



# NDC CHECKLIST

## Rwanda Analysis

WWF'S NDC RATING GRADES

- ✔ NDC We Want
- ⋮ Short Way to Go
- ↻ Some Way to Go
- ✘ NDC We Don't Want

		2015 NDC	2020 NDC	Analysis
<b>AMBITION</b>				
	<b>MITIGATION</b>			
<b>1</b>	<b>Strengthened mitigation targets</b>	No quantitative target presented. Emission reductions from projected emissions resulting from the deviation of BAU emissions for the year 2030 based on policies /actions conditional on availability of international support for finance, technology and capacity building.	<p><b>Unconditional target:</b> a reduction of 16% relative to BAU in the year 2030; equivalent to an estimated mitigation level of 1.9 tCO<sub>2</sub>e, based on domestically supported and implemented mitigation measures and policies.</p> <p><b>Conditional target:</b> an additional reduction of 22% relative to BAU in the year 2030 (equivalent to an estimated mitigation level of 2.7 million tCO<sub>2</sub>e in that year.</p> <p>The <b>combined unconditional and conditional targets</b> is therefore a 38% reduction in GHG emissions compared to BAU in 2030, equivalent to an estimated mitigation level of up to 4.6 million tCO<sub>2</sub>e.</p>	The 2015 NDC did not set quantitative targets for reducing gas emissions. In the 2020 NDC the Government of Rwanda has announced an ambitious climate action agenda that features a reduction target of up to 38% from Business As Usual by 2030, equivalent to an estimated mitigation of up to 4.6 million tCO <sub>2</sub> e.
<b>2</b>	<b>An economy-wide absolute 2030 target</b>	No economy-wide absolute 2030 presented. <b>Specific actions and targets are defined for Energy, Transport, Industry, Waste and Forestry</b> and the NDC mentions that Rwanda's <b>vision for mitigation</b> is that on the road to a low carbon economy, achieving Energy Security and a Low Carbon Energy Supply that supports the development of Green Industry and Services and avoids deforestation.	The sectoral scope of the contribution covers all emissions sources described in the IPCC 2006 Reporting Guidelines (IPCC, 2006), including emissions from the categories of <b>energy; industrial processes and product use (IPPU); waste; and agriculture, forestry and other land use (AFOLU), but excluding sources from forestry and other land use.</b>	Rwanda presents an economy-wide target for 2030.

3	<p><b>A 2021-2030 carbon budget aligned to 1.5°C</b></p>	<p>Not mentioned.</p>	<p>Rwanda's mitigation contribution is based on a reduction relative to business as usual (BAU) emissions 2015-2030. The BAU projection represents the scenario according to which mitigation policies and actions are not implemented. According to this approach, at an aggregate level, total emissions are forecast to more than double over the 2015-2030 period, rising from 5.3 million tCO<sub>2</sub>e in the base year to 12.1 million tCO<sub>2</sub>e in 2030. The combined unconditional and conditional targets amount to a 38% reduction in GHG emissions compared to BAU in 2030, equivalent to an estimated mitigation level of up to 4.6 million tCO<sub>2</sub>e.</p>	<p>The NDC presents an aggregated economy-wide forecast of BAU emissions through 2030 and unconditional and conditional targets that could amount to a 38% reduction in emissions. Alignment to 1.5 is not mentioned in the NDC.</p>
4	<p><b>NDC targets aligned to a 2050 or earlier Net-Zero Long-term Strategy</b></p>	<p>The NDC presents the <b>country's visions for 2050</b>: development will be achieved with low carbon domestic energy resources and practices, reducing the country's contribution to climate change while allowing it to be independent of imported oil for power generation. Rwanda will have the robust local and regional knowledge to be able to respond and adapt to changes in the climate and the resulting impacts. <b>Vision for adaptation</b>: Rwanda's long term vision is to become a climate resilient economy, with strategic objectives to achieve Energy Security and a Low Carbon Energy Supply that supports the development of Green Industry and Services; Sustainable Land Use and Water Resource Management that result in Food Security, appropriate Urban Development and preservation of Biodiversity and Ecosystem Services, as well as to ensure Social Protection, Improved Health and Disaster Risk Reduction. <b>Vision for mitigation</b>: On the road to a low carbon economy, Rwanda aims to achieve Energy Security and a Low Carbon Energy Supply that support the development of Green Industry and Services and avoids deforestation.</p>	<p>The 2020 NDC reinforces the country's visions for 2050. In 2011, the country adopted the Green Growth and Climate Resilience Strategy (GGCRS) setting out the country's actions and priorities on climate change relating to both mitigation and adaptation and to how these will be mainstreamed within economic planning. The GGCRS provides a vision for how Rwanda can tackle climate change through become a climate resilient and low carbon economy, and projects actions to be undertaken to inform Rwanda's strategy for economic development, Vision 2050. <b>The actions set out in the GGCRS provide the basis for the development of the NDC, as well as other key national guiding documents informing the country's low carbon development</b>, culminating most recently in the National Environment and Climate Change Policy (2019), with the goal of achieving a climate resilient nation with a clean and healthy environment.</p>	<p>The 2020 NDC demonstrates more concrete development on a 2050 vision. However, a quantitative 2050 target is not presented.</p>

## ADAPTATION

5

### Clear adaptation objectives

The NDC sets adaptation actions, goals and targets for Agriculture, Forestry, Tourism, Water, Land Use, and Cross-cutting issues.

The adaptation component in Rwanda's updated NDC involves quantified targets and indicators for adaptation and resilience, criteria-based evaluation of priority interventions, and development of a monitoring and evaluation framework for adaptation actions to strengthen national capacity for resource mobilization. The 2020 NDC mentions that a key step in the preparation of this component was to develop stakeholder consensus on priority interventions, baselines and targets. 24 adaptation interventions are presented in the following sectors: water, agriculture, land and forestry, human settlement, health, transport, and mining. Cross-cutting interventions are disaster-risk monitoring, early warning systems, capacity-building and development for cross-sectoral implementation of the NDC and access to finance. Rwanda's adaptation and resilience priorities draw upon the Green Growth and Climate Resilience Strategy adopted in 2011 with a time horizon of 2050. The costs of the adaptation component are estimated at 5.3 billion USD through 2030.

Significant improvement in the adaptation component can be noted in the 2020 NDC. With the participation of stakeholders, interventions have been defined with indicators, implementing entities, timeline (2020-2025 and 2025-2030), funding estimate and mitigation benefits. Overall costs of the component are also presented.

## FINANCE

6

### Finance Commitments

The full implementation of this INDC will require predictable, sustainable and reliable support in the form of finance, capacity building and technology transfer. The initial costing of implementing the green growth and climate resilience strategy is estimated at 24.15 Billion USD in the sector of Water resource management, Agriculture and Energy up to 2030. Costing of the remaining sectors will give the clear indication of financial needs.

In addition, it is mentioned that the Government of Rwanda intends to sell carbon credits during the period to contribute towards achieving its Green Growth and Climate Resilience Strategy. Rwanda will also participate in other international emissions reduction mechanisms such as the Clean Development Mechanism (CDM), Nationally Appropriate Mitigation Actions (NAMAs), and the mechanism for Reducing Emissions from Deforestation and Forest Degradation (REDD+).

In order to fully implement the mitigation and adaptation measures contained in this NDC, Rwanda will require finance, capacity building and technology transfer. The total estimated cost for Rwanda's identified NDC mitigation measures through 2030 is estimated at around 5.7 billion USD, and over 5.3 billion USD for adaptation priorities, representing a combined funding requirement of around 11 billion USD. For both mitigation and adaptation combined, unconditional measures account for around 40% of the total estimated funding requirements, and conditional measures around 60%.

The Government of Rwanda will continue to commit significant resources to climate change relevant strategies. Rwandan communities, private sector and NGOs can also contribute significantly to these climate change-related activities through public-private partnerships. The Rwanda Green Fund, FONERWA, will continue to play a vital role in financing low carbon projects and programmes and Update of Rwanda's Nationally Determined Contribution leveraging investment.

Although the country still signals the need to receive support from international cooperation, it manages to objectively bring the values of each action. Detailed funding requirements for each sector for mitigation and adaptation contributions are presented for the implementation of both conditional and unconditional targets. The country also signals the interest in participating in market mechanisms.

<p style="text-align: center; font-size: 2em; font-weight: bold;">7</p>	<p style="font-weight: bold;">Clear conditional targets</p>	<p>It is mentioned that the full implementation of the NDC will require predictable, sustainable and reliable support in the form of finance, capacity building and technology transfer. The initial costing of implementing the Green Growth and Climate Resilience Strategy indicated that Rwanda will need 24.15 Billion USD in the sector of Water resource management, Agriculture and Energy up to 2030. Costing of the remaining sectors will give the clear indication of financial needs.</p>	<p>As part of the NDC revision process, extensive analysis and consultations with sector experts were undertaken to produce conditional and unconditional cost estimates for the mitigation and adaptation measures through 2025 and 2030. The total estimated cost for Rwanda's identified NDC mitigation measures through 2030 is estimated at around 5.7 billion USD, and over 5.3 billion USD for adaptation priorities, representing a combined funding requirement of around 11 billion USD.</p> <p>Rwanda's Third National Communication to the UNFCCC highlighted three main challenges in climate finance in Rwanda as: (i) insufficient funds, (ii) limited budget for the implementation of climate action, and (iii) limited involvement of private sector investment in environment and climate change activities. Furthermore, the Third National Communication indicated a need for more bilateral and multilateral financial support. Rwanda has undertaken various initiatives to identify climate finance.</p>	<p>The 2020 NDC has made substantial progress in establishing funding requirements for mitigation and adaptation and clear conditional targets. A quantitative analysis to establish conditional and unconditional targets was undertaken, as well as a broader, multicriteria-based assessment in order to identify options considered most suitable or feasible for the NDC implementation and to determine which can be implemented through domestic efforts (unconditional measures) and those requiring international support and finance (conditional measures). From this analysis, Rwanda in 2020 identified that unconditional measures represent about 40% of the estimated total financing needs and conditional measures, around 60%.</p>
<p style="text-align: center; font-size: 2em; font-weight: bold;">8</p>	<p style="font-weight: bold;">Moving from conditional to unconditional targets</p>	<p>The NDC presents conditional and unconditional targets. However, it does not clearly define which targets fall into each of these categories.</p>	<p>The NDC presents conditional and unconditional targets and a clear funding requirements for adaptation and mitigation contributions. The total estimated cost for Rwanda's identified NDC mitigation measures through 2030 is estimated at around 5.7 billion USD, and over 5.3 billion USD for adaptation priorities, representing a combined funding requirement of around 11 billion USD. For both mitigation and adaptation combined, unconditional measures account for around 40% of the total estimated funding requirements, and conditional measures around 60%.</p>	<p>As expected from a Least Developed Country, conditional and unconditional targets are presented in the updated NDC. The 2020 NDC mentions that the implementation of the prioritised policies and actions assume the continued use of existing and planned national and international financial sources; and that Rwanda intends to meet its conditional contribution through the use of climate finance and international market mechanisms, including potential involvement in international cooperative approaches under Article 6 of the Paris Agreement.</p>

# FOSTERING SYSTEMIC CHANGE

9	<b>Increased sectoral coverage</b>	Sectors covered are Energy, Transport, Industry, Waste and Forestry.	The sectoral scope of the contribution covers all emissions sources described in the IPCC 2006 Reporting Guidelines, including emissions from the categories of Energy; Industrial Processes and Product Use (IPPU); Waste; and Agriculture, Forestry and Other Land Use (AFOLU), but excluding sources from forestry and other land use. Sources from forestry and other land use may be included within future contributions.	The 2020 NDC presents an increased sectoral approach, as it has included the sectors of Industrial Processes and Product Use (IPPU); and Agriculture, Forestry and Other Land Use (AFOLU).
10	<b>Quantitative Sectoral targets</b>	Rwanda has established mitigation targets in different sectors through its Green Growth and Climate Resilience Strategy. <b>Although not entirely quantitative, actions and targets were established for the sectors of Energy, Transport, Industry, Waste and Forestry.</b>	<p>The updated NDC's adaptation and mitigation measures are described according to the goals, indicators and implementation costs, offering a broad framework for tracking NDC implementation and also clear strategy for scaling up funding.</p> <p>Unconditional measures are presented for the following sectors: Energy; Buildings and agriculture; Industrial processes and AFOLU. Conditional measures are presented for the following sectors: Energy; Buildings and agriculture; AFOLU..</p>	The 2015 NDC presented a limited number of quantitative targets per sector. The 2020 NDC provides more detailed information to describe measures for mitigation and adaptation contributions. The updated measures are divided between conditional and unconditional and presented by the country with a wide table that combines the most relevant information about each area affected by the strategies adopted. The country reinforces that all these goals are in accordance with the SDGs and that they will bring direct benefits in the adaptation sector.
11	<b>Key structural sectors included</b>	The NDC briefly mentions climate change impacts on health and that community-based disaster risk reduction activities should include first aid training; and environmental and public health awareness for disease prevention, particularly following flood and storm episodes. The NDC also mentions that a successful implementation of the NDC requires a close coordination of stakeholders, including the Ministries of Education; Health; Trade and Industry; Infrastructure; Finance and Economic Planning.	Measures in key structural sectors that go beyond gas emissions reductions are concentrated in the areas of health and education. On health, the country faces challenges to improve the health of the country and reduce the level of diseases. On education, the country seeks the development of human resources through education, training and research. In addition, Rwanda's policies for addressing poverty, and the goals for poverty reduction, are set out in the First National Strategy for Transformation, the Vision 2020 and Vision 2050 strategies.	The structural sectors included in the reports focus mainly on the issue of health and education. On health, the focus is on mitigating the impact of climate change on the populations' quality of life and the proliferation of diseases. On education, the country has committed to promoting behavioral change through the dissemination of information and knowledge about sustainable development.
12	<b>Just transition policies</b>	Not mentioned.	Not mentioned.	Not mentioned.

13	<b>Cross-sectoral approaches</b>	Many of the actions specified under the sectors programmes have both mitigation and adaptation benefits. The country also mainstreamed Green Economy in its Economic Development and Poverty Reduction Strategy.	The 2020 NDC establishes specific cross-sectoral adaptation approaches, such as an integrated earlywarning system, and disaster response plans; capacity building and development for cross-sector NDC implementation; and access to finance (resource mobilization). It is also mentioned that cross-departmental consultations were carried in order to identify priority measures for mitigation and adaptation. Overall, efforts for mainstreaming mitigation and adaptation within economic planning are mentioned throughout the NDC, as well as the co-benefits of mitigation measures to adaptation and vice-versa.	The 2020 NDC establishes specific cross-sectoral adaptation approaches. In addition, adaptation benefits are presented for each mitigation measure in every sector, as well as mitigation benefits to adaptation measures.
----	----------------------------------	--	---	--

## INCLUSIVENESS AND PARTICIPATION

14	<b>Inclusive process to invite inputs from institutions and citizens in the NDC design</b>	It is mentioned that the development of this NDC was achieved through a participatory and transparent process through stakeholder consultations and workshops.	The updated NDC mentions an <b>extensive stakeholder-driven consultation process</b> . The analysis used to develop this updated NDC has involved identifying a range of mitigation options from within each of the NDC sectors for further consideration and quantitative analysis. A bottom-up 'long-list' was developed through <b>close consultation with various stakeholders and experts. A workshop was held in June 2019</b> in order to identify and discuss the 'long-list' according to sector-based discussion groups. A modified ' <b>long list</b> ' <b>emerging from the workshop discussions was further refined</b> , based on <b>subsequent meetings</b> held between the consulting team, government officials and sector experts in the <b>period of July 2019 - January 2020</b> .	Progress is observed in terms of participatory consultation process for the NDC design. The 2020 NDC mentions a bottom-up approach for establishing a list of options for mitigation and adaptation measures, as well as workshops, meetings and working groups held between 2019 and 2020. Through sector consultations and in coordination with existing governance mechanisms, including Sector Working Groups, Rwanda has ensured that its needs for NDC implementation reflect the needs of individual sectors and other national offices.
----	--	--	---	---

15	<b>Disclosure of information</b>	Not mentioned.	Not mentioned.	Both NDCs lack disclosure of information related to the consultation process carried out for NDC design. However, relevant information about the NDC construction process and the feedbacks received can be found in the Ministry of Environment's website and also in the NDC Partnership Country Page, including country engagement updates; and mission and workshop reports. (NDC Partnership country page: <a href="https://ndcpartnership.org/countries-map/country?iso=RWA">https://ndcpartnership.org/countries-map/country?iso=RWA</a> )
16	<b>Reporting back on process</b>	Not mentioned.	Not mentioned.	Despite details about the workshops and consultation process not being provided in the NDCs, specific documents detailing the process for NDC design, details related to inputs received in the consultations, as well as reports on the workshops promoted by the country can be found in the NDC Partnership Country page ( <a href="https://www.dropbox.com/sh/gakvytjxqbecwdw/AABXuQPrJY3ExTtSIXuy06sMa?dl=0">https://www.dropbox.com/sh/gakvytjxqbecwdw/AABXuQPrJY3ExTtSIXuy06sMa?dl=0</a> ).

### Participatory Climate governance structures

A successful implementation of this INDC requires a close coordination and collaboration between Ministry of Natural Resources (MINIRENA), REMA and all potential stakeholders including the private sector, civil society and public institutions. At the institutional level, the Ministry of Natural Resources (MINIRENA) is the Ministry responsible for formulating and monitoring national policies related to climate change and environment, while the Rwanda Environment Management Authority (REMA) is the official organ responsible for implementing national policies and strategies related to climate change and environment. A successful implementation of this INDC requires a close coordination and collaboration between MINIRENA, REMA and all potential stakeholders including the private sector, civil society and public institutions

The governance structure for the NDC includes government agencies at different levels, civil society, private sector and development partners. The NDC will be implemented across Ministries in charge of core NDC actions with the coordination oversight of the Ministry of Environment and facilitated by resources mobilization overseen by Ministry of Finance and Economic Planning (MINECOFIN) and the Rwanda Green Fund (FONERWA). The overriding national implementation arrangement will guide the integration of NDC priority interventions in the broad sectoral planning and implementation framework. The oversight function for implementing the National Strategy for Transformation (2017-2024) lies with the Parliament and Cabinet. Sector Working groups (which bring together Government, Development partners, Private sector and civil society) follow up implementation of sectoral plans and investments through Joint Sector Reviews. At the district level, the Joint Actions Development Forum brings together all stakeholders contributing to the delivery of the Strategy implemented through District Development Strategies.

The 2020 NDC presents a solid institutional framework for climate governance to ensure the NDC implementation, including participation of development partners, civil society, private sector and researchers in the working groups and committees linked to the Ministries involved in the NDC coordination, both in the phases of design and tracking progress of the NDC.

# CONTRIBUTION TO SUSTAINABLE DEVELOPMENT

18	Linkages with SDGs	Not mentioned.	The 2020 NDC presents adaptation and mitigation interventions prioritized for each sector and cross-cutting approaches and linkages with the United Nations (UN) Sustainable Development Goals (SDGs) and the directly relevant to the sector intervention are clearly demonstrated.	In the 2015 NDC, the country did not present actions that directly linked its adaptation and mitigation measures with sustainable development. However, in 2020 all the mitigation and adaptation interventions planned are presented according to their alignment with specific SDGs. Gender mainstreaming is a priority at all levels of policy and implementation and the NDC MRV will ensure gender disaggregated data is captured and reported.
19	Measurable Nature-based Solutions	Rwanda's long term vision is to become a climate resilient economy, with strategic objectives to achieve Energy Security and a Low Carbon Energy Supply that supports the development of Green Industry and Services; Sustainable Land Use and Water Resource Management that result in Food Security, appropriate Urban Development and <b>preservation of Biodiversity and Ecosystem Services</b> , as well as to ensure Social Protection, Improved Health and Disaster Risk Reduction that reduces vulnerability to climate change impacts. In addition, the NDC also mentions that Rwanda will also participate in <b>Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanisms</b> .	Conservation and Payment of Ecosystem Services are listed as priorities for adaptation and resilience, according to the Green Growth and Climate Resilience Strategy adopted in 2011, with a time horizon of 2050. Other priorities include Sustainable intensification of agriculture; Agriculture diversity; Integrated Water Resources Management and planning; Integrated Land Use and Management; and Sustainable Forest and Agroforestry.	Although the term nature-based solutions was not explicitly mentioned in the NDCs, the country has established measures for mitigation and adaptation that aim at ensuring the sustainable use of ecosystems, with a focus on climate resilience.

# TRACKING PROGRESS

20

## A transparent national system to track implementation

The Ministry of Natural Resources holds the responsibility to monitor and evaluate the implementation of INDCs through regular statutory stakeholders' consultative engagement including the Environment and Natural Resources Joint Sector Review (JSR) meetings. This will ensure the effective updating and implementation of both mitigation and adaptation plans.

In order to coordinate and monitor the implementation of the adaptation and mitigation actions in the different sectors, Rwanda has set up different bodies and operationalized institutional arrangements, namely the Green Economy Technical Coordinating Committee and the National Fund for Environment and Climate change (FONERWA) as a national green fund to mobilize additional internal and external climate funds.

Rwanda has a robust national planning process coordinated by the Ministry of Finance, Planning and Research (MINECOFIN) through Sectoral Working Groups (SWGs) that monitor implementation of the sector's priorities. SWGs hold semi-annual meetings and seminars for progress reports through consultative Joint Sector Review sessions. The Ministry of the Environment (ME) chairs the Environment and Natural Resources SWG, which has the responsibility of monitoring and evaluating the implementation of NDCs through consultative stakeholder engagement. The Rwandan Environmental Management Authority (REMA) has overall responsibility and chairs the Thematic Working Group on Environment and Climate Change (E&CC TWG), which is the key platform for NDC implementation oversight. The NDC presents an annex that outlines a framework of indicators for tracking implementation of the mitigation and adaptation contributions. The institutional arrangements for tracking of NDC implementation, including the national NDC MRV process, as well as the data and information management and role of each institution is well elaborated in the NDC.

Significant progress is observed since the first NDC to establish a transparent national system to track implementation. The 2020 NDC details how Rwanda has organized its NDC monitoring and evaluation system, including MRV frameworks for both mitigation and adaptation to help track climate finance flows for NDC implementation. The MRV framework also captures non-GHG impacts on environmental, social and economic impacts of the NDC actions that would lead to transformational change towards achieving national sustainable development goals, taking into account gender mainstreaming, which is central to Rwanda's sustainable development process.

## WWF checklist for Rwanda's 2020 NDC assessment

Mitigation

Adaptation

Finance

Fostering system change

Inclusiveness and Participation

Contribution to Sustainable Development

Tracking progress

Rwanda's rating grade after assessment:



## For more information

**Fernanda de Carvalho**

Global Policy Manager

WWF International, Climate & Energy Practice

[fcarvalho@wwfint.org](mailto:fcarvalho@wwfint.org)

