inform the design of that next phase and assess its impact to date, TMEA has contracted a mix of formative and summative evaluations. The audience for these evaluations is both TMEA and its investors. TMEA awarded MarketShare Associates, in collaboration with Project Economics Consulting (PEC), the contract to undertake country evaluations of TMEA's Rwanda and Uganda Programmes, respectively. The Terms of Reference for these studies are presented in Annex 1. This report presents the findings of the Rwanda Country Programme (RCP) evaluation. The findings of the Uganda Country Programme (UCP) are presented in a separate report.
3. The evaluation team was selected to balance individuals who had previous experience with TMEA's programming with individuals who had no previous experience with TMEA. This arrangement allowed the evaluation team to quickly get up to speed with the complexity of the TMEA country programme operations, while having a bias-free perspective. Each country evaluation included an Evaluation Lead and a national Evaluation Specialist who brought contextual knowledge and local language skills. These evaluators were supported by an overall Evaluation Methodology Specialist to ensure technical consistency and a Gender Specialist to assess the programmes through a gender lens. The team comprised of Alex Diouf, Team Leader and Rwanda Evaluation Lead; Neil Pogorelsky, Uganda Evaluation Lead and TMEA Programmes Expert; Ben Fowler, Evaluation Methodology Specialist; James Kamukama, Uganda Evaluation Specialist; Johnson Rukundo, Rwanda Evaluation Specialist; and Erin Markel, Gender Evaluation Specialist.
4. The evaluation lasted for approximately 6 months. It was initiated with contract signing on September 7, 2015 and was finalized on March 11, 2016.

---

<sup>23</sup> The Rwanda Programme is split into two phases. Phase 1a is for all the projects that have been running from 2011 until today with approximately \$33 million and 27 projects. Phase 1b involves a set of new projects and funding which will start implementation in 2015/16.

5. The evaluation methodology comprised of (1) a desk review of program documents<sup>24</sup> and (2) in-country data collection through key informant interviews (KIIs) and focus group discussions (FGDs). The methodology was based on an iterative design to capture the perspectives of all stakeholders, including TMEA staff, country programme staff, donors and partners, project beneficiaries as well as other stakeholders. A list of the interviews conducted is presented in Annex 2. The selection of the project sample across both countries was conducted based on a set of criteria developed jointly with TMEA to ensure that all programme outputs were covered during the evaluation. The details of the methodology and selection process are provided in Annex 3.
  
6. This evaluation has several limitations. First, the findings from the programme beneficiaries are derived from a small number of individual beneficiaries.<sup>25</sup> This decision was taken for timing and budgetary reasons, as well as the practical issue that in some of TMEA's projects there were no clearly defined beneficiaries that could be interviewed. For example, one of TMEA's projects was supporting the Ministry of Trade and Commerce (MINICOM), which is a government entity with no identifiable end beneficiary. Second, given that the Annual Review of the RCP was scheduled to occur early in the evaluation period, TMEA requested that the evaluation team mobilize quickly in order to participate in and synchronize with the Annual Review meetings. Although the schedule permitted little time for preparation, MSA accommodated this request by adjusting the timing of its field visits to begin earlier than planned. The very short timeline given from contract signing to the field work start offered little to no time to receive feedback from TMEA on the design of the evaluation. Ultimately, comments on the inception report were only received after the completion of field work. Finally, the evaluation team was asked to limit the length of interviews and discussions with stakeholders to avoid over-burdening respondents following their annual review sessions.
  
7. The evaluation team noted that these aforementioned constraints could result in reduced coverage of stakeholders, and insufficient matching of field research instruments to evaluation needs. To mitigate these risks, the team broadened the interview targets (ultimately meeting with over 40 individuals), used call-backs of subjects met during the evaluation process to ensure limited duplication of data requests, prioritized project documentation during initial review, and adjusted the interview templates during the field work to match the project details and evaluation methodology.

---

<sup>24</sup> Program documents that were consulted include project proposals, monitoring plans, performance reports submitted by partners, evaluation reports produced by consultants RCP and TMEA corporate documents.

<sup>25</sup> The findings were derived from reports produced by external consultants and discussions that the evaluation team had with TMEA staff, their donors, implementing partners, representatives of the governments, civil society and private sector representatives, and a group of direct beneficiaries.

The report has been widely circulated in TMEA and among its partners for validation.

# I. Assessment of the Relevance, Efficiency, Effectiveness and Impact of the Rwanda Country Programme (RCP)

## 1.1 Relevance

8. Overall, we find that the RCP is “very good” in the Relevance category. In specific, we find that Project Clarity and Logic is “very good” and Contribution to TMEA and Partner Strategies is “very good”. The following chart presents the scores for each project and overall<sup>26</sup>. The scores for relevance were consistently excellent. RCP is well-aligned with TMEA’s objectives, the Rwandan government’s and the East African Community’s (EAC) strategies, as well as beneficiary needs.<sup>27</sup>

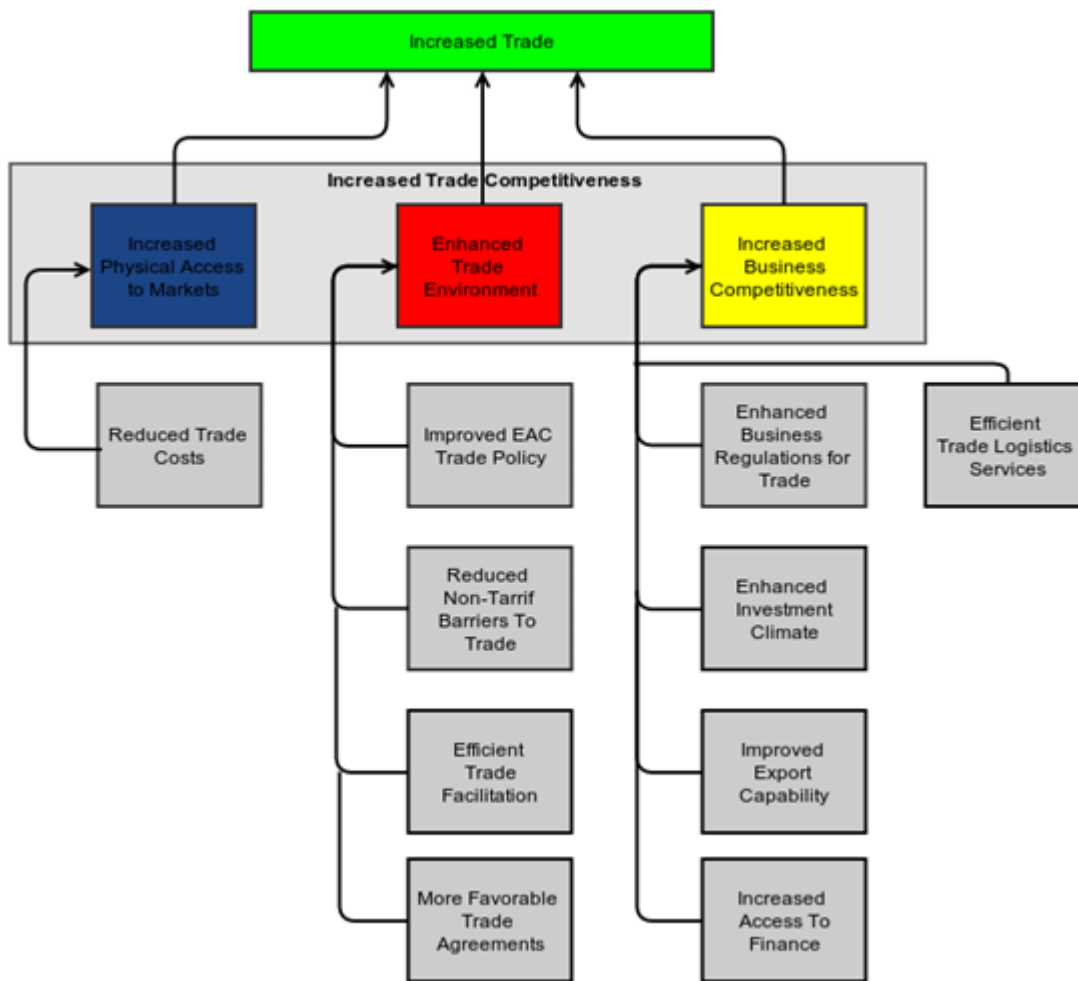
Criteria	RCP Overall	Rwanda Standards Board	MINICOM	MINEAC	OSBP Kagitumba	Pro-Femmes/Twese Hamwe	EACSO
<b>Relevance</b>	<b>VG</b>	<b>VG</b>	<b>VG</b>	<b>G</b>	<b>VG</b>	<b>VG</b>	<b>G</b>
Project Clarity and Logic	VG	VG	VG	G	VG	VG	G
Contribution to TMEA & Partner Strategy	VG	VG	VG	G	VG	VG	G

Key: NI – “Needs Improvement” (fails to meet expectations), MG – “Moderately Good” (meets most expectations), G – “Good” (meets expectations), VG – “very good” (exceeds expectations)

9. TMEA’s theory of change (presented in the figure below) is built around an overall goal to increase trade by facilitating a physical access to markets, enhancing the trade environment and increasing business competitiveness. The work around the first pillar is specifically focused on the reduction of Trade costs. Under this pillar, RCP is implementing the Kagitumba OSBP program and the PPP Transaction Advisory Services for the Rwanda Integrated Trade Logistics Facilities. Under the second pillar, RCP has implemented about twenty projects and under the third pillar seventeen other projects. The second pillar is mainly focused on supporting government bodies involved in trade to be more effective and the projects under the third pillar reinforce PSOs and CSOs to advocate for the implementation EAC and national regulations that promote trade among EAC countries. They also support businesses to follow rules and standards that bring them up to the level where they can be competitive in national and regional markets. All projects have been designed in line with these objectives laid out in the TMEA theory of change. Their logic is clear and consistent, with realistic outcomes. Overall, the evaluation finds the RCP portfolio is complementary rather than contradictory; all of the projects being funded contribute to both the relevant outcome and the overall impact, without impeding the success of others.

<sup>26</sup> Details regarding the implementation stage for each of these projects is given in Annex 10.

<sup>27</sup> Seven projects were assessed in detail and their stakeholders consulted during this evaluation. Other projects from RCP were assessed using a review of evaluation reports and other documentation.



10. Moreover, the RCP’s portfolio demonstrates a high degree of coherence. There were no cases where projects were contradictory in their purpose. RCP has been very intentional in their efforts to do this and eliminated initiatives (e.g., MINECOFIN, CLADHO) that were not aligned with the RCP’s vision, objectives or goal. A major contributor to this success was the revision of TMEA’s Theory of Change (TOC) and the streamlining of the portfolio of existing projects to the new TOC. The revised TOC enabled the programme to decline requests from partners that were not within its scope.

11. We further find that TMEA’s approach is well-aligned with both Rwandan and EAC’s regional agendas to increase trade, economic growth and regional integration. TMEA’s interventions target a wide variety of stakeholders, including the private sector, government institutions, parastatals and civil society organisations (CSOs). TMEA’s participatory approach and multiple review processes have ensured that stakeholders’ interests at the regional and national level remain at the heart of the TMEA’s work in Rwanda, and are reflected in the programme’s evolving theory of change, results framework and work plans – particularly in a context where priorities shift over time.



For example, TMEA’s capacity-building work with stakeholders through the Rwanda Private Sector Federation (the umbrella body for private sector and trade associations in Rwanda) and the Rwanda Civil Society Platform (which represents directly or indirectly some 700 CSOs in the country) reveal an approach that is both focused and demand-driven. The RCP invited expressions of interest from various organisations and chose to work with those whose proposals best fit with the programme’s strategic aims, rather than specifying ex-ante what topics should be covered, and thus ensuring that all activities were both relevant and needed. In fact, the Private Sector Federation stated that: “The project is still relevant and it has improved the functioning and operations of the members of the PSF, through various activities like research studies and this has been the basis for the PSF member federations to negotiate with the government of some policy orientations.”

12. Furthermore, in cases where discrepancies among strategies between the TMEA Rwanda team and relevant stakeholders in the Rwandan private or public sectors have been identified, they have been rectified through continued dialogue. For example, the GoR opted to implement the COMESA system over TMEA’s ECTS. RRA had however already received the financial aid from TMEA to procure equipment for the ECTS. After negotiations, the decision was made to transfer the funds back to TMEA who would use the money for other projects.
13. Whereas the rationale for TMEA’s investments centered significantly around poverty reduction, this is not included in TMEA’s explicit theory of change and consequently the RCP results framework. TMEA justifies this in terms of the difficulty in measuring the linkages between poverty reduction and its efforts. This does create the risk that by excluding it from TMEA’s overall results framework, some of TMEA’s investments may not ultimately contribute to this aim.

## 1.2 Efficiency

14. Overall, the evaluation team found that the RCP is “good” in the efficiency category. In particular, the team has determined that the Adaptive Management of Plans and Budgets is “good,” the Relationship Management and Communication is “very good,” and Translating Inputs to Outputs at the project level is “good.”

Criteria	RCP Overall	Rwanda Standards Board	MINICOM	MINEAC	OSBP Kagitumba	Pro-Femmes/Twese Hamwe	EACSOFF
<b>Efficiency</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>G</b>	<b>VG</b>	<b>G</b>
Adaptive Management of Plans & Budgets	G	G	G	G	VG	VG	G
Relationship Management & Communications	VG	VG	VG	VG	G	VG	G
Translating Inputs into Outputs	G	G	G	G	G	VG	G

Additionality	G	G	G	G	G	G	G
---------------	---	---	---	---	---	---	---

Key: NI – “Needs Improvement” (fails to meet expectations), MG – “Moderately Good” (meets most expectations), G – “Good” (meets expectations), VG – “very good” (exceeds expectations)

15. RCP has put in place a strong management structure. The evaluation data suggests that all staff have a strong command of the strategic and operational issues concerning the program and its implementation. In addition, RCP’s working culture is both proactive and dynamic. RCP leadership is alerted to potential and emerging issues in a timely manner, through frequent communication (monthly); and the project teams follow management (financial and otherwise) guidelines to address challenges to implementation quickly.
  
16. In addition, the flexible approach that RCP has adopted in managing projects has allowed the programme to adapt to an ever-changing environment with ease. Flexibility, both in terms of activities and finances, have contributed to the success of many of its projects. Partners that were consulted during this evaluation have most of the time recognized TMEA’s flexible and hands-on-approach to project design and management. TMEA Rwanda has maintained a flexible approach in its collaboration with the different partners. Activities to be undertaken, results to be pursued and targets to be achieved have been discussed with the partners prior to project approval and implementation. Equally, the RCP has shown flexibility in terms of financial management, testing different methods of managing funds that would be used for project activities. The grant funding mechanism has allowed partners to directly manage the funds for their activities and at the same time build their capacity in finance management. It should however be noted that although RCP has allowed some of its partners to manage their funds, it has also put in place mechanisms that help to track that funding and detect any wrongdoing that may occur during project implementation. ROAM (Rwanda Organic Agriculture movement), for example, received money to implement a project in collaboration with RCP and when a misuse was detected and proven, via an audit undertaken by KPMG, it was immediately made public and efforts to recover the money were successfully undertaken.
  
17. The findings also show that RCP staff manage relationships with key stakeholders and donors in a proactive and participatory manner. This has been done through the development of a robust project cycle management (PCM) system with innovative tools like the monitoring and evaluation plans being integrated into the work plans. All stakeholders report having a common understanding of each other’s roles and responsibilities, thus enabling open and transparent communication. Such working relationships are systematically sustained through project management and project steering committee meetings that are held on a monthly basis with all key stakeholders. RCP leadership uses these meetings to monitor implementation and gain insights, lessons learned, recommendations and actions to address any outstanding issues, including financial and administrative challenges. Several partners have mentioned the fact that RCP staff interact with them on a daily basis during the implementation of their projects. Most of them have appreciated the consistent guidance and swift feedback.

18. TMEA's design of RCP's governance structure has been quite effective at permitting RCP to navigate political issues and streamline its work with multiple donors. The RCP's National Oversight Committee (NOC) – which is composed of key donors and partners - provides strategic guidance and supervises programme implementation. The evaluation team found that the NOC enabled development partners to coordinate their support and interaction with TMEA, thus avoiding duplication of efforts. This was particularly the case in reporting; through the NOC the RCP has been able to greatly reduce the potential burden of needing to separately report to each of its funders and to streamline reporting formats. The NOC has proved to be a key support element for TMEA that can work with RCP to solve critical issues with government. For example the decision to get TMEA refunded for the money it had given GoR to purchase the Electronic Cargo Tracking System was done in coordination with the NOC. The funds were immediately allocated to another set of projects that were discussed with and agreed by all parties.
19. Partners such as the PSF, Pro-Femmes/Twese Hamwe and from the CSO platform have indicated that RCP has actively sought to facilitate the creation of an accessible and appropriate M&E system for these projects. According to the Pro-Femmes/Twese Hamwe staff, a monitoring plan with easy-to-use reports templates were discussed with RCP at the beginning of their project, they used them throughout project implementation and were able to submit their reports in a timely fashion. In fact, a simplified M&E framework was designed and implemented based on the identification of a limited number of "critical path" indicators for all priority projects. This allowed partners and TMEA teams to focus on the critical expected results of a project while easing communication around its tangible impact. Reporting templates have also been improved with support from external consultants to allow proper reporting against M&E frameworks' indicators.
20. RCP has made strong progress achieving translating inputs into pre-established outputs, including:
- The end of programme target (70% of registered clearing agents completing transactions online) under the Rwanda Electronic Single Window (ReSW) programme with RRA has already been exceeded. Furthermore an agreement has been reached with RRA on continued funding of the ReSW under Phase 1b.
  - The testing time for Rwanda Standards Board (RSB) has considerably declined over the review period as a result of equipment procured by TMEA, from 60 days in 2012 to 8 days in 2014. The testing cost dropped from US\$500 to US\$250.
  - The number of single window components with public standards has exceeded targets, and more ambitious targets have been set for the next phase of the program. <sup>28</sup>

---

<sup>28</sup> According to the final evaluation of the project, the following are the main outputs achieved under the Single Window project: ReSW platform created; AGERWA, RDB and RSN are connected to central ReSW; release notices entered into the RESW; RDB receives on line exemptions requests; RSB risk criteria is included in the ASYCUDA World platform; Provides on line permits for e-exemptions; Electronic payment system in place; Single entree declaration provides RRA and OGAs with the information necessary to provide clearance; Traders

21. In fact across all RCP implemented projects, more than 80% of outputs have been achieved.<sup>29</sup> Staff credit project management monthly meetings for providing an effective forum through which activities are kept on track. In addition, RCP's M&E system ensures that projects are monitored on a regular basis and provides technical guidance and timely data.
22. RCP's reporting system has also contributed to the efficient delivery of the programme. Most partners, including the PSF, EACSOE implementing partner, Pro-Femmes/Twese Hamwe, Rwanda Revenue Authority have testified that they receive feedback from RCP team within a maximum of seven days following the submission of their progress reports.
23. There is also a strong PCM culture at RCP. Almost all projects have a final evaluation carried out upon completion.<sup>30</sup> The findings are then used to inform future decision making. For example the monitoring framework used in MINEAC has two components: EAMS, which covers regional integration, and a system to monitor the implementation of annual action plans. EAMS Rwanda has been rolled out to 5 MDAs and plans are in place to extend this further. The system will need to be upgraded to maintain compatibility with EAMS central but there is committed budget available for this and MINEAC expects the result to be a considerable improvement. While RCP's investment in M&E and data-driven implementation are substantial, the diversity of intervention areas and the breadth of the program present challenges in managing and analysing large data. Findings show that some program targets have yet to be documented more than six months into implementation, baseline data has not always been collected, and additional monitoring tools have yet to be put in place. Such issues can undermine the efficiency of the program in the medium to long run.
24. There is strong evidence of the innovations and/or best practices that have been employed by the RCP especially in procurement, project design and implementation; the design of strategic plans to inform interventions, and implementation, the use of steering committees to communicate progress on implementation and manage challenges. There has been the use of a variety of technical assistance, including Young Professionals/Fellows, to improve capacity and sustainability within partner organizations.<sup>31</sup> In addition, as per TMEA practice, measures have been taken in the procurement process to accelerate the implementation of projects, including:
- Introduction of independent bids and an evaluation review that has to be conducted within 2 weeks of evaluation prior to contract award;

---

are clear of the various import requirements; ReSW permits single trade electronic declaration that satisfies the data requirement of most border control agencies.

<sup>29</sup> This estimate is portfolio-wide, based on a review of projects proposals, monitoring plans and reports, project evaluation reports and annual reviews.

<sup>30</sup> At the time of this evaluation, 4 of 6 completed projects had had an evaluation completed.

<sup>31</sup> TAs and YPs contribute to sustainability because at the end of the project, the ministry has a group of qualified people who will continue the work and they have already secured the budget to pay them. Last but not least they have a plan of activities to be rolled out in the absence of TMEA.

- Introduction of due diligence prior to contract signing;
- Increased use of framework contracts.

25. Low capacity of RCP partners has been cited as a major challenge affecting the efficiency of RCP. In response, RCP has provided support through a package of technical assistance to complement grant funds to support financial management as well as their interventions. TMEA's support-inclusive institution building for grantees and partners help reinforce program efficiency. Furthermore, at MINICOM and MINEAC, RCP has instituted a Young Professionals program to train and develop economists who could fill the gap in competence and skills.

26. The capacity shortages among TMEA partners have necessitated high levels of financial investment to yield tangible results. For example, for MINEAC, a significant portion of the US\$5 million programme budget has been in technical assistance, including up to four full-time consultants and one part-time consultant. RCP has invested a lot in strengthening the capacity of the MINEAC to fulfill its duties regarding integration within EAC. Indeed, MINEAC represents the second largest investment of RCP under SO2. While it is unquestionable that MINEAC required significant support to start its operations, the large size of TMEA's investment is difficult to justify vis-à-vis the potential impacts of the MINEAC project on TMEA's overall impact indicators. Greater leveraging of the resources of other donor partners and the government would have been preferable to maximize the value for money of RCP's investments.

27. With 53% of the total budget spent and outputs generally on track, the country programme can be classified as efficient. The budget for each of the projects is given in Annex 8.

28. After completion of the evaluation, at the request of TMEA, the evaluation team also conducted a limited Return on Investment assessment using the TMEA TRADE tool. Details on the TRADE Tool, the concept, the methodology applied and general assumptions in the tool are described in Annex 9. Specific assumptions related to the ROI assessment of the RCP are provided in the following paragraph.

29. Based on current impacts for RRA ReSW, results for RSB Testing Capacity, and Traidlinks<sup>32</sup> Rwanda, we developed a return on investment (ROI) analysis using TMEA's in-house TRADE (Transportation Analysis and Decision Economics) tool. The return on investment

---

<sup>32</sup> In specific, we value the reduction in testing time from 60 days to 8 days for 684 tests per year at RBS, using a value of 45.21 USD in 2012 terms per day saved, to represent the opportunity cost of capital tied up in administrative procedures, plus the reduction in testing costs from 500 USD to 250 USD, plus the associated profitability of added trade engendered by eased conditions. We value the processing time reduction from entry to exit for shipments processed by RRA (via the ReSW) from 2 days, 10 hours and 5 minutes to 1 day, 10 hours, 55 minutes for imports and a similar reduction for exports for about 80 thousand shipments per year, valued at 209.59 USD per day (per TRADE) in 2012 terms, plus profitability on associated growth in trade engendered by eased conditions. Finally we value profitability on directly added trade for Traidlinks participants. New trade for participating firms is estimated by RRA to be about 18 million USD this year.

assessment indicates that relative to total RCP expenditure to-date, the impacts of these four projects result in a total net return of \$100 million, or 28%, given the following assumptions:

- The listed projects will maintain their current impacts through the forecast lifecycle (the scale of benefit per average beneficiary neither grows nor declines during the forecast, though the number of beneficiaries may change over time, per the normal assumptions used in TMEA's TRADE tool).
- The listed interventions accelerated projects that would otherwise have been implemented by the Government of Rwanda or other partners by 4-8 years (that is, we applied a 6 year lifecycle to benefits, relative to the counterfactual).
- The "present year" dollar terms are stated in 2012 dollars (per TRADE)
- The benefits of projects which included contributions from TMEA and GoR and/or other partners were apportioned relative to budgetary contribution to the given project.
- All other assumptions and limitations of TMEA's TRADE tool (as described in Annex 9) apply. Benefit categories include transport time savings, other trade costs reductions (taking care to avoid double counting of time savings and freight rate reductions resulting from those same time savings) and profitability on induced trade – additional trade resulting from eased transport conditions.<sup>3334</sup>

30. We also assessed the return to-date relative to expenditures to-date, in order to understand the progress the programme is making towards exceeding the cumulative "break-even" point. To do this we assessed benefit generated, or expected to be generated through the current fiscal year relative to costs expended or to be expended through the same time period. This analysis indicates that to-date, the RCP has generated an estimated \$44 million in benefits in discounted terms relative to a discounted \$54 million in costs<sup>35</sup> (inclusive of estimated added O&M costs)<sup>36</sup>. This represents a to-date return of USD 0.80 for each investment dollar and suggests that the RCP focus on "early wins," and particularly the eSW

---

<sup>33</sup>New revenue generated by RRA and RSB was not counted as a "benefit" as it represents a transfer from users to the authority, but not a net welfare gain.

<sup>34</sup> A key data point required for the TRADE analysis is the annual average volume and value of shipments processed by RRA. RRA provided a gross consignment volume but was unable or unwilling to provide consignment value information. As a result the evaluation team estimated an annual average based on known volumes and values of shipments via Mombasa to all EAC countries and the relative scale of Rwanda's economy. The resulting assumptions may result in a misestimate of the return on investment of TMEA interventions in Rwanda.

<sup>35</sup> Readers should note that the investment costs include all projects coded in NAVISION as RCP budget lines as well as regional projects under EATIP budget lines (including capital intensive OSBP projects) that are otherwise treated as RCP projects for the purposes of this evaluation. Exclusion of such costs would increase net benefits to-date to -2 million, or an 8% ROI, or near break-even.

<sup>36</sup> O&M costs are estimated within the TRADE framework at 10% of total capital investment annually. This fixed assessment approach may tend to under-estimate systems costs and over-estimate infrastructure O&M costs.

project, has had the intended effect and generated early benefits, though not yet in a sufficient quantity to offset the ongoing investment in longer term projects.<sup>37</sup>

### 1.3 Effectiveness

31. Overall, the team assessed that the RCP is “good” in the effectiveness category. Specifically, we find that RCP is “good” at Translating Outputs to Outcomes and “good” at programme additionality.

Criteria	RCP Overall	Rwanda Standards Board	MINICOM	MINEAC	OSBP Kagitumba	Pro-Femmes/Twese Hamwe	EACSO
<b>Effectiveness</b>	<b>G</b>	<b>G</b>	<b>MG</b>	<b>MG</b>	<b>G</b>	<b>G</b>	<b>MG</b>
Translating Outputs to Outcomes, Including Gender	G	G	MG	MG	G	G	MG

Key: NI – “Needs Improvement” (fails to meet expectations), MG – “Moderately Good” (meets most expectations), G – “Good” (meets expectations), VG – “very good” (exceeds expectations)

32. The evaluation team found that RCP projects are mostly on track and will likely achieve their planned outputs by the time they are completed. RCP has been able to achieve 50-75% of its outcomes/targets as outlined in its results framework.<sup>38</sup> Many of the RCP’s key targets are currently being exceeded, including:

- Time to import/export goods through Mombasa
- OSBP completion
- Common market protocols and customs union commitments implemented to date
- Customs clearance time reduction
- NTB elimination
- RSB testing capacity
- RSB certification capacity
- RSB testing and certification time
- Number of PSO/CSO women-focused policies adopted
- Women’s awareness of EAC standards

<sup>37</sup> Readers should note that the Rwanda programme is not expected to have benefits to-date that exceed costs to-date, but that the to-date analysis indicates that the programme is on its way to generating positive returns.

<sup>38</sup> At the time of this evaluation, most RCP projects were under design phase or had just started to be implemented. Given the logic displayed in their RFs though, the evaluation team think that the outcomes will likely be achieved.

33. Outcomes for NTB elimination are worth highlighting. A study conducted on the trucking industry estimated US\$ 800,000 of savings following the elimination of 14 NTBs. In fact, as a result, the strategy for elimination of NTBs has been adopted as a model across the EAC and has also been adopted by COMESA.<sup>39</sup> In addition, RCP support has contributed to a number of important developments taking place in the EAC region, including the adoption of regional legislation on the Single Customs Territory, OSBPs and NTBs, and awareness on the integration process.

34. As seen in the table below, several outcomes in SO1 are not yet measured, while targets have not been set for several indicators. Unfortunately, this makes it impossible to assess RCP performance against expectations. It is worth noting that most of SO1 outputs were not expected to lead to outcomes by the time of this evaluation.

35. The SO2 outcome is currently exceeding target and SO3 is meeting targets on one measure and is not yet expected to meet targets on the other. Many, but not all projects are measuring their contributions to long term outcomes. Some of RCP's expected outcomes in SO1 are not yet measured. Transport volume outcome targets are below expectations for exports and exceeding expectations for imports from Mombasa. The SO2 outcome is currently exceeding target and most SO3 targets are yet to be set. However, the one SO3 target that has been set is being met. Further, several key project measurements indicate good progress toward goals. The table below describes RCP outcome level results as of the date of the evaluation's field work:

Results Level	Expected Result	Indicator	Baseline (2010)	Target 2016/2017	Actual 2014/15
Outcome 1	Reduced transport time and increased volumes	Time to transport from Kigali to Mombasa port	109 hours	93 hours	n/a
		Source of data: Corridor Diagnostic Study(CDS) 2010			
		Time to transport from Mombasa to Kigali	159 hours	135 hours	n/a
		Source of data: Corridor Diagnostic Study(CDS) 2010			
		Total Volume in Tonnes from Mombasa to Rwanda	216,306	n/a	221,323
Source of data: Northern Corridor Transport Observatory, KPA					
Outcome 2	Increased ease of trading across borders	Changes in ranking on Trading Across Borders (Doing Business IFC)	159/183	n/a	162/189
		Source of data: World Bank Doing Business Report			
		Reduction in average cost to export and	US\$ 5,209/4823 (Rw), US\$	n/a	US\$ 4833(Rw)

<sup>39</sup> Trademark East Africa, annual review report, 2013



Results Level	Expected Result	Indicator	Baseline (2010)	Target 2016/2017	Actual 2014/15
		import(US\$) from Rwanda or Burundi to Mombasa Port or Dar es Salaam Port	4,728/4375 (Rw using Dar Port)		
			<b>Source of data: Corridor Diagnostic Study(CDS) 2010,Northern Corridor Transport Issue Report Issue 5, TMEA Trade Facilitation Surveys/Evaluations</b>		
Outcome 3.1	Enhanced business environment for trade	No. of new/revise policies adopted (including but not limited to government legislation, business charters)	2	5 (2014/2015)	N/a
			<b>Source of data: AC reports, Consultative Dialogue Framework (CDF) reports, Cabinet papers, PSF,EACSO and Pro-Femmes/Twese Hamwe reports</b>		
Outcome 3.1	Enhanced business environment for trade	No. of new/revise policies adopted that address gender specific issues	0	2	N/A
			<b>Source of data:Pro-Femmes/Twese Hamwe reports; TMEA Summative evaluation</b>		
Outcome 3.2	Improved export capability	Increase in export revenue on TMEA supported interventions	0	20%	N/A
			<b>Source of data: Traidlinks, TWIN and RDB reports, project evaluation reports, Cross border unit reports</b>		
Outcome 3.2	Improved export capability	No. of entities (companies, farmer groups) certified disaggregated by gender	0	N/A	N/A
			<b>Source of data: TWIN, NAEB, RSB reports, TMEA summative evaluation</b>		

Source: TMEA, Refined Results Framework and Logframe FINAL DRAFT v2 05 11 2015

36. Based on current reported results for RRA and Mirama Hills, we estimate, based on TMEA's Results Meter approach, that the RCP interventions with results to date are contributing a 9.9% reduction in transport time to Kigali origin/destination (O/D) traffic plus transit traffic through Rwanda with O/Ds in Burundi and Uganda.

37. In order to attain its objectives, RCP has developed partnerships with local institutions. RCP relies on a demand-driven approach, in that projects are normally proposed by partners. RCP's local partners include the Ministry of Trade and Industry (MINICOM), the Rwanda Development Board, the Ministry of East African Community (MINEAC), the Rwanda Revenue Authority, the private sector and civil society organisations (CSOs), among others. Engagement with diverse partners has supported the realization of some outcomes.

38. It is also unclear how results have affected men and women differently, as gender was not included in the initial proposal of all projects. Based on the interviews with stakeholders, gender became major issue in phase 1b after multiple project evaluations pointed to this major gap. RCP has taken steps to address this issue by hiring a corporate gender advisor and by putting in place a strategy that maps out gender standards and protocols for all RCP

projects. At the time of this evaluation, about 40% of the projects that were investigated had a gender action plan under implementation. The projects under development seemed to be gearing towards greater gender integration in their strategies. Pro-Femmes/Twese Hamwe, as discussed previously, was instrumental in ensuring the incorporation of gender to RCP. RCP has now included gender mainstreaming in their project proposal requirements, as well as in their activities and monitoring and evaluation. Discussions on gender mainstreaming under Phase 2 are on-going under the programme design process.

39. RCP operates an effective financial management system, NAVISION<sup>40</sup>, which is linked to the procurement system and also interfaces with the project MIS. However certain challenges have accrued in the process of its use. There have been difficulties in integration of the system and how user friendly it is, is still a question that has to be revisited.

## 1.4 Impact

40. Overall, the evaluation team assessed that the RCP is “very good” in the impact category.

Criteria	RCP Overall	Rwanda Standards Board	MINICOM	MINEAC	OSBP Kagitumba	Pro-Femmes/Twese Hamwe	EACSO
Impact	VG	G	VG	G	G	VG	VG

Key: NI – “Needs Improvement” (fails to meet expectations), MG – “Moderately Good” (meets most expectations), G – “Good” (meets expectations), VG – “very good” (exceeds expectations)

41. The expansion of trade is the measure that the RCP has chosen to judge its impact. The adoption of a new results framework means that the RCP’s impact indicators and targets changed midway through the programme. Consequently, it is not possible to directly assess performance on all of the new indicators given that targets did not originally exist for those indicators. The following tables present the overall results to date. It is apparent that for the first three years, RCP dramatically exceeded its impact target. Since the revision of the results framework, however, TMEA has not yet determined whether or not it has met its targets for 2014/15 trade levels.<sup>41</sup>

Impact Indicator 0.4	Baseline (2011, 2001-	Milestone 1: By the end of	Milestone 2: By the end of	Milestone 3: By the end of	Milestone 4: By the end of	Milestone 5: By the end of	Target: By the end of

<sup>40</sup> NAVISION is the overall TMEA financial management system that all TMEA programmes use.

<sup>41</sup> See Rwanda data in “New Results Framework Final Draft 12/08/2015,” which indicates, at the impact level, that it does not have the relevant figures. At the time of this review the levels of the indicators have not been determined for 2014/2015, the annual review report has not been released.

		2011 trend)	2011	Jun 2013	Jun 14	Jun 15	Jun 16	Dec 2016
Total value of exports and imports (US\$) between Rwanda to rest of the world (+10% above trend at EoP) (US\$ Millions)	Planned	\$417	\$417	\$412	\$451	\$489	\$527	\$565
	Achieved		\$417	\$505	\$736			
		<b>Source</b>						
		UNCTAD Comtrade database						

Results Level	Expected Result	Indicator	Baseline (2011)	Target 2014/2015	Actual 2014/2015
Impact	Increased Trade	Total Exports to EAC and SS from Rwanda (US\$ Millions)	\$81	\$94	n/a
			<b>Source of data: EAC Trade Reports</b>		
		Total Imports from EAC+SS to Rwanda (US\$ Millions)	\$385	\$446	n/a
			<b>Source of data: EAC Trade Reports</b>		
		Total Exports to World from Rwanda ( by each country (+10% above trend at EoP))	\$417	\$555	n/a
	<b>Source of data: UNCTAD Comtrade Data Base</b>				
		Total Exports to World from Rwanda ( by each country (+10% above trend at EoP))	80/142,score 4.00	n/a	62/144,score 4.3
	<b>Source of data: WEF Global Competitiveness Report 2011-2012</b>				

Source: TMEA, Refined Results Framework and Logframe FINAL DRAFT v2 05 11 2015

42. As a component of the evaluation team’s return on investment assessment, we developed an estimate of the induced trade impacts of those RCP projects with existing results that reduced transport times or trade costs. This estimate describes new trade that would not have otherwise occurred without TMEA intervention, and can therefore be described as “attributable new trade” above the baseline (or counterfactual).<sup>42</sup> The trade growth analysis is based on the same projects (RRA ReSW, RSB Testing Capacity, and Traidlinks) cited in the ROI analysis discussed in Section 1.3. The results are presented in the table below.

<sup>42</sup> Readers should note that it is an estimate, rather than an observation, based on known relationships between transport costs and trade. Further, the TMEA TRADE tool, which was used to develop this estimate, does not disaggregate new trade by direction (import or export), by market (intra-EAC or Ex-EAC) or commodity. The TRADE-based estimates are therefore not a substitute for RCP’s planned-for collection of trade data which the evaluation team strongly encourages TMEA to make progress on collecting. Detail on the estimating methodology used in TRADE is provided in Annex 9.

Project	Induced Trade Due to Reduced Trade Costs
	FY 2015/2016
RSB Testing	\$ 3,852,275
ReSW	\$ 231,758,417
Traidlinks	\$ 17,975,380
<b>TOTAL</b>	<b>\$ 253,588,088</b>

43. It is apparent from the results that ReSW contributes the vast majority of the induced trade gains. This is primarily because the ReSW impacts every shipment that passes through Rwanda. On the other hand, RSB testing and Traidlinks impact only a handful of shipments and companies: approximately 600 shipments per year, and 8-12 companies, respectively. This suggests that TMEA’s support for initiatives that are broader in scope may create much larger contributions to its impact targets.

## II. Analysis of Sustainability and Opportunities for Scaling-Up

### 2.1 Sustainability

44. The evaluation criteria define sustainability as: Having clear, specific and relevant activities included to address sustainability. Monitoring of the sustainability of outcomes is undertaken (or planned). In the best examples, monitoring of outcomes goes beyond the project timeframe. A clear and comprehensive exit strategy is included in the design and is fully up to date. The strategy includes a clear description of how project activities or the benefits thereof will be sustained on completion. Responsibilities for implementing the exit strategy are outlined. All on-going maintenance or operational costs have been thoroughly costed and the organisation has set aside funds to pay for these (or has a plan in place to secure funds in adequate time before project funds are completed). For advanced or completed projects, there is evidence of responsibilities having been fully institutionalised.

45. Overall, the team found the RCP is moderately good in this category. While the majority of the RCP projects did not have a sustainability plan, much of the results achieved (or to be achieved) under the RCP will be sustainable in the medium- to long term.

Criteria	RCP	Rwanda	MINICOM	MINEAC	OSBP	Pro-	EACSO
----------	-----	--------	---------	--------	------	------	-------

	Overall	Standards Board			Kagitumba	Femmes/Twese Hamwe	
<b>Sustainability</b>	<b>MG</b>	<b>MG</b>	<b>VG</b>	<b>MG</b>	<b>G</b>	<b>MG</b>	<b>MG</b>
<b>Opportunities for improvement</b>	<ul style="list-style-type: none"> <li>• Ensure that all projects have sustainability plans and strategies to access necessary resources following TMEA funding</li> <li>• Ensure sustainability by establishing/continuing Young Professionals programmes at various government institutions</li> <li>• Encourage RDB’s service provider network to continue providing business services on a fee-based mechanism</li> <li>• Support private sector platform for cross-border trade with DRC</li> <li>• Continue support for National Monitoring Committees (NMC)</li> </ul>						

Key: NI – “Needs Improvement” (fails to meet expectations), MG – “Moderately Good” (meets most expectations), G – “Good” (meets expectations), VG – “very good” (exceeds expectations)

46. The first phase of the program constituted high levels of investment which addressed multiple capacity challenges within implementing partners, the need to implement complex regional trade agreements, and the priority to upgrade physical infrastructure and trade processes. To encourage sustainability, the program should seek to leverage investment from others, especially in infrastructure investment, in which the need is estimated at around \$4 billion over the next five years.<sup>43</sup> For example, RCP’s work with the PPP project has leveraged about a \$50 million investment by spending \$5 million on PPP transaction advisers.

47. RCP’s aim is to improve the sustainability its work by building capacity of its partners, which includes regional institutions, government ministries and agencies, private sector actors and civil society groups. By developing and reinforcing institutional structures, RCP aims to increase partners’ ability to fulfill their mandates and maintain their institutional efficacy without donor support.

48. Although most of the projects undertaken by RCP have a duration of less than five years, the achievement of their longer-term outcomes typically requires continued investment and effort by stakeholders. Therefore, it is important for RCP to think about ways to sustain projects goals, principles and efforts to reach those goals beyond RCP funding. The evaluation team defines sustainability as the capacity of the partner and other stakeholders, after TMEA funding has ceased, to carry on critical functions required to maintain the project’s benefits in the longer-term so that TMEA’s intended goal will be achieved. In assessing the sustainability of the RCP, the evaluation team looked particularly at three aspects: a) the institutional capacity and human resources capacity of the partner to maintain the activities, b) the existence of a plan that outlines how the project will be sustainable that has been negotiated and accepted by all parties, preferably before or during project implementation, and c) the identification prior to project completion of an adequate funding mechanism to maintain critical inputs. The latter two aspects are critical to sustainability, as evidence from across a broad range of donor-funded initiatives indicates

<sup>43</sup> Nathan Associates, Corridor Diagnostic Study of the Northern and Central Corridors of East Africa.

that without continuous funding of capacity building, capacity will weaken over time as trained individuals depart from their roles. Similarly, without maintenance budgets in place to support significant infrastructure investments, their effectiveness will diminish.

49. With respect to human capacity development, the evaluation team recognizes that across almost all RCP projects, a partner capacity building component is included. For example, the BSI is supporting the RSB to build its capacity to manage the equipment and perform the testing needed for the certification of goods. Equally, the support provided to MINEAC and MINCOM included significant capacity building geared towards increasing their capacity and effectiveness to boost integration within EAC countries and increase trade. The MINICOM project used an interesting model in which young professionals were brought in to provide support. And the Pro-Femmes/Twese Hamwe project emphasized training women who are conducting cross border trade between Rwanda, Uganda, Burundi and Tanzania to better understand the regulations governing their activities and avoid the adoption of risky behaviors that jeopardize both their safety and their business. Several partners during the evaluation strongly appreciated the capacity building support provided. RCP must seek to mainstream a sustainability strategy across its entire portfolio to ensure that projects will continue to operate in whole or in part beyond the conclusion of the program.
50. However, of the seven projects that were scrutinized during the evaluation, only two had the two other two elements of sustainability (i.e. a sustainability plan and an ongoing funding mechanism). One is the support provided to MINCOM, for which a budget line was adopted by the Ministry to pay for the salaries of the young professionals trained by TMEA during the project. This will allow the ministry to keep strategy that was developed with TMEA support will continue to be implemented after the project ends. It is expected that the OSBP program will also continue to operate with government funding beyond TMEA. However, the evaluation team found through its interviews that the activities undertaken by several projects, such as RSB, Pro-Femmes/Twese Hamwe, the FMC, and PSF, will cease if they are not refinanced by RCP or other partners.
51. Given that the RCP frequently partners with the Government of Rwanda in its projects, the sustainability of the work done by RCP depends on the political ownership by the local and national government. Adequate resources must be allocated from government budgets or from other sources to extend the continuity and success of the programmes outcomes. Fundamentally, any success that TMEA has had in improving trade in Rwanda will depend on government leadership and ownership. Encouragingly, the Rwandan economy continues to register impressive economic growth. In its Doing Business Series, the World Bank projects that Rwanda will grow at 7.4% by end of 2015 and 7.6% by 2016. This growth is driven mainly by growth in public and private consumption as well as growth in the services sector led mainly by trade and transport, tourism, construction and other services such as education and ICT. This suggests that financial capacity may exist for ongoing support, so long as political will favours such investment.

## 2.2 Opportunities for Scaling-Up

52. Given that the RCP is currently engaged in the design for a second phase, this evaluation considered opportunities for RCP to scale-up its existing activities during that phase.
53. RCT used an interesting model during Phase 1 for scaling-up promising interventions in which it would first pilot activities and observe their success. An example of this is how RCP developed a cross-border trade (CBT) strategy, which then became adopted as a policy, and then finally developed into a \$10 million intervention. This is an example of a best practice that RCP has applied: initially making small investments to avoid putting too much of its funding at risk, testing, adapting and validating the models through implementation, then scaling them up if appropriate. RCP should apply a similar model with its Pro-Femmes/Twese Hamwe investment.
54. A clear opportunity for RCP is increased investment in productive infrastructure that supports trade. Given the sizeable investment need in this area – previously referenced – and the strong returns that have resulted from the RCP’s work in this area to date, it is an area of clear value add where TMEA should focus in Phase 2.
55. A vehicle to assist with the scale-up of the RCP’s efforts is through the reinforcement of the Rwanda Development Board (RDB)’s service provider network to which stakeholders can turn for research and advisory support to expand their business. Currently, through the RDB, RCP supports a network of service providers that conducts diagnostic assessments, drafts business plans, and monitors the performance of businesses. At the end of the program, this network should continue to provide companies this service at a fee. This network will contribute directly to increasing the number of enterprises, as well as the improving their performance. This way, the RCP can amplify its impact by reaching more people indirectly. However, the network currently does not have a plan of activity nor money to implement activities. Finding a proper model for sustainability would enable the network to greatly amplify its impacts.
56. For Rwanda, the Democratic Republic of Congo (DRC) represents an enormous nearby market. DRC is a market of over 67 million consumers that imports most of its consumer goods. Trade between Rwanda and the eastern part of the DRC is increasing steadily, but the trade with the rest of the DRC is still limited. By facilitating the establishment of a platform between the private sectors of both the countries, TMEA can significantly contribute to increasing market penetration for Rwandan businessmen and women. Rwandan and Congolese products are generally complementary rather than competitive, which bodes well for increased trade. For this to occur, political negotiations must transpire to improve relations between the two countries. This dialogue could initially focus on the construction of OSBPs at all border crossings with the DRC to facilitate movement of goods and people. Afterwards, attention could be placed on establishing relations between the private sector actors on both sides. The expansion of trade and the opening of markets will not only help

the private sector actors in both countries, but also help to make consumer goods cheaper for the poor in both countries.

57. The establishment and continuation of multi-stakeholder structures, which bring both private and public sectors together, is also an opportunity for scaling up the success of the program. Currently, through the NMC (National Monitoring Committees), the private sector in Rwanda is ensuring that barriers to its development are identified, addressed and supported by public sector agencies in charge of regulatory control. TMEA's support to the NMC on elimination of NTBs has resulted in the removal of several NTBs, including the road charges imposed on the Rwandan trucks along the Central Corridor. This has led to massive savings for truck owners and transporters to the tune of \$800,000 per annum. Such collaboration is beneficial to private sector growth in that it allows the identification and rapid implementation of solutions at the national level.
  
58. It should be noted, as TMEA is well aware, that there is significant donor concern about TMEA expanding beyond its area of core competence (or competitive advantage). As Phase 2 is being discussed, there is donor concern that TMEA will seek to move into value chain development work as a mechanism to boost trade, which would risk duplication with other donor and NGO work. Our evaluation indicates that the donors are expressing a legitimate concern with respect to value chain work. There are a number of organizations already operating in that space and it is far from clear that TMEA has a competitive advantage. TMEA does, however, have specialized expertise in the realm of working with producers to improve their understanding of broader market opportunities, facilitating use of existing and new systems and infrastructure to access those markets, and reducing the costs of meeting access requirements (standards, testing, warehousing, etc.) through facilitating of sensitization, collective action, and communication strategies.
  
59. Provision of the testing equipment to the Rwanda Standards Board has reduced the time and cost of sending samples outside the country, which in turn has benefited producers and exporters. Working with RSB and other actors to replicate this model to other testing procedures will expand this success.

### **III. Recommendations**

#### **3.1 Lessons**

Several lessons have emerged from this evaluation:



60. Comprehensive analytical work is best performed during a project's design phase. Projects that start implementation without fully understanding the context, the work to be done, and the strategy to be used are much more likely to face problems. While it is impossible to fully understand every eventuality prior to commencing work, up-front research will help to mitigate subsequent issues that could have been foreseen relatively easily.
61. It cannot be simply assumed that TMEA's investments will have a positive impact on trade. In fact, opinions collected during the evaluation suggest the assumption that lower trade costs will be passed on the consumers in the form of lower prices is questionable. Particularly in environments where there is limited competitive pressure and shippers hold significant market power, any surpluses generated may actually accrue to those in the shipping industry instead. The Pro-Femmes/Twese Hamwe project is one of the very few that show direct impact on the lives of poor and vulnerable segments of the communities along the border between Rwanda and Uganda.<sup>44</sup>
62. It is important to periodically reviewing the results framework to reflect the country programme's learning and ensure coherence of all projects. RCP has done an excellent job of reviewing its results framework to ensure the portfolio contributes to its theory of change.
63. Leveraging the resources of government and development partners to supplement TMEA's own investments is an important sign of local buy-in and ownership. It also supports access to additional technical capacity. Where other partners are reluctant to invest, TMEA should carefully re-evaluate its own willingness to support.
64. Investments in capacity building of partners should be undertaken cautiously, given that they can absorb large amounts of resources. Such investments need to be paired with other types of support to ensure that the capacity building generates an impact.
65. Regular interaction between RCP staff and partners is critical for project performance. Particularly, engaging the partners in the project design and planning is critical for the success of the project as this involves the problem analysis, risk analysis and mitigation measures.
66. Using innovative and simple tools for project cycle management can greatly reduce the burden on project partners.
67. Sustainability has multiple aspects; while capacity building and institution building are very important, developing a sustainability plan that includes a realistic expectation of needed financial resources is critical. This should be considered from the design phase.

---

<sup>44</sup> It is important to note that the Pro-Femmes/Twese Hamwe project operates not only at the Uganda-Rwanda border but at six border districts with Tanzania, Uganda and Burundi.

68. Doing a thorough review of a potential partner's capacity and objectives is very important to ascertain that they have an institutional structure, capacity and vision that align with the goals of TMEA. RCP has done an effective job of this in Phase 1.
69. Using pivotal apex organizations as the focal point for RCP activity allows capacity to be built and cascaded through their internal and membership structures. It creates value for the membership; greater profile and the potential for TMEA to successfully withdraw while maintaining an actor in place who can build on TMEA's investment.
70. Given the size of RCP's operations and the diversity of its portfolio, an adequately resourced M&E function is critical to support management decision-making.

## 3.2 Recommendations

71. The following recommendations is a list of strategic and operational recommendations to improve RCP's current programming and inform the Phase 2 strategy:
72. To attract businesses and foster development, RCP needs to tackle a complex package of challenges, going from trade facilitation, institutional improvements, regulatory reforms, investment supporting measures, adequate competition policies and often issues of transparency and competition in government procurement. Each of these affects the others. In Phase 2, TMEA should continue to fund work across the three strategic objectives.
73. The RCP PPP was a new approach tested by TMEA. Although it resulted in an important infrastructure project, it took the program four years to complete it. Given that TMEA phases are limited (i.e. five years), it is important that, for phase 2, RCP does a long term plan that identifies a few infrastructure projects of this kind that it will focus on at the start of each phase. If the design of these types of projects happens very late during the implementation of a program phase, it is likely that it will not be completed on time to yield the desired results before the program ends. Moreover, given the costly nature of such infrastructure, TMEA should be focused from the beginning on having their partners replicate the intervention model once proven successful. This type of a demonstration role would save TMEA resources and also help to identify issues relating to sustainability and partner ownership more quickly.
74. Review of RCP projects across several categories indicates some areas that TMEA may choose to consider for further or future investment. In particular, we encourage RCP to consider expanding interventions that provide information and capacity development on and physical and process support to access, export potential, export markets, standards, and other processes and requirements to export goods and services producers. These projects

have the most obvious link to household-level welfare enhancement and have demonstrated some early wins for TMEA. We encourage the RCP to consider how producers in these areas can be directly served by future investments (cognisant that there are many programmes that work directly with beneficiaries and it is critical that TMEA does not overlap with these efforts). Projects that are designed to improve communication of opportunities and requirements for trade to participants in these sectors or that provide physical capacity for improving export performance may have significant positive effect.

75. In Phase 1, RCP has focussed thus far on increasing trade of goods within Rwanda and between Rwanda and other EAC countries. This has yielded significant results, including a reduction in the time it takes to clear a container from customs and the implementation of quality standards that help businesses reach new markets. In Phase 2, RCP should consider placing greater emphasis on reducing roadblocks to the trade of services as an area where Rwanda has significant opportunities to increase its exports. The EAC treaty guarantees free movement of goods and services among member countries, yet so far Rwanda is not taking full advantage of the export of services to other EAC countries.
76. Trade facilitation, will play a key transformative role in improving Rwanda's trading environment and international competitiveness. This is primarily through the establishment of improved and more efficient processes at the borders to facilitate international trade in goods that are entering Rwanda. Therefore, RCP should continue to support activities that will improve the implementation of transparent, consistent and predictable procedures at Rwanda borders. That will reduce transaction costs and participate to improve the national and regional trading environment.
77. TMEA is unique among donor-funded initiatives in East Africa in its focus and breadth of activities. This offers significant potential for TMEA to become the model in the region for catalysing trade facilitation and regional integration. In crafting its Phase 2 strategy, TMEA should draw from its recently-commissioned evaluations and own experience to determine and focus on the areas that are essential for facilitating that model. While this should include learning from the past, the model for phase 2 must also remain sufficiently flexible that TMEA can pursue new opportunities as they emerge.
78. The RCP needs to immediately set targets for all of the indicators in its updated results framework. By not having these targets, it is not clear to external stakeholders whether the RCP is on track with its objectives or falling behind. Although it was a good practice to update the results framework, the new template does not include any results for prior years, even for the indicators that have remained constant. This greatly reduces the opportunity for management and staff to learn from the entirety of Phase 1 and to gain a comprehensive understanding of results.
79. The evaluation team's trade analysis demonstrates how large the impact can be of projects that affect the operations of the entire trading system rather than just a few companies or products. The design of SO2 activities in Phase 2 should consequently invest in projects that will impact the entire system and all actors.

80. In the upcoming phase, each project should have a well-developed and realistic sustainability plan that is developed in partnership with the various stakeholders during the design phase that identifies critical activities that must continue beyond programme support. This should be a part of every PAR, and reviewed at least annually. Where it is clear that initial commitments are not materialising, TMEA should adjust its support and strategy accordingly. RCP must ensure that partners commit to providing both technical and financial resources to ensure the continuity of the project. TMEA should assess the realism of these commitments to confirm that its investments will be viable past the end of project funding. Where partners are unwilling to make these commitments, TMEA should reflect on the viability of the project and consider alternative investments or sources of funding.
81. Given the uncertainty of the sustainability of certain RCP investments, it is recommended that TMEA invest in evaluating the sustainability of the Phase 1a projects after project closure. Such ex post assessments should be conducted at least 12 months after the end of TMEA support. This will generate critical lessons for RCP in terms of how to best engage with its partners on this topic during Phase 2.
82. In moving to the next phase, TMEA should consider trying to estimate its impacts on poverty at the corporate level. At the project level, identification of winners and losers during project formulation and during the process of defining interventions within the programme will help to better mitigate loses and/or enhance impacts for winners. To begin, this should be reflected through the inclusion of the poor in TMEA's theory of change and in the design phase for each individual project. While TMEA's concern about measurement difficulty is well taken, it is important that TMEA seek to periodically check that the assumed relationship between lower transport costs and reduced poverty is valid. This can be done through a theory-based review of the relevant results chains and through an investment to collect evidence on relevant indicators (e.g., consumer prices in relevant commodities) that would indicate what impact TMEA may be having. TMEA's donors expressed significant interest in better understanding this relationship during the evaluation, and generating learning in this area will be important for demonstrating the return on donors' investment. There are undoubtedly impacts that TMEA is having; being able to estimate those impacts would have a significant impact on demonstrating its value to stakeholders. At present, this evidence is lacking. Without an effort to understand the impacts of faster and cheaper trade on final consumers, TMEA's ultimate impacts can only be assumed or guessed at. We understand TMEA has recently started efforts to model impacts on poverty at the national level, using a macro-economic framework. This is a good start toward addressing this issue. In addition, we suggest TMEA consider adding a more detailed poverty impact section to the PAR form, which will require project teams to articulate the specific impact at the project level, on impact to vulnerable populations and on poverty and an enhancement/alleviation plan, depending on what the impacts are.

83. In the second phase of the program, gender needs to be more systematically incorporated into the design phase. There must be a clearly articulated gender strategy with milestones and timelines that are integrated into the larger project strategy from the outset. Technical expertise and staff should be brought on board to manage and ensure progress on the gender indicators across the program. While efforts have been made to rectify the lack of a gender strategy<sup>45</sup> in phase 1 of the project, any follow-ups must have a systematic approach to gender that is integrated into the TOC and design.
84. Ensure that RCP is implemented in coordination and complementarity with other bilateral donor programmes and existing fora. This is particularly for activities in SO3, especially at the sector-specific (e.g. in agricultural value chains) and commodity-specific (e.g. the maize and beans platform) levels. This also applies to bilateral and regional trade promotion programmes (such as the United States' Enabling Environment for Agriculture activity and the East Africa Trade and Investment Hub). This sort of complementarity will reinforce the impact of the interventions made by RCP while limiting duplication and/or gaps.
85. A lot of progress has been made in monitoring and evaluation but there is still more to be done. RCP needs to ensure that any project that will be implemented under phase 1b has appropriate baseline information, well-defined targets, and SMART indicators from project inception. These outputs and outcomes should reflect the project logic and key results without becoming too entrenched in the project management details. This also means making investments to ensure the competency of RCP staff and partners in M&E. Moreover, while we believe TMEA took a needed step in revising the TOC, for Phase 2, we recommend (1) if new avenues of support are to be opened under Phase 2, the TOC be fully elaborated prior to the start of any new intervention; and (2) new areas of support be integrated into the existing TOC, as opposed to developing a new TOC specifically for Phase 2. This will ensure that all interventions and projects have clear alignment to TMEA's overall vision. In other words, we recommend that TMEA's Phase 2 investments continue to be guided by its TOC and that the TOC be used as a method of testing such alignment up-front. TMEA's TOC reflects significant reflection on the links between its investments and ultimate goals, and thus is an excellent basis on which to elaborate. Now that quick wins are less vital to the organization than they were in 2010, given that TMEA has established itself with its partners, funders and other stakeholders, time should be taken for the conceptual development process for the development of Strategy 2 prior to any new investments.<sup>46</sup>
86. Moving forward, RCP should continue applying the model of piloting interventions prior to scaling them up. This testing can be supported by the development of very detailed results

---

<sup>45</sup> It is worth noting that gender action plans are in place and gender indicators included in RFs (including 2014/15 period, although most related targets were not set.

<sup>46</sup>It should be noted that no evidence was presented to suggest that TMEA would not, or was not planning to fully develop the Strategy 2 TOC prior to investment. This recommendation was born out of observation of the process for Strategy (or Phase) 1.

chains during the project design phase that identify critical assumptions. These assumptions should then be carefully monitored to confirm if they are accurate.

# Annexes

---

## **Annex 1: Terms of Reference**

### **PRQ20141673 LOT 2: FORMATIVE EVALUATION ON THE RWANDA AND UGANDA COUNTRY PROGRAMMES**

#### **TERMS OF REFERENCE**

##### 1. Background

TradeMark East Africa (TMEA) programme aims to improve trade competitiveness in East Africa by reducing transport time/costs and improving the trade environment. It targets an increase in trade of 10% (above trend) by 2016, contributing to sustained economic growth and poverty reduction. TMEA was officially launched in February 2011 as a specialist not-for-profit agency to implement a programme to promote trade growth in East Africa. TMEA is currently funded by the UK, Belgium, Canada, Denmark, Finland, Netherlands, Sweden and USA. TMEA's secured budget to date totals about \$600m). The programme is currently scheduled until December 2016 with the possibility of a new programming phase beyond that. TMEA's strategy has been set out in its Theory of Change (TOC) which was recently refined at both corporate and country by developing Results Frameworks (RF) for each of these levels with related indicators.

##### Rwanda Programme

The Rwanda Country Programme is part of the TMEA wide programme to: increase market access; enhance the trade environment and increase product competitiveness across East Africa. In 2011, the programme following a process of consultation with partners, projects were formulated and started that year. The Rwanda Programme is split into two phases. Phase 1a is for all the projects that have been running from 2011 until today with approximately \$33 million and 27 projects. Phase 1b involves a set of new projects and funding which will start implementation in 2015/16. The budget for the Rwanda evaluation will be \$100,000 USD. The criteria for selection will be to capture a cross section of the different types of project in the programme (at least 7).

##### Uganda Programme

The Uganda Country Programme was established in 2011 and projects have been in a wide range of areas from PSO/CSO support (e.g. with SEATINI), Infrastructure (e.g. the Ntungamo to Mirama Hills road & institutional support for enhancing trade effectiveness like the URA Asycuda World Project. To capture the breadth and diversity of the programme, 6 projects will be selected from those that started the early stages of the TMEA programme (2009 onwards). The budget for the Uganda evaluation will be \$100,000 USD. The criteria for selection will be to capture a cross section of the different types of project in the programme (at least 7).

## 2. Purpose and primary audience

With the TMEA Programme entering the final stages as it runs until end 2016, TMEA is undertaking a wave of formative (on-going projects) and summative (projects that have ended) evaluations at both project level and country level in order to assess what results and impact have been achieved or are likely to be achieved and to capture the collective results. This will be important for TMEA and its investors, both in terms of seeing what results were achieved with the funds invested but also to feed the lessons into the strategy development for TMEA's next phase of programming and explore what can be replicated and continued.

The primary purpose therefore of this assignment is to undertake two country evaluations of the TMEA Rwanda and Uganda Programme from 2011 until mid-2015 in order to assess results achieved and to capture the lessons learned, innovations and good practice for future programming. The evaluation is therefore not only a backward looking exercise but also a forward looking exercise which provides recommendations on both technical aspects of programming but also on PCM management and partnership building aspects.

The primary users of the findings will be TMEA and its partners and stakeholders who include the project partners, the Country Programme National Oversight Committees (NOC) and the Joint Evaluation Group (JEG)<sup>4</sup>. The findings will be among the key documents that will be used to improve the focus and delivery of the Country Programmes and also will be used in the process of formulating TMEA's phase 2 Programme.

## 3. Scope

Using the country RFs as a framework for evaluating the programmes, the evaluation will need to assess a critical sample of projects<sup>5</sup> across each of the strategic objectives in TMEA's ToC. In both country programmes there are a number of project evaluations that will have been completed or are in the process of being evaluated.

From a VFM perspective, the selection of the projects assessed will need to include these projects which will only require limited inputs, while the main focus of the experts work will be to look at other projects which have not been evaluated. By expanding the coverage in this way it is hoped to maximize the contribution both exercises make to enhance the subsequent learning. <sup>6</sup>

Although the evaluation will necessarily look at a sample of projects, it will also be important for the evaluation to be programmatic in its approach. In addition to looking at the project results the evaluation will need to look at programmatic aspects as well including coherence of the projects in line TMEA's ToC and national priorities, governance and management issues including Programme/Project Cycle Management as well as partnership.

It is expected that the evaluation will propose some potential areas and partnerships for future partnership in Rwanda & Uganda taking into consideration the TOC, as well as emerging high value opportunities and emerging priorities (e.g. addressing gender issues and poverty).



#### 4. Key questions

The country evaluations will focus on the following key questions:

##### Efficiency

**Efficiency refers to the use of the minimum required effort and resources to achieve the objectives (this is determined by assessing alternatives at the initiation stage and selecting the one that can achieve the result with the minimum required effort & resources).**

· For the 2 Programmes, has project/programme management and delivery been efficient?

What innovations or best practices have been used during the delivery? With hindsight, could the projects have been delivered in a more cost effective and efficient manner?

· How were capacity challenges in TMEA or the partners addressed? Where the strategies put in place effective in improving the efficiency?

##### Effectiveness:

**Effectiveness refers to the extent to which a development intervention has achieved its objectives, taking their relative importance into account.**

· To what extent have the programmes contributed to the attainment of TMEA's Results Framework & Theory of Change?

· Were the institutional partnerships selected the most appropriate for attaining the programmes objectives? Were all the required partners adequately engaged?

· To what extent have the planned results been achieved? What difference has this made to the beneficiaries?

· If gender mainstreaming targets were set at the programme's inception, did the programme achieve the targets; if not were there any significant achievements with regards to addressing gender issues?

· Were the identified risks effectively addressed resulting in minimal impact to the program?

· Is there any significant evidence to demonstrate that if the programme had not taken place, the results achieved would not have been attained?

##### Sustainability

**Sustainability is the continuation or longevity of benefits (the continued impact) from a development intervention after the end of development assistance.**

· Is there any evidence that there will be sustainability of the projects outcomes and impact as well as institutional capacity and sustainability after the end? Has there been sustainable capacity built among the partners who could be built on in the case of a future partnership?

Lessons

- What main lessons have been learned since the TMEA Rwanda & Uganda Country Programmes began?
- In what ways, have these lessons been used to adapt the programmes (changes in expected outcomes, outputs, implementation approaches, management arrangements and procedures)? Have the changes made a difference?
- Which of these lessons can be replicated to other countries that TMEA supports?

Relevance

**Relevance is the extent to which a development intervention conforms to the needs and priorities of the target groups, the policies of recipient countries and donors and TMEA's strategy.**

- How relevant have TMEA's programmes in Uganda & Rwanda and the projects been aligned with the needs and priorities of the government of Rwanda, the EAC, the target institutions and the focal beneficiaries?
- Are the interventions consistent with TMEA's policies and priorities? Are the interventions consistent and complementary with activities supported by other programmes in TMEA and/or by other donor organisations?

Impact

**Impact refers to the totality of the effects of a development intervention, positive and negative, intended and unintended. The impacts are the tangible long-term outcomes to which the programme contributed.**

Additional key questions that the evaluation will answer are:

- For the Uganda programme & Rwanda programme phase 1a, what has been the impact so far? (Intended and unintended, positive and negative)? How have the programmes affected the well-being of different groups of stakeholders?

· What is the impact of the programmes on *Increasing physical access to markets; Enhancing trade environment and improving business competitiveness?*

## 5. Methodology

The Evaluators will use scientific and technical methods of collection and organising data. The consultant will treat the evaluation questions as a hypothesis and use scientific methods to verify them. The consultant also use mixed methods to appropriately assess the processes and impacts of interventions. Methods should be tailored to the problem at hand and the resources available.

Methods used may include: a desk Survey (Secondary data), informal and formal stakeholder interviews, focus groups, and data triangulation.

### 5.1 Desk Survey

The desk top survey will entail a detailed review of relevant project documents that will be availed by TMEA and the project partners. These will include the Uganda & Rwanda programme Strategies and Business Plans; Projects Appraisal Reports (PAR), projects work plans, monitoring plans (including results chains), risk plans, quarterly and annual progress reports, consultants' progress reports, and end of project evaluations as well as TMEA Theory of Change/Strategy among others. The Evaluators will also analyse relevant secondary data including relevant policies and technical data on areas like time and cost of shipping and consumer prices.

### 5.2 Level of Effort Implementation Issues

For a significant number of the projects, reviews & evaluations will have been undertaken by the time of this evaluation so the analytical work will be less labour intensive. There are also project periodic reports, baseline survey's and other relevant documents for this process which will make the desk survey a major part of the evaluation process. Most of the projects and key stakeholders are within the capital cities and in the cases where travel outside the capitals will be required, the infrastructure and accessibility is good and so will not be very demanding. Internet access is reasonable and administrative and logistical services are available so the consultancy will not be demanding in these areas.

The evaluators should be configured to provide adequate skills, experience & language skills (French is needed for Rwanda and English is adequate for Uganda). Ideally a single team with two separate sub teams covering Uganda & Rwanda should be the arrangement as it would enable concurrent fieldwork, but other arrangements will be considered.

### 5.3 Interviews and focus group discussions

The evaluators will have the option of conducting structured and semi structured interviews as well as focus group discussions and Key informant interviews. Due attention will be paid to language to ensure effective communication. People that will be interviewed will include TMEA Programme staff and Director, Projects staff and Senior Management, Staff of partner agencies, relevant consultants

& selected members of the National Oversight committee's (NOC's). More in-depth interviews may be undertaken as required.

#### 5.4 Case studies and Project Site visits:

The project sites will be visited and the target beneficiaries will be interviewed to ascertain their perspective and experiences. When possible, photos, video clips and audio recordings of the interviews will be collected. Case studies showcasing positive impact should be developed where applicable.

Information from different sources, e.g. existing documentation and interviews, focus group discussions will be triangulated to ensure its validity. The Evaluators team will develop an assessment tool, outlining the evaluation methods being used and share these with TMEA for feedback so that they are in line with TMEA's policies & standards.

#### 6. Expected deliverables

The Evaluators are expected to provide the TMEA with the following deliverables:

- A detailed inception report with a work plan and draft data collection tools two weeks after signing the contract. The detailed inception report should comprehensively demonstrate the technical approach (and data collection tools) that will be effectively and efficiently address the Uganda & Rwanda phase 1a evaluation questions within the consultancy timeframe;
- A 1st draft evaluation report of the Uganda as well as the Rwanda phase 1a evaluations will be presented to TMEA and the JEG for their evaluation and input;
- A 2nd draft evaluation report for the Uganda as well as the Rwanda phase 1a evaluations will be presented to the Joint Evaluation Group committee, TMEA Senior Management and Leadership Teams and Rwanda & Uganda Country Teams;
- Final evaluation reports for Uganda & Rwanda phase 1a will be presented to the Uganda & Rwanda National Oversight Committee's and the TMEA Programme Investment Committee (PIC) for adoption. The final reports will be a written report (MS Word) with an executive summary and a Power point presentation on key findings, conclusions and recommendations.

Annexes will provide detailed information collected during field visits (focus discussion reports, summaries of interview sheets, summaries of responses to questionnaires); and

- During the interviews and trips, the Evaluators will take photos at project sites and record and take some photos during some of the interviews of the stakeholders that will be submitted along with the reports at the end of the Uganda & phase 1a evaluations.

The evaluation reports shall be written in English, be of no more than 20 pages (excluding annexes), use numbered paragraphs and should be structured into 3 sections; the first part will be devoted to

the evaluation of the relevance, effectiveness and efficiency of the project; the second part will provide an analysis of sustainability and the opportunities scaling up; and the third part will focus on recommendations for future. Annexes will provide detailed information collected during field visits (focus discussion reports, summaries of interview sheets, summaries of responses to questionnaires).

During the interviews and trips, the Evaluators will take photos at project sites and record and take photos during some of the interviews of the stakeholders & project sites that will be submitted along with the reports at the end of the evaluation. For these multimedia products, email and phone contacts will be provided.

7. Commencement date and period of execution

The Country evaluations will each be executed over a period of 8 weeks. A detailed work plan with clear and measurable deliverables and timelines should be included in the technical proposal for this consultancy and the awarded consultant(s) will develop and finalise the proposed work plan and budget (as part of the inception report) within 1 week of starting the assignment.

Schedule of deliverables

Date Deliverables

Date	Deliverables
	Contract Signed
7 Working days after Contract Inception Report	First draft evaluation report
21 Working days after receipt of TMEA comments on Inception Report	1 <sup>st</sup> draft phase 1a evaluation report
7 Working days after receipt of TMEA comments on the 2 <sup>nd</sup> draft phase 1a evaluation report	Final draft evaluation report

8. Budget Uganda & Rwanda Phase 1a evaluations

The overall budget for these 2 evaluations will not exceed USD 300,000.00 for an estimated 8 weeks.

Any bidder whose Financial proposal exceeds USD 300,000.00, shall be disqualified.

9. The Evaluation Team Composition and Required Competencies

To ensure the independence of the evaluations, and the credibility of the findings, the evaluations will be conducted by a team of external consultants identified through a transparent selection process.

The team will include members with an appropriate balance of expertise in evaluation methodologies, relevant technical expertise and practical experience. For local and regional context, the team should ideally include an experienced East African. The evaluation team leader is expected to be evaluation professional with substantial successful experience leading and managing complex evaluation assignments, particularly relating to Country Development Programme’s and have in-depth knowledge of the latest evaluation methodologies and strong knowledge and experience in

Trade & Markets and Private Sector Development. The team leader should have at least 10 years' experience. The team should have a member with strong experience in evaluation of Trade & Market development programmes and ideally regional integration as well as someone with good qualitative and quantitative skills. The team should have among them fluency in English, French and ideally have some local language skills. Provision should be made when the need arises for interpreters local languages to facilitate effective communication when needed.

The evaluation team should combine the following expertise and experience:

- Experience of designing and undertaking evaluations of multi-component development programmes, using mixed methods approaches that meet recognised standards for credibility and rigor;
- Education qualification of at least a Master's Degree (Team Leader & technical Team members) in Development Studies, Economics or relevant Social Sciences;
- Demonstrated experience of using evaluations as a tool for lesson-learning both during programme implementation and beyond;
- Strong stakeholders management skills and ability to work flexibly with donors, partner countries, private sector entities; demonstrated ability to manage and sensitive relationships tactfully and productively;
- Strong understanding of the strengths and limitations of different designs and how to interpret and present findings accurately to both researchers and non-researchers;
- Strong understanding and demonstrated experience of various quantitative and qualitative evaluation methodologies for demonstrating impact;
- In-depth knowledge of trade issues, particularly in East Africa (ideally Rwanda & Uganda), and experience of working on evaluations of customs management systems, trade policies and programmes;
- Understanding of the possible impact of efficient Customs trade systems and processes to trade and a range of other areas (e.g. business costs, revenues, poverty) on different segments of the population, and ability to generate data to analyse project/programme effects for these (e.g. women vs. men, low income vs. middle income, rural vs. urban, etc.);
- Understanding of social inclusion and gender issues in programming in East Africa;
- Strong communication skills - being strategic as well as able to communicate complex studies and findings in an accessible way for non-technical people; and
- Selected company should have quality assurance processes in place.

## 10. Implementation Arrangements

#### The Evaluation Panel:

The phase Evaluators will be responsible for all logistical arrangements required to conduct the evaluation work. TMEA will facilitate convening of meetings and site visits where necessary. All relevant expenses should be covered by the evaluation contract budget.

The Evaluators will report to TMEA Results Director, who will manage day to day contractual and organisational issues with the evaluation team, monitor implementation progress, and provide progress updates to the Joint Evaluation Group (JEG). The evaluation consultants will work closely with the TMEA enhanced trade environment regional and national teams, Strategic Objective Team Leader, and relevant partner staff.

Governance and quality assurance may be further strengthened by peer evaluations. The role of the peer evaluators is to evaluate the scientific and technical quality of the independent evaluation; to ensure that the design and implementation of the evaluation is robust and credible & unbiased, and will stand up to external scrutiny.

The phase evaluation reports will be presented to the JEG and subsequently to the TMEA Uganda & Rwanda programme National Oversight Committee (NOC) and the TMEA programme Investment Committee (PIC) for evaluation, quality assurance, acceptance and final sign off.

## Annex 2: Summary of Meetings and Interviews Held

Date	Person	Title	Institution	Project	Organization Type
	Namara Haniington	Country Director	TMEA RCP		TMEA
	Kalisa John Bsoco	Program manager	TMEA RCP		TMEA
	Kalimba Anatalia	Program manager	TMEA RCP		TMEA
	Zizane Jackie	OSBP Manager, Rwanda and Burundi	TMEA RCP		TMEA
	Echenje Marlon	Programme Officer, Results	TMEA RCP		TMEA
	Murungi Peace	Executive Secretary	Civil Society Platform	EACSO	CSO
	Bugingo Emma Marie	Executive Secretary	Pro-Femmes/Twese Hamwe Twese Hamwe	Pro-Femmes/Twese Hamwe	CSO
	Umuhoza Chantal and beneficiaries	Project Manager	Pro-Femmes/Twese Hamwe Twese Hamwe	Pro-Femmes/Twese Hamwe	CSO
	Safari Innocent	Permanent Secretary	Ministry East African Community		Government
	Ann brooks		Ministry East African Community		Government
	Gashayija Nathan	Director General	Ministry East African Community		Government
	Armin Lalui	Professional	Ministry of Trade and Industry (MINICOM)		Government
	Zephanie	Director SPIU	Ministry of Trade and Commerce (MINICOM)		Government
	Uwitonze Jean Luis	Director General	Ministry of Trade and Commerce (MINICOM)		Government
	Mbabazi Tharcisie	Chairman	East Gate cooperative	Pro-Femmes/Twese Hamwe	CSO
	Muhoozi Johnson	Advisor	East Gate cooperative	Pro-Femmes/Twese Hamwe	CSO
	Mbabazi Mary	Member	East Gate cooperative	Pro-Femmes/Twese Hamwe	CSO
	Mukandamutsa Martha and beneficiaries	Member	East Gate cooperative	Pro-Femmes/Twese Hamwe	CSO
	Babigumira	Director SPIU	PSF		PSO
	Rusagara John Bosco	Member	PSF		PSO
	Jean Louis	Acting PS	Ministry of Trade and Commerce (MINICOM)		Government
	Richard Tusabe and colleagues	Commissioner General	RRA		Government
	Eric Ruganintwali	Engineer	National Agriculture Export Board		Government
	Eusebe Muhikira	Acting Head export Business	Rwanda Development Board		Government
	Robert Muhizi	Export promotion division Manager	Rwanda Development Board		Government
	Dan	Consultant	Rwanda Development Board		Government
	Mark Cyubahiro	Director General	RSB		Government



	Antoine Mukunzi and colleagues	NQTL Division Manager	RSB		Government
	Kato Kimbugwe	Team leader Economic growth	DFID		Donor
	Shaun Skelton	Private sector development advisor	DFID		Donor
	Diane		DFID		Donor
	Erwin De Wandel	Minister Counsel	Belgian embassy		Donor
	Moses	Cordinator of the Rwanda Tourism Board			PSF
	Fiona	PSF Head of research policy analysis			PSF
	Elina Scheja	First secretary	Sweden embassy		Donor
	Daniel Handel	Mission economist	USAID		Donor
	Peace		Rwanda Civil Society platform		CSO
	Mark Priestley		TMEA		TMEA

## Annex 3: Evaluation methodology

### Project Selection Criteria

Selection Criteria	Rationale for Criteria
Project evaluability	Capacity of the project to be evaluated by this evaluation, as determined by: <ul style="list-style-type: none"> <li>• <b>The existence of a results chain</b></li> <li>• <b>The existence of baseline data</b></li> <li>• <b>Project duration</b> (projects must have operated for a minimum length of time for it to be reasonable to expect results)</li> </ul>
Representativeness of the portfolio	The evaluation is meant to draw conclusions from a representative sample of the performance of TMEA's country portfolio. Therefore the selected projects must adequately represent key characteristics of the portfolio. This can be approximated by considering: <ul style="list-style-type: none"> <li>• <b>Investment size.</b> Priority will be placed on projects with larger budgets, as these represent a larger percentage of TMEA's total investment</li> <li>• <b>Representativeness of the various project types.</b> Looking at projects from the various parts of the TMEA project portfolio will enable a comprehensive understanding of the results emerging from across the portfolio and permit an assessment of the projects with better or worse performance. An effort will be made to include projects from the different major TMEA programme outputs.</li> </ul>
Project has not already been evaluated	TMEA's value for money of the evaluation will be maximized by building on information already available and thus not re-evaluating projects that have already been evaluated.

*Evaluation methodology accompanies this report.* The following table presents an evaluation rubric<sup>47</sup> that was applied by the evaluation team to both the country programme overall and to the constituent projects that were selected for in-depth analysis.

		Needs improvement	Moderately good	Good	Very good
		<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high</i>

<sup>47</sup> The following rubric has been adapted from a rubric shared by TMEA and developed by Dr. Donna Loveridge.

		<i>degree</i>	<i>degree</i>	<i>degree</i>	<i>degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>The project logic is undefined or has several missing elements. It is mostly impossible to see the relationship between most of 1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. There may be large leaps in logic between outputs and outcomes e.g. leap from an output to a long term outcome. Few or no outcomes appear realistic. Assumptions are not included or only minimally outlined. Where assumptions are noted they do not appear relevant. Most project implementers have a poor understanding of the programme logic, a weak or superficial understanding of the problem, and the relationship between the parts and cannot or can only weakly explain the logic and reasoning to others.</p>	<p>The project logic is partially explained (with quite a few exceptions). It is possible to see only some of the relationships between most of 1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. There are some leaps in logic between outputs and outcomes. Outcomes do not always appear realistic. Assumptions are only sometimes included or when included do not always appear entirely appropriate or relevant. Most project implementers have a basic understanding of the programme logic and the problem being addressed, and the relationship between the parts and cannot fully explain the logic and reasoning to others. Perhaps only the project leader can describe fully the project, rationale and problem.</p>	<p>The project has a solid logic. It is mostly clear and easy to understand the relationship between 1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. However, there are some points that could be strengthened. Outcomes appear realistic. Assumptions are mostly included. Most outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. Most project implementers have a good understanding of the programme logic, the problem being addressed and the relationship between the parts and can explain the logic and reasoning to others.</p>	<p>The project has a strong logic, which is a clear and easy to understand relationship between 1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. Outcomes appear very realistic. Assumptions are explicit and relevant. The outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. All project implementers have an excellent understanding of the programme logic, the problem that is being addressed and the relationship between the parts and can convincingly explain the logic to others.</p>

	Contribution to TMEA and partner strategy	<p>The outputs and outcomes appear to have very limited or no relevance to the strategies of TMEA, the partner organisations, the EAC, the target government and target beneficiaries, as applicable. They are not consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>	<p>Most outputs/outcomes appear to have only partial relevance to strategies of TMEA, the partner organisations, the EAC, the target government and target beneficiaries, as applicable. It is not very clear how they contribute to TMEA's aggregate strategic outcomes. Where there are discrepancies in the relevance to the various actors, the organisations have an adequate understanding of this. Interventions are partially consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>	<p>Most expected outputs/outcomes are relevant the strategies of TMEA, the partner organisations, the EAC, the target government and target beneficiaries, as applicable. It is mostly clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Where there are discrepancies in the relevance to the various organizations, the organisations have a good understanding of the issues and implications for the organisations. Interventions are mostly consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>	<p>The expected outcomes are highly relevant to the strategies of TMEA, the partner organisations, the EAC, the target government and target beneficiaries, as applicable. It is clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Interventions are fully consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>
--	---	--	---	--	--

<b>EFFICIENCY</b>	Adaptive management of plans and budgets	<p>The project team rarely identifies and understands operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are often not well founded but provide few or limited insights. The project manager and team is nearly always reactive at monitoring implementation and progress towards results (mostly outputs, very rarely outcomes) and rarely implements actions to avert or overcome them. The funder is infrequently alerted to potential issues or issues in a timely manner; and the project team often does not follow funder management (financial and otherwise) guidelines. The project implementation context and problem to be addressed is rarely analysed and project plan adjusted. Monitoring rarely occurs and is frequently not based on updated and complete MPs. There is no evidence that innovations or best practices have been used during project management.</p>	<p>The project team identifies and understands a few of the strategic and some of the operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are sometimes well founded but provide few insights. The project manager and team are normally reactive at monitoring implementation and progress towards results (mostly outputs and sometimes outcomes) and sometimes implements actions to avert or overcome them. The funder is sometimes alerted to potential issues or issues in a timely manner; and the project team sometimes follows funder management (financial and otherwise) guidelines. The project implementation context and problem to be addressed is only sometimes analysed and project plan adjusted accordingly. Monitoring occurs on an ad-hoc basis and is not always based on updated and complete MPs. There is limited evidence that innovations or best practices have been used during project management.</p>	<p>The project team identifies and understands some of the strategic and most of the operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are usually well founded and provide some insights. The project manager and team are normally proactive at monitoring implementation and progress towards results (mostly outputs and sometimes outcomes) and usually implements actions to avert or overcome them. The funder is mostly alerted to potential issues or issues in a timely manner; and the project team usually follows funder management (financial and otherwise) guidelines. The project implementation context and problem to be addressed is periodically analysed and the project plan adjusted as necessary to ensure activities, outputs and outcomes are relevant and realistic. Monitoring occurs on a regular basis and is mostly based on updated and complete MPs. There is moderate evidence that innovations or best practices have been used during project management.</p>	<p>The project team identifies and understands all of the strategic and operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are well founded and insightful. The project manager and team is always proactive at monitoring implementation and progress towards results (outputs and outcomes) and implementing actions to avert or overcome them, enlisting others support where necessary. The funder is alerted to potential issues or issues in a timely manner; and the implementing organisation always follows funder management (financial and otherwise) guidelines. The project implementation context and problem to be addressed is regularly analysed and the project plan adjusted as necessary to ensure they are relevant and realistic. Monitoring occurs systematically and is based on updated and complete MPs. There is strong evidence that innovations or best practices have been used during project management.</p>
-------------------	--	---	--	--	---

	Relationship management and communication	<p>Mostly, the project team manages relationships with key stakeholders and funders poorly and infrequently and there is not a clear or agreed understanding of the others roles and responsibilities. The parties put limited effort into building and maintaining working relations. Face-to-face communication occurs infrequently and verbal and written communications often does not provide useful implementation insights, lessons learned, recommendations and actions to address any issues raised. Regular project monitoring reports are always late and incomplete, with many inaccuracies. Follow-up is always needed. Reporting against the monitoring plan is very partial or does not occur at all. It is difficult to get a picture of performance.</p>	<p>Mostly, the project team manages relationships with key stakeholders and funders adequately and face-to-face communication occurs on a mostly periodically basis (e.g. less than quarterly). There is not always a clear understanding of the roles and responsibilities and the parties put in mostly adequate effort into maintaining working relations. Verbal and written communications sometimes provide useful implementation insights, lessons learned, recommendations and actions to address any issues raised. Although, quite often elements are incomplete. Regular project monitoring reports are often late, and have a number of inaccuracies or are incomplete. Only a partial picture of performance and achievements against monitoring plans are presented. Often follow-up or clarification is needed.</p>	<p>Mostly, the project team manages relationships with key stakeholders and funders proactively and face-to-face communication occurs on a mostly regular basis (e.g. quarterly). Stakeholders and the project team have a good and common understanding of theirs, and each other's, roles and responsibilities. Most parties take time to build and maintain effective working relations. Communication is fairly open and mostly constructive. Verbal and written communications generally provides useful implementation insights, lessons learned, recommendations and actions to address any issues raised. Regular project monitoring reports are mostly received on time, are mostly accurate, and usually results orientated in that they provide a picture of performance and achievements against monitoring plans. Only little follow-up or clarification is needed.</p>	<p>The project team manages relationships with key stakeholders and funders proactively and face-to-face communication occurs on a regular basis (e.g. monthly). Stakeholders and the project team have a good and common understanding of theirs, and each other's, roles and responsibilities. All parties put in considerable effort to build and maintain effective working relations. Communication is open, trusting and constructive. Verbal and written communications systematically provide useful implementation insights, lessons learned, recommendations and actions to address any issues raised. Regular project monitoring reports are always received on time, are accurate, informative and results orientated in that they provide a clear picture of performance and achievements against monitoring plans.</p>
--	---	---	--	--	--

	Additionality	There is evidence that the project or initiative would have occurred even without TMEA funding.	There is unclear evidence on whether the project or initiative would have occurred even without TMEA funding.	There is evidence that the project or initiative would not have occurred without TMEA funding.	There is strong evidence that the project or initiative would have not occurred without TMEA funding.
	Translating inputs into outputs	The planned (original or agreed readjusted) outputs are often of inadequate quality and rarely produced in a timely manner. Produced outputs sometimes do not appear relevant. The targets are not or only very partially achieved. The project is completed or expected to be completed more than 6 months after originally planned.	The planned (original or agreed readjusted) outputs are only sometimes of adequate quality and sometimes produced in a timely manner. Produced outputs sometimes do not appear relevant. The targets achieved are only partially the same as planned (originally or agreed adjustments to the monitoring plan). The project is completed or expected to be completed between 3 and 6 months after the original end date.	The planned (original or agreed readjusted outputs) are produced in a mostly timely manner, are of a good quality and mostly remain relevant to the desired outcome. The targets achieved are almost the same as planned (originally or agreed adjustments to the monitoring plan). The project is completed or expected to be completed between 1 and 3 months of the original planned date.	The planned (original or agreed readjusted outputs) are produced in a timely manner, are of a very good quality and remain relevant to the desired outcome. The targets achieved are those that are planned (originally or agreed adjustments to the monitoring plan). The project is completed or expected to be completed early or within 1 month of the expected completion date.
<b>EFFECTIVENESS</b>	Translating outputs to outcomes, including gender	Few (> 25%) outcomes/targets achieved (at project-level and/or in TMEA's results framework and theory of change). Achievement peaks at short-term outcomes (or below - outputs only). Where implementation is ongoing, there is little evidence of outcomes being achieved. No consideration has been taken of gender issues.	Some (25 to 50%) outcomes/targets achieved (at project-level and/or in TMEA's results framework and theory of change). Achievements mostly focus on short term outcomes. Where implementation is ongoing there is partial evidence that some short term outcomes are being achieved. Limited consideration has been taken of gender issues, even if superficially.	A majority (50 to 75%) of outcomes/targets are achieved (at project-level and/or in TMEA's results framework and theory of change). Achievement predominantly focuses on short and medium term outcomes. Where implementation is ongoing, there is good evidence that short term outcomes are being achieved. Moderate consideration has been taken of gender issues; if implementation is	Most (e.g. 75% +) outcomes/targets are achieved (at project-level and/or in TMEA's results framework and theory of change). Achievement peaks at long-term outcomes and changes have occurred at short and medium term outcomes also. Where implementation is still occurring, there is good evidence that short and medium term outcomes/targets are being achieved. Strong consideration has been taken of gender issues;

				advanced some gender-positive changes have been observed.	if implementation is advanced many gender-positive changes have been observed.
<b>SUSTAINABILITY</b>	Sustainability addressed; sustainability of outputs and outcomes achieved	No activities are included to address sustainability. The project doesn't clearly articulate changes beyond outputs. And an exit strategy does not exist.	A few activities are included to address sustainability although they are not always clear. Only a few outcomes are being monitored for sustainability. A relatively clear exit strategy exists and is periodically updated and includes a description of how some project activities or the benefits thereof will be sustained on completion. Some responsibilities are outlined. Several on-going maintenance or operational costs have been estimated and the organisation has a broad plan of how to fund these, although plans may not always be realistic.	Several activities are included to address sustainability and are mostly clear and relevant. Monitoring of the sustainability of some of the outcomes is planned or undertaken. A relatively clear exit strategy exists and is periodically updated. The strategy includes a broad description of how some project activities or the benefits thereof will be sustained on completion. Some responsibilities are outlined. Most on-going maintenance or operational costs have been estimated and the organisation has a broad and realistic plan of how to fund these.	Many clear, specific and relevant activities have been included to address sustainability. Monitoring of the sustainability of outcomes is undertaken (or planned). In the best examples, monitoring of outcomes goes beyond the project timeframe. A clear and comprehensive exit strategy was included in the design and is fully up to date. The strategy includes a clear description of how project activities or the benefits thereof will be sustained on completion. Responsibilities for implementing the exit strategy are outlined. All on-going maintenance or operational costs have been thoroughly costed and the organisation has set aside funds to pay for these (or has a plan in place to secure funds in adequate time before project funds are completed). For advanced or completed projects, there is evidence of responsibilities having been fully institutionalized.



<p style="text-align: center;"><b>IMPACT</b></p>	<p style="text-align: center;">Achieving long-term outcomes</p>	<p>There has been no or limited intended or unintended progress (0-25%) towards long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness), or this is very unlikely to occur in future. Little or no measurement of the project's contribution to these outcomes has been completed, and the results chain does not articulate the linkage to these ultimate impacts. No consideration has been taken of differential impacts for men and women.</p>	<p>There has been some intended or unintended progress (25-50%) towards long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness), or this is moderately likely to occur in future. Some measurement of the project's contribution to these outcomes has been completed, and the results chain articulates the linkage to these ultimate impacts (whether convincing or not). Limited consideration has been taken of differential impacts for men and women.</p>	<p>There has been strong intended or unintended progress towards impacts (50-75%) on long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness), or this is likely to occur in future. Measurement of the project's contribution to these outcomes has been completed, and the results chain convincingly articulates the linkage to these ultimate impacts. Moderate consideration has been taken of differential impacts for men and women.</p>	<p>There has been substantial intended or unintended progress towards impacts (75%+) on long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness). Measurement of the project's contribution to these outcomes has been completed, and the results chain convincingly articulates the linkage to these ultimate impacts. Strong consideration has been taken of differential impacts for men and women.</p>

## Annex 4: Summary of Information Collected

### Support to the Rwanda Standards Board

OVERALL		Needs improvement	Moderately good	Good	Very good
		<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>TMEA support to the Rwanda Bureau of Standards started in 2012 with the Standards Harmonization and Conformity Testing Programme. The programme was designed to support the RSB to improve the efficiency and effectiveness of conformity testing. The programme sought to improve trade competitiveness by reducing time and cost of doing business and improving the trade environment in Rwanda and across the region, which would ultimately contribute to increased regional trade. The programme has completed its phase 1 and is now starting to enter phase 2.</p> <p>For phase 1, the programme the programme had the following objectives:</p> <ul style="list-style-type: none"> <li>• Capacity building to increase the quality and competitiveness of Rwanda-manufactured products, through certification of locally-manufactured goods.</li> <li>• Upgrading the standards legal framework in line with the EAC Standardization, Quality Assurance, Metrology and Testing (SQMT) Act (2006).</li> <li>• Strengthening RSB to increase the number of possible tests and promoting regional cooperation.</li> <li>• Creating awareness on standards and quality to key stakeholders.</li> </ul> <p>Project objective and logic are clear. It is coherent with TMEA's policies and priorities and other development partners and is directly linked to the TMEA programme's strategic objectives of enhanced trade environment. The programme is well-aligned with the core components of the Aid for Trade initiative of the WTO and the African Free Trade Initiative.</p>			<p>The project has a strong logic, which is a clear and easy to understand relationship between 1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. Outcomes appear very realistic. Assumptions are explicit and relevant. The outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. All project implementers have an excellent understanding of the programme logic, the problem that is being addressed and the relationship between the parts and can convincingly explain the logic to others.</p>

	Contribution to TMEA and partner strategy	<p>The expected outcomes are highly relevant to the strategies of TMEA, the partner organizations, the EAC, the target government and target beneficiaries, as applicable. It is clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Interventions are fully consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>	<p>The expected outcomes are highly relevant to the strategies of TMEA, the partner organizations, the EAC, the target government and target beneficiaries, as applicable. It is clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Interventions are fully consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>
EFFICIENCY	Adaptive management of plans and budgets	<p>At the time of this evaluation, the project had a budget of \$2,820,000, of which 81.5 % (\$2,300,000) had already been spent.</p> <p>Competitive bidding based on technical and financial proposals were carried out using the less bureaucratic and fast TMEA internal procedures and where necessary complemented by the EAC Partner States procedures coupled with proper due diligence during procurement process. The service providers/vendors were procured through a diligent, transparent and rigorous process. National and international experts were engaged in the implementation of activities that ensured efficiency through sharing of experiences and producing results in time. The technical competency of staff was improved that made them more responsive and effective in the implementation of SQMT activities; additionally, harmonizing the standards and regulatory framework in the EAC creates an enabling environment for the effective implementation of standards.</p> <p>Publicly available data on similar programmes was not readily available which made comparisons of the implementation cost of the programme very limited. The programme financial resources were found to have been considerably and reasonably spent, with good value for money.</p> <p>The Programme Implementation Agreement in the EAC provided an adequate legal framework for programme management and implementation. The programme is managed both at regional level and country Level. The regional office handles regional matters and provides technical assistance to RSB project. The head at regional office is the Director, NTBs and Standards Programme assisted by a Senior Programme Manager and a Programme Officer. At national level, the head is the</p>	<p>The project team identifies and understands some of the strategic and most of the operational issues concerning the project. In cases of unexpected circumstances, the team has responded positively in consultation with partners for quick responses and solutions. Actions taken or recommended actions to overcome implementation issues are usually well founded and provide some insights. The project manager and team are normally proactive at monitoring implementation and progress towards</p>

		<p>Country Director assisted by a Programme Manager and Programme Officer. The TMEA Programme Investment Committee (PIC) provides the overall oversight role and strategic leadership and directions to the programme.</p> <p>The programme provided Technical Assistance by contracting the services of the British Standards Institution (BSI) to provide strategic support to the institutional development of the RSB which contributed to strengthening the quality infrastructure in RSB. This technical assistance also contributed to the development of a reliable and efficient quality and regulatory infrastructure in line with the international best practices and the requirements of the EAC SQMT Act. The capacity built had increased the scope of RSB system certification services from three systems (ISO 9001, ISO 14001 and ISO 22000) to four systems (ISO 9001, ISO 14001, ISO 22000 and HACCP).</p>	<p>results (mostly outputs and sometimes outcomes) and usually implements actions to avert or overcome them. Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</p>
	<p style="text-align: center;">Relationship management and communication</p>	<p>The project team has proactively managed relationships with its key stakeholders. In addition to the standard quarterly reports to the NOC, the project team meets regularly with the contractor to review performance, and particularly with contractor mobilization issues, the team has been highly active in regular review and project site visits. Project monitoring has been regular, and in some cases carried out more frequently than planned. The partner is highly experienced in infrastructure project monitoring, which has helped mainstream the reporting process.</p>	<p>The project team manages relationships with key stakeholders and funders proactively and face-to-face communication occurs on a regular basis (e.g. monthly). Stakeholders and the project team have a good and common understanding of theirs, and each other's, roles and responsibilities. All parties put in considerable effort to build and maintain effective working relations. Communication is open, trusting and constructive. Verbal and written communications systematically provide useful</p>

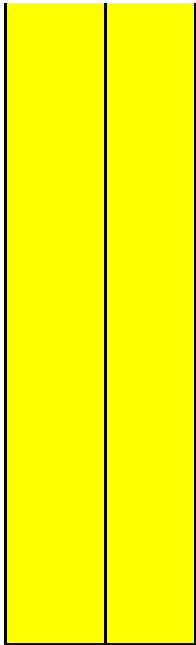
			<p>implementation insights, lessons learned, recommendations and actions to address any issues raised. Regular project monitoring reports are always received on time, are accurate, informative and results orientated in that they provide a clear picture of performance and achievements against monitoring plans.</p>
	<p>Translating inputs into outputs</p>	<p>The project is still under implementation but there is only one output left to be implemented. Initially, there were 15 anticipated outputs of which 13 have been realized with tangible results, The project is behind schedule though (approximately, 3 months) at the time of this evaluation. RCP had achieved its targets for the following outputs according to schedule:</p> <ul style="list-style-type: none"> <li>- Output 2: Procurement of RBS testing equipment (Lot 1&amp;2) finalised</li> <li>- Output 3: Capacity building/training related to testing equipment delivered to RBS staff</li> <li>- Output 5: RBS staff training programme developed and implemented</li> <li>- Output 6: Quality Management System prepared for accreditation</li> <li>- Output 7: RSB standards published annually,</li> <li>- Output 8: Study visits completed</li> <li>- Output 9: Technical Assistance team for RBS Capacity Building on board</li> <li>- Output 10: RBS Business Plan developed, approved and published</li> <li>- Output, 11: Product Commercialisation</li> <li>- Output 12: RBS staff trained in standards production</li> <li>- Output 13: Legal Metrology; expansion into new areas of metrology</li> <li>- Output 14: Conformity Assessments conducted on the products and/or HACCP systems, and</li> <li>- Output 15: Awareness on standards and quality raised among stakeholders</li> </ul> <p>Output 1: RBS Metrology/Testing are prepared for Accreditation (in conjunction with other assistance in the development of testing capacity) was transferred to the PTB project to avoid duplication</p> <p>RCP had not achieved its targets for the following output according to schedule:</p> <ul style="list-style-type: none"> <li>- Output 4: Introduction of standardisation services in Key Areas</li> </ul>	<p>The planned (original or agreed readjusted outputs) have been produced in a mostly timely manner, are of a good quality and mostly remain relevant to the desired outcome. The targets achieved are almost the same as planned (originally or agreed adjustments to the monitoring plan). The project is completed or expected to be completed between 1 and 3 months of the original planned date.</p>

		<p>ISO 14001, ISO 27001, ISO 18001 and ISO 22301</p> <p>Overall, the outputs have been realised at 86 percent level according to the originally planned schedule.</p>	
<p style="text-align: center;"><b>EFFECTIVENESS</b></p>	<p style="text-align: center;">Translating outputs to outcomes, including gender</p>	<p>The programme support to Rwanda Standards Board (RSB) had made very good progress in achieving its outcome of improving the efficiency and effectiveness of product testing. Evaluation evidence indicates that the programme supported RSB to procure and install lab equipment at RSB that widened the testing scope by an additional 25 parameters. This programme support resulted into a reduction in testing time from 60 days in 2012 to 8 days in 2014 and the testing cost from US\$ 500 to US\$250.</p> <p>The total number of outcomes was 9, and only 2 have not been realised while the rest 16 have been achieved as per the planned schedule. The 9 achieved are;</p> <p>Outcome 1: More international markets recognise quality of Rwandan products without requirement for re-testing</p> <p>Outcome 2: More Rwandan producers test quality of exports at RBS (because RBS is both cost-effective and credible)</p> <p>Outcome 3: RBS testing services are accredited</p> <p>Outcome 4: Increased number of tests conducted in Rwanda</p> <p>Outcome 5: Rwandan companies achieve system certification in HACCP</p> <p>Outcome 6: Rwandan companies are audited by RBS for compliance to ISO 14001 (environmental management)</p> <p>Outcome 7: Cost of acquiring system certification is reduced</p> <p>Outcome 8: Rwandan companies applying for system certification ISO 14001 (environmental management)</p> <p>Outcome 9: Rwandan companies applying for system certification in HACCP</p> <p>These outcomes have been achieved at a rate of 77 percent, and the bureau of standards has improved the effectiveness of product testing.</p> <p>Genders issues concerning women were not well mainstreamed in the programme and yet they make up the majority of actors involved in cross-border informal trade in the region and standards harmonization affects their businesses. However, there is still room to mainstream gender issues across the entire programme. For instance, creating awareness and provision of technical assistance on importance of standards and quality in</p>	<p>The planned outcomes and activities were achieved with quality and as planned for the project. Delivery of targets and outputs was relevant as planned in the original inception at 77 percent. Gender was not mainstreamed and not reflected in the outputs.</p>

		accessing markets will increase their level of technical knowledge, empowering them to improve on their businesses.	
<b>EFFICIENCY</b>	<b>Additionality</b>	The programme comes in addition to several efforts that were devoted by both GoR and TMEA to boost Rwanda export and ensure that imports in Rwanda follow certain standards. It complements the work done by RDB and lifting a pilot group of exporters up to the standards that could help them gain shares in national and regional markets. At the regional level, the program complements the work that has been done by several other projects on the matter, namely: USAID/COMPETE Project (harmonized 22 grain standards), ASARECA Project (harmonized 11 cassava and related products standards) and GAIN Project (fortification of products and harmonized 5 standards). Finally the programme comes as part of a bigger programme launched by TMEA in EAC partner states to upgrade their testing and certification capacities.	A majority (50 to 75%) of outcomes/targets are achieved (at project-level and/or in TMEA's results framework and theory of change). Achievement predominantly focuses on short and medium term outcomes. Where implementation is on-going, there is good evidence that short term outcomes are being achieved. Moderate consideration has been taken of gender issues; if implementation is advanced some gender-positive changes have been observed.

<p style="text-align: center;"><b>SUSTAINABILITY</b></p>	<p style="text-align: center;">Sustainability addressed; sustainability of outputs and outcomes achieved</p>	<p>There were noticeable activities, achievements and impact that can be sustained after the project period. In addition, given that the great number of activities supported by programme involved stakeholder consultation, participation and training, it is evident that there could be an impact in terms of improved capacity, enhanced awareness of the importance of standards, quality and safety among the stakeholders that should be sustainable at the end of the programme. This is supported by the current level of achievements and the capacity of the project team. The interventions being implemented by the programme were based on delivering improvements to the existing standards regulatory framework while harmonizing them at a regional level. Additionally, the RSB is receiving technical capacity on issues which are essential to the NSBs functioning effectively and efficiently that will be sustainable.</p>	<p>A few activities are included to address sustainability although they are not always clear. Only a few outcomes are being monitored for sustainability. A relatively clear exit strategy exists and is periodically updated and includes a description of how some project activities or the benefits thereof will be sustained on completion. Some responsibilities are outlined. Several on-going maintenance or operational costs have been estimated and the organization has a broad plan of how to fund these, although plans may not always be realistic.</p>
<p style="text-align: center;"><b>IMPACT</b></p>	<p style="text-align: center;">Achieving long-term outcomes</p>	<p>There is reasonable evidence that, when complete, the project will exhibit substantial progress on long-term outcomes. The impact category is currently ranked “moderately good” for two reasons:</p> <ol style="list-style-type: none"> <li>(1) The project is not yet complete and is therefore unable to fully demonstrate adequate progress on outcomes to-date; and</li> <li>(2) Only limited consideration of differential impacts for men and women has been demonstrated.</li> </ol> <p>However, based on what has been achieved as outcomes (77percent) and outputs (86 percent) the impact can be certain upon completion of the project. Two main outputs have improved the performance of RBS and these are;</p> <ol style="list-style-type: none"> <li>1. Testing of samples by RBS in Rwanda greatly reduces time required to send and receive samples from abroad</li> <li>2. The cost of testing has reduced by half.</li> </ol> <p>The long term impact may not have been realised at present since the project is still in progress, but based on the results achieved so far, the project is on track. Having said that, there is good evidence that the project will achieve a ranking of “good” to “very good” at the time of project completion.</p>	<p>There has been strong intended or unintended progress towards impacts (50-75%) on long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness), or this is likely to occur in future. Measurement of the project’s contribution to these outcomes has been completed, and the results chain convincingly articulates the linkage to these ultimate impacts. Limited consideration</p>





has been taken of differential impacts for men and women.

**MINICOM- Cross border Trade**

OVERALL		Needs improvement	Moderately good	Good	Very good
		<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>The MINICOM cross border trade project possess a simple, clear and understandable logic which is explained by both stakeholder. The project logic, provides a clear link between the expected outcomes and outputs.</p> <p>TMEA supports long term technical assistance to MINICOM, with a comprehensive strategy to promote cross-border trade and exports. The strategy identified interventions necessary, for both the formal and informal sector, for increasing cross-border exports to Rwanda’s four neighbors. The interventions included the establishment of cross border unit that would also focus on development of a facility to provide access to finance for informal women traders, and construction of market infrastructure. The programme is closely linked with a series of cross-border trade fairs to increase the export orientation of Rwanda’s manufacturing sector.</p> <p>The strategy identified the need for an exporter yellow pages to raise awareness in cross-border markets of what is produced and available in Rwanda, so that traders open up their activities beyond borders.</p>			<p>The project has a strong logic, which is a clear and easy to understand relationship between 1) the expected longer term outcomes; 2) between outputs and outcomes. Outcomes appear very realistic. Assumptions are explicit and relevant. The outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. All project implementers have an excellent understanding of the programme logic, the problem that is being addressed and the relationship between the parts and can convincingly explain the logic to others.</p>

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Contribution to TMEA and partner strategy</p>	<p>Based on the studies undertaken and with results indicating that cross-border trade (CBT) accounts for the majority of Rwanda’s intra-regional trade, TMEA has built MINICOM’s External Trade Department Capacity over the Long Term. TMEA has hired two young graduates to develop their skills within MINICOM’s Trade and Investment Department and eventually move into more senior roles, and these are supported by TMEA’s advisors in undertaking their work. At the time of interview, the young graduates had developed the skills and contributing to the MINICOM team. One of the roles of the graduates has been to analyze product export opportunities in specific countries and have taken the lead in identifying export opportunities in other countries. This is highly linked to TMEA’s strategy.</p> <p><b>TMEA has supported</b> MINICOM in realizing trade opportunities through existing and potential trade arrangements. This included input into a comprehensive review of the EAC common external tariff sensitive items, to identify products where import costs could be reduced if they were removed from the list. The team also carried out an analysis of the Tripartite FTA and put forward recommendations for a Rwanda position on the proposed arrangement. A review of opportunities under the US AGOA and EU EBA was also undertaken to identify products that Rwanda could start exporting.</p>	<p>The Project’s expected outputs/outcomes are relevant the strategies of TMEA, the partner organizations, the EAC, the donors, and target beneficiaries. It is mostly clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. In cases where discrepancies accrue in the relevance to the various organizations, TMEA engaged MINICOM to have a good understanding of the issues. Interventions are mostly consistent and complementary with activities supported by projects in TMEA.</p>
--	---	---

<p style="text-align: center;"><b>EFFICIENCY</b></p>	<p style="text-align: center;">Adaptive management of plans and budgets</p>	<p>Once the project was approved, it was important for the Ministry to effectively find out ways for implementing the project. In the meantime, TMEA provided technical support (experts) and these worked closely with the young professional who have ended up being the experts in the project. The Ministry staff have worked closely with TMEA in streamlining operational issues and concerns of the project to attain valuable outcomes. The financial and budgets were approved by TMEA, and the consumption capacity of funds has been well managed with no delays in request for more funds. Procurement is carried out under TMEA guidelines by the project, though the procurement for some experts is carried out by TMEA itself, assured that the project was protected from delays in implementing activities. The procurement done by TMEA is well appreciated by MINICOM as it's believed to be quick efficient and effective compared to the government procedures. However, TMEA's practice of running procurement through Nairobi has the consequence of distancing the procurement process from the local context. While TMEA expresses believe that there is always full ownership of the procurement by the partner, to some stakeholders, their opinions have showed otherwise.</p>	<p>The project team identifies and understands some of the strategic and most of the operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are usually well founded and provide some insights. The project manager and team are normally proactive at monitoring implementation and progress towards results (mostly outputs and sometimes outcomes) and usually implements actions to avert or overcome them. In case of unexpected circumstances accruing in the implementation process, the funder responds and manages the challenges in a required way. The funder is mostly alerted to potential issues or issues in a timely manner; and the project team usually follows funder's financial and procurement guidelines. Project implementation is always followed up by both the TMEA and the implementing agency to ensure</p>
--	---	---	---

		<p>activities, outputs and outcomes are relevant and achieved as planned. Monitoring is carried out on a regular basis to ensure implementation is outright. Monitoring is done and it's based on the guidelines provided by TMEA.</p>
<p>Relationship management and communication</p>	<p>The implementing project team and institution have well managed relationships with the funding agency (TMEA) and other stakeholders. The project team meets regularly with the TMEA and other partners to discuss the progress of the project and also provides timely reports as per the guidelines set out by TMEA. Project monitoring has been regular, and reviews have been carried out where necessary on a timely basis. Reporting on the progress of the project is taken keenly and provides the foundation to carry out reviews.</p>	<p>The project team manages relationships and the implementing institution with key stakeholders and funders proactively. Communication is on a regular basis. Stakeholders and the project team have a good and common understanding of their roles and responsibilities. All parties put in considerable effort to build and maintain effective working relations. Communication is open, trusting and constructive. Verbal and written communications systematically provide useful implementation</p>

		insights, lessons learned, recommendations and actions to address any issues raised. Project monitoring reports submitted on time with accurate and informative results that provide a clear picture of performance.
	<p>Translating inputs into outputs</p> <p>The planned outputs in the project have been achieved, with quality and on a timely manner. The total number of outputs for the project is 18 out of which 15 have been achieved to an 83 Percent. The project has generated the expected results, for those activities that have been completed. However, for the project’s activities that are still on going, results indicate that it’s on track and the overall progress relative to plan suggests that performance is adequate. A department has been established and provided with staff who were initially interns. The same department has developed strategies for improving cross border trade and engaged partners to ensure the results are relevant. Below are the outputs for the project as initially planned and developed.</p> <p>Output 1: CBT Strategy Developed</p> <p>Output 2: Revised National Export Strategy (NES) Developed</p> <p>Output 3: IDEC Action Plan developed (with quarterly monitoring and inter-ministerial presentations)</p> <p>Output 4: Market Prioritisation Paper Developed</p> <p>Output 5: Country-specific papers on market opportunities for prioritized goods and services</p> <p>Output 6: Baseline for goods and services developed (input into NES)</p> <p>Output 7: Prioritisation Paper for locating commercial attaches</p> <p>Output 8: Services Export Strategy Developed (to input into NES)</p> <p>Output 9: Agro-Logistics Strategy Designed</p> <p>Output 10: Distribution and Logistics Services Strategy Developed</p> <p>Output 11: EAC Export Promotion Strategy Developed</p>	The project managed to realize its outputs at 83 percent. The outputs realised were as planned and responded to the overall objective of improving the promotion and facilitation of trade in Rwanda. Different strategy papers have been developed, even though the implementation is envisaged to take some time by all stakeholders involved.

Output 12: EAC SCT Study developed (lead by MINICOM)

Output 13: TFTA position paper on tariff negotiations produced and used in design of regional EAC TFTA position paper

Output 14: Input into 2012 and 2013 review on sensitive items (for Rwanda position on CET)

Output 15: WTO Trade Policy review paper

Output 16: Bi-annual roadmaps produced on upcoming trade negotiations

Output 17: MINICOM staff and stakeholders are trained in key areas related to external trade

Output 18: MINICOM staff and stakeholders are supported in producing key trade reports and deliverables

From all the above outputs, only three have not been realised. These are:

Output 8: Services Export Strategy Developed (to input into NES)

Output 9: Agro-Logistics Strategy Designed

Output 10: Distribution and Logistics Services Strategy Developed

Below are the outputs that have been achieved:

Single window

- ReSW platform created
- AGERWA, RDB and RSN are connected to central ReSW;
- Release notices entered into the RESW
- RDB receives on line exemptions requests
- RSB risk criteria is included in the ASYCUDA World platform
- Provides on line permits for e-exemptions
- Electronic payment system in place
- Single entree declaration provides RRA and OGAs with the information necessary to provide clearance.
- Traders are clear of the various import requirements.
- ReSW permits single trade electronic declaration that satisfies the data requirement of most border control agencies

Export advisors programme

- Trained 15 Export Advisors (EA) drawn from existing consulting companies or individual consultants with relevant experience in business support". 9 were ultimately certified.
- Developed short courses (10 modules; 200 contact hours) in workshop

		<p>sessions,</p> <ul style="list-style-type: none"> <li>• Training included “hands on” practical analysis, coaching and mentoring working with potential exporters over 6 month period to prepare their export plans.</li> </ul> <p>Export Audit partnership</p> <ul style="list-style-type: none"> <li>• 15 EAP agreed.</li> <li>• Signed MoU with 20 companies to join MLP.</li> <li>• Each MoU is accompanied by US\$ 500 “cost-share” contribution for each participating company.</li> </ul> <p>Export of goods to other countries</p> <ul style="list-style-type: none"> <li>• 7 “goods distributorship” contracts signed with a distributor in Burundi.</li> <li>• 5 sales missions arranged: 1 to Kampala (Uganda), 3 to Bujumbura (Burundi), 1 to Mbarara (Uganda).</li> <li>• In addition, most of the companies on the programme participated in the annual National Trade Exhibition in Kampala in 2014.</li> </ul> <p>Introduced two (2) companies to T&amp;T distributors (in Kampala): Sabana &amp; SOSOMA.</p> <p>The project has successfully developed a number of policy position papers to inform the national export strategy that would enhance trade between Rwanda and other countries. This improves the promotion and facilitation of trade.</p>	
EFFECTIVENESS	Translating outputs to outcomes, including gender	<p>In the beginning of project initiation, proposal development, gender was not considered and included. No gender indicators were defined at project inception. However, several key outputs and outcomes have been achieved and some indicate a slight inclusion of gender aspect though not clearly elaborated. At the present, all projects being implemented and whose proposals have been approved, have included gender as focus for mainstream. There has been consideration of Gender while presenting new proposals and where amendments are required in the ongoing planned activities.</p> <p>Outcomes for this specific project are outlined below and these have been achieved at 71 percent. These are both intermediate and short term outcomes. Among the outcomes achieved are:</p> <p>Outcome 1: Increased International trade</p> <p>Outcome 2: Increased Export Growth</p> <p>Outcome 3: Increased Cross Border Trade</p> <p>Outcome 4: Reduced Cost of Goods at Border</p> <p>Outcome 5: CBT Infrastructure constructed</p>	<p>The project has been responded positively to queries on Non trade barriers with efforts from all stakeholders. The project coordination has been well developed and the implementation carried out as planned. Major concerns have been discussed with TMEA and these have been resolved adequately. The project has realised 71% of its outcomes. No Gender indicators and mainstreaming</p>



		<p>Outcome 6: Increased manufacturing and agro-processed exports</p> <p>Outcome 10: Increased exports of horticultural products and agro-processed goods</p> <p>Outcome 12 National Priorities represented in regional trade and export programmes</p> <p>Outcome 13: Reduction in average tariff rate as a result of creation of Tripartite Free Trade Area</p> <p>Outcome 14: MINICOM staff and stakeholders have enhanced understanding and capacity in key areas related to external trade.</p> <p>With this cross border trade project, four outcomes have not been realised. The ministry continues its efforts to achieve its target of increasing cross border trade and reduce on trade barriers. The following outcomes have not been realised;</p> <p>Outcome 7: New Investment in Manufacturing and Agro-Processing Exports Infrastructure constructed</p> <p>Outcome 8: Increase in Services Exports</p> <p>Outcome 9: Removal of VAT on Services Exports</p> <p>Outcome 11: Improved Market Access</p> <p>However, it's believed that by the end of the project, these outcomes would be realised as efforts have been put together by all stakeholders and the ministry to improve the project's activities.</p>	<p>were defined in the project inception. This led to the output and outcomes not reflecting gender mainstreaming at all levels. Upon identifying this Gap, preceding activities have begun to include gender in the implementation process of the project.</p>
EFFECTIVENESS	Additionality	<p>The team from MINICOM agrees that the ministry itself could have funded the project, but over a long period of time. They appreciate the work done by TMEA in spearheading the project</p>	<p>There is evidence that the project or initiative would not have occurred without TMEA funding</p>

<b>SUSTAINABILITY</b>	Sustainability addressed; sustainability of outputs and outcomes achieved	<p>TMEA has provided MINICOM with the capacity to design and manage large development projects, trade negotiations skills, analysis of trade information. Project partners agree that if TMEA shuts down tomorrow, Minicom will still have those capacities, in the ministry. That is the reason why all the expats recruited by TMEA work in collaboration with national counterparts. TMEA has recruited the six specialists to help the ministry start its work with the cross border trade unit. Actually those people have national counterparts who will be working for the ministry after the funding. TMEA has also supported the ministry to design the national export strategy, for the bonded warehouses. With all this support, MINICOM has the capacity to maintain and keep the sustainability of their outputs and outcomes.</p>	<p>Nearly all outcomes are being implemented and monitored for sustainability. A relatively clear exit strategy exists and is periodically updated and includes a description of how some project activities or the benefits thereof will be sustained upon completion. The institution has drawn plans of how to fund the same project.</p>
<b>IMPACT</b>	Achieving long-term outcomes	<p>The project will achieve long term outcomes at the time of project completion. At the moment, the impact has not been significant but there has been an improved business environment, according to business reports and the improvement in exports especially on the Congo border. The project developed a national strategy for eliminating NTB's. Even though, efforts have been put together to eliminate NTB's in the last few years, there has not been enough to produce a significant effect. However, the project has facilitated in realizing some of the results. For example, eliminating NTB's at national level. These include; Faster clearance of goods due to flexibility in clearance hours and reduced days and costs of warehousing. At the cross border level, bilateral meeting between Rwanda and Uganda and Tanzania have led to the elimination of NTB's. These include;</p> <ol style="list-style-type: none"> <li>1. Construction of One Stop Border Post at Rusumo. The parking yard has been extended and completed. This has led to Congestion reducing significantly and extension of working hours up to 10pm.</li> <li>2. All the 9 road blocks removed; this has led to time being saved and corruption reduced and prevented</li> </ol>	<p>There has been realistic progress (above 70%) towards long-term outcomes (i.e., enhance business environment for trade, and improved export capability and growth). Some measurement of the project's contribution to these outcomes has been completed, and the results chain articulates the linkage to these ultimate impacts. There is an anticipation that more outcomes will be realised as the project comes to the end.</p>

**MINEAC- Legislative Support**

OVERALL	Needs improvement	Moderately good	Good	Very good
	<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects.</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any</i>

			<i>About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>findings fit with description to a considerable or high degree</i>	<i>real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>The projects with TMEA, for the fiscal year 2014-2015 were limited. MINEAC received support on communication, technical assistance (legal advisor and regional integration advisor) and fellowship program. It was a transfer from the fiscal year 2013-2014 and later transferred to 2015-2016. Supplement support from TMEA contributed to the performance of the Ministry. The major main purpose of the project was to Support Increase awareness on East African integration through a well-developed communication strategy, the development/implementation of the Legislative reform plan for the approximation of EAC laws, under the Ministry of Justice (MINIJUST), Develop a rolling, prioritized and sequenced EAC Legislative Reform Programme through technical assistance (TA), Strengthen the capacity of EALA MPs (Training and awareness) and Research &amp; disseminate Rwandan position papers on EALA legislation. These activities are clearly linked with the project logic that is clear and realistic.</p>			<p>The project's logic frame which is a clear and easy to understand relationship between outputs and outcomes. Outcomes appear very realistic. Assumptions are explicit and relevant. The outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. All project implementers have an excellent understanding of the programme logic, the problem that is being addressed and the relationship between the parts and can convincingly explain the project logic.</p>

<p style="text-align: center;">Contribution to TMEA and partner strategy</p>	<p>TMEA is providing significant support to MINEAC through five different areas: implementation of a communications strategy, development of monitoring and evaluation systems, impact assessment on EAC regional integration, a fellowship programme which places recent graduates as interns with the technical assistance consultants, and capacity building of MINEAC. This is a substantial programme with a total budget in excess of US\$ 5 million and a significant element of technical assistance, involving up to four full-time and one part-time consultants.</p> <p>The implementation of the communications strategy is one of the outputs monitored directly in the results framework. This can be considered a reasonable proxy indicator for overall progress in the work with MINEAC, though there is always the danger that what is measured gets higher priority than what is not, to the detriment of the latter. Progress on the communications strategy implementation is ahead of target. The support to the legislative reform ended in the 2014 while the EALA Rwanda chapter ended in June 2015. Both of these project's outcomes and outputs were relevant to TMEA Strategies, the EAC, and donor partners.</p>	<p>The Project's expected outputs/outcomes are relevant to the strategies of TMEA, the partner organizations, the EAC, the donors, and target beneficiaries. It is mostly clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Some projects faced delays in starting up and were transferred in the following financial year. This affected the implementation of the project and realization of the outcomes on a set time frame.</p>
--	---	--

<p style="text-align: center;"><b>EFFICIENCY</b></p>	<p style="text-align: center;">Adaptive management of plans and budgets</p>	<p>With the initial proposal presented and approved, TMEA allocated funds to effect the implementation of the projects. For those that were completed, management was smooth, well designed and coordinated. For the current project, delays were identified in the beginning and thus forcing the ministry to shift the activities to another year. The delay was mainly due to limited capacity in the ministry, a challenge that was solved together with the funder to enhance the start of the project. This was however agreed with TMEA and a revised implementation plan was developed. Changes or initiatives that may come up in the process are handled by TMEA with the implementing partners through meetings, discussions, together with other stakeholders to have viability. Agreed activities and outputs are well monitored to ensure management of the project is smooth. TMEA provided technical support (experts) and these facilitated in drawing communication strategy. Procurement is under TMEA guidelines and effectively implemented, the ministry appreciates the procurement plans developed by TMEA and agree they are effective.</p>	<p>The project team identifies and understands some of the strategic and most of the operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are usually well founded and provide some insights. The project manager and team are normally proactive at monitoring implementation and progress towards results (mostly outputs and sometimes outcomes) and usually implements actions to avert or overcome them. The funder is mostly alerted to potential issues or issues in a timely manner; and the project team usually follows funder's financial and procurement guidelines. Project implementation is always followed up by both the TMEA and the implementing agency to ensure activities, outputs and outcomes are relevant and achieved as planned. Monitoring is carried out on a</p>
--	---	--	---

		<p>regular basis to ensure implementation is outright. Monitoring is done and it's based on the guidelines provided by TMEA. Though delays are sometimes experienced when procurement is carried out at Nairobi TMEA headquarters</p>
	<p>MINEAC and its implementing team have indicated a well-developed and managed communication strategy with other stakeholders, donors, partners and TMEA. They meet regularly on a monthly basis to reflect on the progress of the projects and the way forward. TMEA has also provided guidelines to follow for monitoring purposes which the institution /ministry use to provide regular information as necessary.</p>	<p>The project team manages relationships and the implementing institution with key stakeholders and funders proactively. Communication is on a regular basis. Stakeholders and the project team have a good and common understanding of their roles and responsibilities. All parties put in considerable effort to build and maintain effective working relations.</p>

Relationship management and communication

<p>Translating inputs into outputs</p>	<p>The planned outputs in the project that have been completed like capacity building of EALA members, have been achieved. The time frame for the achieved outputs was as planned and with quality. The project implemented more than 80 percent of the communication and awareness raising plan. This has been the fundamental activity of the project. The main essence was to increase awareness among the citizens in understating the importance of East African community. A total of 6 outputs was initially planned to be implemented and out of the 6, 4 of them have been realised.</p> <p>Below are the outputs that have been archived:</p> <p>21 NTBs were successfully eliminated through MINEAC’s efforts to advocate and engage with relevant MDAs to eliminate NTBs; 6 NTBs were eliminated between Feb-14 and Sep-2014; 11 were eliminated between Sep-2014 and Dec-2014; and a further 4 were eliminated between Dec-2014 and March-2015 thus making it 81 NTBs eliminated cumulatively.</p> <p>4 Restrictions on free movement of services have been removed and were related to Road Transport Services, Legal Services and the measures in the Rwanda investment code,</p> <p>20 Restrictions are in the process of being removed. Most of these restrictive measures concern Rwanda Civil Aviation Authority and therefore MININFRA started the process of addressing them but there are no deadlines yet as to when the restrictive measures will be completely eliminated. 8 Restrictions were identified as still in place. These are mainly in the area of Accounting services, Architectural services and Engineering Services</p> <p>The Ministry of EAC is still advocating for the removal of the remaining restrictions.</p> <p>3 restrictions regarding the free movement of capital have been removed. Other 3 restrictions regarding free movement of capital (non-conforming measures) are in the pipeline.</p> <p>Redesigned and launched MINEAC new website (<a href="http://www.mineac.gov.rw">www.mineac.gov.rw</a>). The information was updated and more pages were developed.</p> <p>4 research Studies were conducted and reports are available on:</p> <ol style="list-style-type: none"> <li>1. Simplified Trade Regime (Rapid assessment study)</li> <li>2. Single Customs Territory</li> <li>3. Duty Remission Scheme</li> <li>4. Common External Tariff.</li> </ol> <p>OSBPs are believed to be operation in three months according to MINEAC officials, while research and analysis shall begin once the OSBP’s are operation to gauge the impact and inform policy and decision makers.</p>	<p>The project is on track with the key outputs already achieved and the Ministry is now taking a leading role to coordinate various MDAs to deliver on their mandate regarding integration commitments. The planned outputs were achieved, at 66 percent with quality and according to plan.</p>
--	--	---

EFFECTIVENESS	Translating outputs to outcomes, including gender	<p>The expected outputs have been effectively translated to outcomes in the implementation process of the project. For example the development of national strategy. With reference to all the outputs, it's evident that Gender has not been considered in translating the outputs to outcomes. The main reason for this is that there were no gender indicators at the beginning of the project which could not be reflected in the implementation process. No elaboration was done on gender mainstreaming in aligning output to outcomes. In the current project under MINEAC, gender has been included though not extensively. The team agrees that it was an oversight and have started to reflect on how gender can be included in all their outputs, which would then be translated into outcomes. The project had set 5 outcomes, of which 3 have been realised. This show the realisation of outcomes at 60 percent level. The realised outcomes are;</p> <p>Outcome 1:MINEAC effectively provides strategic leadership and coordination of EAC integration in Rwanda</p> <p>Outcome 2: Effective coordination of RI and EAC commitments through mainstreaming</p> <p>Outcome 5: Increased level of Stakeholders /Public awareness on process and benefits of EAC integration</p> <p>The following outcomes have not been realised.</p> <p>Outcome 3: MINEAC and MDAs have improved capacity to implement EACRI commitments</p> <p>Outcome 4: Increased number of EACRI commitments implemented</p> <p>The realisation of these outcomes has mainly been hampered by the capacity challenge of the Ministry to sustain performance. Building internal capacities which the TAs are now embarking on to ensure young professionals have the ability and capacity to conduct evidence based research for effective negotiations and engagements will ensure the realisation of the two remaining outcomes.</p>	<p>The project has tremendously improved the performance of the Ministry to coordinate and lead the regional integration agenda and this has been manifested by high performance by the Ministry in terms of research and coordinating other ministries and agencies in the regional integration matters. No Gender indicators and mainstreaming were not been defined in the project inception, could only be integrated in the next phases of project implementation.</p>
EFFECTIVENESS	Additionality	<p>MINEAC has the mandate to sensitize the community and the whole country of the importance of the East African community. MINEAC agrees that they could have carried out the activities under the TMEA supported project themselves but that pace, time frame and mode of delivery could have been different and long. With the support from TMEA, they have managed to achieve the outputs in a short time a head of other EAC member states. MINEAC has also managed to add additional funds from their own budget to extend their projects especially the current one of developing a communication strategy.</p>	<p>The projects have added more results to the achievements of MINEAC and there ample evidence that the project could not have moved and implemented as it was without support from TMEA.</p>



<b>IMPACT</b>	Achieving long-term outcomes	<p>An analysis and a reflection of the current activities of the project that is ongoing and the outcomes of the completed projects indicate a substantial progress in ascertaining long term outcomes of the project being achieved. There is a clear results chain that links outputs to impacts, thus illustrating that the project will certainly achieve its long term outcomes. One of the outcomes that is being achieved by the project is the Public awareness on process and benefits of EAC integration, as well as the implementation of EACRI commitments. Tangible progress has been demonstrated in research and monitoring integration commitments such as the implementation of the Customs Union and Common Market Protocol where several studies have been conducted and validated on CET as well as CM commitments.</p>	<p>The progress of the current project is rated above 80% with realistic long term outcomes. The communication strategy was supported by the regional communication strategy which was developed and implemented by all country members, has contributed to these outcomes. A clear results chain that links outputs to outcomes articulates the linkage to the ultimate impacts.</p>
---------------	------------------------------	---	---

**OSBP construction (regional project): Kagitumba (Rw) IBM and Kagitumba Mirama Hills Bridge**

OVERALL	Needs improvement	Moderately good	Good	Very good
	<p><i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high</i></p>	<p><i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high</i></p>	<p><i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high</i></p>	<p><i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a</i></p>

		<i>degree</i>	<i>degree</i>	<i>degree</i>	<i>considerable or high degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>The Kagitumba One-Stop border post is a combination of several activities at the border between Rwanda and Uganda. The project logic is that by putting in place the infrastructure and improving the working relationship between the officials on both sides of the border, trade will grow and people using the border for business purpose will have better and more services and benefits.</p> <p>The project will gather, in the same buildings on both side of the border, officials from the two countries who will process the people using the border a lot quicker than they used to do. The project is expected to benefit the truckers, business men and women, and most importantly border communities. The project is seen by both RCP and the government of Rwanda as being very thoughtful and an easy-way to boost trade between EAC member countries. The project has a very strong logic and directly contributes to TMEA’s overall objective of increase trade within EAC.</p>			<p>The project has a strong logic, which is a clear and easy to understand relationship between</p> <p>1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. Outcomes appear very realistic. Assumptions are explicit and relevant. The outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. All project implementers have an excellent understanding of the programme logic, the problem that is being addressed and the relationship between the parts and can convincingly explain the logic to others.</p>
	Contribution to TMEA and partner strategy	<p>The expected outcomes are highly relevant to the strategies of TMEA, the partner organizations, the EAC, the target government and target beneficiaries, as applicable. It is clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Interventions are fully consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>			<p>The expected outcomes are highly relevant to the strategies of TMEA, the partner organizations, the EAC, the target government and target beneficiaries, as applicable. It is clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA</p>

			<p>strategy. Interventions are fully consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>
<p style="text-align: center;"><b>EFFICIENCY</b></p>	<p style="text-align: center;">Adaptive management of plans and budgets</p>	<p>At the time of this evaluation, the project is not completed.</p> <p>Publically available data on similar programmes was not readily available which made comparisons of the implementation cost of the programme very limited. The programme financial resources were found to have been considerably and reasonably spent, with good value for money.</p>	<p>The project team identifies and understands some of the strategic and most of the operational issues concerning the project. In cases of unexpected circumstances, the team has responded positively in consultation with partners for quick responses and solutions. Actions taken or recommended actions to overcome implementation issues are usually well founded and provide some insights. The project manager and team are normally proactive at monitoring implementation and progress towards results (mostly outputs and sometimes outcomes) and usually implements actions to avert or overcome them. Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of</p>

			findings fit with description to a considerable or high degree
	Relationship management and communication	<p>The project team has proactively managed relationships with its key stakeholders. There has been protracted discussion with officials in both Uganda and Rwanda before the project started. The project team is said to have maintained a very good communication line in Rwanda with authorities throughout the project. The stakeholders, including RRA were able to clearly talk about the project, its intended results, and its challenges and give an update on each and every step they had to go through before and during implementation.</p>	<p>The project team manages relationships with key stakeholders and funders proactively and face-to-face communication occurs on a regular basis (e.g. monthly). Stakeholders and the project team have a good and common understanding of theirs, and each other's, roles and responsibilities. All parties put in considerable effort to build and maintain effective working relations. Communication is open, trusting and constructive. Verbal and written communications systematically provide useful</p>

			<p>implementation insights, lessons learned, recommendations and actions to address any issues raised. Regular project monitoring reports are always received on time, are accurate, informative and results orientated in that they provide a clear picture of performance and achievements against monitoring plans.</p>
Translating inputs into outputs		<p>The project is still under implementation. It is not completed yet but here is an update on what has been achieved so far:</p> <ul style="list-style-type: none"> <li>• Construction of the OSBP has been completed.</li> <li>• Computers, furniture have been delivered;</li> <li>• OSBP operational procedures have been reviewed by the project Joint Committee;</li> <li>• Training to border officials on OSBP procedures, integrity and Anti- corruption requirements was conducted.</li> <li>• Construction is of the bridges started in October 2014. Progress at Rwanda 1/ Uganda 1 bridge is 65% and Uganda 2/Rwanda 2 Bridge is at 78%. Construction is expected to conclude by November 2015.</li> </ul> <p>There seems to be a good translation of inputs into outputs. The project has 11 outputs and 9 have been realised, which accounts for 81 percent of the realised outputs. Realised outputs are;</p> <p>Output 1: Traders &amp; clearing agents apply for import and export documents online rather than manually</p> <p>Output 2: Warehouse operators issue arrival notices automatically rather than manually</p> <p>Output 3: Government agencies have sufficient knowledge and skills to use eSW</p> <p>Output 5: Clearing agents have sufficient knowledge and skills to use eSW</p> <p>Output 6: Warehouse operators have sufficient knowledge and skills to use eSW</p> <p>Output 7: RRA automates import and export documentation processing</p> <p>Output 8: Clearing agents are registered for the SMS and e-mail services</p>	<p>The project has simplified cross border trade to enhance trade competitiveness, through improvements to trade logistics, systems and processes. The planned (original or agreed readjusted outputs) are produced in a mostly timely manner, are of a good quality and mostly remain relevant to the desired outcomes. The targets achieved are almost the same as planned (originally or agreed adjustments to the monitoring plan). The project is completed partly and the remaining activities are slated to be completed between 1 and 3 months of the</p>

		<p>and receive messages</p> <p>Output 9: SMS and e-mail services operational</p> <p>Output 10: Traders &amp; clearing agents have increased awareness of the function and benefits of the eSW system</p> <p>These two outputs have not been realised, but the project is still ongoing and they could be realised by the closure of the project.</p> <p>Output 11. SW Communications Plan developed and Implemented</p> <p>Output 4: IT single window for cross-border trade implemented</p>	original planned date.
EFFECTIVENESS	Translating outputs to outcomes, including gender	<p>The project is not yet completed as a whole, construction of the single window has been completed though not yet operational. The project has 6 outcomes out of which 4 have been realised. This accounts for 66 percent realisation of the outcomes. The realised outcomes are;</p> <p>Outcome 3: Faster clearance of goods in Rwanda</p> <p>Outcome 4: Reduced time to make application for import</p> <p>Outcome 5: RDB increase the efficiency with which it processes import tax exemptions</p> <p>Outcome 6: RRA and other ministries increase their efficiency in declaration processing</p> <p>These two outcomes have not realised.</p> <p>Outcome 1: Cost to import and export a container of goods into/out of Rwanda is reduced</p> <p>Outcome 2: Time to import and export a container of goods into/out of Rwanda is reduced</p> <p>This is due to the fact that the single window is not yet operational. Thus import and export costs cannot be estimated at the moment. These outcomes could be realised once the OSBPs are operational. There is no evidence of Gender mainstreaming from the inception of the project, it's only being implemented in certain specific activities like construction of the OSBP's.</p>	<p>Even though the project is not yet complete, at the time evaluation, it had realised 66 percent of the outcomes. The project with this percentage has facilitated and enhanced information exchange and <b>Reduced direct</b> costs—time to release goods—as well indirect costs that resulted from previous cumbersome and time consuming processes required to declare goods to RRA. Gender has not been mainstreamed in the stated outcomes.</p>
EFFECTIVENESS	Additionality	<p>The project comes in addition to several other projects done by TMEA to facilitate trade in EAC. Kagitumba is an important border post for both Rwanda and the DRC since the trucks coming from Kenya and Tanzania and little cross border trade. GoR officials have testified that without TMEA support there was no plan in the immediate future to do the project.</p>	<p>There is evidence that the project or initiative would not have occurred without TMEA funding.</p>

<p style="text-align: center;"><b>SUSTAINABILITY</b></p>	<p style="text-align: center;">Sustainability addressed; sustainability of outputs and outcomes achieved</p>	<p>The project is not completed yet but there are indications that the activities carried out with the OSBP are sustainable. The project is mainly an infrastructure project and as such will put in place buildings and equipment that will outlive the project. The maintenance of the buildings and equipment is Rwanda responsibility and they were already doing that with the previous border crossing facilities. That means the government will continue to fund the maintenance after the construction is completed.</p> <p>The relationship built between border officials on both sides of the border and the training that they have received will also remain beyond TMEA.</p>	<p>Several activities are included to address sustainability and are mostly clear and relevant. Monitoring of the sustainability of some of the outcomes is planned or undertaken. A relatively clear exit strategy exists and is periodically updated. The strategy includes a broad description of how some project activities or the benefits thereof will be sustained on completion. Some responsibilities are outlined. Most on-going maintenance or operational costs have been estimated and the organisation has a broad and realistic plan of how to fund these.</p>
<p style="text-align: center;"><b>IMPACT</b></p>	<p style="text-align: center;">Achieving long-term outcomes</p>	<p>The project is not completed yet but there are indications that it will achieve long term impacts. The work on infrastructure with the OSBP at Kagitumba border post, the Electronic Single Window implemented with several government agencies, indicate progress in the project. Training intended to increase knowledge and skills of civil society and the general public regarding the laws and regulations that regulate the trade in goods and services in Rwanda and between Rwanda and neighboring countries or countries of EAC, have been developed and shall be put into implementation once the construction process is completed. The ReSW project management structure (owner, manager, leads and teams) has been useful in building capacity of the project to deliver, and ensured an adequate representation of both public and private sectors. Project effectiveness has been supported by RRA's success in its efforts to deliver the project expected outcomes.</p>	<p>There has been strong intended or unintended progress towards impacts (50-80%) on long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness), or this is likely to occur in future. Measurement of the project's contribution to these outcomes has been completed, and the results chain convincingly articulates the linkage to these ultimate impacts. Limited consideration has been taken of</p>

			differential impacts for men and women.
--	--	--	---

**PRO-FEMMES/TWESE HAMWE**

OVERALL		Needs improvement	Moderately good	Good	Very good
		<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>



<b>RELEVANCE</b>	Project clarity and logic	<p>The project logic is relevant and clear to the partners, beneficiaries and it has been revisited once TMEA offered Profemme one more year of support on the project activities. However, the logic didn't change, it was only an expansion to other borders of operation in engaging women in forming cooperatives to facilitate them in cross border trade. The Project initiation started with four main objectives; General awareness, capacity building, research and advocacy at border and national level. With these four objectives each of them had outcomes and were always linked to priorities of the beneficiaries. The main thrust of the project work has been on training and practice in evidence-based advocacy on trade-related issues, oriented specifically to informal women traders. The approach adopted by TMEA with CSO has been to invite expressions of interest and then work with those organizations whose proposals fit best with the strategic aims of TMEA. Pro-Femmes/Twese Hamwe's project is in line with TMEA strategy.</p>	<p>The project has a strong logic, which is a clear and easy to understand. The link and relationship between the expected term outcomes and outputs appear very realistic. Assumptions are explicit and relevant. The outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. The implementing agency possesses an excellent understanding of the whole project logic.</p>
	Contribution to TMEA and partner strategy	<p>The project supported by TMEA has generally contributed a lot especially the livelihoods of the beneficiaries through formation of cooperatives and transformation from informal cross border trade to formal cross border trade.. In the first project period of three years which ended in 2014, Pro-Femmes/Twese Hamwe managed to train 80 leaders from 9 women cross border traders' cooperatives on integration and the benefits of joining EAC and on basic business skills. 2 baseline studies were carried out and 4 position papers written. 408 informal traders formalized. There was improvement in the process of cooperative registration. In 2015, Pro-Femmes/Twese Hamwe obtained support for one year and more 88 leaders from 13 women cross border traders' cooperatives were trained, 1 baseline study carried out on small scale cross border trade conducted between Rwanda and DRC. This is still on going and this has contributed much to the beneficiaries in changing their trading patterns, at various border posts. The following outcomes had been realized by the time the evaluation was conducted; Increased awareness of EAC Economic opportunities among informal traders at the 6 borders, 408 informal traders formalized their business by forming cooperatives, 168 cooperative leaders gained skills on cooperative management, business management, EAC opportunities, Policy influence: improved processes for cooperative registration, Formalization of small scale business has increased (from 9 cooperatives to 25 cooperatives with the support of the project), 12 cooperatives have secured 60 Million Rwandan Francs (80,000\$) in loans i.e expansion of businesses, Increased awareness of EAC opportunities: simplified trade regimes, free movement, Improved skills in managing cooperatives &amp; businesses, Increased links of Rwanda small scale business women with traders in neighbouring countries which are consistent with TMEA supported activities</p>	<p>The Project's expected outputs/outcomes are relevant the strategies of TMEA, the EAC, the donors, and target beneficiaries. It is mostly clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. TMEA and EACSO have agreed extensions for the project and have a good understanding of the issues. Interventions are mostly consistent and complementary with activities supported by projects in TMEA.</p>

<p style="text-align: center;"><b>EFFICIENCY</b></p>	<p style="text-align: center;">Adaptive management of plans and budgets</p>	<p>TMEA approved the project for Pro-Femmes/Twese Hamwe, which was among the proposals submitted. They both worked together on elaborating the activities, outputs and outcomes. Pro-Femmes/Twese Hamwe has worked closely with TMEA in setting clear operational guidelines. Procurement carried out by Pro-Femmes/Twese Hamwe follows TMEA guidelines, and implemented, with the involvement of TMEA. The implementation of the project has been streamlined to achieve results. Monitoring plans have been developed together with the funder and agreed upon, in order to realize results. Challenges have been handled together with TMEA and pertinent solutions ascertained. Budgets developed through proposals have been approved by TMEA, and disbursements have always been effected on request. Reporting back on the use of funds allocated to the project is done, following the reporting guidelines set up by TMEA and agreed by the implanting institution. Feedback on the reports are delivered to the implanting institution to clarify on the gaps.. Funder is always alerted on the issues pertaining the project and possible solutions agreed on by both parties. The project team carries out constant monitoring activities and implementation of the project. Monitoring is done and it's based on the guidelines provided by TMEA.</p>	<p>The project team understands the strategic operational issues concerning the project. Actions taken to overcome implementation issues are usually well founded. The project team are normally proactive at monitoring implementation and progress towards achieving results. The funder is mostly alerted to potential issues or issues in a timely manner; and the project team usually follows funder's financial and procurement guidelines. Project implementation is always followed up by both the TMEA and the implementing agency to ensure activities, outputs and outcomes are relevant and achieved as planned. Monitoring is carried out on a regular basis to ensure implementation is outright. Monitoring is done and it's based on the guidelines provided by TMEA.</p>
--	---	--	--

	Relationship management and communication	<p>The implementing team often meet on a monthly basis TMEA team to discuss on the progress of the project. The meetings are on a monthly basis that facilitate in orientating our project to a right track. Communication is both verbal and written, which systematically provide useful information to TMEA. Reports are provided on time, with feedback provided by the funder to the implementing agency.</p>	<p>Project management and communication with key stakeholders is proactively undertaken. Communication is on a regular basis. Stakeholders and the project team have a good and understanding of their roles and responsibilities. Communication is open, trusting and constructive. Verbal and written communications systematically provide useful implementation insights, lessons learned, recommendations and actions to address any issues raised. Project monitoring reports submitted on time with accurate and informative results that provide a clear picture of performance.</p>
	Translating inputs into outputs	<p>The project has achieved the planned quality outputs and on the planned time lines. The project is generating the expected results, and this has allowed TMEA to continue extension and financing the project. The project is generating more results than it was expected. The project facilitated the formation of cooperatives from the initial 9 to 25, passing a target that was set at 18 and training for 80 leaders of cooperatives, compared to the initial plan of training approximately 30. In general, there is a feeling that the project has managed to achieve more than what had been planned and there is hope to continue and expand the activities to other border especially on the border with Congo. Outputs indicated are a sign of better performance by the project. These outputs have been realised 100 percent and according to planned schedule.</p> <p>Output 1: Key issues affecting women cross-border traders at national &amp; regional level advocated for by Pro-Femmes/Twese Hamwe to relevant agencies</p> <p>Output 2: Key issues related to improving access to micro credit by women</p>	<p>The project evaluation indicates that the outputs and activities planned were performed as expected with a high delivery rate of 100%.</p> <p>The planned outputs are of reflect a high quality, and were delivered in a required time frame.</p> <p>The realised outputs are relevant and</p>

		<p>traders raised with relevant micro-credit providers</p> <p>Output 3: Women-cross border cooperatives equipped with cooperatives management, book keeping and business cycle management skills</p> <p>Output 4: Women ICBTs sensitised about EAC integration benefits and economic opportunities for women cross-border traders</p> <p>Output 5: Partnerships established between Rwandan women and other women cross border traders in East Africa</p> <p>480 WICBTs sensitized through quarterly sensitisation workshops about customs procedures, rights and opportunities provided under the EAC integration regulatory framework</p> <p>Advocacy strategy and 5 Position Papers were developed The Position Papers were presented to EACSOFF,EALA, FFRP, IMMIGRATION, MIGEPROF,MINEAC, MINICOM ,RCA and RRA advocating for improved regulatory and operational business environment for CBTs</p>	<p>targets achieved are totally the same as planned and agreed and in TMEA's strategy.</p>
<p><b>EFFECTIVENESS</b></p>	<p>Translating outputs to outcomes, including gender</p>	<p>One of the programmes of Pro-Femmes/Twese Hamwe is gender mainstreaming. In the project supported by TMEA, Gender was also included in the proposal and has been implemented at all levels of the project, for example, in the training carried out, the targeted beneficiaries include men and women, leaders of the cooperatives are women. The formation of cooperatives from informal trade to formalization target women mostly and in the cooperatives there are men as well. The project has 6 outcomes and 5 of them have been realised. In all projects so far, this one leads in achieving its set targets. The realised outcomes are;</p> <p>Outcome 1: Economic power of women cross-border traders strengthened through formal trade and improved trade facilitation</p> <p>Outcome 3: Women cross border traders bargaining power strengthened</p> <p>Outcome 4: Increased access to microcredit experienced by female cross border traders</p> <p>Outcome 5: Women ICBTs businesses formalised into business cooperatives</p> <p>Outcome 6: Cross border cooperatives knowledge on EAC integration implemented in their trading activities</p> <p>It is only outcome 2 that has not been realised. However, position papers have been presented to different stakeholders including the ministry of Gender and family promotion, ministry of trade and commerce and the Ministry of East African affairs. This outcome could be realised once all the policy level institutions harmonise laws and strategies that are gender responsive to trade.</p> <p>Outcome 2: Improved implementation of national and EAC gender responsive trade instruments (laws, policies, strategies and programmes)</p>	<p>The project had a number of outputs and activities that were implemented to contribute towards achievement of the above outcomes as detailed in the project logic. The outcomes of the project have been achieved at a rate of 83 percent. There gender indicators in the project outcomes and mainstreaming has been defined in the project inception, and clearly implemented.</p>

EFFECTIVENESS	Additionality	In absence of TMEA, Pro-Femmes/Twese Hamwe would have done similar activities focusing on achieving the same outputs but for ecould not be in the same timeframe like it is today with TMEA support Pro-Femmes/Twese Hamwe could have continued with advocacy but there is doubt if it would have been able to mobilize the formalization of trade and formation of cooperatives and achieve the results. TMEA support was so much important and contributed more in achieving the results today.	Some outcomes could be achieved without TMEA support, There is evidence that the project or initiative would not have occurred entirely without TMEA funding
SUSTAINABILITY	Sustainability addressed, sustainability of outputs and outcomes achieved	TMEA, has built the current capacity of Pro-Femmes/Twese Hamwe and within the beneficiaries. Pro-Femmes/Twese Hamwe has the capacity to be able to continue the programs should TMEA withdraw its support. The established cooperatives have already been engaged in obtaining support from other partners and local financial institutions especially acquiring loans. TMEA's support has not only benefited member association of Pro-Femmes/Twese Hamwe but also profemme as a whole. Some of the training and awareness is done by profemme staff who have gained valued experience from capacity building.	Outputs and outcomes are being implemented and monitored for sustainability. A relatively clear exit strategy exists and is periodically updated, which includes a description of how some project activities, outputs will be sustained upon completion. Nonetheless the institution has not drawn plans of how to fund the same project.
IMPACT	Achieving long-term outcomes	Achieving long terms outcomes seems realistic as the project, exhibits substantial progress. The results chain adequately indicates the linkage from outputs to outcomes and impacts. The project will achieve long term outcomes at the time of project completion. There is a clearly demonstrated need for the project, it links very well to other TMEA development targets. For example, the number of advocacy-oriented research papers and action plans have resulted in the government agreeing to reduce the VAT imposition on staples and the impact of 15% WHT on consumer prices. The project contributions to the strengthening of the economic power of women in informal cross-border trade within the framework of the East African Community has had an impact on the women cooperatives under Pro-Femmes/Twese Hamwe Twese Hamwe.	There has been realistic progress towards long-term outcomes Some measurement of the project's contribution to these outcomes has been completed, and the results chain articulates the linkage to these ultimate impacts.

EACSCOF

OVERALL		Needs improvement	Moderately good	Good	Very good
		<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>EASCOF project focused on three fundamental outcomes and these were Institutional capacity, Awareness regarding and CSO's engagement with government and the EAC secretariat. The project's logic provided a clear and understandable link between then outputs and the outcomes. TMEA, supported EASCOF in building capacity of the civil society member organizations, with long term technical assistance in awareness of importance of the EAC to Rwandans. The interventions included advocacy through the civil society organizations, outreach to the populations and engagement of the government through dissemination of the research results. The project mainly focused on trade advocacy, sensitization and capacity building. This is in line with TMEA's strategy.</p>			<p>The project's logic was clearly defined and oriented to the TMEA's overall strategy. The project logic was clear and linked to the set outcomes. Outcomes appear to have been realistic and linked to key outputs. Assumptions for the project were relevant.</p>

	<p style="text-align: center;">Contribution to TMEA and partner strategy</p>	<p>TMEA's support to the EACSOFF has provided results that have been linked to the targets of the project. Support to institutional capacity, was done through civil society organizations, on the impact, An M&amp;E framework was also established that facilitate the working of the platform. 50 people were trained in each district level including local leaders, private sector, members of CSO's on the importance of the trade and the EAC integration. These included women and the exercise exceeded its target. CSO's engaged more effectively with government. Six research papers were carried out. These were related to the Trade, and platform took the lead to engage advocacy. Example, the 5% withholding tax study, assessing Rwandan awareness on the EAC Protocol (focusing mainly on the youth). These outputs reflected the outcome and are well integrated into the TMEA overall strategy.</p>	<p>The Project's expected outputs/outcomes were relevant the strategies of TMEA, the partner organizations, the EAC, the donors, and target beneficiaries. It is mostly clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. TMEA closely engaged EACSOFF to an orientation of the project where discrepancies could be detected in the implementation process. . Areas of focus and intervention by EACSOFF, were consistent and complementary with activities supported by projects in TMEA.</p>
--	--	---	---

<p style="text-align: center;"><b>EFFICIENCY</b></p>	<p style="text-align: center;">Adaptive management of plans and budgets</p>	<p>TMEA provided technical support to the EACSOF project by recruiting an expert to lead the project and was also engaged in recruiting various employees of the project. This enhanced the management of project issues and streamlining operational issues and concerns of the project to attain valuable outcomes. The management of finances has been in line with the procedures set by TMEA and reports well delivered on time to the funder. Some few cases where no objections have been requested, TMEA has always responded to the requests after discussing the need. Procurement procedures and guidelines were followed as set by the funder and TMEA would be engaged in every procurement process to ensure the smooth and efficient running of the project.</p>	<p>The project team identifies and understands some of the strategic and most of the operational issues concerning the project. Recommended actions to overcome implementation issues were usually well founded and the monitoring framework developed to facilitate the implementation process. TMEA and the implementing agency to ensure activities, outputs and outcomes are relevant and achieved as in the initial proposal, though some amendments would be allowed based on discussions held between the two.</p>
--	---	---	---



Relationship management and communication	<p>EACSO and TMEA had a well developed and managed communication relationship that ensured provision of quick responses to any implementation challenge. The team met regularly with TMEA and member civil society organizations to discuss on the progress of the projects. Have well managed relationships with the funding agency (TMEA) and other stakeholders.</p> <p>Based on the guidelines from TMEA on reporting, timely reports were constantly delivered to the funder with no delays and responses given. Regular reviews were carried out where necessary, and monitoring of the project progress was done effectively as per the set guidelines from TMEA.</p>	<p>The project team managed communication and management relationships with funding agency. Communication was done on a regular basis. Different roles and responsibilities were clear to each implementing partners and the funding agency. The working conditions on management of key issues arising was straight forward with regular verbal and nonverbal communications. Recommendations to address any arising issues were implemented as agreed.</p>
Translating inputs into outputs	<p>The project outcomes were realized as evidenced by the project evaluation report. Since the project's initial outcomes and outputs were clear, expected results reflected the initial project proposal's outline. Planned outputs in the project have been achieved, with quality and on a time. The projects generated the expected results as per project plan. The following were planned outputs and realised according to plan and schedule. The following outputs were achieved.</p> <ul style="list-style-type: none"> <li>• Organizational and institutional capacity of Rwanda CSO developed</li> <li>• Public awareness campaign carried out on trade and regional integration. Sensitization campaigns on Regional Integration conducted in 20 districts where 2,106 people have been trained of which 988 were women and 1,118 men</li> <li>• Ad hoc committees (Fora/working groups) set up</li> <li>• Dialogue sessions with targeted decision makers were held where 2 research papers completed on withholding tax on imports and the new VAT regime on staples and the implications on consumers and 4 more studies by Pro-Femmes/Twese Hamwe (under Civil Society Platform)</li> <li>• Information and knowledge sharing mechanisms among CSO members was put in place</li> </ul>	<p>The project focused on advocacy work together with partner organisations and this has been successful. This led to the realisation of all project outputs at 100 percent. The planned outputs were of adequate quality and have been delivered as planned. The produced outputs were relevant and targets achieved were similar to those planned and agreed.</p>

		<ul style="list-style-type: none"> <li>• Key EAC policies assessed and recommendations drafted/submitted to policy makers</li> <li>• Advocacy around key issues of trade, carried out</li> <li>• Planned training events at the national and district levels completed</li> </ul>	
EFFECTIVENESS	Translating outputs to outcomes, including gender	<p>Gender mainstreaming was not initially in the proposal and was not reflected in any of the outputs and outcomes. The project proposal was gender blind. This confirms that fact that neither in the outputs nor in the outcomes did gender become an aspect of consideration. Outputs have been achieved and none of them indicate a slight inclusion of gender aspect. EACSOF has already drafted a proposal to TMEA which the team confirms shall incorporate gender in all outputs that translate into the outcomes thought the implementation of the second phase. The project had 6 outcomes. These were both intermediate (3) and short terms (3) outcomes. All of them were realised and the project has come to an end. A new proposal is being tabled for discussion and possible funding from TMEA.</p> <p>Outcome 1: Rights of Rwandans moving and settling in EAC Partner States Respected</p> <p>Outcome 2: Benefits (Economic, Political and Social) of EAC Integration Enjoyed by Rwandans</p> <p>Outcome 3: Participation of Rwandans and EACSOF Members in EAC Integration (trade and decision making) improved</p> <p>Outcome 4: Institutional and Organizational Capacity of CSOs Strengthened</p> <p>Outcome 5: CSOs Engaging more effectively with Government and Secretariat on EAC Policies</p> <p>Outcome 6: Level of Awareness and Understanding of Rwandan Citizens about EAC integration improved</p>	<p>The evaluation find that the programmes' outcomes are relevant to TMEA's overall objectives of increasing trade through the enhancement of the trade environment. All the planned outcomes have been realised as planned at 100percent in the project inception. No Gender indicators and mainstreaming has been defined in the project inception, even though it was included in the implementation of the project through partners CSO's whose focus is gender mainstreaming.</p>
EFFECTIVENESS	Additionality	<p>EACSOF team agrees that TMEA has contributed so much to the effective realization of outcomes and confirms that had it not been for TMEA, the project could not have kick started. There has not been any additionality in the project ever since it ended. Civil society platform has continued with its other projects outside TMEA's support.</p>	<p>Ever since the project ended, nothing has been done on the project continuity. This is enough evidence to suggest that the project would not have taken place without funding</p>

			from TMEA
--	--	--	-----------

<b>SUSTAINABILITY</b>	Sustainability addressed; sustainability of outputs and outcomes achieved	TMEA's project support to EACSOE ended in June 2015 and nothing has been done to ensure sustainability. In the implementation process of the project, there was a sustainability plan developed even though there were close to winding up the project. With nearly similar activities, the civil society platform has continued to carry out some activity like advocacy with funding from other sources. The limitation to sustainability also generated from a number of capacity-related issues that were identified in project implementation.	No clear exit strategy developed and there no description of how some project activities could be continued without the funder.
<b>IMPACT</b>	Achieving long-term outcomes	The project has endured and achieved long term outcomes. The linkage from outputs to was adequately clearly indicated in the results chain. The project has ended, and achieved long term outcomes that link very well to other TMEA development targets. Advocacy outcomes were especially positive in SCEA and the thematic platforms. Some of the WICBT programmes did not have any specific advocacy impact. The State of East Africa Reports (SoEARs) have had limited impact, however, despite being distributed and discussed widely. This impacted more on trade in the East African region where individuals increased their cross border trade in neighbouring countries, thus improving the business environment	Long term outcomes have been achieved (Institutional capacity, Awareness, CSO's engagement with government and the EAC secretariat) an evaluation and measurement of the project's contribution to these outcomes has been completed, and the impacts seen especially on the beneficiaries.

## The Rwanda Country programme

OVERALL		Needs improvement	Moderately good	Good	Very good
		<i>Clear evidence of unsatisfactory functioning; serious weaknesses across the board on crucial aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Adequate performance overall; some serious, but non-fatal weaknesses on a few aspects. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Good performance overall; might have a few slight weaknesses but nothing serious. About 80%-100% of findings fit with description to a considerable or high degree</i>	<i>Very good or excellent performance on virtually all aspects; strong overall; no weaknesses of any real consequence. About 80%-100% of findings fit with description to a considerable or high degree</i>
<b>RELEVANCE</b>	Project clarity and logic	<p>TMEA's work in Rwanda focuses increasing economic growth and poverty reduction by fulfilling three objectives which include increasing affordable access to competitive markets, enhancing trade environment and increased business. The TMEA Rwanda country programme is part of the overall TMEA programme, which is a multi-donor funded initiative established in 2010 with the overall goal of increasing growth and poverty reduction in East Africa through improved regional integration and trade competitiveness</p> <p>TMEA's development approach is based on the Rwandan and EAC's regional agendas that seek to facilitate trade, economic growth and regional integration; hence the orientation of all program interventions toward the private sector, government institutions, parastatals, and civil society organisations.</p> <p>TMEA's programs in Rwanda are structured around three strategic objectives; (1) Increased Physical Access to Markets, (2) enhanced trade environment, and (3) Improved business competitiveness. All Rwanda Country projects have been designed in line with the strategic objectives laid out in the TMEA theory of change and are aligned to specific needs of the country and the final target groups and beneficiaries</p> <p>The program logic is very clear and consistent with TMEA overall objective of increasing trade in the EAC. The expected outcomes are realistic and the theory of change clear enough. Nonetheless, TMEA is contemplated to start working for the benefits of the general population by ensuring that the benefits captured by business men and women also go all the way down to impact the lives of the Rwandan (with a reduction of prices for example). It</p>			<p>The programme has a solid logic. It is mostly clear and easy to understand the relationship between 1) the expected outcomes from short term through to longer term; 2) between outputs and outcomes. However, there are some points that could be strengthened. Outcomes appear realistic. Assumptions are mostly included. Most outputs appear necessary and sufficient to achieve the desired outcomes, taking into account the assumptions. Most project implementers have a good understanding of the programme logic, the</p>

		<p>is still not clear how that will happen yet. The assumptions that should support that strategy are still not fully identified.</p>	<p>problem being addressed and the relationship between the parts and can explain the logic and reasoning to others.</p>
	<p>Contribution to TMEA and partner strategy</p>	<p>According to stakeholders, TMEA Rwanda projects and their objectives are still relevant, valid and consistent with the different needs of the direct and indirect beneficiaries. For example, from the Private Sector Federation, their project objectives are in line with the initial proposal and they felt: “The project is still relevant and it has improved the functioning and operations of the members of the PSF, through various activities like research studies and this has been the basis for the PSF member federations to negotiate with the government of some policy orientations”,</p> <p>Both donors and other partners have acknowledged that RCP work is relevant to their needs and priorities.</p>	<p>The expected outcomes are highly relevant to the strategies of TMEA, the partner organizations, the EAC, the target government and target beneficiaries, as applicable. It is clear how they contribute to aggregate strategic outcomes and contribute to a coherent TMEA strategy. Interventions are fully consistent and complementary with activities supported by projects in TMEA and/or by other donor organizations.</p>

<b>EFFICIENCY</b>	Adaptive management of plans and budgets	<p>TMEA Rwanda has put in place a strong management structure aimed at managing for success and efficiency at both the program and project levels. The evaluation data suggest that all project team have a strong command of the strategic and operational issues concerning related to the program and its implementation. The program management structure for TMEA is proactive and dynamic. TMEA Rwanda leadership is alerted to potential and emerging issues in a timely manner, through constant communication (monthly); and the project team follows TMEA’s management (financial and otherwise) guidelines to address challenges to implementation quickly and succinctly.</p> <p>There are indications that the program team manage relationships with key stakeholders and donors in a proactive manner. Stakeholders from program leadership, to beneficiaries and project teams have a common understanding of each other’s roles and responsibilities, thus enabling smooth communication and coordination of implementation. Both team managers and stakeholders contributed to building and maintaining effective working relationships. In general, communication between TMEA, stakeholders and project managers is open, transparent and sustained.</p>	<p>The project team identifies and understands all of the strategic and operational issues concerning the project. Actions taken or recommended actions to overcome implementation issues are well founded and insightful. The project manager and team is always proactive at monitoring implementation and progress towards results (outputs and outcomes) and implementing actions to avert or overcome them, enlisting others support where necessary. The funder is alerted to potential issues or issues in a timely manner; and the implementing organisation always follows funder management (financial and otherwise) guidelines. The project implementation context and problem to be addressed is regularly analysed and the project plan adjusted as necessary to ensure they are relevant and realistic. Monitoring occurs systematically and is based on updated and complete MPs. There is strong evidence that innovations or best practices have been used during project management.</p>
-------------------	--	--	---

	Relationship management and communication	<p>TMEA Rwanda has put in place a strong management structure aimed at managing for success and efficiency at both the program and project levels. The evaluation data suggest that all project team have a strong command of the strategic and operational issues concerning related to the program and its implementation. The program management structure for TMEA is proactive and dynamic.</p> <p>There are indications that the program team manage relationships with key stakeholders and donors in a proactive manner. Stakeholders from program leadership, to beneficiaries and project teams have a common understanding of each other's roles and responsibilities, thus enabling smooth communication and coordination of implementation. Both team managers and stakeholders contributed to building and maintaining effective working relationships. In general, communication between TMEA, stakeholders and project managers is open, transparent and sustained. Verbal and written communications systematically provide useful implementation insights, lessons learned, recommendations and actions to address outstanding issues.</p>	<p>The project team manages relationships with key stakeholders and funders proactively and face-to-face communication occurs on a regular basis (e.g. monthly). Stakeholders and the project team have a good and common understanding of theirs, and each other's, roles and responsibilities. All parties put in considerable effort to build and maintain effective working relations. Communication is open, trusting and constructive. Verbal and written communications systematically provide useful implementation insights, lessons learned, recommendations and actions to address any issues raised. Regular project monitoring reports are always received on time, are accurate, informative and results orientated in that they provide a clear picture of performance and achievements against monitoring plans.</p>
--	---	--	--

	Translating inputs into outputs	<p>TMEA Rwanda country programme has made strong progress achieving pre-established outputs, the following are some of the highlights: First (70% of registered clearing agents completing transactions online) the end of programme target under the Electronic Single Window programme with RRA has already been exceeded and an agreement was reached with RRA on the funding ReSW under phase 1b of the Rwanda Programme. Second, testing time for RSB has considerably declined over the review period thanks to equipment procured by TMEA.</p> <p>Third the number of Single window components with public sector standards organisations operational has exceeded targets, and more ambitious targets have been set for the next phase of the program. In fact across all projects, more than 80% of outputs have been achieved. Project managers, coordinators and the entire project team credit project management monthly meetings for providing an effective forum through which to facilitate successful implementation of program activities and ensuring that TMEA Rwanda and sub-projects remained on track.</p>	<p>Most (e.g. 75% +) outcomes/targets are achieved (at project-level and/or in TMEA's results framework and theory of change). Achievement peaks at long-term outcomes and changes have occurred at short and medium term outcomes also. Where implementation is still occurring, there is good evidence that short and medium term outcomes/targets are being achieved. Strong consideration has been taken of gender issues; if implementation is advanced many gender-positive changes have been observed.</p>
EFFECTIVENESS	Translating outputs to outcomes, including gender	<p>TMEA's expected result in SO1 is not yet measured. SO2 outcome is currently exceeding target and SO3 is meeting targets on one measure and is not yet expected to meet targets on the other. Further, several key project measurements indicate good progress toward goals. We found that Translating Outputs to Outcomes is very effective.</p> <p>Gender was not included in the initial proposal of all projects. Based on the interviews the evaluation team had with TMEA and both its partners and direct beneficiaries, gender was not systematically streamlined during project design. The issue was raised by several evaluations and TMEA took steps to address it by hiring a corporate gender advisor and by putting in place a gender strategy that maps out gender standards and protocols for all TMEA projects. At the time of this evaluation, about 40% of the projects that were investigated had a gender action plan under implementation. The projects under development seemed to be gearing towards greater gender integration in their strategies.</p>	<p>A majority (50 to 75%) of outcomes/targets are achieved (at project-level and/or in TMEA's results framework and theory of change). Achievement predominantly focuses on short and medium term outcomes. Where implementation is on-going, there is good evidence that short term outcomes are being achieved. Moderate consideration has been taken of gender issues; if implementation is advanced some gender-positive changes have been observed.</p>



EFFECTIVENESS	Additionality	<p>TMEA has developed partnerships with institutions that are more appropriate to deliver and attain program objectives that would ultimately minimise challenges faced by Rwanda. Donors and partner’s countries have been engaged. TMEA cooperates with a number of development partners, in particular TMEA governance consists of at country level a National Oversight Committee (NOC) composed of key donors and partners who provide strategic guidance and supervise programme implementation.</p> <p>TMEA relies on a demand driven approach, i.e. projects are normally proposed by partners (with the new ToC now ensuring a coherent approach across TMEA), which is a good way to ensure that the projects to be implemented come in addition to other projects and that overlapping is minimized.</p>	<p>There is strong evidence that the project or initiative would have not occurred without TMEA funding. For advanced or completed projects, there is evidence of responsibilities having been fully institutionalized.</p>
---------------	---------------	---	---

SUSTAINABILITY	Sustainability addressed; sustainability of outputs and outcomes achieved	<p>TMEA’s aim is to improve the sustainability its work by building capacity of its partners, which includes regional institutions, government ministries and agencies; private sector actors and civil society groups. TMEA seeks develop and reinforce institutional structures to increase their ability to fulfill their mandates and maintain their institutional efficacy, without donor support. Equally its work with governments on improving conditions for the movement goods and increased trade including supporting infrastructure development (border crossing, roads and ports, policy (NTBs and trade agreements) and improved capacity to facilitate transactions through government efficiency aim to ensure sustainability. The capacity building with all actors focuses on the transfer of knowledge to its partners, and in the case of the support to the EAC Secretariat, it focuses on improved fiduciary management and financing to assure sustainability. Sustainability of increased trade throughout East Africa is at the heart of TMEA’s purpose and its work with its partners. Enhancing global competitiveness is a key element for trade competitiveness and enhanced trade and a significant feature of the East African Community strategic plan</p> <p>There are indications that some projects implemented by RCP have the characteristics of durability. Overall, we find the RCP is somewhat sustainable in this category. In specific, we find that the majority of the RCP programs did not have a sustainability plan but some of the results achieved (or to be achieved) will be sustainable in the medium/long run.</p>	<p>Several activities are included to address sustainability and are mostly clear and relevant. Monitoring of the sustainability of some of the outcomes is planned or undertaken. A relatively clear exit strategy exists and is periodically updated. The strategy includes a broad description of how some project activities or the benefits thereof will be sustained on completion. Some responsibilities are outlined. Most on-going maintenance or operational costs have been estimated and the organization has a broad and realistic plan of how to fund these.</p>
----------------	---	--	--

<b>IMPACT</b>	Achieving long-term outcomes	<p>TMEA has not yet determined whether or not it has met its targets for 2014/15 trade levels, its top line outcome, which is problematic. Trade has increased between Rwanda and the other EAC countries from 2012 to 2014. In August 2014, the governor of the national bank of Rwanda communicated that “exports to the EAC amounted to \$97.8 million in the first half of 2014, up from \$70.7 million in the same period the year before 2013. This was a 38.6 per cent increase”</p> <p>Since most of the projects have just been completed, it is actually difficult to find substantial evidence to demonstrate the unique contribution of RCP in increasing trade between Rwanda and the EAC countries or improvement in the lives of Rwandan citizens.</p> <p>Overall we find that the RCP has had limited demonstrable impact in this category because most of the projects have just been completed or are being implemented but, we find that RCP is on track to achieve its Long Term Outcomes based on the fact that most projects have realised their outcomes in totality while others have realised them partially. For those projects that have not realised their outcomes fully, they seem to be track and are likely to achieve them.</p>	<p>There has been strong intended or unintended progress towards impacts (50-75%) on long-term outcomes (i.e., Increasing physical access to markets; Enhancing trade environment and improving business competitiveness), or this is likely to occur in future. Measurement of the project’s contribution to these outcomes has been completed, and the results chain convincingly articulates the linkage to these ultimate impacts. Limited consideration has been taken of differential impacts for men and women.</p>
---------------	------------------------------	--	--

## **Annex 5: Case Studies**

*Case studies accompany the report.*

## **Annex 6: Photographs**

*Photographs accompany this report in a separate file.*

## **Annex 7: Quality Control Guide**

*Guide accompanies this report in a separate document.*



## Annex 8: RCP Projects and their link with Strategic Objectives

### SO 1 – Increased Physical Access to Markets

**Programme Output:** Improved implementation of transport laws and enhanced capacity and efficiency of transport infrastructure

Project	Description/Status
<b>Kagitumba OSBP construction and IBM (\$600,000)</b>	Construction of the OSBP has been completed. Computers, furniture have been delivered; OSBP operational procedures have been reviewed by the project Joint Committee; Training to border officials on OSBP procedures, integrity and Anti- corruption requirements was conducted.
<b>Kagitumba Mirama Hills bridge (\$1.8M)</b>	Construction is of the bridges started in October 2014. Progress at Rwanda 1/ Uganda 1 bridge is 65% and Uganda 2/Rwanda 2 Bridge is at 78%. Construction is expected to conclude by November 2015.
<b>Public Private Partnerships TA Services for Rwanda (\$2.8M)</b>	The Trade Logistics Hub phase 1 feasibility study was completed. Shortlisting of investors for both KLP and Bonded Warehouses for Rusizi and Rubavu has been completed. The Concession Agreement for the Kigali Logistics Platform has been reached soon and signing is expected soon.

### SO 2 – Enhanced trade environment

**Programme Output:** Strengthened EAC regional trade integration capacity

Project	Description/Status
<b>Support to MINEAC to effectively co-ordinate Regional Integration (\$5.9M)</b>	Capacity building has been provided to the Ministry of EAC through Technical Assistance and training, as well as raising public and Institutional awareness of the EAC's regional integration programmes.  85% of Rwanda-specific Common Market Protocol work plan commitments have been achieved
<b>Capacity Building on Regional Integration (ESAAMI-TRAPCA) - (\$785,000)</b>	A capacity building program that will contribute to the development of a cadre of RI experts from key stakeholders in government and PSO/CSO in Rwanda.
<b>Rwanda EAC Legislative Compliance Programme</b>	Support was provided for the development/implementation of the Legislative reform plan for the approximation of EAC laws to and develop a rolling, prioritised and sequenced EAC Legislative Reform Programme through TA to

	(MINIJUST)
<b>EALA Rwanda Chapter</b>	<p>The capacity of EALA MPs has been strengthened through training and awareness creation. Research &amp; Rwandan position papers on EALA legislation have been developed and disseminated</p> <p>EALA Researcher has supported EALA-Rwanda Chapter in undertaking analysis on the Cross-border trade and partnership and private equity bill 2015; East African Legally binding bill which was passed 2015; EAC electronic Transaction bill 2014; and Sensitization of the Rwandan Citizens on these bills, EAC projects and programme and their implications on the Rwandan economy and Rwandan citizens</p>

**Programme Output:** Effective trade systems, agencies & procedures

<b>Project</b>	<b>Description/Status</b>
<b>RRA - Institutional Capacity Building (\$8.9M)</b>	<p><b>Capacity Building:</b> All training modules for the capacity building programme have been delivered and Graduation planned for November 2015</p> <p><b>ReSW:</b> Phase I of the Rwanda Electronic Single Window was completed and Phase II started late in 2014. The process to integrate with other Agencies is underway.</p> <p><b>ECTS:</b> Development of an Electronic Cargo Tracking System is scheduled to begin in October once procurement is completed <b>**New project**</b></p> <p><b>AEO:</b> Authorised Economic Operators accreditation process set to begin with mapping of AEO's planned to be conducted before the end of October 2015. <b>**New Project**</b></p>
<b>Development of Single Window Systems (SWIFTs) – (\$264,000)</b>	<p>TMEA is working with the Rwanda Standards Board (RSB), Rwanda Development Board (RDB), Rwanda Ministry of Health and Rwanda Ministry of Agriculture to automate their trade facilitation business processes and set up their trading regulations information portal.</p> <p>Rwanda Standards Board and Ministry of Agriculture SWIFT have been integrated to the ReSW</p>

**Programme Output:** Efficient implementation of national and regional NTB mechanisms

Project	Description/Status
<b>Rwanda NTB national monitoring committee (\$1.3M)</b>	Support provided to the Rwanda National Monitoring Committee (NMC) through Technical Assistance to strengthen their capacity to advocate for the elimination of different NTBs and NTMs. A total of 10 NTBs have been removed by Rwanda which include (Regional, Bilateral and National)
<b>Trade research policy capacity (\$4.3M)</b>	Support is being provided to the Ministry of Trade and Industry (MINICOM) through a Trade Policy and Capacity Development Adviser. Studies have been conducted on trade flows, cross border surveys and competitiveness between Rwanda and the EAC The revised National Export strategy has been approved by the cabinet and the Cross-border Unit within the External Trade department has been launched and is now implementing the CBT strategy  Support has been provided to MINICOM in the development of a Trade & Logistics Hub through Technical Assistance

**Programme Output:** Effective regional and national framework for managing trading standards across the EAC

Project	Description/Status
<b>RSB institutional capacity development / Product standards certification (\$4.5M)</b>	Rwanda Standards Board (RSB) has been supported to in achieve regional harmonisation of standards and strengthen its capacity. Procurement of testing equipment has been completed for mycotoxin, mineral content and essential oils, and training conducted. This has led to the reduction in the average time to test and issue relevant certificates for selected goods for intra-regional export from 45 to 7 days  6 companies have been certified on ISO 9001 and 2 enterprises certified on HACCP

### SO 3 – Improved business competitiveness

#### Programme Output: Private sector/ civil society-led policy formulation

Project	Description/Status	Evaluation Status
<b>PSOs advocacy campaigns (\$3M)</b>  Support to the Private Sector Federation, ADR, Kigali Bar Association and Chamber of Tourism	Strengthened the Private Sector engagement on regional integration and trade Issues through; Strengthening the capacity of Private Sector Federation and 3 Chambers to effectively represent private sector interests on regional integration; developed Rwanda lawyers knowledge and understanding about EAC integration in partnership with the BAR association; supported the hospitality sector to meet EAC Standards in partnership with Chamber of Tourism and Supported freight forwarders to meet EAC standards in partnership with the Freight Forwarders Association	PSO/CSO Evaluation was done covering the Private Sector Federation, EACSO and Pro-Femmes/Twese Hamwe.  Final report has been submitted
<b>CSOs advocacy campaigns (\$2M)</b>  Support to EACSO and Micro - Justice	Strengthened Civil Society's engagement on regional integration and trade Issues through capacity building of the National Platform for Civil Society to represent civil society interests on regional integration; explored challenges of mutual recognition of national social security systems to facilitate free movement of labour in the EAC in partnership with Human Rights Umbrella group; Provided micro-justice services at Gatuna Border Post to facilitate the free Movement of Persons, Goods, Services and Capital.	

#### Programme Output: Improved processes for traders, esp. women

Project	Description/Status	Evaluation Status
<b>Pro-Femmes/Twese Hamwe (\$240,000)</b>  **Active**	Support was provided to Pro-Femmes/Twese Hamwe to train women in Cross Border Trade; investigate challenges that informal women traders face crossing borders and advocate for policies that address gender specific issues	Project was part of the PSO/CSO evaluations conducted

#### Programme Output: Improved quality & standards of goods and services

Project	Description/Status	Evaluation Status
<b>Improved Quality Standards - RALIS/MINAGRI (\$1M)</b>  **Recently approved project**	Facilitate introduction of standards in food safety and Sanitary Phyto-Sanitary (SPS) measures, increasing private sector awareness about food and quality management systems, and increasing capacity and awareness in the animal export sector	Not done

#### Programme Output: Strengthened export capabilities

Project	Description/Status	
<b>Traidlinks / Export Development (\$1.2M)</b> <b>**Active**</b>	Support was provided to Traidlinks to link Rwandan potential exporters to buyers in the EAC market, build the capacity and competency of the qualified Rwandan local businesses and provide direct technical support to new and existing exporters	Evaluation ongoing
<b>Rwanda Staples Export Capability (\$981,000)</b> <b>**Recently approved project**</b>	Project aims at increasing the quantity of grain sold through warehouses and on the Exchange in Rwanda and increased the quantity of grains produced by the cooperatives sold through the warehouses	Not done
<b>Improved Cross-Border Environment with DRC (\$500,000)</b> <b>**Recently approved project**</b>	Project aims at enhancing cross-border trade environment between Rwanda and DRC, setting up cross-border market for informal traders in Rwanda, and producer development and value addition activities.	Not done



## **Annex 9: Assumptions and Limitations of the TRADE CBA Tool**

TRADE was originally developed based on a need to develop a Value for Money (VfM) assessment in order to fulfill DfID reporting requirements. As such, the framework was prepared within the context of two sets of DfID guidance:

1. Guide to Investment Appraisal for DFID Economists, April 2005, and
2. How To Note: A Strengthened Approach to Economic Appraisals, February 2009

In specific, TRADE is designed to generate Cost Benefit Analysis (CBA) outputs for TMEA programmes.

### **CBA Concept Overview**

CBA is a conceptual framework that quantifies in monetary terms as many of the costs and benefits of an intervention (e.g., a policy, project, measure) as possible. Benefits are broadly defined. They represent the extent to which people impacted by the intervention are made better-off, as measured – whenever possible – by their own willingness-to-pay. In other words, central to CBA is the idea that people are best able to judge what is “good” for them, what improves their well-being or welfare.

CBA also adopts the view that a net increase in welfare (as measured by the summation of individual welfare changes) is a good thing, even if some groups within society are made worse-off. Thus, an intervention would be rated positively if the benefits to some are large enough to compensate the losses to others.

Within a CBA framework, the timing of benefits and costs is also important because CBA is typically a forward-looking exercise, seeking to anticipate the welfare impacts of an intervention over its entire life cycle. Future welfare changes are weighted against today’s changes through “discounting”, which is meant to reflect society’s general preference for the present, as well as broader inter-generational concerns.

Discounting is a method used to convert future costs and benefits into a common year. The procedure expresses future outcomes in their present value and permits the level-playing field comparison of options whose costs and benefits occur at different rates over time. The conversion involves the use of a discount rate, the annual percentage change in the present value of a future dollar (or other unit of account).

In general, with higher discount rates, less value is assigned to future costs and benefits. And because benefits tend to arise later than costs, higher discount rates will typically reduce an intervention's apparent value proposition.

The outcomes of any BCA rely on a large number of measurements, projections, and assumptions all of which are subject to considerable uncertainty. To account for that uncertainty, a variety of analytical techniques are available, including sensitivity analysis.

The primary purpose of a sensitivity analysis is to help identify the variables and model parameters whose variations have the greatest impact on the BCA outcomes, the so-called "critical variables." The sensitivity analysis may also be used to:

- Evaluate the impact of changes in individual critical variables – how much the final results would vary with reasonable departures from the "preferred" or most likely value for the variable; and
- Assess the robustness of the BCA and evaluate, in particular, whether the conclusions reached under the "preferred" set of input values are significantly altered by "reasonable" departures from those values.

CBA is different in purpose and in scope from Effectiveness Analysis and Cost-Effectiveness Analysis.

*Effectiveness Analysis* is an effort to determine whether the impacts of an intervention are "as expected" (i.e., whether the intervention produces an improvement), and statistically significant.

*Cost-Effectiveness Analysis*, in contrast, compares the outcomes associated with using a given amount of resources in different situations. It has also been described, perhaps confusingly, as an effort to determine the "least costly way of achieving a given level of benefits" or service. Cost-effectiveness analysis does not require that benefits or outcomes be expressed in monetary units. The term "cost effectiveness," itself, is often used to represent the unit cost of achieving a stated objective. Thus, in transportation safety, interventions may be compared in terms of cost per accident avoided or per life saved. In transportation planning, estimates of the "cost per new user" are often used for new transport facilities. One important limitation of cost-effectiveness analysis, however, is that it does not help define the "optimal" (socially or otherwise) level of service provision, because total benefits are not compared to total costs.

CBA is also different from a Financial Analysis or Business Case Assessment. Where a *financial analysis* focuses on the costs and benefits accruing to a specific entity, and considers payments received by that entity (from other members of society) as a "benefit", CBA generally ignores transfers and considers a cost to be a cost, regardless of who is paying for it. In other words, the primary purpose of a CBA is to assess the total, societal costs and benefits of an intervention and to help identify the option - or mix of options - that maximizes "social welfare" per dollar invested.

CBA results in a number summary metrics that can be used for interpreting the economic analysis findings. These include:

- Present discounted value of direct and societal benefits;
- Present discounted value of direct and societal costs;
- Net Present Value: the present value of total benefits minus the present value of total costs;
- Benefit/Cost Ratio: the present value of total benefits divided by the present value of total costs;
- Internal Rate of Return: the discount rate that would give a countermeasure a net present value of zero; and
- Payback Period: the number of years until program implementation costs are recouped through the accumulation of annual benefits;

### **Valuing Time Savings and Trade Growth in East Africa**

A key input into the Cost Benefit Analysis is the value of saving time in transport. Delay cost savings drive about 43% of benefits in the project level approach. Given the scale of time savings expected, the value of that time greatly influences the predicted programme returns. In this analysis, we base the time savings value on work done by CPCS Transcom for the Northern Corridor Transit Transport Authority (NCTTCA) in 2010.<sup>48</sup> CPCS estimates the direct and indirect costs of delay along the Northern Corridor based on available data, interviews, surveys and field observation. Their estimates of cost of delay are based on direct costs, inclusive of container freight station storage charges and demurrage charges, and indirect costs based on estimated opportunity cost for delay of delivery of items in transit as well as the opportunity costs of excess inventory necessary to account for uncertainty in stock delivery time. We take CPCS's country-specific estimates of costs and weight them, for those countries for which CPCS provides an estimate, by the total annual volume of goods shipped, to generate a region-wide per day cost of delay estimate of \$450.81. Of this \$301.44 is the direct cost of delay and \$149.38 is the indirect cost.

Another key input, broadly applied across project analyses, is the annual rate of traffic growth. The CDS includes some data regarding national import and export volumes over time.<sup>49</sup> TMEA has historically applied a 5% average annual growth rate assumption to its economic analyses. Based on the CDS data, this assumption is reduced to 4.91% for this study. This assumption is applied to all pre-defined project analyses that impact commercial traffic except for the Rwanda Bureau of Standards intervention.

---

<sup>48</sup> CPCS, *Analytical Comparative Transport Cost Study Along the Northern Corridor Region*, 2010.

<sup>49</sup> Nathan Associates, *Corridor Diagnostic Study*, see for example, Trade and Traffic Forecast page 17, Trends in Landlocked Countries.

In most cases, it is difficult to obtain an estimate of current delay, much less a data series that might make it possible to extrapolate a delay growth estimate. For this reason, the analysis assumes that delays grow in direct proportion to the growth in over-all traffic.<sup>50</sup>

A major benefit resulting from infrastructure enhancement projects is the incremental increase in trade volume resulting from the reduction in transport cost. Induced trade benefit is evaluated based on the percent change in transport time and the effect of transport costs on trade. The elasticity of trade with respect to transport cost used in TRADE is based on Limão and Venable's (2001) model<sup>51</sup>. Their analysis is based on 4,516 bilateral trade flows focusing in the most part on sub-Saharan African economies. They estimate an elasticity of trade flows to transport cost factor in the range of -2 to -3.5. The analysis applies an elasticity of -2.5 to transport cost reductions. Within TRADE, all projects that reduce transport time apply this assumption to estimate the benefits of trade growth. The trade growth benefit is estimated based on the time improvement generated by the intervention relative to the average total shipping time and the estimated profitability of the additional trade induced. The analysis assumes a very conservative profitability of 2.5% based on prior TMEA economic analyses.

### Value of Delay Reduction per Day Calculations

Costs per Day of Delay in US\$	Rwanda	Kenya	Uganda	Burundi	Southern Sudan	Weighted Avg.
Transported goods per truck (V)	55000	40000	50,000	60000	65000	
Capital opportunity cost (C)	30%	25%	30%	30%	45%	
Fixed vehicle operating costs per day (T)	318	220	372.67	225.69	220.32	
<b>Total direct costs per day ((V*C)+T)</b>	<b>363.21</b>	<b>247.40</b>	<b>413.77</b>	<b>275.01</b>	<b>300.46</b>	<b>301.44</b>
Cost of unreliability per day						
3 months inventory value	600000	600,000	600000	600000	600000	
1 month extra stock	200000	200,000	200000	200000	200000	
Capital opportunity cost	30%	25%	30%	30%	45%	
One month extra stock opportunity cost	60000	50,000	60000	60000	90000	

<sup>50</sup> For further discussion see Section 5.1.1

<sup>51</sup>Limão N and Venables A J (2001) 'Infrastructure, Geographical Disadvantage, Transport Costs, and Trade', *The World Bank Economic Review*, 15, 451-479.

Costs per Day of Delay in US\$	Rwanda	Kenya	Uganda	Burundi	Southern Sudan	Weighted Avg.
<b>Extra stock opportunity cost per day</b>	<b>164.38</b>	<b>136.99</b>	<b>164.38</b>	<b>164.38</b>	<b>246.58</b>	<b>149.38</b>
<b>Total hidden costs per day</b>	<b>527.59</b>	<b>384.38</b>	<b>578.15</b>	<b>439.39</b>	<b>547.03</b>	<b>450.81</b>
Share of total tonnage, 2008	4.3%	62.3%	28.2%	2.7%	2.5%	

The value of delay reduction is applied to all pre-defined projects except the Rwanda Standards Board (RSB), Burundi Office of Revenue (OBR) and ASSET interventions. The ASSET and OBR projects do not rely on a time savings valuations, though such time savings may exist. The RSB project does rely on a time savings valuation, but is based on a Rwanda-specific value of \$209.59, which excludes vehicle operation cost savings which are not relevant to that intervention.

### **Valuing Revenue Generation**

Strictly speaking, revenues gains cannot be referred to as an economic benefit as the collection of taxes represent a transfer payment within the economy. However, increased revenues do give some indication of the efficiency gains expected to result from a more equitable and efficient taxation system. Better revenue administration is likely to both reduce economic distortions within the economy and to improve income distribution. For the purposes of this TRADE analysis, however, revenue gains were not factored into the estimation of benefits.

### **Application of Discounting**

All economics analyses of investments require discounting. This is true of the more simplified Performance Evaluation Matrix approach and of the CBA approach. Discounting reflects a “time value of money” concept. That is, a dollar today is worth more than a dollar tomorrow. Why is money worth more today than tomorrow? DfID’s economic assessment guidance provides two main reasons for applying discounting.

The first of these reasons is the *time preference of money*:

“A given sum has a lower subjective value to a person or society, the later it arises. A person offered the same sum now or in the future will normally choose to have it now, and will subjectively discount the value of getting the same sum in future. This is true even if there is complete certainty about receiving the sum in future, and results from myopia, an urgent need for gratification (e.g. because of poverty or greed) or the belief that future consumption will be greater (hence the marginal utility of a given amount of consumption will be less). Governments, acting on behalf of their citizens, reflect these collective concerns through social time preference, for example where they expect future average incomes to be higher than now. However, governments can, and should, take a longer view than that commonly held by individual citizens, since society will continue, whereas individual mortals will not.”

The second reason for discounting future flows of value is the *opportunity cost of capital*:

The second reason for discounting is the opportunity cost of capital. A sum of money is worth more now than in the future because it can be invested profitably or lent for interest right away. In this case the discount rate is the inverse of the rate of interest. Capital committed to a project earning a return in future could have been earning interest or profits now. The discount rate reminds us of what is being forfeited, and sets a threshold rate of return for the project to achieve.

In a cost benefit analysis, because the costs are typically separated in time from the flow of benefits – that is, the costs are usually upfront and the benefits accrue over time – discounting is very useful for orienting our thinking around the true difference in value between the two categories.

The *discount* rate, then, indicates how much more one values present consumption (utility) versus future consumption (utility). The higher the discount rate the more one values present consumption relative to future consumption. The lower the discount rate the more one values future consumption relative to present consumption.

When a time flow of values – either costs or benefits – is discounted using the correct discount rate and summed together, the product is a *present value* (PV). The formula for the PV of a flow of expenditures (costs) is represented as follows:

$$PVC = \sum_{t=0}^n \frac{C_t}{(1+r)^t}$$

Where, PVC is the present value of costs

$C_t$  is the cost at a given time,  $t$ , and

r is the discount rate

These are summed for all time points to generate the present value. Where the PVC is deducted from the PV of benefits (PVB) you generate the *net present value*.

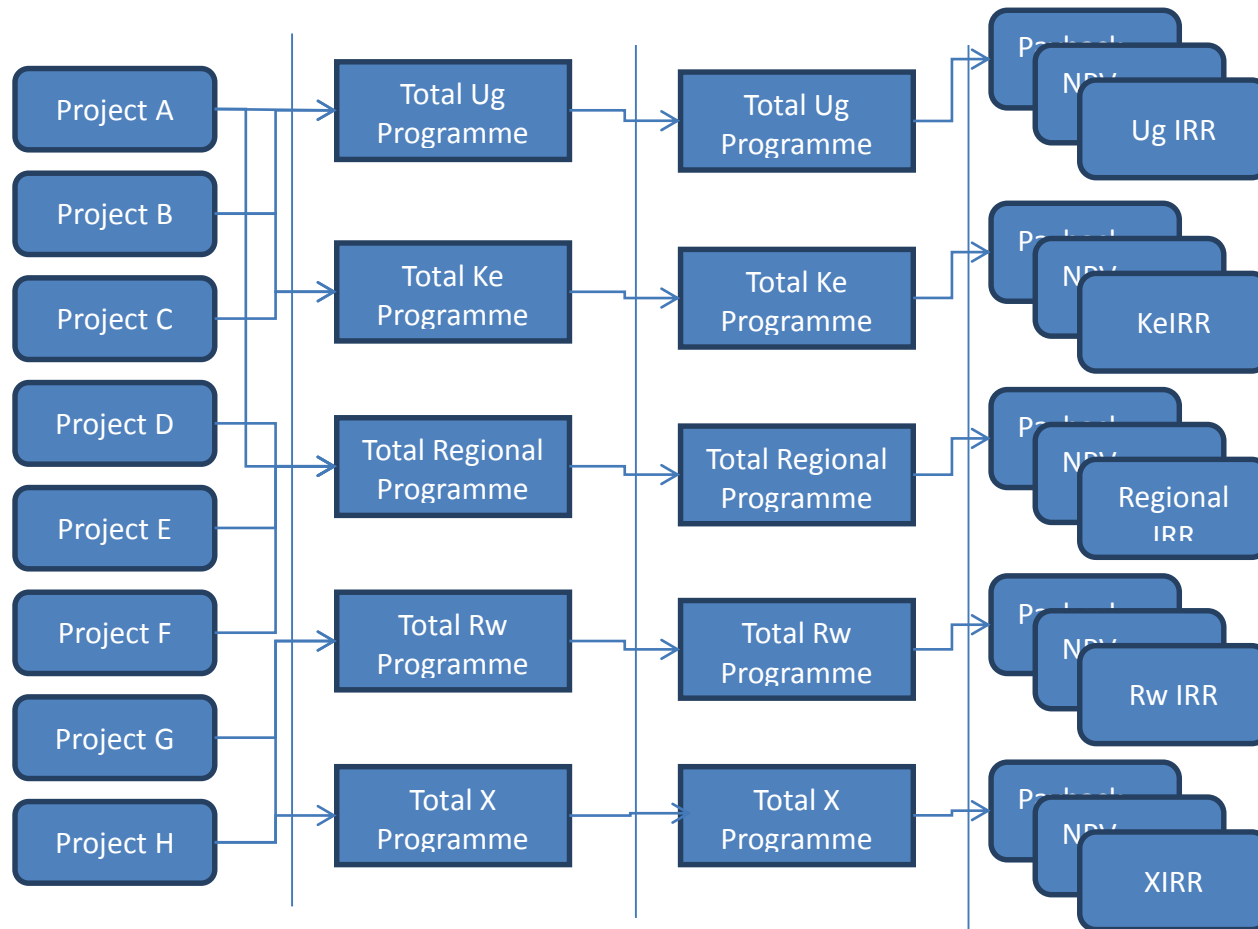
The DfID guidance suggests that the best discount rate to use in a given analysis is that estimated by the client of the proposed intervention as their social discount rate. However, the guidance is also realistic that most DfID clients are unlikely to have conducted such analysis. The model is pre-defined with a 10% discount rate, the rate used in the 2012 CBA update. However, the model also allows for the user to adjust the rate.

### **Approach to Projects Spanning Multiple Programmes**

A number of the projects pre-defined within TRADE are funded out of multiple programme budgets. To avoid double-counting, falsely claiming the full benefit of an improvement multiple times within the overall analysis, TRADE applies a method of allocating benefits across programmes. To accomplish this, TRADE includes the capability to allocate a given benefit stream to multiple programmes. Where an intervention is represented in multiple programmes we divide and allocate its benefit. Though it is conceivable that one programme may have a greater per dollar impact on the project than another (because, for example, they are funding different aspects of the improvement, or different phases), TRADE allocates benefit based on the proportion of the undiscounted budget contribution to the overall cost. For example, both the Tanzania and Burundi programmes are funding processing improvements at the Kabenga/Kobero border crossing. Of the almost \$11 million budget for improvements, the Tanzania programme is funding 57.4%. As such, whatever benefit is estimated from those improvements will be allocated 57.4% to the Tanzania programme and 42.6% to the Burundi programme.

The diagram below illustrates how the allocation of project effects between contributing programmes will flow through the economic analysis:

### Illustration of Project Benefit Allocation in the Economic Analysis





## Pre-defined Data and Assumptions

TRADE includes baseline assumptions for all programmes that can be adjusted or overwritten by the user. This section discusses the types and sources of such data and assumptions.

### Definition of TMEA's Programmes and Projects

For the purposes of TRADE, TMEA's projects have been organized into seven programmes. These are:

- **Kenya**  
The Kenya Programme includes projects coded 901 through 999 and includes the Kenya Mombasa Port project.
- **Uganda**  
The Uganda Programme includes projects coded 1001 through 1099.
- **Tanzania**  
The Tanzania Programme includes projects coded 1101 through 1199
- **Rwanda**  
The Rwanda Programme includes projects coded 1201 through 1299
- **Burundi**  
The Burundi Programme includes projects coded 1301 through 1399
- **South Sudan**  
The South Sudan Programme includes projects coded 1401 through 1499
- **All Regional Programmes combined**  
The Regional Programme includes Economic Corridor and Transport (projects 101 to 199), EAC (201 to 299), Regional Integration (301 to 399), PSO/CSO (401 to 499), EATIP (1501 to 1599), and TCIP (1601 to 1699)

Certain programmes have overlapping projects. For example, the Regional programme may fund a port improvement that is also being funded by the Ugandan programme. Separate budgetary contributions from separate programmes to the same improvement effort have unique coded projects within each contributing programme.

## Pre-defined Projects and Project Assumptions

TRADE includes pre-defined data and assumptions relating to the set of TMEA projects that were included in the 2013 CBA update, as well as an expanded Kagitumba border crossing inclusive of the Gatuna road. While these projects are pre-defined within TRADE, users may adjust these pre-defined data and assumptions or exclude specific projects from their analyses, if desired. The table below describes the projects pre-defined in TRADE and the basis of the estimated impact of each project currently included in TRADE.

### Summary of Pre-Defined Projects Included in TRADE

Project	Basis of Impact Estimate
Authorities responsible for Mombasa port and port users improve efficiency and effectiveness of port operations	TMEA Subject Matter Expert
Border agencies improve the efficiency and effectiveness of border processing at Taveta/Holili	TMEA Subject Matter Experts; Logframe
Border agencies improve the efficiency and effectiveness of border processing at Busia	TMEA Subject Matter Experts; Logframe
Border agencies improve the efficiency and effectiveness of border processing at Nimule	Logframe
Uganda Revenue Authority improves efficiency of customs processing	TMEA Subject Matter Experts; Logframe
Border agencies improve the efficiency and effectiveness of border processing at Mutukula	TMEA Subject Matter Experts; Logframe
Border agencies improve the efficiency and effectiveness of border processing at Tunduma	TMEA Subject Matter Experts; Logframe
Border agencies improve the efficiency and effectiveness of border processing at Kobero/Kabanga	TMEA Subject Matter Experts; Logframe
Tanzania Port Authority improves its efficiency whilst providing for growth	Logframe
Border agencies improve the efficiency and effectiveness of border processing at Kagitumba/Mirama Hills and support construction of an improved Gatuna Road.	TMEA Subject Matter Experts; Logframe

Project	Basis of Impact Estimate
RRA and other agencies reduce time to process & clear goods.	TMEA – RW RRA Study
RSB improves quality infrastructure for implementing standards, testing and certifying products	From RSB in TMEA RSB CBA
ASSET operational on the economic corridors	ASSET Business Case

In addition to these, TRADE includes certain pre-defined projects for which, as of the 2012 CBA update, TMEA had either no impact estimate, or for which there was no counterfactual data available, or for which it was uncertain that funding would be requested. These projects are pre-defined project categories within TRADE but TRADE includes no data or assumptions for these projects, though the user may input them as desired. These are listed in **Error! Reference source not found.**

### Other Pre-Defined Projects with No Impact or Cost Estimates

Project
Bujumbura airport improves customs management
Bujumbura port improves efficiency of goods processing
Burundi Office of Revenue: Enhancement of taxpayers's compliance level
South Sudan Customs Service improves the efficiency of import and export processing by 2014
SSCS improves efficiency of cross-border processing at selected borders
Reducing Freight Logistics Costs through a strong regional clearing and forwarding agents Federation Advocacy Implementation

TRADE includes assumptions about these projects that represent the most recent information available at the time of initiation.

TRADE evaluates the impact of TMEA interventions at the individual investment level. Generally this means evaluating the traffic impacts at a specific border crossing or port. Project benefits are quantified in three categories:

- Time Savings – a direct benefit of the majority of interventions included in the analysis

- Induced Trade – additional profitability for EAC firms based on time savings for export goods and reduced prices for import consumption. The induced trade does not feedback into the traffic forecast or time savings and may result in over-estimation of time savings benefits
- Improved Capital Availability – This is specific to the ASSET Project and results from reduced borrowing requirements to fund transit bonds

In each case the benefits are calculated based on a forecasted counterfactual condition and an estimated impact of intervention. The estimated impacts of intervention at the project level are based on indicators described in TMEA logframes and monitoring and evaluation plans. TMEA has generated these impact estimates by analyzing available baseline information, synthesizing where possible differing information and using in-house subject matter experts who understand the projects as well as the context for implementation.

### **Establishing the Counterfactual Condition and Sources of Data**

There is no region-wide source for traffic and delay estimates at the network segment level in East Africa. TRADE’s project level analysis method is forced to rely on data widely differing in collection technique, timing, quality and certainty by location. For locations where a border audit had been conducted, this data is considered and generally included. Where the relevant port authority or customs agency had performed a time release study in the recent past, this data is included in the current version of TRADE. For port and border post improvement projects a baseline traffic level is first defined, inclusive of expected diverted traffic, where relevant. A baseline dwell or processing time, depending on the investment type, is also defined. Both of these baseline conditions are then forecasted over the analysis period based on an assumed rate of average annual traffic growth regionally and a direct relationship between traffic growth and wait time growth.<sup>52</sup> For non-infrastructure projects – ASSET, OBR and the RSB capacity enhancement project, for example – the baselines are defined in the project studies and logframes and are relied upon in the economic model. The ASSET counterfactual is assumed to grow at the same rate as all traffic. The RSB counterfactual testing growth is pre-defined as growing at 6.5% annually, as forecasted by RSB.

The intervention cases are generally based on the TMEA programme indicators as specified in the TMEA programme logframes and/or Outcome Monitoring Plans. They are specific to the interventions included in the analysis. In most cases these are specified as improvement factors or

---

<sup>52</sup> The assumed relationship between traffic growth and queue time growth is based on accepted forecasting models for traffic delay in conditions where facilities grow from at capacity to 10% over capacity. (See Singh, R. Beyond the BPR Curve: Updating Speed-Flow and Speed-Capacity Relationships in Traffic Assignment.) It is not clear that delay at border posts necessarily result from capacity limitations, and this assumption therefore represents a limit to the analysis. However, testing of the effect of the forecasted delay time growth indicates that it drives less than 1% of the total benefits and therefore this assumption does not represent a significant limit to the robustness of the model.

percentages relative to the baseline condition. In one case, the Port of Mombasa, no TMEA indicator has been developed yet and improvement values estimated by TMEA subject matter experts are relied upon. For ASSET, a first year dollar value of benefit is estimated for Kenya traffic only in the ASSET study. This figure is relied upon in the economic model and is assumed to grow with the general growth of total traffic. For certain projects, as identified by TMEA, incremental O&M costs are also estimated based on an assumed factor of 5% of total investment costs required for operations and maintenance annually which is based on straight line funded depreciation over a 20-year useful asset life, with no variable costs -- typical of a road. The true incremental O&M cost will, of course, vary greatly with the type of asset. These are specified in the economic model as costs, not disbenefits, and are therefore added to the denominator in the benefit/cost ratio.

Each intervention has a specified lifecycle and start date. TRADE calculates benefits over this lifecycle by project. However the CBA metrics are based on the portion of each project's costs and benefits that fall between 2010, the first year of TMEA expenditure, and 2025, ten years after implementation.

Costs and benefits are discounted based on a base year of 2012 and a discount rate of 10%.<sup>53</sup> DfID's Guide to Investment Appraisal recommends using the Treasury Green Book rate when the country of expenditure does not have a domestically estimated discount rate. While EAC as a whole does not have a recommended rate, it was generally agreed that 3.5% would be too low and that a rate between 8 and 12% would be more reasonable, given the costs of capital in the region.<sup>54</sup> NPV and B/C ratio metrics are computed based on these discounted values. The IRR metric, often described as the rate of return, calculates the discount rate necessary to bring the flow of costs and benefits back to a present value of zero. Estimated IRR should therefore be compared to a "hurdle rate," a rate that indicates the minimum necessary return to make a project worthwhile.

### **Incremental O&M Costs**

The analysis of those projects that are implementing significant new infrastructure assumes that the operating entities will be faced with net new operating and maintenance costs. Though those costs will not be borne by TMEA, they are included in the analysis of the net project effects as an

---

<sup>53</sup> As the analysis relies on a base year of 2012, TMEA expenditures in 2010 and 2011 are subjected to an inverse discounting to generate a present value for costs in those years.

<sup>54</sup> It should be noted that the prior analysis of the Uganda programme, the most recently completed CBA that this project is intended to update, utilized a discount rate of 12%.

addition to the investment costs. O&M costs are broadly estimated to be 5% of total investment costs in each year of operation. The 5% is based on straight line funded depreciation over a 20-year useful asset life, with no variable costs -- typical of a road. The true incremental O&M cost will of course vary greatly with the type of asset.

### **Other Project-Specific Data and Assumptions**

The above data and assumptions apply to most or all project level analyses. There are other project-specific estimates utilized in the analyses. These typically relate to location-specific traffic volumes and delays.

### **Limitations of the Analysis**

The economic analysis was undertaken with the greatest care and due diligence possible given the limited timeframe for the CBA production and given the limited scope of the ToR.<sup>55</sup> Readers should note, however, the following limitations which affect the analysis outputs:

1. The analyses rely on TMEA's own estimates of programme and project effectiveness, no external validation of these estimates was undertaken for this exercise;
2. The analyses rely on limited and uncertain information about traffic flows and delay conditions. Considerable effort was made by the consulting team and by TMEA to validate these estimates based on multiple, and often conflicting, sources of information;
3. Only a subset of TMEAs interventions are easily or reliably quantifiable. As such, this study only captures a sub-set of the benefits likely to result from TMEA interventions but captures all the planned investment costs. The results therefore likely understate the returns on the TMEA investment; and
4. Lastly, the CBA represents our best assessment of the likely impact of TMEA programmes given our understanding of the programmes and conditions at a given point in time. The analyses presented here rely on several assumptions and uncertain data. As assumptions are

---

<sup>55</sup> The TOR specifies this exercise as an update of existing analyses based on changes in programme investment levels and plans and as such does not provide the capacity for a greatly extended analysis.

adjusted over time and improved data is collected the outputs of the CBA analyses will change. Possible improvements that may occur in the future include:

- Programme cost estimate updates
- Improved traffic forecast data
- Improved intervention impact estimates
- Inclusion of additional projects in the analysis
- Improved estimates of delay growth
- Improved estimates of the responsiveness of trade growth to delay reductions
- Improved estimates of the cost of delay
- Improved and more geographically-specific estimates of the average shipment value
- Improved understanding of interdependencies among variables

## Annex 10: RCP projects

SO	Project	Description	Status	Start Date	End Date	Budget \$000'
2	1211	RRA Institutional Building	Active	1/8/11	30/10/16	8 985
2	1212	RBS institutional capacity dev	Active	1/3/12	31/12/16	4 563
2	1213	Rwanda NTB national monitoring comm established	Active	1/2/11	31/12/16	1 374
3	1214	MINICOM	Active	30/11/11	30/11/13	4 856
2	1215	MINEAC	Active	1/7/12	31/12/16	5 986
2	1216	Other MDAs implementing RI				2 256
3	1217	New PSOs advocacy campaigns	Active	1/5/11	31/12/14	1 688
3	1218	New CSOs advocacy campaigns	Closed	1/5/11	31/12/14	1 183
1	1219	Kagitumba (Rw) IBM	Active	1/7/11	30/10/16	600
3	1220	Market linkages advisor to support NES	Active	1/1/11	31/12/15	236
2	1221	Product standards certification	Active	1/11/11	31/12/16	-
3	1222	RPSF organisational capacity	Active	1/7/11	30/6/15	1 332
3	1223	Support to ADR	Completed	1/3/12	31/12/12	-
3	1224	KBA members capacity dev	Completed	1/10/12	30/4/15	104
3	1225	Support to ROAM	Cancelled	18/5/12	30/6/14	-
3	1226	Chamber of Tourism	Design	1/1/12	30/6/14	271
3	1227	Support to EACSO	Completed	29/3/12	30/6/15	743
3	1228	Support to CLADHO	Cancelled	29/3/12	30/9/14	-
3	1229	PROFEMME	Active	29/3/12	30/11/15	243
3	1230	Support to Micro - Justice	Completed	1/1/12	30/9/14	186
2	1233	Trade research policy capacity	Active	30/11/11	31/12/17	2 497
2	1234	Trade logistics hub developed	Active	1/5/12	30/6/16	1 833
1	1235	Kagitumba Mirama Hills bridge	Active	1/2/11	31/10/16	1 800
2	1236	Electronic Cargo Tracking System	Design			-
2	1237	ESW and upgrade of CMS	Active	1/6/11	31/12/16	-
2	1238	Rwanda Bureau of standards SWIFT	Active	21/3/12	30/6/16	42
2	1239	Rwanda Development Board SWIFT	Active	1/2/11	31/12/16	36
2	1240	Rwanda Ministry of Health SWIFT	Active	1/2/11	31/12/16	65
2	1241	Rwanda Ministry of Agriculture SWIFT	Active	1/2/11	30/6/16	109
2	1242	Rwanda EAC Legislative Compliance Programme	Completed	1/3/13	31/12/14	-
2	1243	EALA Rwanda Chapter		1/7/12	30/6/15	-
2	1244	Capacity Building on RI	Active	30/11/11	30/6/17	785
2	1245	Support to ADECOR	Completed	1/1/12	30/4/12	-
1	1246	PPP TA Services for Rwanda	Active	1/7/13	30/6/16	2 795
3	1247	Improved Quality Standards - RALIS/MINAGRI	Design	TBC	TBC	1 000
3	1248	Rwanda Staples Export Capability	Design	TBC	TBC	981
2	1249	Pilot E-Freight	Design	TBC	TBC	350
2	1250	Establishing a Trade Information Portal	Design	TBC	TBC	200
3	1251	Producer Development and Value Addition	Design	TBC	TBC	550
3	1252	Improved Cross-Border Environment with DRC	Design	TBC	TBC	500
3	1253	Rwanda Export development Programme	Design	TBC	TBC	250
0	1716	Traidlinks / Export Development	Active	01/01/2012	31/12/2015	