



GGGI

IMPACT AND  
EVALUATION UNIT

Main Report

# Evaluation of the Rwanda Country Program 2015-2020



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GGGI

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## Acknowledgements

The Evaluation of the Rwanda Country Program was prepared by GGGI's Impact and Evaluation Unit (IEU) as a tool for transparency and learning. It is intended to strengthen accountability of GGGI to its Members and Partners and to support continuous improvement in the design and implementation of GGGI projects, programs, and operations.

This Report – containing the findings and recommendations – is the result of an eight-month process, including extensive document review and interviews. The Evaluation was led by Yoonyoung Jung (Officer, Impact and Evaluation) with support from Kyuin Lee (Consultant, Impact and Evaluation) under the supervision of James Sheppard (Specialist, Impact and Evaluation). Pei-Ru (Patricia) Wang (Intern, Impact and Evaluation) and Hashem Ali (Intern, Impact and Evaluation) provided editorial support.

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## Acronyms

BAU	Business as Usual
CPF	Country Planning Framework
DDP	District Development Plans
DDS	District Development Strategies
EDPRS	Economic Development and Poverty Reduction Strategy
FONERWA	Rwanda Green Fund
GBMCS	Green Building Minimum Compliance System
GCF	Green Climate Fund
GGCRS	Green Growth and Climate Resilient Strategy
GIAF	Green Incubator and Accelerator Facility
GoR	Government of Rwanda
ICLEI	International Council for Local Environmental Initiatives
IMELS	Ministry for the Environment, Land and Sea, Republic of Italy
ITS	Intelligent Transport System
M&E	Monitoring and Evaluation
MININFRA	Ministry of Infrastructure, Rwanda
NAMA	Nationally Appropriate Mitigation Actions
NMT	Non-motorized Transport
PBS	Public Bike Sharing
QFFD	Qatar Fund for Development
RHA	Rwanda Housing Authority
Sida	Swedish International Development Cooperation Agency
SO	Strategic Outcome, GGGI
UNEP	the United Nations Environment Programme

## Main Findings

### Has the program identified clear country goals/targets to aim?

- GGGI's programming to support the Government of Rwanda have been well aligned to the priorities and goals of the Government, including the of *Vision 2020* and *Vision 2050*, *Economic Development and Poverty Reduction Strategy II (2013-2018)*, *National Strategy for Transformation (2017-2024)*, as well as those contained in Rwanda's *Nationally Determined Contribution* to the Paris Agreement.
- GGGI's programming has been well guided by the *GGGI Rwanda Country Planning Framework 2016-20*. Though this earlier Country Planning Framework did not seek to quantify the impact that GGGI's programming would support, this has been addressed in the *GGGI Rwanda Country Planning Framework 2021-25*. However, considering the achievements achieved between 2015 and 2020, the targets for the *Country Planning Framework 2021-25* could have been set more ambitious.
- GGGI's programming in Rwanda has integrated gender and social inclusion early into project design. However, GGGI should consider making gender and social inclusion more visible in its results reporting. Despite the continuous efforts of the Rwanda Country Program to integrate the gender and social inclusion through the program years, it is difficult to capture and present the results.

### Has the Country Program made progress along clear pathways to impact?

- Between 2015 and 2020, the Rwanda Country Program supported the Government of Rwanda to adopt six policies (i.e. District Development Strategies and Green Building Minimum Compliance System) and secure more than USD 40 million (i.e. USD 32.8m from GCF for Gicumbi District and USD 0.9m for Public Bicycle System) in initial investment commitment.
- If these policies are implemented and the investment materialized, GGGI's support will have had an estimated direct (attributed) impact of 0.4 MtCO<sub>2e</sub> in reduced GHG emissions, 27,500 green jobs created, 1,300 hectares of natural capital preserved, and 530,000 Rwandans with enhanced adaptation to the adverse impact of climate change. GGGI's interventions further contribute to the Government's NDC target of 2.7 MtCO<sub>2e</sub> in reduced GHG emissions.
- Despite the Country Program's good results, external result reports are structured around activities and outputs, and do not provide a narrative about the strategic importance of the projects and the results and learning. GGGI should demonstrate how its projects have built on each other and should be integrated into strategic and communication plan.
- GGGI has been able to respond to emerging requests from the Government, such as how to green the new Bugesera Airport and public bike sharing scheme. Although these they were initiated in an ad-hoc manner which make them stray from the main objectives of the projects that they belong to, it was evident that good knowledge and learnings have been obtained. An adequate system or process should be developed to design projects that properly capture ad-hoc requests from the government and/or last-minute development of projects in GGGI to avoid any inconsistencies amongst outcomes in a project.

### Are the interventions scalable?

- The Rwanda Country Program has identified three interventions that have the potential to be scaled, namely the public bike sharing, green building minimum compliance system, and eco-tourism park. GGGI should build on the successful outcomes that have high scalability and seek out additional opportunities to scale the solutions. Knowledge and experience gained through these interventions should be properly documented, leveraged, and transferred to make more attempts to replicate the success elsewhere.

## Recommendations and Management's Response

Recommendation	Management response			
	Agree/ Partially agree/ Disagree	Management comment, if applicable	Responsible	Deadline (calendar quarter)
1. GGGI should develop a clear communication strategy to disseminate its Rwanda Country Program results to date and how they are being taken forward by the Government. Previous result reporting and communication activities have been more focused on reporting the delivery of activities, outputs, and intermediate outcomes rather than creating a narrative about the significance of the intermediate outcomes and how this is making a difference for the country.	Agree	GGGI have made efforts in the past couple of years to communicate the results from Rwanda Country Program and will double its efforts to focus more on communicating the significance of the Country Programs Intermediate Outcomes and how these are making a difference for the country. The CPF (2021-2025) has set clear targets within the programmatic solutions to report and communicate the Rwanda country program outcomes and potential impacts that are closely aligned with the government National Strategy for Transformation (2017-2024)	Country Representative	Q4 2023
2. GGGI should strengthen its results reporting and communication activities to give greater attention to the impact of intermediate outcomes on women and disadvantaged groups. The Country Program team has already taken efforts to integrate gender and social inclusion in its policy and investment work, but it is not visible in its reporting and communication about intermediate outcomes. This has been supported by GGGI efforts since 2015 to strengthen gender and social inclusion in operations, including the Gender and Social Inclusion Strategy 2015-2020.	Agree	Gender equality and women's empowerment are mainstreamed in all development frameworks at central and local levels. The country continues to register significant gender equality gains and made noteworthy in-roads in the economic, social, and political sectors. GGGI will continue to prioritize strengthening its results reporting and communication activities on women and disadvantaged groups as already documented in the CPF (2021-2025) as well as initial results from the GCF National Adaptation Strategy. GGGI Rwanda will work with the HQ comms team to synthesize communications and further strengthen outreach.	Country Representative	Q2 2023
3. GGGI should continue efforts to estimate the impact of policy and investment support during the project design	Agree	The Country program has developed skills and expertise to support the accurate	Country Representative	Q4 2022



		and implementation, and how these are aligned with Government priorities. Between 2015 and 2020, GGGI's strengthened its project design processes to consider impact, including broken down by gender. These efforts include the definition of impact measures and methodologies. These estimates should be reviewed during the delivery of GGGI's technical assistance.	estimation of the impact of policy and investment support to the government. The methodologies have been reviewed from 2021 to capture both the attributed and contributed impacts of GGGI's work. Moreover, more data and information are currently being collected and analyzed to support the strengthening of Rwanda's Green Growth Index.		
4.	GGGI should ensure that it develops a clear results framework for <i>ad hoc</i> and ongoing Government requests for support, following its Project Cycle Management Policy. GGGI's support for several intermediate outcomes were commenced without a clear results framework and risk assessment.	Agree	PCM 3 in the iGrow process has been evolving in the past few years and the country program is working towards utilizing this in project development.	Country Representative, regional director	Q1 2023
5.	GGGI should ensure that it completes a lesson learning and share the conclusions through the relevant GGGI communities of practice to facilitate the transfer of knowledge gained through the process, in accordance with GGGI's Project Cycle Management Policy. When conducting this exercise, GGGI could consider (1) engaging the main government agencies to understand and capture their perspective; (2) document not only what did or did not go well, but what could have been done differently to address specifically those aspects that did not go well; and (3) assess if project risks materialized and whether mitigating actions were sufficient and/or what could be done differently in the future.	Agree	Most of the initial work from GGGI Rwanda is what is today mainstreamed organizationally. For example, Green Cities, Nationally Financing Vehicle (NFVs), Green Buildings, Youth Entrepreneurship. More opportunities are currently being shared for replication in other areas like e-mobility and urban resilience. GGGI Rwanda will ensure our experts are actively participating in communities of practice and that our best practice and our lessons are shared and replicated. One example we are commencing is the development of a proposal that draws on our experience in green buildings. We are also looking with the communities of practice how to replicate our nature-based solutions around 'sponge cities and flood management to other relevant contexts, such as the flooding in Pakistan.	Country Representative, regional director	Q1 2023
6.	GGGI should assess the extent to which it can build on the successful outcomes from the Rwanda Country Program that have high scalability in Rwanda and replicability in Africa and globally. Knowledge of GGGI's results in Rwanda are not widely known across the organization, and not systematically brought into to project and program design.	Agree	Some past and current results in Rwanda have scaled within the context and size of the country. For example, the lessons on the setting up of a National Financing Vehicle and the institutional and policy framework for Green Buildings, Circular Economy, and wetland restoration into ecological parks.	Regional director and relevant community of practice leads, overseen by ADG IPSD and DDG GGPI.	Q2 2023

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More effort is being made to strengthen organizational and cross-country knowledge exchanges to ensure a systematic program and project uptake from this knowledge during program design. More resources are planned to achieve these in the upcoming 2023-2024 work program. Three areas we are keen to respond to this recommendation on are green buildings, sponge cities and green city planning.

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## Introduction

### Purpose of this Evaluation

The objective of this Evaluation is to (1) provide GGGI's Assembly, Management, Country Programs, and other stakeholders with information on the results of GGGI's Rwanda Country Program between 2015 and 2020; and (2) identify the lessons and opportunities to further improve the delivery and impact of GGGI's Rwanda Country Program under *Strategy 2030*. This Evaluation was undertaken by the Impact and Evaluation Unit (IEU) as part of its 2021 workplan.

In consultation with the Council's Management and Program Sub-Committee<sup>1</sup> and GGGI's Management Team, IEU selected the Rwanda Country Program as the focus for an evaluation as the Country Program is one of GGGI's oldest and to develop a new five-year Country Planning Framework (CPF) in 2021.

### Key Evaluation Questions

This Evaluation has been defined around a set of Key Evaluation Questions (KEQs), aligned with the criteria stated in GGGI's *Evaluation Rules*<sup>2</sup> and the OECD Development Assistant Committee's Evaluation Criteria. Specifically, three KEQs were articulated for the Evaluation, namely:

- KEQ 1: Has the Country Program identified clear country goals/targets to aim? (i.e., Relevance);
- KEQ 2: Has the Country Program identified and made progress along clear pathways to impact? (i.e., Impact, Effectiveness); and
- KEQ 3: Are the interventions delivered to date scalable? (i.e., Impact, Sustainability).

### Scope

The review took place from August 2021 to April 2022 and covered all completed and ongoing projects relevant to the Rwanda Country Planning Framework (CPF) 2015-20.<sup>3</sup> **Table 1** presents an overview of the projects delivered in Rwanda between this period. All eight projects were specific to Rwanda; the Rwanda Country Program did not include any regional or global projects during the period of the Evaluation.

The evidence base for this report was limited to program documents as well as interviews and discussions with GGGI staff. The Evaluation team conducted interviews with GGGI staff from the regional office, country representative, and country program staff. Due to COVID-19, and following discussions with the Country Program team, the Evaluation team did not envisage to conduct a mission to interview government stakeholders and this was planned from the design phase of the evaluation.<sup>4</sup> However, a decision was taken in mid-2022 to explore opportunities to interview government stakeholders to reflect their opinions on GGGI's work. Efforts were made to arrange interviews with the government stakeholders, and these did not materialize. As a way to address the needs, the report makes reference to the testimonies that were made by the government counterparts.

### GGGI's Impact Pathway in Rwanda

The Impact Pathway is a tool to present a theory of change and/or results framework for a program to be retrospectively reconstructed using information from project level. GGGI's Impact Pathway in Rwanda is

<sup>1</sup> Article 8(5)(b) of the Agreement on the Establishment of GGGI establishes the Council's function to: approve the GGGI's strategy, and review the results, monitoring, and evaluation framework. The Management and Program Sub-Committee of the Council (MPSC) is the advisory body to the Council of GGGI. For more information about the Management and Program Sub-Committee is available <https://ggi.org/about/governance/mpsc/>

<sup>2</sup> GGGI (2017), *GGGI Evaluation Rules, Version 1.0*, August 24, 2017, <https://ggi.org/site/assets/uploads/2017/11/GGGI-Evaluation-Rules-version-1.0.pdf>

<sup>3</sup> Rwanda CPF is designed for 2016-2020, but since the operation started earlier, the evaluation covers projects that started in 2015..

<sup>4</sup> The design of the evaluation was assessed twice both in mid-2021 and in early 2022, and the decision was to continue the evaluation without the government counterpart interviews.

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presented in **Table 2**. For ease of reference, the Strategic Outcome (SO) estimations, both those achieved and in progress, contained in the Impact Pathway are compiled into **Table 3**.

Table 1 GGGI's Projects in Rwanda, 2015-2020

Project ID	Project name	Start date (MM-DD-YYYY)	End date (MM-DD-YYYY)	Country	GGGI total project budget (USD)	GGGI spend 2017-20 (USD)	Resource partner(s)
RW1	Rwanda – Technical Support to the Rwanda National Fund for Environment and Climate Change	01-01-2015	01-31-2019	Rwanda	1,466,851	815,935	Core
RW2	Rwanda Climate Resilient Green Cities	01-01-2015	03-31-2019	Rwanda	4,412,476	3,243,390	Core
RW4	IMELS – GGGI Contribution Agreement	03-15-2018	06-30-2019	Rwanda	160,756	119,041	Ministry for Ecological Transition, Italy <sup>5</sup>
RW5	Readiness Support to implement Green City Development Projects in Rwanda's Secondary Cities	04-01-2018	08-30-2019	Rwanda	969,929	568,119	GCF
RW07	Inclusive Green Urban Development (IGUD)	01-01-2019	12-31-2020	Rwanda	510,287	495,945	Core
RW08	Green Investment Advisory and Support (GIAS)	01-01-2019	12-31-2025	Rwanda	350,665	354,103	Core
RW09	Green Infrastructure Planning and Delivery (GIPD)	01-01-2019	12-31-2022	Rwanda	365,763	275,915	Core
RW15	IMELS-GGGI Contribution Agreement Phase 2	05-01-2019	04-30-2021	Rwanda	292,172	242,982	Ministry for Ecological Transition, Italy

Source: GGGI Online and ERP

<sup>5</sup> The initial funding agreement was with the Ministry for the Environment, Land and Sea of the Republic of Italy (IMELS), but the name of the Ministry changed in 2021.

Table 2 GGGI Rwanda Impact Pathway 2015-20<sup>6</sup>

GGGI Programmatic Solution	Outcomes			Estimated Impacts (Strategic Outcomes)		
	Policies adopted	Investment commitment via Financing Instruments	Investment commitment via Investment Projects	Attributed	Contributed	Country goals
PS2. Climate action	FONERWA structure and governance revised by the Parliament (2017)	USD 5m investment commitment for CSO through Sida Green Fund (2017)			SO1- GHG reduced: Successful policy adoption outcomes are expected to contribute to the entirety of Rwanda's NDC target, equating to annual GHG reductions of 2.7 MtCO <sub>2</sub> e/yr	<b>GHG EMISSIONS: NDC (2020):</b> Unconditional 16% reduction in GHG emissions from BAU levels by 2030  <b>URBANIZATION: Vision 2050 (2015)</b> Percentage of population living in urban areas from 18.4% in 2016 and 17 to 70% by 2050  <b>NST1 (2017):</b> 16.5% of urbanization in 2012 to 35% by 2024  <b>GREEN BUILDINGS: GGCrs (2011):</b> 80% reduction in energy use in buildings  <b>TRANSPORTATION: Vision 2050 (2015)</b> Percentage of population conveying with public transportation from 17% to 40% by 2050
		EUR 3.5m investment commitment for Green Incubator and Accelerator Facility		SO2 – Green jobs created: 1,000		
		Investment commitment via NAMA Facility Fund				
			USD 32.8m GCF investment secured for strengthening climate resilience of rural communities in Gicumbi District (2018)	SO1 – GHG reduced: 0.27 MtCO <sub>2</sub> e SO6 – Adaptation to climate change enhanced: 531,500 beneficiaries		
PS6-8. Green Urban Infrastructure norms / standards / policies	National Roadmap for Green Urbanization adopted and applied (2015)  District Development Strategies adopted and implemented in six secondary cities (2017)		USD 60.0m commitment secured for a Cactus Green Park development	SO2 – Green jobs created: 26,895		

<sup>6</sup> The years that are captured in this Impact Pathway Table (IPT) are from 2015 to 2020, which are different from the one from the Country Program Results Report that covers from years from 2017 and onwards. Also, the IPT here has different interpretations on some of the outcomes.

GGGI Programmatic Solution	Outcomes			Estimated Impacts (Strategic Outcomes)		
	Policies adopted	Investment commitment via Financing Instruments	Investment commitment via Investment Projects	Attributed	Contributed	Country goals
	<p>Revised Kigali Master Plan adopted and implemented (2019)</p> <p>Master Plans for six secondary cities revised (2019 and 2020)</p>					<b>GREEN JOBS:</b> <b>Vision 2050 (2015)</b> Unemployment rate from 15.2% (2019) to 0.05 (2050)
PS8. Green buildings	Green Building Minimum Compliance System adopted and applied (2019)		<p>USD 0.2m investment commitment secured to retrofit two health centers (2019)</p> <p>Green certified Bugesera Airport</p>	<p>SO1 – GHG reduced: 7,186 tCO<sub>2</sub>e</p> <p>SO2 – Green jobs created: 10</p>		
PS7. Sustainable mobility			USD 0.9 m investment commitment secured for Public Bicycle System (2019)	<p>SO1 – GHG reduced: 0.01 MtCO<sub>2</sub>e</p> <p>SO2 – Green jobs created: 45</p>		
PS4 Sustainable forests			USD 1.1m investment commitment secured for Nyandungu Eco-Tourism Park (2019)	<p>SO1 – GHG reduced: 0.09 MtCO<sub>2</sub>e</p> <p>SO2 – Green jobs created: 510</p> <p>SO5 – Adequate natural capital maintained: 0.00013 m ha</p>		

**Table 3** GGGI Rwanda Impact Pathway Strategic Outcomes (SO) Calculations

Programmatic Solution	Outcomes			Estimated Impacts (Strategic Outcomes)			
	Policies adopted	Investment commitment through financing instruments	Investment commitment through investment projects	Attributed		Contributed	
COUNTRY PROGRAM RESULTS – CUMULATIVE FOR 2015-2020	6	USD 40 million		SO1-GHG emissions reduced	0.4MtCO <sub>2</sub> e	SO1-GHG emissions reduced	2.7MtCO <sub>2</sub> e
				SO2-Green jobs created	27,460	SO2-Green jobs created	N/A
				SO5 – Adequate natural capital maintained	0.00013 m ha	SO5 – Adequate natural capital maintained	N/A
				SO6 – Enhanced climate adaptation:	531,500 beneficiaries	SO6 – Enhanced climate adaptation:	N/A
							N/A



The Impact Pathway is comprised of several elements as follows:

- **GGGI's programmatic solutions:** GGGI's operations are structured around Programmatic Global Operational Priorities and programmatic solutions. These are priority areas where GGGI expects to achieve most of its impact in support of the transformation of its Member and Partner countries' economies towards a green growth economic development model. GGGI formally articulated Global Operational Priorities and corresponding Programmatic Solutions, under the *Roadmap to Implement Strategy 2030* (Table 4). Subsequently, GGGI classified these into primary and secondary programmatic solutions. All projects must support one primary programmatic solution – either green investment or climate action – and then one or more secondary programmatic solutions. In doing so, the key assumption is that any secondary programmatic solutions will eventually link to the primary programmatic solutions.<sup>7</sup>

**Table 4** Programmatic Global Operations Priorities and Corresponding Programmatic Solutions under GGGI's *Strategy 2030*

Programmatic Global Operational Priority	Programmatic Solution
<b>Primary</b>	
1. Catalyzing and accelerating access to climate finance/ green investments for Members' public and private sectors	1. Green investments - green bankable projects, national financing vehicles, green and climate instruments, carbon-focused engagements
2. Supporting Members in strengthening policy planning, regulatory frameworks, and institutional capacity to achieve green growth outcomes	2. Climate action - inclusive green growth plans, long-term low emission development strategies, NDC support, monitoring, reporting and verification system design, climate diplomacy
<b>Secondary</b>	
3. Achieving a sustainable and circular bioeconomy while securing healthy natural systems	3. Climate-resilient agriculture - solar irrigation, renewable energy in agri-value chain, resilient cropping practices, resource conservation
	4. Sustainable forests - REDD+, landscapes financing mechanisms, natural capital markets innovations
	5. Coastal resilience - mangroves as ecosystem for livelihoods, aquaculture, marine issues - fisheries, flood protection, and pollution
	6. Waste management - circular economies, urban, and agricultural waste, wastewater, fecal sludge management, waste to resource
4. Making cities and communities sustainable, livable, and resilient through supporting green jobs, services, and green infrastructure	7. Sustainable mobility - e-mobility, non-motorized transport
	8. Green buildings - green urban infrastructure norms/ standards/ policies, energy efficiency in residential and commercial buildings
	9. Solar PV - solar water pumping, solar PV auctions, rooftop, utility scale plants, storage
	10. Green industries - industrial parks, supply chains, energy efficiency in small and medium enterprises, labelling and standards
<b>Cross-cutting</b>	
5. Accelerating progress in GGGI's programs for poverty eradication and gender equality	11. Cross-cutting issues to be integrated into programs, as appropriate

Source: Adapted from GGGI (2020), "Roadmap to Implement Strategy 2030, Five-Year Roadmap 2021-2025", MPSC/2020/2, June 2020, [https://gggi.org/site/assets/uploads/2020/05/GGGI-Strategy-2030-5-Year-Roadmap-2021-2025\\_for-MPSC\\_0618.pdf](https://gggi.org/site/assets/uploads/2020/05/GGGI-Strategy-2030-5-Year-Roadmap-2021-2025_for-MPSC_0618.pdf) and GGGI (2020), CBP/GBP Preparation for WPB 2021-2022 Additional Guidelines and Key Lessons Learned, internal document.

- **Intermediate outcomes:** GGGI delivers outputs to support Members and Partners to achieve intermediate outcomes that (1) strengthen their policy, planning, and regulatory frameworks, (2) develop and mobilize capital for financing instruments that blend public and private, market and concessional, finance; and (3) secure investment commitment for bankable projects. Where GGGI's outputs have successfully contributed to intermediate outcomes, these are indicated in **green** and counted towards the GGGI-wide targets under *Strategy 2030*. For those that are still in progress, the intermediate outcomes are indicated in **orange**. For those that were not achieved, the intermediate outcomes are in **red**. All outcomes that are causally linked to each other are included in the same row. The status of outcomes was determined through document reviews and interviews carried out by IEU.

The intermediate outcome "policy, planning, and regulatory frameworks strengthened" reflects the extent to which GGGI's policy advice and recommendations is being taken up and adopted by Member and Partner

<sup>7</sup> GGGI (2020), CBP/GBP Preparation for WPB 2021-2022 Additional Guidelines and Key Lessons Learned.

governments for implementation. It is measured by the number of green growth policies adopted by governments with GGGI's support – or “policies adopted” for short. Green growth policies encompass any formal government strategy, plans, or policies; sectoral strategies, plans, or policies; and changes to existing laws or administrative rules. The adoption of green growth policies by governments may also be evidenced by government budget allocation or project investment decisions and new or changed institutional arrangements.

The intermediate outcome “capital for financing instruments that blend public and private, market and concessional, finance mobilized”; and “initial investment commitment for bankable projects secured” reflects the extent to which GGGI's green investment services have resulted in investment commitments toward green growth projects in Member and Partner countries. It is measured in USD and disaggregated by public and private sources. Public finance refers to financial resources from donors and partner governments, development agencies, as well as multilateral and regional development banks. Private finance refers to non-public sources such as private banks, private companies, private or company pension funds, voluntary carbon credit market, private savings, family-owned funds, and entrepreneurs' own capital. Finance includes all types of instruments: grants, equity, debt, and guarantees. Evidence of GGGI support must be documented in the form of letters of intent, signed term sheets, memorandums of understanding, ministerial letters of appreciation, or ministerial letters of gratitude.

- **Strategic outcomes:** Intermediate outcomes are expected to lead to strategic outcomes, namely (1) reduced GHG emissions; (2) creation of green jobs; (3) increased access to sustainable services (i.e., clean energy, sanitation, waste management, and sustainable transport); (4) improved air quality; (5) adequate maintenance of natural capital; and (6) enhanced adaptation to climate change. Consistent with the *GGGI Strategic Outcome Guidelines, Frameworks and Methodologies for Development Impact Estimations*, impacts are divided into attributed impacts and contributed impacts. All impacts are estimates of what will occur in the future assuming policy, financing, and investment outcomes proceed as planned. Where GGGI has successfully completed intermediate outcomes that lead to strategic outcomes, these are indicated in **green** and may be counted towards the GGGI-wide targets in *Strategy 2030*. For intermediate outcomes that are still in progress, the estimated impacts are indicated in **orange**. For intermediate outcomes that were not achieved, or for which initial investment commitments were subsequently dropped, the estimated impacts are in **red**.
- **Country goals:** The right side of the diagram summarizes the official development goals and targets of the Colombia that GGGI is helping to achieve through its projects and programs.

## How is this document structured?

The remainder of this document is structured around the impact pathway presented in **Table 2** and divided into three sections.

- **Description of country goals and targets:** Highlights the development goals/targets of the Government of Rwanda. This is informed by a desk review of NDC and relevant national, subnational, and sectoral policies to extract the goals and targets.
- **Summary of the Rwanda Country Program:** This section provides an overview of the partnership between Rwanda and GGGI. It highlights when country became a Member of GGGI (or commenced its accession to the Agreement on the Establishment of GGGI), when GGGI began delivering projects to support Rwanda, and how these operations have expanded.
- **Detailed Results Report<sup>8</sup>:** Provides a narrative for each intended intermediate outcome, explaining why this was a priority for the Government and what GGGI was expected to deliver, what outputs GGGI delivered and how these were delivered, whether the intermediate outcome was successful, in progress, or not achieved, and an estimated impact of the intermediate outcome. This was done based on a desk review of project proposals, project logframes, evidence of project outputs, reports submitted to resource partners for the Rwanda Country Program, and internal GGGI end of year results reports between 2017 and 2020.

<sup>8</sup> This report is published in a separate document.

Key reports that were reviewed for this Evaluation included: (1) NDC and national development plans, (2) project proposals for earmarked-funded projects and project idea notes for core-funded projects and projects under programmatic earmarked, (3) internal year-end reports for 2017, 2018, and 2019, as well as the new Country Program Results Report for 2020; (4) annual and project completion reports to resource partners; and (5) Independent Evaluation of GGGI's Green City Strategies, that included a focus on Rwanda (together with Cambodia and Senegal).<sup>9</sup> **Appendix 1** provides a list of documents reviewed.

## GGGI-Rwanda partnership

### Membership

Rwanda was signatory to the Agreement on the Establishment of GGGI at the Rio+20 Conference in June 2012. Rwanda subsequently became a Member of GGGI on September 11, 2016, on the 30<sup>th</sup> day after the deposit of its Instrument of ratification with the Depository of Agreement on the Establishment of GGGI, the Director-General of the Institute. The Government of Rwanda and GGGI signed a Host Country Agreement on November 10, 2016.

GGGI commenced work in Rwanda in 2012, operational since 2013 and fully functional since 2015. For this review, IEU treats 2015 as the effective start date. This was when a permanent in-country team and a full Country Program began to be established.

### Country Planning Framework

The GGGI Rwanda CPF 2016-20 identified three priority areas for GGGI's support, namely (1) Rwanda's urbanization is guided by green growth principles; (2) Resource-efficient, low-carbon technologies and infrastructure solutions are understood and prioritized in urban development projects; and (3) Sustainable financial instruments support green growth projects. A new GGGI Rwanda CPF is expected to be developed in 2022.

GGGI's key government partners include:

- Ministry of Infrastructure;
- Ministry of Environment;
- Rwanda Green Fund;
- Ministry of Finance and Economic Planning;
- Ministry of Local Government;
- City of Kigali and secondary cities of Huye, Muhanga, Musanze, Nyagatare, Rubavu, and Rusizi;
- Local Administrative Entities Development Agency;
- Rwanda Environment Management Authority; and
- Rwanda Housing Authority.

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<sup>9</sup> <https://gggi.org/report/evaluation-of-green-city-strategies/>

## Key Findings and Recommendations

### KEQ 1: Has the Country Program identified clear country goals/targets to aim?

GGGI's programming in Rwanda has been well guided by the CPF spanning 2016-20 that is aligned to the country's development goals and targets. These goals and targets are drawn from key national strategies including Vision 2020, Vision 2050, Economic Development and Poverty Reduction Strategy II (2013-18), National Strategy for Transformation (2017-24), and Nationally Determined Contribution (NDC). The specific goals and targets supported by the GGGI Country Program are summarized in the **Table 5**.

**Table 5** Rwanda's Main Country Goals and Targets

Goal	Target	Policy Source
GHG emission reduction	Unconditional contribution of 16% from BAU levels by 2030 and conditional reduction of 22%. The unconditional target amounts to a reduction of around 1.9m tCO <sub>2</sub> eq/yr, and conditional target amounts to 2.7m tCO <sub>2</sub> eq/yr	Nationally Determined Contribution (2020)
Climate Change and Green Growth	Green growth is incorporated as a priority thematic area within the guiding principles of economic transformation, as well as embedded within urbanization and rural development actions	Economic Development and Poverty Reduction Strategy II 2013-18
	Responses related to climate change, gender, and health to strengthen solutions for poverty reduction.	Vision 2020
Urbanization	Urbanization as a driver growth from 18.4% in 2016/17 to 52.69% by in 2035, and 70% by 2050	Vision 2050
	Priority Area 2: Accelerate Sustainable Urbanization 35% by 2024 from 18.4% in 2016/2017	7 Year Government Programme: National Strategy for Transformation 2017-24
	Enhanced access to basic infrastructure for health facilities	Green Growth and Climate Resilient Strategy
	To achieve Sustainable Land Use and Waster Resource Management that results in Food Security, appropriate Urban Development and preservation of Biodiversity and Ecosystem Services	Green Growth and Climate Resilient Strategy
	Transform the economic geography of Rwanda by facilitating and managing urbanization and promoting secondary cities as poles of economic growth	Economic Development and Poverty Reduction Strategy II

Source: Evaluation team

The Evaluation team found evidence that GGGI's programming choices are guided by these goals and targets, with the Rwanda Country Program and individual staff frequently cited the national goals and targets in project documents and interviews. This high degree of goal clarity has been key to support a clear pathway to impact, as discussed in the next section of this Report. GGGI Rwanda's work also contributes to the Government of Rwanda's physical plans. Each year, the Government of Rwanda drafts a biannual work program and budget which GGGI contributes to mainly through technical review and advice.

While the *GGGI Rwanda CPF 2016-20* identified the Government's goals and targets, it did not establish quantifiable targets to specifically guide the ambition of GGGI's programming. This is explained because GGGI's Strategic Outcomes were only defined in 2017 and the *GGGI Strategic Outcomes Guidelines*<sup>10</sup> were only articulated in 2019. The *GGGI Rwanda CPF 2021-25* has subsequently set quantifiable targets for GGGI to focus, which are summarized in the **Table 6**.

<sup>10</sup> GGGI Strategic Outcomes Guideline outlines concepts, approaches, and methodologies to estimate ex-ante development impacts from current GGGI projects and the targeted impacts of planned future activities. Grounded in GGGI's Theory of Change, the guideline provides technical definitions, sectoral boundaries, analytical steps, and suggested qualitative and quantitative approaches for impact estimation across GGGI's Strategic Outcomes (SO). ([link](#))

**Table 6** GGGI Rwanda Country Program Targets for 2017-30

	Policies Adopted	Targeted Investment Committed <sup>11</sup>	Attributed		Contributed <sup>12</sup>	
Country Program Results - 2021	1	USD 27.3 million	SO1 GHG Reduced	2.16 MtCO <sub>2</sub> eq	SO1 GHG Reduced	2.91 MtCO <sub>2</sub> eq
			SO2 Green Jobs	11,084 green jobs	SO2 Green Jobs	15,680 green jobs
			SO3.3 Sustainable Waste Management	0.18 million people	SO3.3 Sustainable Waste Management	XX million people
			SO5 Adequate Maintenance of Natural Capital	0.003 Ha	SO5 Adequate Maintenance of Natural Capital	XX million Ha
			SO6 Enhanced Adaptation to Climate Change	0.04 million people	SO6 Enhanced Adaptation to Climate Change	XX million people
Country Program Results - Cumulative 2017-30	5	USD 34 million	SO1 GHG Reduced	0.44 MtCO <sub>2</sub> eq	SO1 GHG Reduced	7.65 MtCO <sub>2</sub> eq
			SO2 Green Jobs	15,417 green jobs	SO2 Green Jobs	XX green jobs
			SO5 Adequate Maintenance of Natural Capital	113.5 Ha	SO5 Adequate Maintenance of Natural Capital	XX million Ha
			SO6 Enhanced Adaptation to Climate Change	0.53 million people	SO6 Enhanced Adaptation to Climate Change	XX million people

Source: GGGI Rwanda Country Planning Framework 2015-2025

However, the quantifiable targets for the second phase of CPF could have been more ambitious considering what has been already accomplished in the Rwanda Country Program. For example, the cumulative targets for investment mobilized for 2017-30 is USD 34 million (**Table 6**) whereas the actual accomplished investment mobilized for 2015-20 is USD 40 million (**Table 3**). Although the years are spread out by a few years, it is evident that the amount of investment mobilized has already exceeded the targets for the future years. This applies for the rest of the Strategic Outcome targets, which implies that the targets that are set in the CPF 2020-25 could be more ambitious and set higher.

### Gender and Social Inclusion

Integrating gender and social inclusion into project design has been evident in the earlier projects of GGGI Rwanda Program, aligned with the Government's commitment to gender in its 2010 *National Gender Policy* and *National Strategy for Transformation*. This Strategy supports the implementation of diverse integrated actions to enable women and men to cope and adapt to the effects of climate change.

The Rwanda Country Program's efforts to integrate gender and social inclusion include:

- The revision of the Rwanda Infrastructure Gender Mainstreaming Strategy 2014-22 in 2016;
- Technical support for the Infrastructure Gender Mainstreaming Strategy in 2017;

<sup>11</sup> Although in the Rwanda CPF 2021-2025 indicates this as Investment Mobilized, IEU believes that the term *committed* demonstrates the targets more accurately.

<sup>12</sup> Quantitative targets are yet to be set by the country team for the ones that are currently indicated in XX.

- Support to validate the Gender Mainstreaming Strategy in the Green City Development Infrastructure Sector;<sup>13</sup> and
- Support for the adoption of a Gender and Social Inclusion Framework into the National Roadmap for Secondary Green City Development.

Despite the efforts of the Rwanda Program to integrate gender and social inclusion in its interventions, these have not been presented in visible ways for the audience to understand what has been accomplished. The current GGGI's system requires country teams to incorporate social inclusion and gender equality during the designing phase, but there is no structural approach to present and showcase the achievements and results in this area at an outcome or impact level as they are mostly embedded in the activity and output levels.

**RECOMMENDATION 1: GGGI should develop a clear communication strategy to disseminate its Rwanda Country Program results to date and how they are being taken forward by the Government. Previous result reporting and communication activities have been more focused on reporting the delivery of activities, outputs, and intermediate outcomes rather than creating a narrative about the significance of the intermediate outcomes and how this is making a difference for the country.**

**RECOMMENDATION 2: GGGI should strengthen its results reporting and communication activities to give greater attention to the impact of intermediate outcomes on women and disadvantaged groups. The Country Program team has already taken efforts to integrate gender and social inclusion in its policy and investment work, but it is not visible in its reporting and communication about intermediate outcomes. This has been supported by GGGI efforts since 2015 to strengthen gender and social inclusion in operations, including the Gender and Social Inclusion Strategy 2015-2020.**

## **KEQ 2: Has the County Program identified, and made progress along clear pathways to impact?**

From two main intermediate outcomes, the scope of the Rwanda Country Program has expanded to 5 programmatic solutions between 2015 and 2020, with expansion occurring generally in a strategic and targeted manner. Some impressive policy intermediate outcomes have been achieved, and investment intermediate outcomes are emerging.

### **Programmatic Solution 2: Climate Action**

#### **What GGGI aimed to do?**

FONERWA (Rwanda Green Fund) is an important partner for GGGI, being the focal point for pooling resources to deal with environment and climate change. The *GGGI Rwanda Country Planning Framework 2016-20*, Outcome 3 articulated the aim to support the institutionalization of FONERWA by providing advisory assistance in mobilizing resources, planning bankable projects, developing new financial tools, and engaging with private sector. GGGI was also to provide efforts to strengthen the capacity of FONERWA's management team and other Government officials to ensure that financial instruments for green growth projects were efficient, effective, and sustainable.

Beginning 2016, GGGI undertook several interventions to foster the long-term sustainability and independence of FONERWA, including:

- Developing the Business Plan for FONERWA;
- Supporting FONERWA to develop bankable projects for Sida, IMELS, NAMA, and GCF; and
- Developing capacity of FONERWA staff.

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<sup>13</sup> The approach taken for this work is to take a path of more than 30% of the country national budget and see how those beneficiaries are assured that women and youth are benefiting. GGGI Rwanda's efforts on gender and social inclusion has been cross-cutting, and it especially has been working with the National Youth Council. Master Planning, affordable housing, change in zoning guideline regulations, development guidelines have all taken into account social inclusion significantly, as well as gender elements. Social inclusion has been critical in several different projects.



## Outcome progress

To date, two investment outcomes have been successfully achieved in this programmatic solution area.

In 2016, GGGI helped FONERWA to establish its structure and mandate, and in 2017, FONERWA was granted a special status by the Parliament. GGGI was also able to support FONERWA to access funding from the GCF, including a readiness grant of USD 0.3 million, a project preparation facility of USD 1.5 million and funding for a project in Gicumbi district for USD 32.8 million. On Outcome 1.1, Government of Rwanda adopted the business plan GGGI developed which led FONERWA being granted a special status by the Parliament in accordance with the law.

## Impact progress

The business plan developed by GGGI for FONERWA was adopted by Government of Rwanda specifically to help the Fund develop projects.

- 2.7 MtCO<sub>2</sub>e GHG emission reduced. This represents the annual reduction under Rwanda's current conditional NDC mitigation target.

There is potential for additional impacts to emerge in future from other outcomes.

## Programmatic Solution 8: Green Urban Infrastructure Norms / Standards / Policies

### What GGGI aimed to do?

The *GGGI Rwanda CPF 2016-20* articulated GGGI would support “[mainstreaming] the guidelines and strategies of the *National Roadmap for Green Secondary City Development* into local planning and infrastructure projects”.<sup>14</sup> The Roadmap, which was drafted and developed with GGGI's support, became an action plan for the Government, and has been implemented in various sectors. A causal link has been created from the development of the Roadmap in multiple areas. In this programmatic solution area, GGGI's aim was to help Rwanda to mainstream the guidelines and strategies of the National Roadmap for Green Secondary City Development. In the area of urbanization, GGGI's work focused on four outcomes, in partnership with the six secondary cities:

- National Roadmap for Green Urbanization adopted and applied;
- District Development Strategies (DDS) adopted and implemented in six secondary cities<sup>15</sup>;
- Kigali Master Plan revised, adopted, and implemented; and
- Master Plans for six secondary cities revised and adopted.

## Outcome progress

All four intermediate outcomes have been achieved. In 2015, GGGI developed the National Roadmap for Green Secondary City Development and in 2016, the Roadmap has been adopted and implemented which has laid the groundwork for several other areas of interventions, which will be elaborated in the following sections below.

During the development of the Roadmap, GGGI identified areas for improvement, including updating the DDS. During the course of updating DDS, it was also identified that the Master Plans for each of six secondary cities needed revision, and with the government's endorsement, GGGI's Rwanda Country Program supported in developing and improving the Master Plans for the six secondary cities as well as the capital city of Kigali. Adoption of the National Roadmap was evolved into several sectors, including policy, investment, and green city.

<sup>14</sup> P36, [https://ggi.org/report/rwanda-country-planning-framework-2016-2020/#:~:text=The%20Country%20Planning%20Framework%20\(CPF,the%20country's%20green%20growth%20aspirations](https://ggi.org/report/rwanda-country-planning-framework-2016-2020/#:~:text=The%20Country%20Planning%20Framework%20(CPF,the%20country's%20green%20growth%20aspirations)

<sup>15</sup> Ange Sebutege, Mayor of Huye District, has made a testimony that “GGGI has been one of the potential partners in this journey in an effort to achieve a sustainable growth by mainstreaming Green Growth into the District Plans and projects development. More specifically, GGGI, through the Technical Assistants, played a key role in the elaboration of the District Development Strategy 2018-2024 and the revision of the City Master Plan. It is continuously playing an instrumental role in the urbanization process through technical advisory, capacity building, resource mobilization, green infrastructure planning and implementation. The District appreciates and values GGGI's contribution and looks forward to a continued partnership to achieve a green, developed and climate resilient City.”

(FONERWA, GCF Projects, Green Building Minimum Compliance System, and the progress) Cactus Green Park was also an outcome that has been stemmed from the Green City Pilot, which was an idea that was indicated in the National Roadmap.

### **Impact progress**

- 2.7 MtCO<sub>2</sub>e GHG emission reduced. This represents the annual reduction under Rwanda's current conditional NDC mitigation target.
- Creation of 26,895 green jobs from Cactus Green Park development.

### **Programmatic solution 8: Green Buildings**

#### **What GGGI aimed to do?**

Urbanization is rapidly increasing in Rwanda and building and construction sector has been identified as one of the key pillars to develop the secondary cities and green cities. The National Roadmap emphasizes the need to address the rapid urbanization in the country, especially in the capital city of Kigali.

From National Roadmap to District Development Strategies, then to Green City Kigali and Cactus Park, Outcome 1 aims to integrate green growth strategies in national urbanization programs by providing support in green infrastructure investment, green building and construction, capacity enhancement for green city development, and the planning and development of a Pilot Green City to demonstrate the feasibility and relevance of green growth strategies for urban development.

#### **Outcome progress**

Under the supervision of the Rwanda Housing Authority (RHA), GGGI collaborated with RHA and developed a baseline for green buildings in Rwanda, titled Green Building Minimum Compliance System (GBMCS), which has been adopted by the Government of Rwanda and also is now officially part of the building policy since April 2019. RHA is planning to make GBMCS mandatory from July 1, 2022 onwards Excel template has also been developed.

After the GBMCS has been adopted and implemented by the Government of Rwanda, application on the standards started to emerge. For example, reconstructions of the national facilities, which were led by ICLEI, have adopted the GBMCS and applied throughout the project implementation. Bugesera International Airport in Rilima, Rwanda, was selected as a site to demonstrate the practicability of the standards by greening the facility. Although the project of greening the airport is still in progress and awaiting financial support to be completed, the business and action plans have been completed applying the GBMCS. Rapid Building Performance Assessments have been also conducted applying GBMCS in four public buildings.<sup>16</sup>

#### **Impact progress**

Recent estimates indicate Rwanda's building sector is set to grow to over 6 MtCO<sub>2</sub>e by 2050 under the Business as Usual (BAU) scenario. This rise will be the result of an increase in the number of buildings and associated energy consumption in the form of lighting, air conditioning, and electronic appliances.

Rwanda has set an urbanization target of 35% by 2024, up from 18.4% in 2016. Substantial numbers of buildings and other infrastructure will be needed to support this rapid urbanization and it will be necessary to implement a long-term plan for urban areas to ensure that they are inclusive, low-carbon, and resource efficient.

### **Programmatic Solution 5: Coastal Resilience – Flood Protection**

#### **What GGGI aimed to do?**

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<sup>16</sup> Four public buildings include: 1) Nyarugenge Pension Plaza Kigali, 2) Administrative Office Complex, Kigali, 3) Ministry of Foreign Affairs and International Cooperation, Kigali, and 4) Rwanda Development Board (RDB) Headquarters, Kigali



The Italian Ministry for the Environment, Land, and Sea (IMELS) has been developing environmental cooperation activities in the African countries in the field of climate change vulnerability, mitigation, and adaptation. On November 15, 2016, IMELS and the Ministry of Environment have signed a Memorandum of Understanding (MoU) in the field of Climate Change Vulnerability, Risk Assessment, Adaptation, and Mitigation.

GGGI and the Government of Rwanda signed an agreement, based on which the IMELS and the Ministry of Environment have expressed willingness to collaborate with GGGI as a technical implementation partner to catalyze and leverage environmental activities in Rwanda.<sup>17</sup> Subsequently, IMELS and GGGI entered into a Contribution Agreement on 15 January 2018 to support the Government of Rwanda in the field of Climate Change Vulnerability, Risk Assessment, Adaption, and Mitigation.

The objective of the Contribution Agreement is to support the Government of Rwanda in identifying and promoting projects and opportunities for technology transfer, providing ad hoc capacity building activities in the field of renewable energy and energy efficiency, green cities development, sustainable agriculture, water resource management, and sustainable waste management with the aim of supporting sustainable development, local job creation, and fostering international partnerships.

### **Outcome progress**

In partnership with the Rwanda Environment Management Authority (REMA), GGGI was able to mobilize USD 1.14 million in 2018 for Nyandungu Eco-Tourism Park through IMELS. The construction of the eco-tourism park has been completed and is now waiting for opening to public in 2022.

Several proposals that have been submitted to IMELS have been approved but currently still awaiting budget disbursement. Also, a response to the Incubator and Accelerator proposal submitted to IMELS is still pending.

### **Impact progress**

- 0.09 MtCO<sub>2</sub>e GHG emission reduced. This represents the annual reduction under Rwanda's current conditional NDC mitigation target;
- 510 green jobs created; and
- Adequate maintenance of 13,000 hectares natural capital.

## **Programmatic Solution 7: Sustainable mobility**

### **What GGGI aimed to do?**

Transportation is one of the main causes of emitting greenhouse gases. In countries like Rwanda, where the population is very dense in the capital city, are especially in need of improving the transportation system. As part of the urbanization plan, transportation has been one of the areas for improvement, and to continue the effort of wholesome improvement of the urbanization in the country, GGGI Rwanda has decided to develop a business scheme for Public Bike Sharing (PBS).

### **Outcome progress**

PBS was introduced during forums such as Africa Green Growth Forum with efficient communication through online news media. Through these efforts, GGGI Rwanda was able to attract financial investment from a private company called Gura, which has had invested USD 0.9m in the business scheme in Kigali, and the business came into operation since 2020.

Although GGGI was not able to continue its support on PBS due to its exit from the project, the PBS has triggered in expansion of the transportation in the program, which now has diversified its areas into assessment of e-bus

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<sup>17</sup> Contribution Agreement between the Ministry for the Environment, Land and Sea of the Italian Republic and the Global Green Growth Institute to Support Rwanda in the Field of Climate Change Vulnerability, Mitigation and Adaptation, April 2019 ([link](#))

charging infrastructure options (2021), modeling of bus routes against e-bus types, and target of USD 50 million for Intelligent Transport System (ITS) and e-buses in currently running projects.<sup>18</sup>

## Impact progress

The successful achievement of this outcome can thus be counted as an attribution to the estimated impacts of:

- 0.01 MtCO<sub>2</sub>e of GHG emissions reduced; and
- 45 green jobs created. This represents the total number of estimated numbers of green jobs induced from the PBS implemented in Kigali.

Although the impact level at the intervention is small, there is high potential for scalability which could bring impacts at a significant level.

Rwanda Country Program has made a remarkable achievement in expanding its programmatic areas. However, despite the progress that the Rwanda Team was able to achieve, the results are mostly presented at activity and output levels, which make it difficult for external audience to grasp the idea of the pathway that the team was able to achieve. Most reports that are available in the GGGI official website or the news articles that have been published in relation to GGGI Rwanda's works are focused on specific activities and outputs that were carried out in projects. In order for the team to more effectively present its achievements and progress at a broader term with a narrative, a better presentation of its achievement at a higher level must be in place. A channel to do so must be in place which must be achieved at an organizational level.

A potential solution to supplement the story telling of the broad narrative of the country team's progress is to demonstrate how the currently running projects or the projects that are in the pipeline to either attribute or contribute to the national priorities by specifically identifying estimated targets.

**RECOMMENDATION 3: GGGI should continue efforts to estimate the impact of policy and investment support during the project design and implementation, and how these are aligned with Government priorities. Between 2015 and 2020, GGGI's strengthened its project design processes to consider impact, including broken down by gender. These efforts include the definition of impact measures and methodologies. These estimates should be reviewed during the delivery of GGGI's technical assistance.**

As described above, most of Rwanda Program's interventions have been generally and largely stemmed from two main interventions, which are National Roadmap implementation and FONERWA (Rwanda Green Fund) institutionalization (see **Table 2**). Not all interventions, however, have the causal impact pathways. Ad-hoc requests from the government on greening the airport, or internal project approval process to use up the unspent budget caused the program to have impromptu interventions. Although these are largely under the theme of the *GGGI Rwanda Country Planning Framework 2016-20* outcomes, they are not necessarily in connection with the rest of the interventions.

Examples of the last-minute interventions include Greening the Bugesera Airport and the Public Bicycle Sharing. Both interventions had been carried out in the project called Rwanda Climate Resilient Green Cities (RW2), which the initial goal of the project was to achieve the District Development Plans and District Development Strategies revised, reviewed, and ultimately to have them implemented by the government.

Greening the Bugesera Airport was initiated at the direct request of the Minister of Rwanda to the Director General of the GGGI; although this may be fallen under the theme of the green cities, this intervention has little connection or linkage with the main goal of the project that this was included in. Similarly, the PBS intervention, one of the interventions also from RW2, which is not necessarily well integrated with the rest of the interventions, is something that was developed and implemented via Santa Proposal.<sup>19</sup>

<sup>18</sup> Ongoing projects related to transport include: RW08 Green Investment Advisory and Support (GIAS), RW19 Strengthening, Prioritizing, and Investing in Non-Motorized Transport Infrastructure, RW27 Supporting the Transition to E-mobility in Rwanda, and RW31 Smart and Electric Public Transport Services for low-carbon city development in Rwanda.

<sup>19</sup> The Santa Funding is to re-allocate the unspent funds to innovative and high priority areas that needed additional budget in the following year as a quick, light-weight process which gives GGGI staff members chances to come up with new ideas. Santa Funding was to support

Cramming in unrelated interventions into a project inevitably causes inconsistency and interruptions in the project implementation. Also, ad-hoc interventions could potentially lead to diversion of staff time from more important activities. This has mainly been caused due to the absence of a system in the organization to properly capture and carry out the interventions that are initiated in unusual channels.

**RECOMMENDATION 4: GGGI should ensure that it develops a clear results framework for ad hoc and ongoing Government requests for support, following its Project Cycle Management Policy. GGGI's support for several intermediate outcomes were commenced without a clear results framework and risk assessment.**

Despite the ad-hoc manner of the interventions, there were some good learnings and knowledge that have been gained throughout the implementation of these interventions. Packaging the knowledge exchange to effectively showcase how these interventions have led to success stories is needed. This is especially the case for Rwanda where a lot of people visit the country from different countries to talk with the government on how they operate with green growth. Often GGGI serves as an institution that is asked to either present or help to manage the country-to-country knowledge exchange. To cater to these government's needs more effectively, it is recommended for GGGI Rwanda Country Program to come up with a solution.

Greening Bugesera Airport has initiated back in 2017 and is now awaiting external funds to carry out the last stage of the project. The delay in completion of the intervention mainly lies in the factors of the several changes that were made throughout the project. For example, the initial scope of the intervention has changed, which the GoR requested for a size-up that is three times larger than what was initially agreed. Subsequently, the means to certify the airport as green had to be revised as well in accordance with the increased size of the building, which necessitated the team to find alternative entities that can certify. As the intervention has been lagging for more than four years now, it now lacks the proper funding, and to address the issue, the team is trying to explore funding opportunities from other sources, such as Qatar Fund for Development. GGGI Rwanda should be able to capture the experience through proper documentation for the benefit of other GGGI country teams from this experience.

The PBS, on the other hand, serves as a great example of a successful bankable project where it was able to mobilize private funds. With a concrete and sound business model that GGGI has developed, the intervention of PBS was able to attract private financing, even after GGGI's exit from the intervention. The impacts of the intervention could have been augmented if GGGI had the opportunity to continue the work through proper budget allocation; nonetheless, it demonstrates how a concrete project design can lead to a successful outcome. It has been observed that the business model is now being scaled up in other cities in Rwanda other than Kigali, which also showcases its potential for scalability. In order to share the lessons learned with country teams in GGGI and partner organizations, a proper documentation of the stages that the team has gone through should be in place.

**RECOMMENDATION 5: GGGI should ensure that it completes a lesson learning and share the conclusions through the relevant GGGI communities of practice to facilitate the transfer of knowledge gained through the process, in accordance with GGGI's Project Cycle Management Policy. When conducting this exercise, GGGI could consider (1) engaging the main government agencies to understand and capture their perspective; (2) document not only what did or did not go well, but what could have been done differently to address specifically those aspects that did not go well; and (3) assess if project risks materialized and whether mitigating actions were sufficient and/or what could be done differently in the future.**

### **KEQ 3: Are the interventions delivered to date scalable?**

GGGI's Strategy 2030 sets ambitious, long-term targets against these impacts to strive towards, reflecting the organization's aim of delivering transformative results.

The Evaluation Team has identified three interventions with potential to scale, namely the public bike sharing scheme, Green Building Minimum Compliance System, Eco-Tourism Park/Wetlands Development, and Greening Airport. Two main criteria that were applied to identify scalable interventions are the following:

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innovation across the organization through integrating GGPI and IPSD, doing business more quickly and easily, empowering country teams, reforming the WPB, and re-engineering business processes, and so on.

- Is there a clear recognition and/or intent by Rwanda Country Program to seek opportunities to replicate or scale the intervention elsewhere?
- Have there been any attempts made to do so already?

All three abovementioned interventions have fulfilled the criteria and were selected for the scalability test. Scalability refers to increasing the impacts of successfully tested interventions to benefit more people. The Evaluation team identified three interventions delivered between 2015 and 2020, to assess their potential for scalability using Vuna (2016) Score Card.<sup>20</sup>

The Score Card was chosen over other alternatives for a multitude of reasons: (1) the analytical rigor of the overall framework as opposed to the simplicity of the techniques involved, (2) the ease of visualization, (3) clear-cut and quantifiable markers to distinguish between the varying levels of scalability, and (4) its suitability for assessing interventions in the green growth context, which precluded the need for adaptation.

To assess the interventions' scalability, the Evaluation team distributed a questionnaire consisting of 81 items to the project managers of the Rwanda Program, as they had a comprehensive understanding of the project context and were most knowledgeable of the projects' constraints and opportunities. Since the assessment was based on individual opinions and knowledge, the Evaluation team consulted existing information as well as other available data to cross-check information where necessary. A description of the scalability testing methodology is summarized in **Box 1**.

#### **Box 1** Vuna's Scalability Methodology

The easiest interventions to scale up have the following attributes in common: they are (1) based on sound evidence, (2) observable, (3) relevant, (4) have a relative advantage over existing practices, (5) easy to transfer and adopt, (6) compatible with the established values and norms, and (7) testable prior to their full adoption. In view of these attributes, the Evaluation team assessed nine sufficient conditions required for scaling up, under the Vuna (2016) framework:

1. **Vision and Strategy:** There is a clear vision and strategy for scaling up;
2. **Involvement and capacity of users:** The target group is actively engaged and has the capacity to scale up;
3. **Drivers:** The drivers of change are effective;
4. **Enabling environment:** An enabling environment is in place;
5. **Legitimacy and alignment:** The intervention is legitimate and well-aligned;
6. **Partnership, coordination, and behavioral change:** Key partners are fully engaged, there exist strong partnerships, coordination issues are duly addressed, and the decision-making process is relatively simple;
7. **Monitoring and evaluation:** There are a functional monitoring and evaluation plan and a learning environment;
8. **Ex-ante Cost-Benefit analysis:** An ex-ante Cost-Benefit analysis has been conducted and shows evidence of favorable results; and
9. **Facilitating organizations and intermediaries:** Facilitating organizations and intermediaries are identified and are ready for implementation.

The scalability of an intervention was determined based on the weighted average of the potential for scale and the guidelines for, and the interpretation of the scalability index are as follows:

- **Low scalability (Scalability Index < 50):** Significant effort is needed to meet the sufficient conditions for scalability, prior to developing a plan/strategy for the scaling up
- **Moderate scalability (50 ≤ Scalability Index ≤ 75):** Some issues need to be addressed prior to or during the scaling up process

<sup>20</sup> Vuna (2016), Scaling Up and Scalability: Concepts, Frameworks and Assessment. Pretoria, South Africa.

[https://beamexchange.org/uploads/filer\\_public/2d/dd/2dddf2a-8715-42c8-9c21-b0819356d8ed/scaling-up-and-scalability-concepts-frameworks-and-assessment-report-anandajayasekeram-p\\_compressed.pdf](https://beamexchange.org/uploads/filer_public/2d/dd/2dddf2a-8715-42c8-9c21-b0819356d8ed/scaling-up-and-scalability-concepts-frameworks-and-assessment-report-anandajayasekeram-p_compressed.pdf)

- **High scalability (Scalability Index > 75):** The scaling up of the intervention will be successful with minimum efforts or with minimal additional investment

**Table 7** presents the overall scalability of each project, post-adjusted for the relative importance of each evaluation criterion – namely, the sufficient conditions for scalability. **Figure 1** shows the effectiveness ratio, which indicates the degree to which each sufficient condition has been met. The original version of the questionnaire along with the score guidelines are presented in **Annex 2** of this report.

The intention of the scalability test is to see and estimate the potentiality of the interventions' scalability which are based on subjective judgements rather than to objectively analyze them. The results may differ from the country team's plans for the chosen interventions.

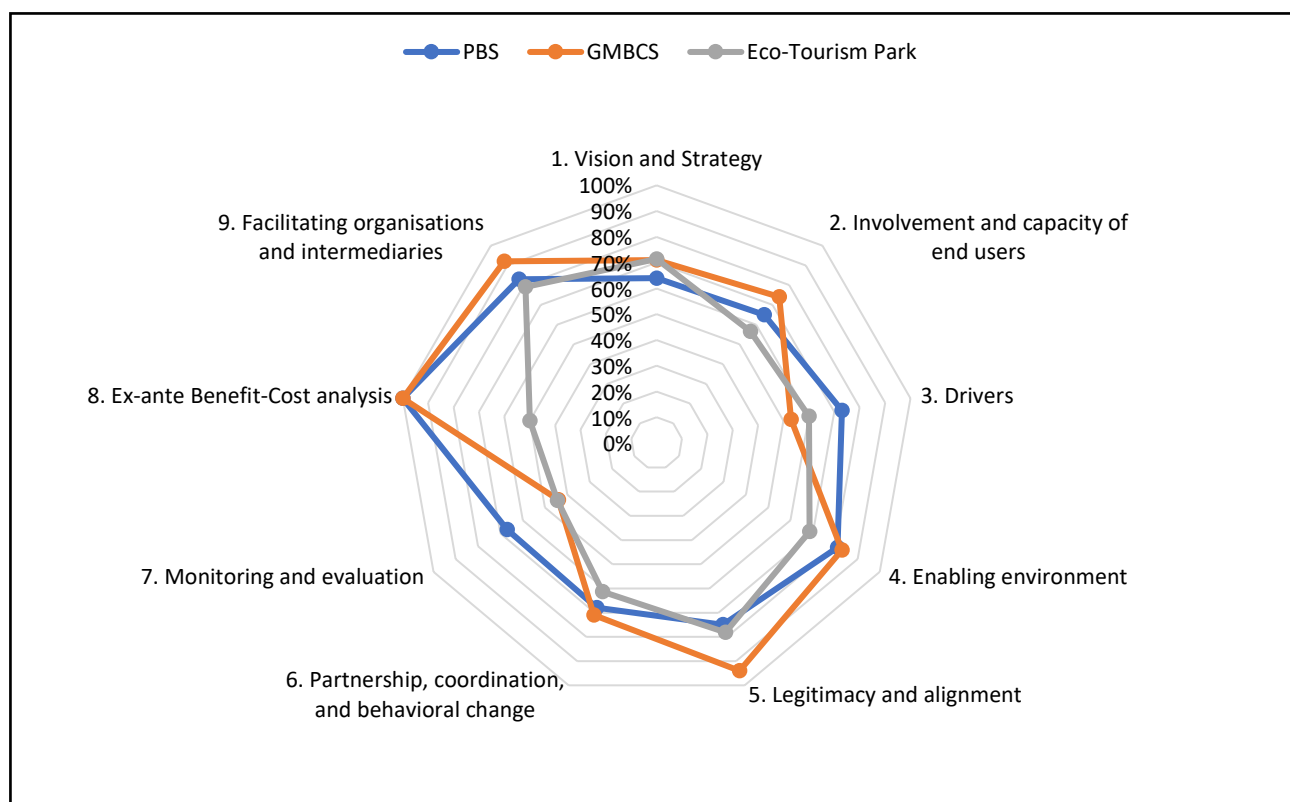
Table 7 Estimation of the Scalability Index <sup>21</sup>

Key elements/Sufficient conditions for scalability		Maximum Potential Score (1)	PBS				GBMCS				Eco-Tourism Park			
			Actual score (2)	Effectiveness ratio (3) = (2/1)	Relative importance (4)	Contribution to scalability index (5) = (3) * (4)	Actual score (2)	Effectiveness ratio (3) = (2/1)	Relative importance (4)	Contribution to scalability index (5) = (3) * (4)	Actual score (2)	Effectiveness ratio (3) = (2/1)	Relative importance (4)	Contribution to scalability index (5) = (3) * (4)
1	Vision and Strategy	14	9	0.64	8.70	5.59	10	0.71	11.11	7.94	10	0.71	11.1	7.94
2	Involvement and capacity of users	23	15	0.65	13.04	8.51	17	0.74	11.11	8.21	13	0.57	11.1	6.28
3	Drivers	15	11	0.73	8.70	6.38	8	0.53	5.56	2.96	9	0.60	5.6	3.33
4	Enabling environment	54	44	0.81	13.04	10.63	45	0.83	16.67	13.89	37	0.69	16.7	11.42
5	Legitimacy and alignment	32	24	0.75	13.04	9.78	30	0.94	16.67	15.63	25	0.78	11.1	8.68
6	Partnership, coordination, and behavioral change	31	21	0.68	13.04	8.84	22	0.71	11.11	7.89	19	0.61	11.1	6.81
7	Monitoring and evaluation	18	12	0.67	8.70	5.80	8	0.44	5.56	2.47	8	0.44	5.6	2.47
8	Ex-ante Benefit-Cost analysis	4	4	1.00	13.04	13.04	4	1.00	5.56	5.56	2	0.50	11.1	5.56
9	Facilitating organizations and intermediaries	24	20	0.83	8.70	7.25	22	0.92	16.67	15.28	19	0.79	16.7	13.19
Scalability Index (Sum of the scores in column (5). A score out of 100)			75.81				79.81				65.68			
Degree of Scalability			High				High				Moderate			

The effectiveness ratio measures extent to which the sufficient conditions for scalability has been met. Should the effectiveness ratio be exceptionally low, it is important to examine the reasons for such inadequacy and devise remedies to address them. At the design phase of the scaling up process, these follow-up measures must be duly incorporated.

Note that the relative importance score listed in Table 6 is an adjusted value. Sufficient conditions that have low, moderate, and high impact on the scaling up of the intervention should be assigned a raw score of 1, 2, and 3, respectively. The raw scores should then be proportionately adjusted, so that the sum of the relative importance scores equals 100.

<sup>21</sup>In principle, the scalability assessment should begin with an evaluation of the necessary conditions for scalability, followed by an assessment of the readiness of the key partners/stakeholders, prior to conducting an evaluation of the sufficient conditions. Although these preliminary analyses would have provided a more exhaustive assessment of scalability, the Evaluation team decided it was best to exclude them from the scope of this report, as they were more of an ex-ante analysis for narrowing down interventions that have the potential for scale.

**Figure 1** Effectiveness of Scalability Dimensions

PBS and GMBCS have scored 75.81 and 79.81, respectively, for scalability index (see **Table 7**), which means they both have high degree of scalability. This indicates scaling up of this intervention will be successful with minimal effort or additional investment. In contrast, Eco-Tourism Park has moderate degree of scalability, with scores of 65.68. This implies that several issues may need to be addressed for the scaling up to be successful.

### **Public Bike Sharing**

PBS is a business scheme that has been developed by GGGI Rwanda.<sup>22</sup> Gura, which is a Rwanda-based green e-mobility public bikeshare transport system company, reached out to GGGI to adopt the business model and has implemented in Kigali. GGGI provided support in introducing the company to relevant points of contact within the local government and signing of MoU's to establish operations in secondary cities.

PBS's convenience in replicating in other sites has been reflected in the scalability score. Gura is now in the process of expanding its PBS system in other cities of Rwanda. PBS is an example which showcases that a sound intervention can mobilize resource from a private company. This business scheme has gotten a lot of publicity and it was the first showcased during the Africa Green Growth Forum in 2018.<sup>23</sup> GGGI has backed the availability of e-Bicycles during the Forum as an alternative to motorized transport as part of efforts to shift towards low-carbon mobility. The bicycles were available for test rides during the forum. This experience of letting the participants ride the bikes allowed involvement and capacity of the users where the potential target group was

<sup>22</sup> The PBS project was meant to prepare the necessary groundwork in order to realize a public bicycle sharing pilot. The project included sensitization of stakeholders, mapping of potential docking stations, surveys (origin-destination, willingness to use and pay, and safeguards), and Computer-Generated Imagery graphic visualization of potential docking stations. GGGI Rwanda carried out a four-phase project: 1) off-site assessment of the six secondary cities' potential for PBS, 2) on-site assessment including surveys for origin-destination, willingness to pay, willingness to use, and safeguards, 3) stakeholder consultations with Musanze and Rubavu (20 participants each), and 4) technical workshop on business and financial models of PBS and non-motorized transport in collaboration with UN Environment's Share the Road Programme, UN-Habitat, Institute for Transportation and Development, and Transformative Urban Mobility Initiative.

<sup>23</sup> *Rwanda turns e-Bikes to reduce air pollution*, The New Times, November 24, 2018, <https://www.newtimes.co.rw/news/rwanda-turns-e-bikes-reduce-air-pollution>

actively engaged. A knowledge sharing workshop has been organized with funding from UNEP on non-motorized transport in June in Kigali with participants from Zambia, Ethiopia, and other countries to learn about the PBS pilot and other non-motorized transport infrastructure initiatives in Kigali such as the car free zone.

It was initially agreed for Gura to share the relevant monitoring data with GGGI. However, as GGGI has exited from this intervention due to the decision to discontinue core funding, this agreement is no longer in effect and GGGI has not received any follow up information in relation to this. This is possibly the main cause of the low rate of the Monitoring and Evaluation dimension (67%), as it is only partially implemented, and the ownership of the relevant monitoring data remain with Gura.

### **Green Building Minimum Compliance System**

The main objective of the Green Building Minimum Compliance System (GBMCS) is to transform the environment in Rwanda by moving towards low-carbon, sustainable, green building construction to reduce the climate change impact on the building and construction sector and contribute towards Rwanda's NDC target. Initiated by the GoR, the green building work, which is one of the key pillars under MININFRA / GGGI National Roadmap for Green Secondary City Development (2016), was requested to GGGI for Technical Assistance through the Rwanda Housing Authority (RHA). The clear vision and strategy in implementing the system is in line with the high score that GBMCS received for the vision and strategy,<sup>24</sup> and an enabling environment is subsequently created with the clear vision developed in the country.

The idea behind developing the GBMCS, which is a template that must be filled in and submitted by applicants, is to help implement green buildings in the country. The system is a document which comprises of 29 indicators and for buildings to achieve and demonstrate compliance, applicants must meet 60 of the 190 points that are provided in the system. If the applicants do not get above 60 points, they would not be able to get the permit. Since it was the first attempt in the country, it was designed in a way that it is simple and easy for the projects to comply. At the same time, GGGI Rwanda tried to include a few key indicators which are very essential for Rwanda's green growth journey. Of the 29 indicators, 11 are mandatory indicators, and the rest are optional.

There are already some efforts to replicate this success and adapt to different country context, which is possibly reflected in the high score in the legitimacy and the intervention dimension (94%).<sup>25</sup> The high score in this dimension helps explain why the implementation of the system has been very successful, and there are even some efforts to replicate this success and adapt to country context. For example, GGGI Uganda under the EU funded project is supported by GGGI Rwanda to borrow the GBMCS concept. Cote d'Ivoire project under the GCF readiness project is also another example where they want to replicate the similar success stories and adapting to Cote d'Ivoire context. Senegal also did an assessment on green building readiness, particularly on the areas where they can kick start green market journey and how they can promote.

It also demonstrates good replicability in a different setting – applied in several public buildings (health centers, government buildings) and knowledge was shared to other country program teams as well including Uganda, Cote d'Ivoire, Senegal, and Fiji, and also expecting more countries to take the lessons learned. This has been well reflected in the high score of the scalability.

### **Eco-Tourism Park**

Rwanda Environment Management Authority (REMA) is one of the Ministry of Environment's (MoE) affiliated agencies and partners which work together with MoE to achieve the mission of ensuring conservation, protection, and development of the environment and the safeguard of green and climate resilience for economic growth.<sup>26</sup> REMA received funds from the Italian Ministry of Environment, Land and Sea (IMELS) for "Sustainable

<sup>24</sup> GBMCS has received 7.94 for Vision and Strategy, which is the highest score received in this criterion out of the three interventions.

<sup>25</sup> According to 2019 GGGI Annual Report (p39, [link](#)), the Director General of the Rwanda Housing Authority (RHA), Eric Serubibi, says "Rwanda Green Building Minimum Compliance System, as an Annex to the revised Rwanda Building Code 2019, provides a direction for new large scale public buildings and major refurbishments to design, construct and operate based on green building principles and green technologies to promote resource efficient practices in Rwanda's building sector that aims to preserve the environment. (...) The [GBMCS] aligns with the Rwanda's Vision 2050, international sustainable development commitments, and national strategies to make Rwanda a developed low-carbon green economy by 2050."

<sup>26</sup> <https://www.environment.gov.rw/>



urban wetland development within Kigali City” project, under which the Nyandungu urban wetland is being rehabilitated into an Eco-Tourism Park. GGGI has provided technical assistance in terms of reviewing the project’s revised design. It was a demand-driven or ad-hoc request from REMA.

USD 1.14 million was mobilized for Nyandungu Eco-Tourism Park development under the contribution agreement between the Italian Ministry of Environment, Land and Sea, the Ministry of Environment and GGGI. It was one of the top priorities for the government as it is now looking into expanding this work in other wetlands in the city. This explains the score in legitimacy and alignment (78%) which is the highest scored dimensions of all criteria. GGGI, which played as the facilitating organization, demonstrated its capacity to implement the projects and had the adequate leadership, which resulted in a high score for facilitating organization and intermediaries (79%). The Park is expected to be open to the public this year (2022). Efforts to expand the eco-tourism park in other wetlands in the city are also being made, which can result in changes in flood management.

This intervention, however, has a 44% for monitoring and evaluation. This is mainly due to the absence of any information that indicates that the M&E plan is in place. Also, as the intervention requires no involvement and capacity of end users, it has a low score of 56%.

**RECOMMENDATION 6: GGGI should assess the extent to which it can build on the successful outcomes from the Rwanda Country Program that have high scalability in Rwanda and replicability in Africa and globally. Knowledge of GGGI’s results in Rwanda are not widely known across the organization, and not systematically brought into to project and program design.**

## Annex 1 Documents reviewed

Document Title	Author	Date
Green Growth and Climate Resilience National Strategy for Climate Change and Low Carbon Development	Republic of Rwanda	2011
EOY Report 2015 - Rwanda Climate Resilient Green Cities	GGGI	2015
Developing Rwandan Secondary Cities as Model Green Cities with Green Economic Opportunities Report 2 Green City Framework and Guidelines	GGGI	2015
National Roadmap for Green Secondary City Development	GGGI	2015
Letter: Request to GGGI for enhanced technical support to the National Fund for Environment and Climate Change (FONERWA)	Republic of Rwanda	2015
FONERWA Business Plan	GGGI	2015
EOY Report 2016 - Rwanda Climate Resilient Green Cities	GGGI	2016
EOY Report 2016 - Technical Support to the Rwanda National Fund for Environment and Climate Change (FONERWA) Facility	GGGI	2016
GGGI Rwanda Country Planning Framework 2016-2020	GGGI	2016
Scaling Up and Scalability: Concepts, Frameworks and Assessment	Vuna	2016
EOY Report 2017 - Rwanda Climate Resilient Green Cities	GGGI	2017
EOY Report 2017 - Technical Support to the Rwanda National Fund for Environment and Climate Change (FONERWA) Facility	GGGI	2017
7 Years Government Programme: National Strategy for Transformation	Republic of Rwanda	2017
Official Gazette N Special	Republic of Rwanda	2017
Strategic Plan for the Environment and Natural Resources Sector 2018-2024	Republic of Rwanda	2017
EOY Report 2018 - Rwanda Climate Resilient Green Cities	GGGI	2018
EOY Report 2018 - Technical Support to the Rwanda National Fund for Environment and Climate Change (FONERWA) Facility	GGGI	2018
EOY Report 2018 - Readiness and preparatory support to implement Green City Development Projects in Rwanda's Secondary Cities	GGGI	2018
EOY Report 2018 - The Contribution Agreement between the Ministry for the Environment, Land and Sea of the Republic of Italy and the Global Green Growth Institute (GGGI)	GGGI	2018
GCF Funding Proposal FP073: Strengthening climate resilience of rural communities in Northern Rwanda	GGGI	2018
Assessment of green and public spaces in 6 Secondary Cities	GGGI	2018
Nyagatare Revision of Master Plans and Development of New Green Conceptual, Detailed City Development Plans for Six Secondary Cities of Rwanda	Rwanda Authority, GGGI Housing	2018

Document Title	Author	Date
Southern Province Huye District Development Strategy (2018-2024)	Republic of Rwanda	2018
Musanze District Development Strategy (2018-2024)	Republic of Rwanda	2018
Western Province Rubavu District Development Strategy (2018-2024)	Republic of Rwanda	2018
Western Province Rusizi District Development Strategy	Republic of Rwanda	2018
FONERWA Operations Procedures Manual	FONERWA	2018
RW08 Green Investment Advisory and Support	GGGI GO	2019
RW15 IMELS-GGGI Contribution Agreement	GGGI	2019
NAMA Facility Rural Electrification with Mini-Grids in Rwanda	EDCL	2019
Letter of Collaboration for Accelerating climate action through the promotion of Urban Low Emission Development Strategies between GGGI Rwanda & ICLEI Africa and UN Habitat	GGGI, ICELI-Africa, UN Habitat	2019
GGGI Rwanda: Fact Sheet Rwanda Green Building Minimum Compliance System	GGGI	2019
Mapping of Public Spaces to Inform Master Plan Review for Secondary Cities in Rwanda	GGGI	2019
Muhanga Vision & Concepts	Rwanda Housing Authority, GGGI	2019
Rubavu Vision & Concepts Revision of Master Plans and Development of New Green Conceptual, Detailed City Development Plans for Six Secondary Cities of Rwanda	Rwanda Housing Authority, GGGI	2019
Solid Waste Management in Secondary Cities of Rwanda - Muhanga & Huye Situation assessment and potential intervention areas	GGGI	2019
Letter: Gura Universal Link Ltd	Gura Universal Link	2019
New Bugesera International Airport, Rwanda Inception Report	GGGI	2019
Annex 3 Rwanda Green Building Minimum Compliance System	Republic of Rwanda	2019
Readiness Support to Capacitate Rwanda's Subnational Level Actors in Green Growth and Climate Resilience	GCF	2019
Muhanga District Development Strategy: 2018-2024	Republic of Rwanda	2019
Eastern Province Nyagatare District Development Strategy (2018-2024)	Republic of Rwanda	2019
EOY Report 2020	GGGI	2020
Rwanda Green Building Minimum Compliance System Template	GGGI	2020

## Annex 2 Scalability Score Cards with Detailed Attributes and Dimensions with Actual Scores for Three Interventions

Sufficient Conditions for scalability	Attribute	Dimension	Scoring Guide	Public Bike Sharing		GBMCS		Eco-Tourism						
				Actual Score	Relative Importance	Actual Score	Relative Importance	Actual Score	Relative Importance					
1. Vision and Strategy A clear vision, strategy, and pathway for scaling up exists	A common vision for scaling up exists	A common vision for scaling up exists	No = 1	2	2	2	2	2	2					
			Yes = 2							1	1			
		The vision is shared by all stakeholders	No = 1	2		1		2						
			Yes = 2							1	2			
	The strategy has adequately addressed the threats and opportunities	Threats and opportunities are clearly identified	No = 1	1		1		2				2		
			Yes = 2							1	2			
		Threats and opportunities are addressed	Not addressed at all = 1			1						2		
			Partially addressed = 2								1		2	
			Fully/adequately addressed = 3											1
										1				
	Time-dependent indicators are clearly identified	Expectations not clear = 1	1	2		2								
		Expectations somewhat clear = 2						1			2			
		Indicators clearly defined = 3								2		1		
	Scaling-up project is designed in light of agreed stakeholder expectations	No = 1	2	2		1								
Yes = 2														
2. Involvement and capacity of end users Target group actively engaged in piloting, prepared for scaling up	Engagement	Target group for scaling up is well defined	No = 1	1	3	2	2	2	2					
			Yes = 2							2	3	2		
		The intervention is a priority for the target group	Low = 1	2		3		2						
			Medium = 2										2	2
			High = 3							2	2			
		Target group is involved in designing the pilot project	Not involved = 1	2		2		2						
			Passively = 2									2	1	
			Actively = 3							1	1			
		End users were involved in the monitoring and evaluation of pilot project	Not involved = 1	2		1		1						
			Passively = 2									1	1	
			Actively = 3							3	3			
		Concerns and suggestions of end users were addressed in adapting the intervention	Not used = 1	1		1		1						
			Partially = 2									3	1	
			Completely = 3							2	2			
	Capacity	End users have the necessary skills to successfully implement the intervention	Need skills but are not addressed = 1	3		3		1						
			Need skills which are addressed = 2									2	2	
			Necessary skills exist = 3							2	2			
		End users have necessary financial resources to successfully implement the intervention	External resources needed, but are not in place = 1	2		3		2						
			External resources needed, but mechanisms are in place = 2									2	2	
			No external resource needed = 3							2	2			
		Risk associated with the innovations are addressed and mitigated	Not addressed = 1	2		2		2						
			Partially = 2									1	1	
			Fully = 3							1	1			
-		No = 1	1	2	1	1	1	1						

Main Report, Evaluation of the R										
Sufficient Conditions for scalability	Attribute	Dimension	Scoring Guide	Public Bike Sharing		GBMCS		Eco-Tourism		
				Actual Score	Relative Importance	Actual Score	Relative Importance	Actual Score	Relative Importance	
3. Drivers Drivers of change exist and are effective		Clearly identified champions and leaders in place	Yes = 2	1		1		1		
		Champions are well respected individuals in the society/community	No = 1							
			Yes = 2							
	-	There is an articulated demand for the intervention	None = 1	2		3		2		
			Weak = 2							
			Strong = 3							
		A credible and demonstrated model exists and is widely known	Not known = 1	3		1		2		
			Yes, partially known = 2							
			Yes, well known = 3							
	-	Champions have the necessary skills	Skill-building required = 1	2		1		1		
			Yes = 2							
		Resources for champions to operate are provided	Not at all = 1	2		1		2		
			Partially = 2							
Fully = 3										
4. Enabling environment Enabling environment is conducive for successful scaling up		Policy environment	Intervention and scaling up in line with existing national policies	No = 1	2	3	3	3	2	
	Yes = 2									
	Additional policy support is needed to enhance scalability		Needed policies identified, but not addressed = 1	2	3				3	
			Needed policies identified, and are still being enacted = 2							
			Needed policies identified and addressed = 3							
	There are advocates to engage with policy makers		No = 1	2	3				1	
		Yes, passive = 2								
		Yes, active = 3								
	Cultural environment	Intervention in line with norms, attitudes and beliefs of the community	No, and difficult to address = 1	3	2				2	
			No, but easily addressed = 2							
			Yes = 3							
		Intervention in line with norms, values and operational culture of the organisations involved	No, and difficult to address = 1	3	3				2	
	No, but easily addressed = 2									
	Yes = 3									
	Political space	There is political support for the project	Weak = 1	2	3				2	
			Moderate = 2							
			Strong = 3							
		Political considerations are incorporated into project design	No = 1	2	3				3	
			Partially = 2							
			Fully = 3							
		Support from end users, beneficiaries, and/or civil society organization exists	No = 1	2	2				2	
Weak = 2										
Strong = 3										
There is political stability for uninterrupted scaling up		No = 1	2	2	1					
		Yes = 2								
There is strong public endorsement for the intervention		No = 1	3	2	2					
		Moderate = 2								
		Strong = 3								

Main Report, Evaluation of the R												
Sufficient Conditions for scalability	Attribute	Dimension	Scoring Guide	Public Bike Sharing		GBMCS		Eco-Tourism				
				Actual Score	Relative Importance	Actual Score	Relative Importance	Actual Score	Relative Importance			
	Financial space	A financial sustainability plan exists	No = 1	2	3	1	3	1				
			Yes = 2									
		Adequate funding assured	Additional funding needed, no resource mobilisation plan = 1	3						1	2	
			Additional funding needed, a resource mobilisation plan exists = 2									
			Yes = 3									
		Continuous engagement with donors and others to build a broad base of financial support	No = 1	1						2	2	
			Yes = 2									
		The intervention generates resources	No = 1	2						1	1	
			Yes = 2									
		Organizational capacity space	Competencies among the different agencies and actors exist	Inadequate, no plan to address = 1						3	3	1
				Inadequate, plan to address exists = 2								
				Adequate = 3								
	Communication and knowledge management space	A communication strategy exists	No = 1	1						1	1	
			Yes = 2									
		Mechanisms for sharing findings and insights in place	No = 1	1						2	1	
			Yes = 2									
		Adequate resources provided for effective communication	No = 1	1						2	2	
			Moderate = 2									
	Adequate = 3											
	Natural resources and environmental space	The effect of the innovation on the environment is known and well understood	No = 1	2						2	2	
			Yes = 2									
		Environmental consequences are addressed in the design and evaluation	Not addressed = 1	3						3	3	
			Partially = 2									
			Fully = 3									
	Economic space	Economic situation is viable for end users and private sector	No = 1	2						2	1	
Yes = 2												
5. Legitimacy and alignment There is legitimacy and the intervention is well aligned and embedded	Legitimacy and alignment	The intervention is aligned with government goals, priorities, and policies	No = 1	2	3	2	3	2	2			
			Yes = 2									
		The intervention is aligned with the mandate and practices of the lead implementing agency	Weakly = 1	2				3		3		
			Moderately = 2									
			Strongly =3									
		The intervention is aligned with the policies and priorities of the donors	Weakly = 1	3				3		3		
			Moderately = 2									
			Strongly =3									
		The intervention is aligned with the mandate and practices of the facilitating organizations	Weakly = 1	3				3		3		
			Moderately = 2									
Strongly =3												
The intervention is aligned with the practices of the target group	No = 1	2	1	2								
	Yes = 2											
	No = 1	2	2	2								

Main Report, Evaluation of the R											
Sufficient Conditions for scalability	Attribute	Dimension	Scoring Guide	Public Bike Sharing		GBMCS		Eco-Tourism			
				Actual Score	Relative Importance	Actual Score	Relative Importance	Actual Score	Relative Importance		
	Embeddedness	The intervention is relevant to the perceived needs of the stakeholders	Yes = 2								
		The intervention is locally owned and embedded	No, and there is no such plan = 1	3		3		2			
			No, but the plan is in place = 2								
			Yes = 3								
		There was an active engagement of government agencies during pilot testing	Not at all = 1	2		4		3			
			Low = 2								
			Moderate = 3								
			Strong = 4								
		There was active engagement of the donors during pilot testing	Not at all = 1	3		3		2			
			Low = 2								
			Moderate = 3								
			Strong = 4								
		Government is willing and ready to incorporate the innovation into ongoing development activities	Not sure = 1	1		3		2			
			Maybe = 2								
			Yes = 3								
	Commitment	Government is willing and ready to incorporate the innovation into ongoing development activities (long-term commitment)	Not sure = 1	1	3	1					
Maybe = 2											
Yes = 3											
6. Partnership, coordination, and behavioral change The necessary partnership exists, partners are fully engaged, coordination issues are addressed, the process is relatively simple	Partnerships	The key stakeholders are identified and included	No = 1	2	3	2	2	2			
			Yes = 2								
		Inputs from the stakeholders are sought and incorporated	Inputs not included = 1	2					2	2	
			Some inputs incorporated = 2								
			All inputs incorporated = 3								
		Scaling-up project is designed in light of agreed-upon stakeholder expectations	No = 1	2					1	2	
			Yes, partially = 2								
			Yes, fully = 3								
		A partnership strategy exists	No = 1	1					1	1	
			Yes = 2								
		Roles, responsibilities and commitments of partners are clearly articulated and understood	No = 1	1					2	2	
			Yes, partially = 2								
			Yes, fully = 3								
	Rules of engagements are clear and understood by all partners	No = 1	2	2					1		
		Partially = 2									
		Fully = 3									
	Coordination and complexity	Number of key actor groups kept to the critical minimum	More than 7 actor groups = 1	3						3	1
			5-7 actor groups = 2								
			3-5 actor groups = 3								
Threats and opportunities are addressed		Not addressed at all = 1	2	2	1						
		Partially addressed = 2									
		Fully/adequately addressed = 3									
The number of decision points involved kept to the minimum		Greater than 5 = 1	3	3	1						
		3-5 points = 2									
		Less than 3 = 3									
		Significant changes = 1	2		2	3					

Main Report, Evaluation of the R										
Sufficient Conditions for scalability	Attribute	Dimension	Scoring Guide	Public Bike Sharing		GBMCS		Eco-Tourism		
				Actual Score	Relative Importance	Actual Score	Relative Importance	Actual Score	Relative Importance	
	Behavioral change	Successful scaling up requires changes in behavior of the target group	Moderate changes = 2							
Minimal changes = 3										
Scaling up requires changes in behavior of the implementing and facilitating agencies		Significant changes = 1	1	2		3				
		Moderate changes = 2								
		Minimal changes = 3								
7. Monitoring and evaluation A plan for M&E and learning space exists and is functional	M&E	An M&E system exists	No = 1	1	2	1	1	1	1	
			Yes = 2							
		A results framework exists	Does not exist = 1	2				1		2
			Exists, but partially operational = 2							
			Exists and is fully operational = 3							
		The implementation process is monitored and documented	No = 1	2				1		1
			Yes = 2							
		Active engagement of the beneficiaries in M&E	None = 1	2				1		1
			Weak = 2							
			Strong = 3							
		Systematic evaluations are included in the design, and resources are allocated	No = 1	1				1		1
			Yes = 2							
		Intermediate outcomes are measured, documented, and shared	Not monitored = 1	2				2		1
			Monitored and documented = 2							
			Monitored, documented, and shared = 3							
		Opportunities exist to share results and to incorporate new learning into the implementation process	No = 1	2				1		1
			Yes, informal opportunities exist = 2							
			Yes, formal opportunities exist = 3							
8. Ex-ante Benefit-Cost analysis An ex-ante Benefit-Cost analysis (economic & social) is completed and favorable	Ex-ante Benefit-Cost analysis	Benefit-Cost analysis completed	No = 1	2	3	2	1	1	2	
			Yes = 2							
		Benefit-Cost ratio and Internal Rate of Return are competitive and attractive	No = 1	2				2		1
			Yes = 2							
9. Facilitating organisations and intermediaries Lead agency and partner organisations are identified and ready for implementation	Lead agency	A lead organisation has been identified	No = 1	2	2	2	3	2	3	
			Yes = 2							
		Members of the lead organisation were involved in the design and implementation of the pilot project	Not involved = 1	1				2		3
			Passively = 2							
			Actively = 3							
		The leadership capacity of the lead agency is adequate for successful implementation	Inadequate, and not planned = 1	3				3		2
			Inadequate, but plan in place = 2							
			Adequate = 3							
		The staff of the lead agency has the capacity to implement the project	No, and there are no such plans = 1	3				3		2
			No, but the plan to build capacity exists = 2							
			Yes = 3							
			No = 1	2		2		2		



Main Report, Evaluation of the Rwanda									
Sufficient Conditions for scalability	Attribute	Dimension	Scoring Guide	Public Bike Sharing		GBMCS		Eco-Tourism	
				Actual Score	Relative Importance	Actual Score	Relative Importance	Actual Score	Relative Importance
		The lead agency has the culture of a learning institute	Yes = 2						
	Facilitating organisations	The leadership of the facilitating organisation is adequate for effective implementation	Inadequate, and it is not addressed = 1	3		2		2	
			Inadequate, but addressed in the plan = 2						
			Adequate = 3						
		Staff of the facilitating organisations has the capacity to implement the projects	No, and it is not addressed = 1	3		3		2	
			No, but addressed in the plan = 2						
			Yes = 3						
		Staff of the facilitating organisations was involved in the design and implementation of the pilot project	Not involved = 1	1		3		2	
			Passively involved = 2						
			Actively involved = 3						
		The other facilitating organisations have the culture of a learning institute	No = 1	2		2		2	
			Yes = 2						
Total Actual Score				160		166		142	



## **ABOUT THE GLOBAL GREEN GROWTH INSTITUTE**

The Global Green Growth Institute was founded to support and promote a model of economic growth known as “green growth”, which targets key aspects of economic performance such as poverty reduction, job creation, social inclusion, and environmental sustainability.



The Global Green Growth Institute

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