

# PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC13660

<b>Project Name</b>	Rwanda Electricity Sector Strengthening Project (P150634)
<b>Region</b>	AFRICA
<b>Country</b>	Rwanda
<b>Sector(s)</b>	Public administration- Energy and mining (25%), Transmission and Distribution of Electricity (65%), General energy sector (10%)
<b>Theme(s)</b>	Other public sector governance (25%), Other urban development (10%), Infrastructure services for private sector development (55%), Rural services and infrastructure (10%)
<b>Lending Instrument</b>	Investment Project Financing
<b>Project ID</b>	P150634
<b>Borrower(s)</b>	The Republic of Rwanda
<b>Implementing Agency</b>	Ministry of Infrastructure
<b>Environmental Category</b>	B-Partial Assessment
<b>Date PID Prepared/ Updated</b>	18-Nov-2014
<b>Date PID Approved/ Disclosed</b>	11-Aug-2015
<b>Estimated Date of Appraisal Completion</b>	
<b>Estimated Date of Board Approval</b>	29-Oct-2015
<b>Concept Review Decision</b>	Track II - The review did authorize the preparation to continue

## I. Introduction and Context

### Country Context

Rwanda is a small, landlocked country in the Great Lakes region of Africa, bordered by the Democratic Republic of the Congo, Burundi, Tanzania, and Uganda. Rwanda has achieved impressive development progress since the genocide and civil war that engulfed the country in the early 1990s. It is now consolidating gains in social development and accelerating growth while ensuring that they are broadly shared to mitigate risks to eroding the country's hard-won political and social stability. The results are noteworthy. Rwanda's 2013 human development index is above the average for countries in Sub-Saharan Africa and has been the leading reformer among African economies in Doing Business indicators; in 2014 ranking 32 in the world .

Rwanda's long-term development goals are enshrined in the Country's Vision 2020 that seeks to

transform Rwanda from a low-income agriculture-based economy to a knowledge-based, service-oriented economy. This vision, translated to a strategy in the country's Economic Development and Poverty Strategy (EDPRS2), aims to 'accelerate progress to middle income country status through sustained growth of 11.5% and accelerated reduction of poverty to less than 30% of the population', which would be achieved by private sector serving as the engine of growth and job creation over the medium term (2013-2018). In addition, the aid shortfall during the period 2012/13 and slowdown of foreign direct investment in 2012 as a result of global financial crisis revealed the urgency to shift from an aid-dependent, public sector-led development process to a private sector led growth trajectory to meet the EDPRS2 goals.

Energy remains one of the major challenges to the realization of private investment that have not been commensurate with the economic reforms designed to set up an attractive enabling environment, as reported in Rwanda's outstanding performance in Doing Business indicators. Access, reliability, and cost of energy are primary constraints to scaling-up of investment flows, as articulated in Rwanda's Investment Climate report (Private Sector Development Policy Note, 2014). The firms lose out on competitive advantage due to high price of electricity at \$0.22/kWh which is much higher compared to neighboring countries. A private sector federation survey (2013) reports the outages has risen to 10 a month in 2013 from about 5 a month in 2008. Relatively larger and manufacturing firms present electricity as a binding constraint, an important consideration as they are most likely to create jobs, export, and attract investments, and drive growth. Finally, while access has risen from 6% in 2008 to 19% in 2014, a large majority of Rwanda still remains without access to electricity.

Energy features in two of the four thematic areas identified to achieve EDPRS2 goals – economic transformation for rapid growth and rural development. In the former, the outcome is to expand generation capacity five-fold to 563 MW and this will entail establishing a roadmap for investments directed at sufficient generation to meet all of Rwanda's energy demand as well as improving enabling environment and de-risk generation projects to invite a wide range of investors. For the latter, the outcome is to increase access to electricity for rural population through both grid and off-grid means. While the ongoing Electricity Access Rollout Program (EARP), implemented through a unique sector-wide approach (SWAp), will continue to lead on grid electrification in urban areas and habitations, the Government of Rwanda (GoR) anticipates substantial scale-up of off-grid modes, particularly solar products delivered by the private sector.

In support of the country's long-term development agenda, an energy sector policy and strategy has also been prepared and is undergoing final review for imminent approval. The policy paper articulates the primary mandate of the energy sector in complementing effectively the growth of the national economy. This mandate is translated into three specific goals for the energy sector: 1) Ensuring the availability and affordability of energy supplies for all Rwandans; 2) Encouraging the rational and efficient use of energy; and 3) Establishing environmentally sound and sustainable systems of energy production, procurement, transportation, distribution and end-use.

### **Sectoral and Institutional Context**

Access: The total number of electricity customers has risen substantially since January 2009 from about 110,000 to about 458,000 by September 2014. So far, access expansion has been concentrated in Kigali and other urban and peri-urban areas. In spite of these impressive gains, 81% still remain unelectrified, largely in the rural areas in Rwanda.

The national grid electrification program is largely funded through the on-going EARP. The World Bank has been a leading supporter of this program in partnership with the African Development Bank (AfDB), Arab Bank for Economic Development in Africa (BADEA), Belgium Technical Cooperation (BTC), European Union (EU), Netherlands, Japan, OPEC Fund for International Development (OFID), Saudi Fund, and others. To attain the EDPRS2 objective of reaching 48% electrification rate by 2018, at least 100,000 new customers will have to be connected to the grid annually. Given the current electrification rate of 19%, the scale-up is expected to be substantial.

The Government is increasingly considering off-grid options for rural areas in Rwanda to complement the EARP. The low consumption levels and high cost of reaching rural households make these options particularly relevant. In addition, opportunities to harness falling costs of solar products and inviting private sector in this space exist. An off-grid strategy is currently under development that will articulate a way forward.

Reliability and efficiency of supply: One fifth of the energy is lost in the system (Rwanda Electricity Grid Audit, 2013). The sector has in the recent past, with support from the World Bank, undertaken several assessments that have recommended strategies to transmit and distribute energy efficiently with reduced losses in the high and medium voltage lines. These include (i) reinforcing the transmission lines to the major load centers; (ii) optimizing the location of distribution substations with respect to the load centers; (iii) upgrading the existing substations and distribution lines; (iv) adding new distribution lines to avoid overloads in the existing distribution lines; and (v) installing reactive power compensation of 15 kV distribution line feeders. Without the implementation of these strategies, there is a likelihood of increased network technical losses, frequent equipment blow-outs, increased downtime due to localized network overloads and increased network operations and maintenance costs.

Further, the current transmission network and sub transmission network is mainly radial and thus not able to provide steady and reliable supply. Some of the equipment is dilapidated and pose operational challenges that could result into fatal accidents for operations staff, whereas others do not have provisions for improved operations such as connection to the existing System Control and Data Acquisition (SCADA) centre to enable remote monitoring and control. In order to guarantee a reliable supply, the system needs to be upgraded and reinforced to provide alternative sources of power, especially for the major load centers.

Therefore, transmission and distribution investments form a lion's share of sector investment plans. Between, 2012-2018, projected sector investment requirements are estimated as \$1.2 billion excluding the generation investments made by IPPs or \$167 million on an annual basis. About 85% of this investment is anticipated in transmission and distribution, expected to be funded largely from borrowing and donor resources.

Cost: Rwanda is particularly hit by high cost of service delivery that translates to high tariffs. The current electricity energy mix is about 55/45 percent hydro/thermal and the thermal generation is based on imported diesel fuel. Regional droughts put additional constraints on the hydropower supply, which exacerbated by lack of adequate grid interconnection capacity, leave Rwanda with no possibility of sourcing electricity from its neighbors and thus continued reliance on renting diesel generators from private companies at a high cost. Further, the electricity system has been operating without a reserve margin. Rwanda's total electricity consumption is about 417 GWh and the installed capacity about 119 MW, with available capacity of about 95 MW and peak demand of 90

MW. Finally, cost of service delivery is also exacerbated by old and poorly maintained distribution systems vulnerable to frequent interruptions. A grid audit study completed in March 2013 highlighted that the present network has high losses in the transmission as well as the distribution networks and that the losses would be even higher if additional generation was added to the existing network.

The GoR has set ambitious plans to expand the country's generation capacity (Table 1). The total installed capacity is envisaged to increase over next 5 years to about 563 MW by 2018. A capacity of 76.5 MW is expected to be commissioned by end of 2014. MoUs have already been signed with a number of private developers for an additional capacity of about 320 MW in the next 4-5 years. Geothermal deep well drilling commenced in September 2013 and the assessment of the probable potential is ongoing. GoR is reaching out to other sources of electricity particularly methane and solar to secure a more balanced energy mix and lower the cost of supply. Further, the integration of Rwanda's power sector within the East African Power Pool is indispensable. The GoR has initiated discussions with Uganda, Kenya and Ethiopia for possible power imports. Forecasts suggest that a regionally integrated and resource diversified energy sector will lead to lower tariffs from \$0.22/kWh in 2012 to \$0.10/kWh in 2018 in the medium and long-term and benefits all consumers .

The GoR has taken a number of steps to create an attractive enabling environment to ensure a strong private sector participation in scale-up of generation capacity. They include (i) establishing transparent licensing processes; (ii) opening specific sites to experienced and creditworthy developers selected through a competitive and transparent processes; (iii) increasing the sector capacity to negotiate and supervise private sector led transactions; and (iv) undertaking prefeasibility studies and upstream assessments for some of the investments such as geothermal exploratory drilling.

As a result of continued reliance on high cost thermal generation, the financial performance of the sector has been weak in the recent past. In FY2013, losses amounted to US\$3.9 million and the sector is showing signs of a downward slide with an average operating loss of US\$ 0.09/kWh. The weighted average cost of service is US\$ 0.32/kWh while the revenues have trailed rising cost compounded by infrequent tariff hikes. The retail tariffs were increased by 20% in 2012 after a freeze from 2006 onwards. Unlike other countries in the region (Uganda, Kenya, Tanzania, Burundi), Rwanda does not implement a social tariff, therefore the challenge of balancing cost recovery with equity is magnified. However, Rwanda has implemented a pre-paid metering system (currently 90 percent of its consumers) that allows households to manage their consumption as well as a connection cost instalment scheme that allows households to pay the connection cost of about \$100 over a period of upto two years.

Going forward, current tariffs are not enough to meet utility revenue requirements and will require subsidies from GoR and upward tariff revisions. The utility roadmap of financial sustainability (2012-2018) estimates average tariff increases of 20% in 2012, 10% in 2013, and 5% in 2017 in a base case scenario. Therefore, weighted average retail tariff is expected to rise cumulatively at 39% in RFW and 17% in USD during this period. The tariff increases are anticipated to be complemented by substantial Government support amounting to \$961 million. A detailed tariff review has recently been carried out by Rwanda Utilities Regulatory Commission (RURA) to arrive at an appropriate tariff trajectory and is expected to be strengthened by the ongoing restructuring process that separates electricity from water and sanitation, allowing more direct allocation of cost items.

Institutional Arrangements. Since its formation in 2011 and its expiry in 2014, the utility EWSA struggled with lack of autonomy, opaque cross-subsidization of financial resources, and lack of transparency and accountability. First, lack of empowerment of EWSA management to make decisions in key areas such as organisation structure determination, recruitment, attraction and retention of staff, procurement and expenditure approval restricted the management and the board's ability to make rapid decisions in the interest of the utility. Second, opaque cross-subsidization of financial resources affected the financial viability and efficiency of electricity, water & sanitation services. Company funds were focussed on short term priorities leading to a neglect of crucial longer term activities such as planning and maintenance. Third, Lack of Transparency and Accountability of the financial and operational activities of EWSA, to stakeholders, including EWSA management due to ineffective Management Information Systems (MIS) leading to into unreliable management information which is critical for effective decision making.

The GoR recognizes that strong institutional arrangements are crucial for the sector's long term sustainability, financial credibility and increased private sector investments. In this regard, the GoR has recently embarked on a comprehensive sector restructuring to improve efficiency, transparency, and accountability to improve creditworthiness of the utility and its role as an off-taker of private generation capacity.. After much consultation during 2011-2014 among key stakeholders, the sector restructuring program, that involves creation of new institutions, was approved by the cabinet in October 2013.

The comprehensive sector restructuring program has encompassed three elements. First, set up of a legal framework providing the new agencies greater autonomy. The Government's role, as the owner of the corporatized entities, will now be limited to monitoring and oversight of the performance of the utility in terms of key outputs such as costs and quality of service. Second, development of Management Improvements Plans (MIPs) to inform decision making with tools and processes required to operate effectively. These plans will be supported by three systems including an Integrated Distribution Management System (IDMS) for the operations and maintenance functions; commercial processes improvement related to handling commercial activities such as billing consumers; and revenue collection and Enterprise Resource Planning (ERP) System covering core functions such as human resources, finance and procurement to support the utility to better plan and manage all of its resources. Third, preparation and adoption of a least cost power development plan that will help have in place prioritised investments needed to develop the sector from generation through transmission to distribution; including timing, procedures/implementation responsibilities and financing.

Following the restructuring process, the sector oversight and management will now be the primary responsibility of four institutions: (i) the Ministry of Infrastructure (MININFRA) has the primary responsibility for setting the overall policy and strategy of the energy sector, and for coordinating the developments of the electricity sub-sector; (ii) the Rwanda Utilities Regulatory Authority (RURA) which regulates and approves electricity tariffs; (iii) The successor companies of EWSA in the energy sector include the Rwanda Energy Group Holding Company (REG) with its two subsidiaries: the Rwanda Electricity Utility Corporation Limited (EUCL) responsible for electricity operations; and the Rwanda Energy Development Corporation Limited (EDCL) in charge of energy development activities. This split from water utility will allow clear financial accountability between energy development (non-revenue) and utility operations (electricity business). The Holding Company provides an interfacing role between enforcement of Government policies and management of subsidiary companies. Its key role is to ensure timely execution of the National

Strategic Plan actions by the subsidiary companies while at the same time ensuring that the Government provides appropriate resources to each subsidiary. The set up of the holding company is also premised on the optimisation of managerial cost oversight but at the same time allowing for clear cost centres.

The GoR is strongly supporting the sector restructuring agenda. Experience from similar operations regarding sector reforms has shown that the best enabler of institutional performance is the Government, led by a champion, with support from the highest level. After the cabinet endorsement of sector restructuring in October 2013, the GoR has set up of a high level committee (comprised of ministers from key ministries such as Ministry of Finance, Public Service, and the Prime Minister's office) to follow-up on the activities to operationalize the new agencies and issued the Prime Ministers Orders dated August 2014 providing the legal instruments for the operations of the new agencies.

#### Rationale

This project aims to build the sector capacity to implement the reforms agenda to achieve the sector critical goals of electricity supply reliability and operating efficiency. This will involve helping to improve the sector performance in the short and medium term through the setting up of several, but integrated, business improvement plans and training of capacities of the relevant institutional bodies which will facilitate more transparent, faster and cost-effective business processes. GoR, supported with funding from the Bank, has completed the design and adopted an institutional organizational framework that would facilitate efficient and effective performance of the energy sector, but will require further support in operationalizing the institutional reforms into a well-functioning, commercially-orientated, efficient and financially viable system.

The necessary business tools like management information systems in the areas of commercial, network and corporate services do not yet exist. These systems are required to have in place efficient, transparent and accountable processes covering the core utility business functions related to network operations and maintenance (O&M); commercial; and management of corporate resources. In the medium term, these will enable the new agencies to achieve the core objectives of improving service delivery in an inefficient manner as well as enhance its financial standing as a credible off-taker.

The project will continue to support the access expansion through the ongoing EARP. Increased access to quality and reliable electricity supply will not only lower costs and improve the profitability of business enterprises but also the ability of public institutions, e.g. hospitals and schools to deliver quality services will also be enhanced. Increased access to electricity can spawn small businesses in rural areas which are a significant source of employment and rural incomes and thus reduced dependency on farm incomes. Access to electricity that provides better quality lighting contributes to extending the working day, longer study time for children, and enables partial mechanization thus enabling increased output and improved productivity.

The access agenda is Rwanda's priority under the Country's Vision 2020 and the EDPRS2, has been continually supported by the World Bank since 2008. The goal of reaching 48% electrification rate from the current level of 19% will need a scale-up of funding arrangements. Based on EARP estimates, new connections amounting to 713,200 will have to be added (including both expansion and in-fill) and there remains a funding gap of \$368 million after taking into account the ongoing

funding arrangements. This proposed project will contribute to alleviating this gap. Other development partners – particularly EU and BTC have also pledged to support the EARP.

While conceptualizing this proposed project, a couple of alternatives were considered. First, a new generation investment to alleviate shortages and reduce system cost. The Government is largely relying on private sector to bring in the investment. The Government’s role, therefore, is to support the creation of an enabling environment for private investment by focusing on building sector financial and institutional capacity, which this project seeks to support. Second, include an off-grid component to further support the access agenda. The Government is exploring various modes of reaching the remaining unelectrified households, particularly in rural areas. The GoR with support from the other donor’s active in the energy sector (led by the European Union and the African Development Bank under the SE4All initiative), has started on the preparation of an access expansion program expected to include options such as pico & micro hydro power plants mini grids and PV standalone systems, complementary to the ongoing EARP. The results of the assessments are expected to be available in the form of an off-grid strategy in the beginning of 2015. The Bank will continue to be involved in this dialogue.

### **Relationship to CAS**

The proposed project is aligned with the Country's Partnership Strategy (CPS) Theme 1: “Accelerating economic growth that is private-sector driven and job-creating”. Energy is highlighted as the key sector for the Bank support as increased access to electricity energy services is core to both increased private sector investments and improved social welfare.

The proposed project also is aligned to the World Bank’s Energy Directions Paper designed to help client countries secure affordable, reliable, and sustainable energy supply needed to meet World Bank Group twin goals of Shared Prosperity and Poverty Reduction. The overarching priority is to focus on the poor through universal access to modern energy services. Complementing the enhancement of household level welfare outcomes, increased access to electricity can spawn businesses in rural areas that often lag behind urban areas in development due to lack of basic infrastructure in addition to supporting improved services and amenities that serve the most poor households such as public health centers and schools. The project's focus on institutional strengthening; the enabling environment for improved service delivery; and private sector investments will contribute to the shared prosperity agenda through an economy-wide mechanism to generate new investments, jobs, and growth.

## **II. Proposed Development Objective(s)**

### **Proposed Development Objective(s) (From PCN)**

The Project Development Objective is to enhance access, efficiency, and accountability of electricity service delivery in Rwanda.

### **Key Results (From PCN)**

- (a) Increase in Access to electricity;
- (b) Efficiency and accountability of electricity service delivery :
  - (i) Corporate financial management reporting systems (Interim and Annual Accounts) operational;
  - (ii) Reduction in commercial losses; and
  - (iii) System reliability indices such as fault localization & restoration time, System Average

Interruption Frequency Index (SAIFI), System Average Interruption Duration Index (SAIDI), Customer Average Interruption Duration Index (CAIDI) and customer satisfaction index.

### III. Preliminary Description

#### Concept Description

The project is proposed to have two main components: (i) Increased Access to Electricity services through providing additional connectivity and up-grading the existing networks; and (ii) Technical Assistance to improve sector capacity in the short-medium term through the setting up of several, but integrated, business improvement plans and capacity building of the relevant institutional bodies.

#### Component 1- Increased Access to Electricity Services (US\$ 55.0 million)

Support to the EARP: This sub-component will fund the continued expansion of EARP and will finance activities to connect new consumers through the purchase of equipment for grid extensions, reinforcements and consumer connections, installation services including for upstream system reinforcements, where required, to ensure that network expansion doesn't result in the deterioration of the quality of supply.

Upgrading of substations and the associated transmission and distribution network - The sub-component will finance proposed works related to 110/70/30/15/6KV substation extensions and upgrading. The upgrading and expansion of the distribution system substations is aimed at increased network capacity to meet demand from new access connections and consumption arising out of increased economic activities in the proposed project areas. The network strengthening activities will also focus on reducing technical losses, increased reliability by rearranging and upgrading distribution network in selected areas as well as other reinforcement measures.

#### Component 2: Sector Performance Management Improvement and Project Implementation Support (US\$25 million)

Electricity Sector Performance Management Improvement: This sub-component will establish comprehensive management information systems (MIS) to ensure efficient, transparent and accountable processes covering the network operations and maintenance (O&M); commercial functions; and management of corporate resources. The primary activities will include the design, supply, installation and operationalization (including staff training) of key management systems covering commercial, network operation and corporate functions.

a) Commercial processes improvement: This subcomponent will finance the design, procurement and implementation of a new Customer Management System (CMS) in order to provide support to the utility business functions related to revenue and customer management with the objective of improving customer service at the same time strengthening the business performance, especially reduction in commercial losses. The CMS will include aspects related to: (i) customer data base; (ii) Commercial Procedures; (iii) a revenue protection program including Advanced Metering Infrastructure (AMI) for the large electricity consumers.

b) Integrated Distribution Management System (IDMS): This subcomponent will support implementation of several system modules to develop and implement business plans to improve the



distribution network system reliability, operating efficiency and outage management to assure increased customer satisfaction. Reduced outage time duration to customers, shall improve overall utility reliability indices (such as fault localization & restoration time, System Average Interruption Frequency Index (SAIFI), System Average Interruption Duration Index (SAIDI), Customer Average Interruption Duration Index (CAIDI) and customer satisfaction index). The IDMS will provide a comprehensive network management system for effective operation of distribution system by enhancing routine network monitoring, fault location and restoration; planning the network requirements and further, will lay down the foundation for future SMARTGRID initiatives. The IDMS will include: (i) Geographical Information Systems (GIS); (ii) Outage Management System (OMS) including an Incident Recording System (IRS); (iii) Distribution Systems Operations and Maintenance and (iv) Distribution System Control And Data Acquisition (SCADA) system.

c) Enterprise Resource Planning (ERP) System: The subcomponent shall finance the design, supply and implementation of a corporate ERP system covering the core corporate functions such as human resources, finance, procurement and asset management to support the utility to better plan and manage all of its resources.

Sector Working Group Document Depository and Management Information System (MIS): This sub-component will finance an electronic document filing system and an MIS system for the Sector Working Group secretariat at the MININFRA which will help to coordinate the budget, aggregate sector relevant data and track stakeholder activities, etc. The sector data will include indicators from the sector value-chain and will build from a comprehensive data collection exercise from sector agencies. This is particularly relevant given the ongoing corporatization process, where the boards will also use data to support internal target setting, monitoring, and assessment, and this exercise contributes directly to the ability of the sector to respond to external stakeholder demands - whether from the ministry, donors, civil society, the media, or the regulator. This kind of performance management system, in the form of key performance indicators, will set methodical and predictable ways of achieving business results aligned with the strategic goals of the utilities and more broadly, the sector. The Bank has carried out such exercises in many countries in the world, including Bangladesh and Nepal, and will draw from them to inform the design and implementation of such a system in Rwanda.

Feasibility and Diagnostic Studies: This component will support studies to address sector performance improvements in the medium to long term, especially those related to grid supply and reliability as well as options for sector development. For the former, assessments will include (but not be limited to) identification of investments required to (i) increase system reliability especially for the central business districts, such as Kigali City and the special economic zones, (ii) reduce network down time and operations costs through automation of network operations by considering options related to the integration of the distribution system operations and data acquisition to the national SCADA center in addition to SCADA extension to some of the secondary 110/70/30/15/11/6KV substations. In addition, the assessments will include distribution network protection studies (fault calculations and protection grading) that will be required to enable the proposed network automation. For the latter, studies will support required feasibility studies and just-in-time policy advisory notes that are required to inform decision making regarding emerging sector issues.

Project Implementation: This sub-component will finance execution, design, and supervision consultants to assist the entities in project implementation, sector management and coordination.

**IV. Safeguard Policies that might apply**

<b>Safeguard Policies Triggered by the Project</b>	<b>Yes</b>	<b>No</b>	<b>TBD</b>
Environmental Assessment OP/BP 4.01	x		
Natural Habitats OP/BP 4.04		x	
Forests OP/BP 4.36		x	
Pest Management OP 4.09		x	
Physical Cultural Resources OP/BP 4.11			x
Indigenous Peoples OP/BP 4.10		x	
Involuntary Resettlement OP/BP 4.12	x		
Safety of Dams OP/BP 4.37		x	
Projects on International Waterways OP/BP 7.50		x	
Projects in Disputed Areas OP/BP 7.60		x	

**V. Financing (in USD Million)**

Total Project Cost:	80.00	Total Bank Financing:	80.00
Financing Gap:	0.00		
<b>Financing Source</b>		<b>Amount</b>	
BORROWER/RECIPIENT		0.00	
International Development Association (IDA)		80.00	
Total		80.00	

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