



Entry points for mainstreaming EBA in Rwanda - A review of key existing regulatory instruments

Supporting the development of ecosystem based adaptation (EbA) process in Rwanda

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Abbreviations and acronyms

DDS: District Development Strategy

EbA: Ecosystem based Adaptation

GGCRS: The Green Growth and Climate Resilience Strategy

LDCF: Least Developed Countries Fund

MINAGRI: Ministry of Agriculture and Animal Resources

MINICOM: Ministry of Trade and Industry

NGOs: Nongovernmental Organizations

REMA: Rwanda Environment Management Authority

RWFA: Rwanda Water and Forestry Authority

SPAT 4: Strategic Plan for Agriculture Transformation-Phase 4

1. General Introduction

1.1 Background

Government of Rwanda has signed UNFCCC in 5 June 1992 in RIO DE JANEIRO/BRAZIL. The UNFCCC was ratified by a Presidential Order n° 021/01 of 30 May 1995. Later Kyoto Protocol was also ratified in 1998. Since then, as a Party to this Convention and its Protocol, GoR complies as required by attending the COP and by producing the obligatory reports such as National Communications, every 4 years. The recent report, the third report has been published in 2018

Each Party has to report to the Conference of the Parties (COP) by providing:

- Information on its emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol (greenhouse gas inventories);
- National programs containing measures to mitigate, and to facilitate adequate adaptation to climate change
- Any other information that the Party considers relevant to the achievement of the objective of the Convention.

In those reports, one important chapter is related to vulnerability and adaptation to climate change, where programs containing measures that facilitate adequate adaptation to climate change are reported. Rwanda as a developing country has to deal mostly with adaptation because of its vulnerability to climate change. Rwanda has been facing droughts and heavy rains periods as extreme events and this is witnessed for a short period compared to previous years. This variability affects agriculture, energy, water sectors including death during the heavy rains or droughts. There is also infrastructure destruction such roads, houses and population displacement.

Rwandans rely on natural ecosystems. They provide a wide range of goods and services to every day's life of human beings. These include but not limited to; multiple uses of water resources like drinking, cleaning manufacturing, water used in the mining industry etc; several good and services provided by soil/land resources including agricultural production and construction materials; forests resources that provides timber, fresh air, cooking energy and fisheries that support mankind's food supply chain.

Healthy ecosystems and their services provide opportunities for sustainable economic prosperity while providing defense against the existing negative effects of climate change.

However these ecosystems are highly exposed and sensitive to climate variability and climate change.

These ecosystems also suffer by a wide range of non-climate stressors, such as erosion, invasive species, population growth, and overexploitation and poaching of natural resources. These impacts can be exacerbated by climate change. You can also witness overuse of natural resources that can affect habitat degradation and decrease of biodiversity.

Looking at the gravity of the unpredictable situation, GoR came up with tangible figures that demonstrate the country's vulnerability to climate change.

In that framework in 2009, with the support of DFID, Rwanda has conducted a study "on economics of climate change" done by Stockholm Environment Institute. This study covers the following sectors: The impacts and economics costs of climate change; The costs of adaptation; and The potential for low carbon growth.

The report clearly brought to the political leadership of our country that the economic cost of climate change is huge and mitigations measures have to be put in place based on real data.

The analysis of the 2007 floods in Musanze, Nyabihu and Rubavu Districts has demonstrated that the estimated measurable economic costs was between \$4 and \$22 million (equivalent to around 0.1 – 0.6% of GDP) for 3 districts alone which is huge. The study has concluded by saying that the projected impacts of climate change may increase and would probably affect food security, health and of course economic growth. GoR initiated activities to determine vulnerability and adaptation priorities.

In 2012 Rwanda has faced a wet season flooding in the whole country. Rwanda Environment Management Authority assessed the economic impacts of 2012 wet season flooding in Rwanda. The study has paid attention on agricultural loss along with livestock and infrastructure (replacement and economic cost loss and it came up with a loss estimated up to 58,322,907,201 Frws equivalent to 1.4 % of the overall GDP of 2011/2012 (Economic Impact of 2012 wet Season 2013, REMA).

In order to address observed and anticipated adverse impacts of climate change, Rwanda Environment Management Authority (REMA) is executing a project titled "Building resilience of communities living in degraded

forests, savannahs and wetlands of Rwanda through an ecosystem-based adaptation approach” abbreviated as LDCF-II. The project is funded by Global Environment Facility (GEF) under Least Developed Countries Fund (LDCF) focal area for duration of four years through United Nations Environment Programme (UNEP) as an implementing agency.

Part of this project is the support of the development of Ecosystem based Adaptation (EbA) process in Rwanda. In this regard, a consultant hiring exercise was initiated by Rwanda Environment Management Authority (REMA) and the hiring process was completed in October 2018.

1.2 Rationale for mainstreaming EbA

Ecosystems and biodiversity provide services essential for helping people adapt to the impacts of climate change. In recent years, “Ecosystem-based Adaptation” (EbA) has gained increasing attention as a cost-effective solution for adaptation to climate change and disaster risk management. This approach emphasizes the importance of ecosystems in effective climate change adaptation (CCA) measures, and builds on other practices such as conservation and ecosystem restoration that seek to increase the resilience of ecosystems and communities. EbA has gained attention because it provides multiple benefits for people, ecosystems and biodiversity, enable planning for CCA on longer time scales, is cost-effective manner compared to traditional engineered infrastructure, and emphasize community participation and the use of traditional and local knowledge systems. Due to its participatory nature and cross-sectoral approaches to adaptation, EbA can achieve multiple policy objectives, including local, regional and national strategies for climate change, disaster risk reduction, and sustainable development, among others.

Increasingly, countries such as Mexico, Peru, and the Phillipines are mainstreaming EbA approach into national plans and strategies to reduce the risk of climate impacts and hazards. Here, mainstreaming refers to the integration of EbA approach into climate sensitive planning and decision-making processes at all levels. The mainstreaming process may start with integrating ecosystem considerations into adaptation objectives, strategies, policies, measures or operations so that they become part of the national and regional development policies, processes and budgets at all levels and stages (CBD, 2016). Mainstreaming enhances the effectiveness, efficiency, and longevity of EbA by embedding its principles into local, municipal and national policies, planning, assessments, financing, training, and awareness campaigns, among other policy tools. The overall goal is enhanced support and implementation of EbA where it proves to be an effective means to climate change adaptation through increased awareness and understanding of how ecosystems and biodiversity contribute to multiple policy objectives. Mainstreaming occurs continuously throughout the EbA planning and implementation process. The process consists of three main steps (Fig.1) and begins in Step A with achieving a broad understanding of the political and institutional set-up of the target system, which enables the identification of

potential entry points for mainstreaming. Step B focuses on baseline assessments and economic analysis to make the basis for nationally influence policy formulation and specific planning as well as strengthening institutions. Step C of EbA would be about making sure that monitoring processes are strengthened, investments are promoted, support to national, sub national and sector policy measures are strengthened and mainstreaming is EbA is made a standard practice.

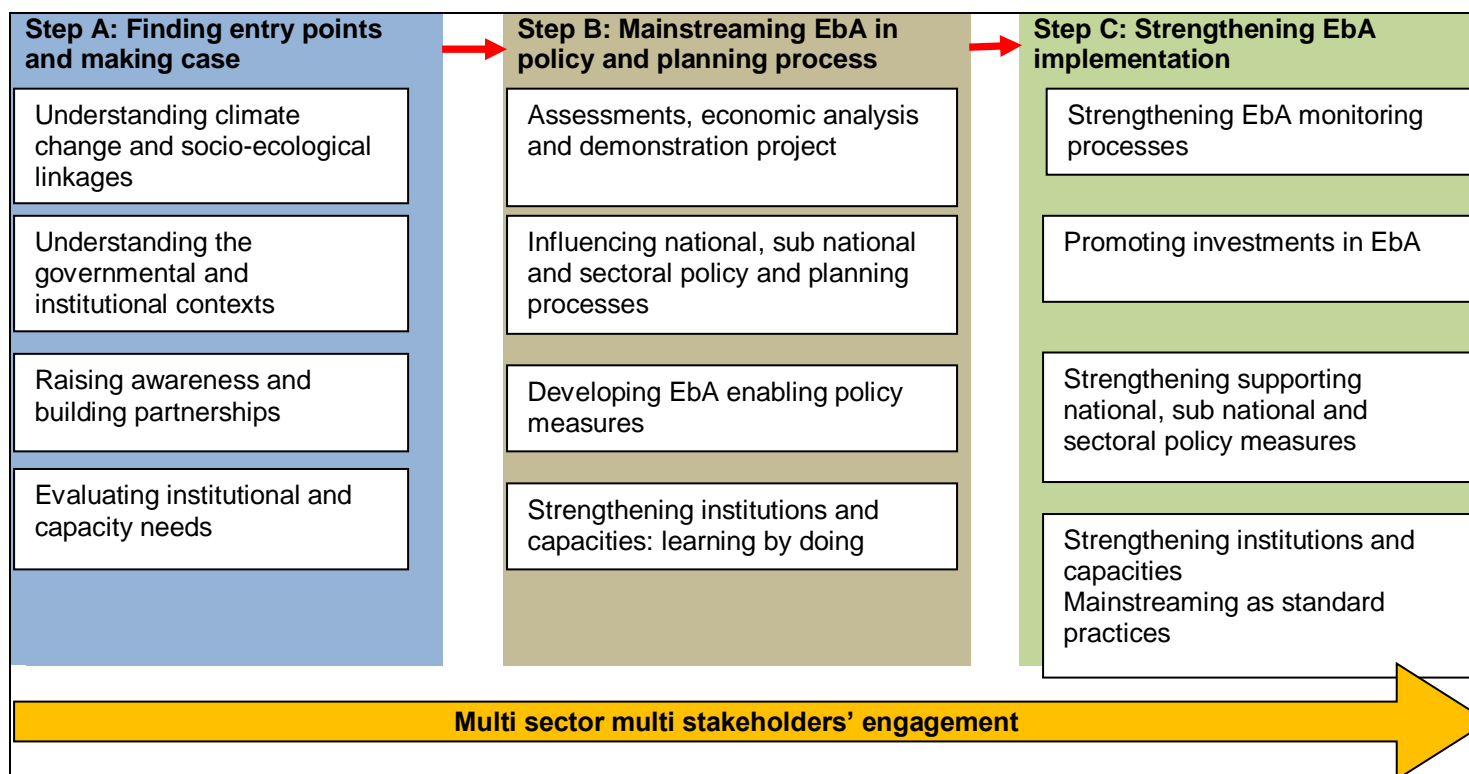


Figure 1: Example framework for mainstreaming EbA in development planning. adapted from EbA guidelines (CBD, 2018).

1.2.Key areas in which EbA shall be mainstreamed

EbA shall be mainstreamed into national development planning and implementation across different sectors. However, since all sectors cannot be covered, only key relevant sectors have been covered. These include: Environment, climate change and natural resources (land, water, and forestry), agriculture and biodiversity conservation.

1.3 Objective of the study

This study aims to identify and review different national planning instruments across sectors, local/district development strategies as well as other key environment and natural resources management as to establish linkages of these with Ecosystem Based Adaptation (EbA) approach. It also aims at identifying entry points for EbA mainstreaming and provides a targeted information for policy makers and practitioners on how to successfully make the case for EbA and promote uptake by stakeholders at different levels.

2. The Approach and Methodology

The findings of the study are drawn from a desk review of relevant literature and stakeholders consultations through focus group discussions and several individual consultations.

2.1 Literature review

A comprehensive review of several relevant documents was undertaken. These include;

At national level: Policy and strategic documents like National Strategy for Transformation (NST 1), The most recent Environment and Climate change policy, Green Growth and Climate Resilience strategy, National Biodiversity Strategy and Action Plan (NBSAP), Rwanda National Forestry Policy, Strategic Plan for Agriculture Transformation – Phase four (SPAT 4), National adaptation plans (NAPs), LDCF II intervention districts development plans (DDSs). Other technical documents like: 1st and 2nd Vulnerability Index, Nationally Determined Contributions (NDCs), general and sector specific environmental assessment guidelines, ToRs of the Rio Conventions steering committee, LDCF II project document and available activity reports were also consulted.

At international level, consulted documents are: The EbA handbook, a collection of best practices on mainstreaming adaptation, assessments reports on EbA entry points for countries like Mexico, Peru, South Africa and the Philippines.

2.2 Stakeholders consultations

2.2.1 Focus group discussion - the Musanze retreat

A training retreat was organized in Musanze district from Wednesday, 12 to Friday 14th December 2019. Organized by REMA under LDCF II project, the purpose of this retreat was to train relevant key stakeholders and introduce them ecosystem based adaptation (EbA). The retreat put together stakeholders from categories of institutions (Annex 1) such central government (ministries and government agencies), local government (districts), international organizations (IUCN) and local non-governmental organizations (NGOs).

At the same time, especially during group work, participants were able to interact with facilitators (consultants) on how they understand EbA, its integration in their respective sector and possible entry points.

2.2.2 Individual consultations

In addition to the focus group discussions undertaken in the course of Musanze retreat, additional individual consultations were conducted. The consultations targeted stakeholders from the government and other relevant organizations whom we were not able to interact with during the Musanze retreat.

2.2.3 Field visits

Field visits were undertaken to selected sites located in LDCG II project intervention areas. These sites were visited in the spirit of witnessing which EbA interventions are being done in order to draw lessons learnt on the ground which would help in better contextualize EbA implementation at local level. Visited sites include Cyohoha North Lake in Bugesera district, Kibare Lake in Kayonza district, Ibanda-Makela national forest in Kirehe district, Nyiramuhondi watershed in Ngororero district and Gakoro Green village in Musanze district.

3. Mainstreaming EbA in National and Sector Specific Policies and Strategies

This section presents linkages between national policies and strategies across relevant sectors. It also highlights potential entry points that stakeholders might leverage for ¹mainstreaming EbA into the country's those policies and strategies. As mainstreaming can occur in different spheres, the suggested entry points cut across different governance structures and at different levels including local governance entities.

3.1 Current policy framework on climate change in Rwanda

Rwanda has been engaged in climate issues since 1992 and has made good progress with national environment and climate policy and strategies. At the international level, Rwanda ratified the United Nations Framework Convention on Climate Change (UNFCCC) as a Non-Annex 1 Party in 1995 and later the Kyoto Protocol. The country has also ratified the Paris Agreement, which deals primarily with greenhouse emissions mitigation, adaptation and financing and is also party to other Rio and Chemical Conventions. Rwanda submitted its Initial National Communication in September 2005, the Second National Communication in June 2012 and Third National communication in 2018. At national level, the National Constitution, which is the highest legal instrument, constitutes the basis for the legal framework for the protection and safeguarding of environment and adapt and/or mitigate the effects if climate change in Rwanda. The legal framework for the management of environment and climate change was put in place by the Law on environment which was adopted in 2018 replacing the organic Law determining the modalities of protection, conservation and promotion of environment in Rwanda. Existing environment policy is under revision. It is predicted that this revision will result in better integration of climate change concerns. There also exist the Green Growth and Climate Change Resilience Strategy which the key technical cross sectorial document providing guidance to ensure that sustainable development and low carbon economy is achieved in Rwanda.

3.2 EbA and National Policies and Strategies across Relevant Sectors

Rwanda has developed and adopted several strategic documents that would be that basis of its economic transformation up to the mid-21st century. These strategic documents highlight the need of accelerating

¹ It refers to an opportunity of integrating EbA criteria and principles in different processes and policies through some mechanisms

development while ensuring sustainable natural resources management and climate resilient surroundings. For example; improved quality of Life is one the five main areas on which vision 2050 will focus on. In this area, promoting environmentally friendly and climate resilient surroundings is a key priority for the government. To support the implementation of Vision 2050, Rwanda has established NST1 which is a 7 years (2017-2024) National Strategy for Transformation –Phase I aligned with the current presidential term. The strategy has four transformation pillars namely: Economic transformation pillar, social transformation pillar, transformational governance pillar and a pillar on cross cutting issues. Environment and climate change are tackled in the 4th pillar on cross-cutting issues. It is precised that climate change has been and will continue to be addressed mainly through two key specific strategic documents which are: the current Green Growth and Climate Resilience Strategy (GGCRS) and Rwanda’s Nationally Determined Contributions (NDCs).

Very high vulnerability makes climate change adaptation paramount in the Rwandan context as the country heavily depends on rain feed agriculture and natural resources exploitation. Previous assessments like TNA has prioritized agriculture as a sector where adaptation efforts should focus. The reason being that the sector is highly vulnerable yet sustaining above 70% of lives of the Rwanda population. However, since agriculture cannot be seen as a standalone sector as it is supported by other important sectors, other key sectors were also considered and entry points identified.

These include overall environmental management, water, land and forestry. In addition to agriculture as a sector of focus in Rwanda and its supporting sectors, biodiversity and tourism are others vulnerable sectors key to the Rwandan economy. Table 1 below presents current linkages between EbA and key strategic planning instruments at national and sector level while table 2 presents associated entry points for EbA mainstreaming.

Table 1: Linkages between EbA and key strategic planning instruments at national and sector level

Name of policy or strategy	Major contribution and focus in relation to EbA	Evidence of Ecosystem Services (ES)
Environment and climate change policy	Key policy statement like 7.2 on enhancing functional natural ecosystems and managing bio safety can be related to EbA.	++
Green Growth and Climate Change Resilience Strategy	Proposed activities to address climate change and build resilience such as small irrigation, sustainable intensification of agriculture, robust road network in rural areas to fight landslides and agro forestry can be related to EbA.	++
National Agriculture Policy	Provisions under pillar 2 of the policy on resilience and sustainable intensification can be related to EbA	++
Strategic Plan for Agriculture Transformation-Phase Four (SPAT-PSTA 4)	Proposed activities such as sustainable land husbandry, climate smart practices and investments in climate resilience highlighted in the strategy can be related to EbA.	++
National Fertilizers Policy	In the policy nothing can be related to EbA	NM
National Policy for Water Resources Management	Policy statements on water resources conservation, climate change and related strategic planning can be related to EbA	++
Water Resource Management Sub-Sector Strategic Plan	Proposed activities under strategic planning and increasing resilience can be related to EbA	++
Rwanda National Forestry Policy	Provisions on sustainable land management and the involvement of the community in the implementation of this policy by adopting best practices of forest management of their woodlots through Forest Management Units can be related	++

	to EbA.	
Biodiversity policy	Policy provisions for comprehensive conservation planning through the formulation of a National Conservation Plan can be related to EbA	++

The evidence of ES can be expressed as “very strong and/or directly mentioned (+++)”, “strong and/or indirectly mentioned (++)” and “minor and/or can be achieved as byproduct (+)”. NM means “not mentioned”.

Table 2: Entry points to mainstream EbA in National Policies and Strategies across Relevant Sectors

Entry point 1: Green Growth and Climate Resilience Strategic Planning	
Main actor	Ministry of Finance and Economic Planning
Other key actors	REMA, Natural resources management authorities (RWFA, RLMUA, RMPGA), RAB, REB
EbA measure	Integration of climate change adaptation measures into national development planning process across ² relevant sectors
Mainstreaming	EbA inclusion in the development/update of national development agenda including sector specific strategic development strategies, programs and plans.
Concrete opportunities	MINICOFIN together with the Rwanda Environment Management Authority need to agree on possible targets for piloting the mainstreaming of EbA in the planning process or in initiating a module in risk assessment at national level across all relevant sectors. Local government units updating their development strategies have the most opportune time to include EbA in their plans
Entry point 2: Environment and Climate change	
Main actor	Rwanda Environment Management Authority
Other key	Natural resources management authorities (RWFA, RLMUA, RMPGA), RAB, REB

²Refers to natural resources like land, water, forestry and other sectors having a direct impact to natural resources like agriculture, housing, mining, energy and transport

actors	
EbA measure	EbA as a consolidated climate change adaptation
Mainstreaming	EbA prioritization and inclusion in the Climate Change on Adaptation, Mitigation and Disaster Risk Reduction
Concrete opportunities	Rwanda Environment Management Authority (REMA) should include EbA mainstreaming and promote nature-based solutions for climate risks and adaptation needs starting with the articulation of the need for national agencies and subnational levels to conduct strategic environmental assessments on resilience as basis in policy formulation and future programs designs and ³ urge project developers to integrate EbA with their project impacts mitigation measures.
Entry point 3: Land Use Planning	
Main actor	Rwanda Land Management and Use Authority
Other key actors	REMA, RWFA, RMPGA RAB, RHA, RTDA
EbA measure	Integration of climate change adaptation measures into land use plans
Mainstreaming	EbA inclusion in the revision of Land Use Plan and Local Climate Change Adaptation Plan, which will be integrated in the Comprehensive Land Use Plan
Concrete opportunities	Land Management and Use Authority, Housing Authority and other natural resources management authorities together with Rwanda Environment Management Authority need to agree on possible targets for piloting the mainstreaming of EbA in land management and use current practices.
Entry point 4: Agriculture planning strategic planning	
Main actor	Rwanda Agriculture Board
Other key actors	REMA, Natural resources management authorities (RWFA and RLMUA)

³ This can be done through revision and update of existing environmental assessment guidelines whether general or project specific.

EbA measure	Integration of climate change adaptation into agriculture transformation strategic planning
Mainstreaming	EbA inclusion during implementation of SPAT 4 and be an integral part of the strategy at the time of its revision.
Concrete opportunities	EbA best practices can be integrated in sustainable land husbandry and climate smart practices. Include plans on how to achieve good initiatives and practices such as investment in climate resilience as highlighted in the strategy.
Entry point 5: Water Resources Management	
Main actor	Rwanda Water and Forestry Authority
Other key actors	REMA, RMPGA, RAB, RHA, RTDA
EbA measure	Integration of climate change adaptation into current and future integrated water resources management initiatives including sustainable allocation and watershed protection and rehabilitation
Mainstreaming	EbA inclusion during implementation of the current integrated water resources management programs
Concrete opportunities	EbA best practices can be integrated into current and future integrated water resources management initiatives including sustainable/equitable allocation and watershed protection and rehabilitation.
Entry point 6: Management of protected areas	
Main actor	Rwanda Development Board
Other key actors	Ministry of Environment, REMA
EbA measure	Ecosystem services-focused framework for biodiversity conservation
Mainstreaming	EbA inclusion in the implementation of Rwanda's National Biodiversity Strategy and Action Plan (NBSAP) and in the identification of Other Effective area-based Conservation Measures (OECMs)
Concrete opportunities	The Ministry of Environment in collaboration with the department of tourism and conservation under Rwanda Development Board needs to include EbA into Rwanda's National Biodiversity Strategy and Action Plan (NBSAP).

3.3 EbA and District Development Strategies (DDSs)

District development strategies (DDSs) were developed as part of new strategic development thinking and are in line with the National Strategy for Transformation – phase one (NST 1) which is also aligned to the current 7 years presidential term. District Development Strategies are envisioned as medium term strategies to transform socio-economic status of districts and their people, sustaining good governance, and further promoting peace and security. District development agenda is informed and guided by the national development policies, strategies and programs. In this regard, districts become implementers of overall national development agenda initially informed by their needs while adapting it to the local context.

This section of the report presents the outcomes of the review of DDSs in those districts where the project (LDCF II) is intervening.

3.3.1 Review of selected DDSs

District Development Strategies for Gasabo, Musanze, Ngororero, Kirehe, Kayonza and Bugesera were reviewed. The Development Strategy is well elaborated and all the DDSs have the same format. All the DDSs focus on 3 pillars as it is highlighted in NST1 which are: Economic Transformation, Social Transformation and Transformational Governance. It is clear within the reviewed DDSs that threats related to climate change are identified for some sectors as highlighted in the below table.

Table 3. Key climate threats highlighted in the selected DDSs

Sector	Threats
Agriculture	Shortage of water, soil degradation, fragilization of natural ecosystems
Water and sanitation	High level of vulnerability
Private sector development and youth employment	Destruction of basic infrastructure during raining seasons
Transport	Destruction of roads, treats to movement of goods and people.

Urbanization and rural settlement	High level of vulnerability
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The reviewed DDSs also prioritize Sustainable Management of Natural Resources and Environment to Transition Rwanda towards a Carbon Neutral Economy. There is also a chapter related to Environment and Climate Change as a cross cutting issue. It is well elaborated and summarizes what has been done so far in the sector. There are some actions to be undertaken towards climate resilience but there is no reference to LDCF II Project, when it is supposed to be implemented in those districts.

They have developed a good tool: Implementation of the District Development Strategy with clear roles and responsibilities at all levels. It is clear where resources are coming from. However, the role of LDCF II is not clearly mentioned unless if it is under JADF component.

3.3.2 Entry points for mainstreaming EbA into DDSs

Same EbA entry points at national level also apply at local level within district settings as the district is the implementing and law enforcement entity of all government strategies, programs and plans. In addition to entry points discussed in section 3.2, entry points can also be found with mining, urbanization and rural settlements as priority sectors within the DDS.

3.3.2.1 Mining at district level

The mining sector is one of the sectors that are known by how they make ecosystems (savana in Kirehe, forest in Ngororero) fragile. Once fragile ecosystem is exposed to the adverse of climate change like heavy rains in the mountains for example, it makes it more fragile leading to climate hazards like landslides. In the course of rehabilitation the mined sites, districts should consider integrating EbA to protect both the ecosystems in place and the surrounding communities as mining is mostly undertaken on people's land.

3.3.2.3 Urbanization and rural settlement at district level

Urbanization and rural settlement is another priority area at both national and local level in Rwanda. The most recent climate hazards recorded in the northern Rwanda which resulted in loss of property within settlements (rural and urban) settings have allowed to establish a direct link between levels of vulnerability and the degradation of the

sub catchments within which those settlements settings are located. Rehabilitating and restoring of degraded ecosystems located within sub catchments in question could be an entry point for EbA at district / local level.

4. Linking EbA Approach to Environmental Assessment Processes

4.1 Existing environmental assessment tools in Rwanda

Rwanda has designed several environmental assessment instruments. These mainly include:

- General guidelines for assessing policies, strategies, programs and plans: Developed in 2011, these are guidelines on strategic environmental assessment. The main reason behind their development was the expansion of the application of environmental assessment principles and practices to the formulation and implementation of development policies, plans and programs.
- General guidelines for projects' environmental impact assessment: Developed in 2006, these guidelines were the fNIRDA environmental assessment instrument / tool that were developed in Rwanda and formed the basis of current detailed EIA and certification process applied today.
- General guidelines for projects' environmental auditing: These guidelines were developed in 2009 to provide clear guidance for environmental auditing of projects already under implementation.
- Specific guidelines for assessing projects: These are the most recent environmental impacts assessment guiding documents that are being used in Rwanda. They were developed in 2018 as a complement to the general ones with the aim to continuously improve on what was being done. They provide clear guidance for project types. These projects include: Housing, hydropower, road construction, waste management, water resources management, wetland management, petrol stations, mining, agro processing, tannery and slaughterhouses.

All the above tools were developed because the country wants to achieve Environmental ⁴Sustainability. In that spirit, it is very important to make sure that EbA tools are mainstreamed into those guidelines because climate change has an evolving and increasing impact on the people's livelihoods as it affects economic development of developing countries, Rwanda included.

⁴ Management of natural resources and the environment that meets the needs of the present generation without compromising the ability of future generations to meet their own needs

4.2 EbA entry points for environmental assessment process in Rwanda

In the process of reviewing environmental assessments study reports it is important to bring to the attention of the policy makers and to the implementers the impact of climate change and how to address it through adaptation and other means. At the introduction level, where the concept EA itself is described, introducing EbA notion and its role in building resilience of the community is key. Under the background part, there is a possibility of recalling progress done in climate change sector from 2006 when the fNIRDA EA guidelines were developed. For example for SEA, under chapter 4, where SEA Processes and Procedures are discussed and analyzed, through different steps, EbA principles can be introduced especially steps 3, 4 and 7 related to Determining the Need for SEA for a PPP (step 3), Determining the Nature and Extent of Impacts (step 4) and Consulting with the Public (step 7). Under indicative questions grouped in Appendixes, there is a possibility of adding questions related to EbA.

5. Review the ToRs of the Rio Conventions Committee and integrate EbA

5.1 Introduction

It is very important at this point to add progress done by GoR since the 3 Rio Conventions were adopted, for their implementation. This will help to bring on board EbA as a way of highlighting its importance in making things work on the ground. At this point, as EbA is a nature based solution; this will help to introduce the need of synergy between the 3 conventions.

5.2 Why Synergy of Rio Convention?

In Rwanda, addressing issues related to the 3 Rio Conventions cannot be done in an isolated manner. Rwanda, country of thousand hills, depending on Agriculture is facing issue of land degradation (deforestation, soil erosion, sometimes landslides, wetlands and protected areas encroachment). Land as an ecosystem is affected by biodiversity loss and climate change impact. In summary, you cannot address issues of each convention in an isolated way. Synergy is needed. This synergy will be EbA based and tools of EbA have to be integrated in this document. Under this point, there is a way of explaining the importance of EbA under this synergy: actually EbA principles constitute synergy in themselves.

5.3 Importance of Synergy at National level

So far, each Convention has its own Focal Point and its way of reporting to their respective Secretariat. Those Secretariats are under UNEP but there is no coordination. Most of projects related to those conventions are funded through GEF depending on the focal area (CBD, UNFCCC and UNCCD). Other donors intervene such FAO mostly for UNCCD. Therefore;

- Introducing EbA tools under this paragraph is the easiest way to address synergies between the 3 Rio Conventions;
- Green Growth and Climate Resilience Strategy (GGCRS) has different and strong pillars along with program of action areas. EbA tools can be introduced given that fact that:

- A national fund for Environment and Climate Change (FONERWA) has been established to assist Rwanda to deal with issues related to the sector;
- Environment and Climate change have been integrated in NST1.

This synergy is well justified if we want to achieve the agreed upon goals. EbA tools and principles have to figure in this document as far as ecosystems management is concerned.

6. Linking EbA into the award systems developed by REMA for Districts, NGOs, CBOs and for the Private Sector

6.1 Overview

The environmental excellence award system developed and implemented by REMA is one of the tools used to support the overall ⁵mission of REMA in general and the ⁶work of the department in charge of environmental education & mainstreaming under the same institution. The system was developed in the bid to support the Rwandan community from national down to the local level and encourage mainstreaming efforts undertaken by different parties. The system is evolving and dynamic as it is revised on annual basis to take into consideration ever changing environmental needs and challenges.

6.2 Structure

The systems is developed and implemented at 3 different levels: Department, Organizing committee and national committee. Their roles differ but complement each other. In fact, basic procedures, annual themes and prizes are proposed at the departmental level. The department takes its proposal to the organizing committee made of representatives from different departments under REMA. The organizing committee will then enrich and approve the themes, set selection criteria and prepare logistics while the national committee made of REMA representatives and other different stakeholders will have the role of evaluating, selecting and ranking of the contestants.

⁵ To promote and ensure the protection of the environment and sustainable management of natural resources through decentralized structures of governance and seek national position to emerging global issues with a view to enhancing the well-being of the Rwandan people.

⁶ To promote the integration of environmental issues in the formal and non-formal education materials, promoting adequate environmental management skills and awareness.

6.3 The award system and EbA

Current award practices including selection criteria ⁷do not take into account EbA approach principles in particular. Since the system started to be implemented up to date, themes and award topics have been and are still aligned to WED themes. For this reason, there have no specific focus on climate change adaptation especially EbA. In order to integrate EbA within the award system, it would be better to select other themes specific to climate change and promotion of EbA.

6.4 Proposed principles and criteria for integration EbA within the existing award system

These principles and associated criteria are proposed based on the four cornerstones positioned as the fundamental values of the EbA approach, namely that: • EbA interventions are adaptation responses to current and future impacts of climate change • EbA interventions make use of biodiversity and ecosystem services • EbA interventions result in people being more resilient to climate change • EbA interventions are contextualized in a paradigm of sustainable development.

Table 4: Principles and criteria for integrating EbA into current award system

<i>Principle 1: Presented EbA ⁸interventions support resilient and functional ecosystems that ensure and enhance ecosystem services.</i>
Criterion 1.1 EbA interventions must maintain or improve ecosystem functioning and integrity with the understanding that healthy, intact ecosystems are better able to maintain functional integrity under a range of climate futures. Criterion 1.2 EbA interventions must leverage resilience in natural, near-natural, transformed or restored ecosystems without impacting adversely on biodiversity or compromising the ecological integrity of the broader ecosystem.
<i>Principle 2: Presented EbA interventions support people in adapting to climate change and climate variability.</i>
Criterion 2.1. EbA interventions must result in tangible benefits to people within the context of climate change adaptation. Criterion 2.2. EbA interventions support socio-economic benefits that go beyond improving adaptive capacity.
<i>Principle 3: Presented EbA interventions are participatory, inclusive, and transparent.</i>

⁷ Selection criteria are developed on yearly basis depending on which theme the awards will be given.

⁸ Activities, projects or achievements which the award is applied for.

Criterion 3.1 EbA interventions must be designed to be inclusive and to consider the needs of and impacts of climate change on marginalized groups.

Criterion 3.2 EbA interventions consider the disproportionate impacts of climate change on women and are designed with this in mind.

Criterion 3.3 EbA interventions are designed, developed and implemented through participatory processes.

Criterion 3.4 EbA interventions are supported by capacity building processes.

Principle 4: Presented EbA interventions are knowledge and evidence-based as informed by the best available science and robust indigenous and local knowledge.

Criterion 4.1 EbA interventions must use credible, scale relevant climate scenarios.

Criterion 4.2 EbA interventions are based upon credible, locally relevant impact and vulnerability scenarios.

Criterion 4.3 EbA interventions support learning networks, communities of practice and the cogeneration of knowledge.

Criterion 4.4 EbA interventions support robust M&E and learning processes.

Principle 5: Presented EbA interventions strives to achieve co-benefits and synergistic outcomes.

Synergies between adaptation and mitigation outcomes have long been sought and incentivized where feasible. EbA generally revolves around ecosystem management and thus may be relevant to carbon sequestration and related local changes in climate, especially where restoration or reforestation interventions are being considered.

Criterion 7.1 EbA interventions promote positive co-benefit synergies, e.g. job creation, income generation, climate change mitigation.

7. CONCLUSION AND RECOMMENDATIONS

7.1 Conclusion

The increasing demographic pressure on natural resources coupled with frequent climate change impacts will continue to affect ecosystems and communities. Consequently, planners and decision makers should properly collaborate to implement EbA not only because it is one of the best adaptation options but also because of the added economic value given by the protection of important ecosystem services, which provide vital goods and services.

7.2 Recommendations

To unlock the full potential of EbA, it is vital to encourage interventions in policy-making and planning across sectors and scales. It is also essential to provide incentives for EbA implementation on the ground, foster enabling framework conditions at the national level and support globally agreed goals and common agendas. Based on the previous analysis, here we present insights on how to continue to mainstream EbA into the overall development agenda. While these are meant to be implemented in Rwandan context, to a certain extent they can be adapted and implemented in other contexts. Before taking actions on scaling up of EbA measures, it is a prerequisite to integrate the variable on climate change and risk into the management and strategic instruments of sectors and land-use planning.

There exist initiatives that integrate EbA in Rwanda though these are stand-alone projects. If coordinated under a common program of work, would add considerable strength to the EbA-mainstreaming efforts. Nevertheless, there is a need for coordinated efforts to develop a roadmap for EbA initiatives, which would set out a vision and identify priority areas of action in order to influence policy and enable replication and scaling up of EbA interventions. Consideration should be given to the identification of research needs, possible areas of EbA implementation across different biomes, and to ensure effective connection across landscapes. The strategic framework may take the form of an implementation mechanism under the NDCs as a component of the National Adaptation Plan. This step

can be taken under the leadership of the Ministry of Environment in collaboration with the Ministry of Finance and Economic Planning and Finance and Rwanda Environment Management Authority to ensure that it will be integrated in public investment schemes.

As a way forward to this review, policy briefs and recommendations in relevant sectors shall be development. These might be for but not limited to; natural resources management related sectors such as water, forestry and land and sectors which directly depend on natural resources including agriculture and mining.

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Annex

Annex 1: Revised ToRs for Rio conventions steering committee

I. Background

1.1. Introduction

Rio Convention relates to the following three conventions, which are results of the Earth Summit held in Rio de Janeiro in 1992. These conventions are United Nations Framework Convention on Climate Change (UNFCCC), Convention on Biological Diversity (CBD) and United Nations Convention to Combat Desertification and Land degradation (UNCCD). The three conventions are intrinsically linked, operating in the same ecosystems and addressing interdependent issues.

United Nations Framework Convention on Climate Change (UNFCCC) was adopted at the United Nations Headquarters, New York on the 9 May 1992 and entered into force on 21 March 1994. There are currently 195 Parties to the Convention. The UNFCCC sets an overall framework for intergovernmental efforts to tackle the challenge posed by climate change. Its objectives are to stabilize greenhouse-gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system.

The Convention on Biological Diversity (CBD) was adopted in 1992 and entered into force in December 1993. There are currently 197 Parties to the Convention. The Convention on Biological Diversity has three objectives which are the conservation of biological diversity, the sustainable use of its components, and the fair and equitable sharing of the benefits arising from commercial and other utilization of genetic resources. It covers all ecosystems, species, and genetic resources.

United Nations Convention to Combat Desertification (UNCCD) aims to combat desertification and mitigate the effects of drought in countries experiencing serious drought and/or desertification, particularly in Africa, through effective actions at all levels, supported by international co-operation and partnership arrangements, in the framework of an integrated approach which is consistent with Agenda 21, with a view to contributing to the achievements of sustainable development in affected areas. This Convention to Combat Desertification was adopted in 1994 and entered into force in December 1996. There are currently 195 Parties to the Convention.

1.2. Why Synergy of Rio Convention?

This Synergy is considered as an effective tool for the implementation of the Rio Conventions:

- Synergy action among the three Rio conventions has been a guiding principle that has been translated in coordinated action at the local level in the implementation of the conventions. The synergy approach results from the evident need to strengthen and sustainably address the current challenges posed by the intricate relationships of climate change, biological diversity, drought and desertification on the social, economic and environmental fronts.
- There is clear convergence of objectives among the three Rio Conventions. Parties to these Conventions have repeatedly called for a firmer convergence of strategic approaches particularly at the country level. Moreover, they have also recognized the need to focus on a broader framework that targets a set of issues, among others desertification / land degradation, protection of biological diversity, climate change and socio-economic development. In order to address the intertwined issues of poverty eradication, sustainable development and environmental security, the three Rio Conventions have expressed been joining efforts in order not to address these issues separately
- The CBD, UNFCCC and the UNCCD share a concern for many environmental issues. They all operate within collective ecosystems, and all work towards sustainable development. The Conventions also contain various overlaps in terms of the obligations required from their Parties, such as obligations for research, information gathering and exchange, national and regional action plans, national inventories, reporting, training and public education.
- Although each Convention has its own defined objectives and commitments, there is growing recognition of the inherent relationship and dependency between them. Combating desertification and the conservation of biodiversity are important measures for the control of climate change. At the same time, control of climate change is essential to achieve the objectives of the CBD and the UNCCD. A good illustration of the relationship can be found in article 2 of the UNFCCC, which states that the ultimate objective is the stabilization of greenhouse gas concentrations “within a time frame sufficient to allow ecosystems to adapt naturally to climate change”. Its objective thus contributes to the biodiversity conservation objective of the CBD.

- Since the Rio Summit in 1992, as well as when referring to the Millennium Ecosystem Assessment, drought and desertification drivers affect ecosystems, sustainable livelihoods of vulnerable populations, women and men, and tend to reduce their resilient capacities, thus incurring in global economic, environmental and social costs. Desertification and drought account for most of the biodiversity loss in dry and sub-humid lands with a loss that carries extraordinary costs that can be translated into the extinction of the otherwise resistant and resilient species that until now have survived and adapted to previous processes of climate change.
- Promoting synergies between Rio Conventions encourages affected country Parties, where applicable, to develop a framework to promote synergies in the implementation of the UNFCCC NAPAs, the CBD NBSAPs and the UNCCD NAPs, including in their financial schemes

1.3. Importance of Synergy at National level

- The overlapping and sometimes duplicate commitments under the Rio Conventions can pose tremendous challenges for signatory countries. Often human, institutional and financial resources are limited and coordination is lacking. To establish linkages and reduce overlaps between the Conventions can provide opportunities to reduce costs and efforts, for example by carrying out similar obligations in an integrated way while promoting approaches that result in co-benefits from the three conventions such as Ecosystem Based Adaptation (EbA).
- So far coordination at the national level in most countries is still limited. Barriers to achieve synergy are often political, institutional or cultural. For example, different departments within ministries may be responsible for implementing each Convention, or may be in competition for limited resources. Also coordination mechanisms may not be in place or are inefficient or impeded according to different priorities and power struggles.
- As stated before, the key task of national governments is to mainstream Conventions' implementation plans into national development priorities and policies. On country level, there may be no cohesive planning framework, which makes the integration into sectoral policies essential. To develop and make use of linkages with existing policies and planning structures helps to both attain commitment and increase to effectiveness.
- Other examples of possibilities to enhance synergy at the national level are institutionalized information sharing or joint information systems, coordination and cooperation of Convention focal points and GEF focal points, joint reporting, joint public outreach and capacity building activities (for common capability needs, such as data and

information management, communication, financial management, policy analysis), promoting synergy in curricula of academic education, increasing scientific linkages, and supporting exchange programmes of professionals, nationally and internationally

- Some proposed activities to be developed in synergy between the Rio Conventions include public awareness at all levels, information management and exchange, joint action planning, building on and sharing emerging “good/bad practices”, education and awareness, research, funding.
- Acknowledging the need for promoting Synergy between UNFCCC, CBD and UNCCD, one Steering committee for Rio Conventions and Technical groups (Technical committees) shall be created for their efficient and effective coordination and implementation.

II. The Composition, role and responsibility of Steering Committee of Rio Conventions

2.1. Role and responsibility of Steering Committee

2.1.1. Role of Steering Committee

The main role of Steering Committee is to facilitate the implementation of the three conventions through, inter alia, participation in preparing strategies and plans, follow up the projects aiming at focusing on a broader framework that targets a set of issues, among others desertification / land degradation, protection of biological diversity, climate change and socio-economic development; analyzing and validating national reports on the three Rio Conventions.

2.1.2. Responsibility of Steering Committee

Steering Committee members of Rio Conventions will have the following responsibilities:

Generally:

- Being informed on each activity related to the Rio Conventions;
- Represent interests of all the stakeholders involved in implementation of Rio Conventions;
- Advocate for a smooth implementation of planned activities of all the conventions;
- Ensure that the planned activities are aligned with the national strategies as well as policies and directions across government as a whole;

- Actively participate in meetings through attendance, discussion, and review of minutes, studies and other Steering Committee documents;

- Support open discussion and debate, and encourage other group members to voice their insights.

Specifically:

- Provide high level orientation and policy guidance for the effective and efficient implementation of Rio Conventions;

- Identify priority areas/sectors in which activities could be developed;

- Approve studies, research and reports conducted in framework of Rio Conventions;

- Participate in joint action planning, analyzing and validating national reports on the three Rio Conventions;

- Approve Strategies, programmes/plans and policies adopted in framework of the Rio Conventions;

- Validate the National Implementation plan for Rio Conventions (NC, NBSPs, NAPs) and ensure its efficient and effective implementation;

- Participate in various Consultative meetings, trainings and workshops related to the implementation of Rio Conventions;

- Act as advisory committee.

2.2. Composition

Rio Conventions Steering committee will be a permanent committee for UNFCCC, CBD and UNCCD. It will be composed by representatives from relevant stakeholders including government institutions, Non-Governmental Organizations, academics (High learning Institutions), civil society, research institutions and private sector to ensure involvement across sectors.

Key Institutions to be represented in steering committee are proposed by Climate Change and International Obligations department (DCCIO) in collaboration with National Focal Points (UNFCCC, CBD & UNCCD) and they are approved by the Competent Authority (DG REMA). Once one of the members is no longer working in the institution or for any other reasons, the nominating institution replaces him/her immediately.

The members of Rio Conventions Steering Committee are as follows: MINEDUC, MOE, MINAGRI, MINEMA, MINISANTE, MININFRA, MINECOFIN, MINICOM, MINAFFET, MINALOC, REMA, REB, NAEB, RSB, RWFA,

METEO, RAB, RDB, NIRDA, RRA, RURA, RCAA, WASAC, NYC, UR, INES, PSF, RAPEP, ARECO, ACNR, ARCOS, WCS, IGCP, RENGOF and KARISOKE RESEARCH CENTER.

2.3. Meeting arrangement

A regular Steering Committee meeting will be held each six months and whenever deemed necessary.

III. The Composition, role and responsibility of Technical committees of Rio Conventions

3.1. Role and responsibility Technical committees

3.1.1. Role of Technical Committees

The main role Technical Committees is to provide technical supports/advice and information on specific policies, programs, and action plans related to the efficient and effective implementation of these three Multilateral Environmental Agreements and their protocols.

3.1.2. Responsibility of Technical Committee

- Provide technical guidance for effective and efficient implementation of the particular MEAs (UNFCCC; UNCCD; CBD and their protocols)
- Ensure that the projects/activities developed are in accordance with national development objectives, goals and policies;
- Review and examine studies, research activities endorsed or funded, in order to assure the quality and to ensure the fulfilment of strategic priorities;
- Participate in joint action planning, analyzing and validating national reports and project plans on the tree Rio Conventions and their protocols;
- Participate in domestication of Strategies, programmes/plans and policies adopted at international level;
- Provide technical guidance for efficient and effective implementation of the UNFCCC NAPs, NC, the CBD NBSAPs and the UNCCD NAPs as well as in their financial schemes. It shall provide advice on improving the implementation of various activities when necessary. The Committee is assisted by local and international consultants, as needed;

- Participate in various Consultative meetings, trainings and workshops related to the implementation of UNFCCC/UNCCD and CBD;
- Act as technical committee.

3.2. Composition

Technical Committees for UNFCCC, UNCCD will be nominated by the Competent Authority (REMA) whereas for CBD, Cartagena and Nagoya Protocols and Kyoto Protocol and Clean Development Mechanism (CDM), existing committees will be used. Group members of these conventions and Protocols can be changed according to the specific task to handle.

The group members of Technical Committee for UNFCCC and KYOTO Protocol are as follows: MINEDUC, MOE, MINAGRI, MINEMA, MINISANTE, MININFRA, MINECOFIN, MINICOM, MINAFFET, REMA, RWFA, METEO, RAB, WASAC, , NYC, INES, PSF, COK, ARECO-RWANDA NZIZA, RENGOF and UR.

The group members of Technical Committee for and Clean Development Mechanism (CDM) are as follows: MOE, MINAGRI, MININFRA, MINECOFIN, MINICOM, RDB, UR, REMA, RWFA, RAB, WASAC, PSF, RENGOF, RSB and RURA.

The group members of Technical Committee for UNCCD are as follows: MOE, MINAGRI, MINEMA, MINISANTE, MININFRA, MINECOFIN, MINALOC, MINAFFET, REMA, RWFA, RAB, NIRDA, PSF, National Police, ACNR and RENGOF.

The group members of Technical Committee for Cartagena Protocol are as follows: MINEDUC, MOE, MINAGRI, MINEMA, MINISANTE, MINECOFIN, MINICOM, INES, REMA, RWFA, RSB, RDB (Tourism and Conservation), RRA, NAEB, BMC, RAB, NIRDA, UR, ISAE, National Science and Technology Commission, , INES, PSF, COK, ARCOS, ACNR, WCS and RENGOF

The group members of Technical Committee for CBD and Nagoya Protocol are as follows: MINEDUC, MOE, MINAGRI, MIGEPROF, MINISANTE, MINECOFIN, MINICOM, REMA, RWFA, RSB, RALGA, RAB, NIRDA, UR, , ISAE, PSF, PSF, ARCOS, ACNR, WCS and KARISOKE RESEARCH CENTER.

3.3. Meeting arrangement

Irregularly; whenever deemed necessary based on talking point. A small group of members can be convened according to the area of expertise of members and a specific task to handle. They can be also convened according to the schedule of project spearheaded by any of those committees above mentioned.

IV. Conclusion

The three conventions complement each other to a large extent. In many cases, the same response policies or measures can simultaneously address climate, biodiversity and desertification objectives. The most obvious examples relate to the sustainable management of natural resources. Many measures which can help countries combat biodiversity loss and desertification also help them adapt to the impact of climate change.



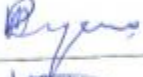





Therefore, promoting synergy between Rio Conventions is of the great importance for our country because it is one of way to maximize the effective and efficient use of financial and human resources, to reduce administrative burden, gain coherent and integrated policy guidance. Steering and Technical committees established for Rio Conventions will facilitate the efficient and effective coordination and implementation of the Multilateral Environmental Agreements above mentioned.

Annex 2: List of consulted stakeholders (focus group discussion)

ATTENDENCE LIST: TRAINING AND CONSULTATION WORKSHOP ON ECOSYSTEM-BASED
ADAPTATION IMPLEMENTATION PROCESS IN RWANDA

VENUE: FATIMA HOTEL, MUSANZE DISTRICT

DATE: 13/12/2018

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Annex 3: List of consulted stakeholders (individual consultations)

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