Republic of Rwanda

Ministry of Finance and Economic Planning

ANNUAL BORROWING PLAN

2025/26

List of Abbreviations

ABP	Annual Borrowing Plan
MTDS	Medium-Term Debt Management strategy
NST2	National Strategy for Transformation
PCI	Policy Coordination Instrument
IMF	International Monetary Fund

Table of Contents

LIST OF ABBREVIATIONS 3

1. BACKGROUND 5

2. FINANCING NEED 6

Chart 1: Financing Gap (in billion Frw) 6

3. FINANCING STRATEGY 7

4. FINANCING SOURCES 8

4.1. External Sources 8

Table 1: Projected disbursements 8

4.2. Domestic Sources 9

Table 2: Annual issuance Calendar 10

5. RISKS TO ABP IMPLEMENTATION 11

ANNEX 11

1. Background

RWANDA is pursuing rapid and inclusive economic transformation under Vision 2050 and the National Strategy for Transformation (NST2). These transformations prioritize industrialization, infrastructure development, and human capital investment for Rwanda to be able to achieve upper-middle-income country status. However, like many developing nations, Rwanda faces the dual challenge of achieving these objectives while navigating constrained resources.

To support these ambitions and transformations, Rwanda relies on a borrowing plan guided by the Medium-Term Debt Management Strategy (MTDS), which prioritizes concessional and semi-concessional financing along with domestic debt securities.

In line with this strategy, the Government of Rwanda has decided to explore innovative ways of financing like sustainability-linked loan financing supported by a partial credit guarantee to finance its need for FY25/26, as opposed to issuing purely market-based instruments like the Eurobond as had been initially assumed.

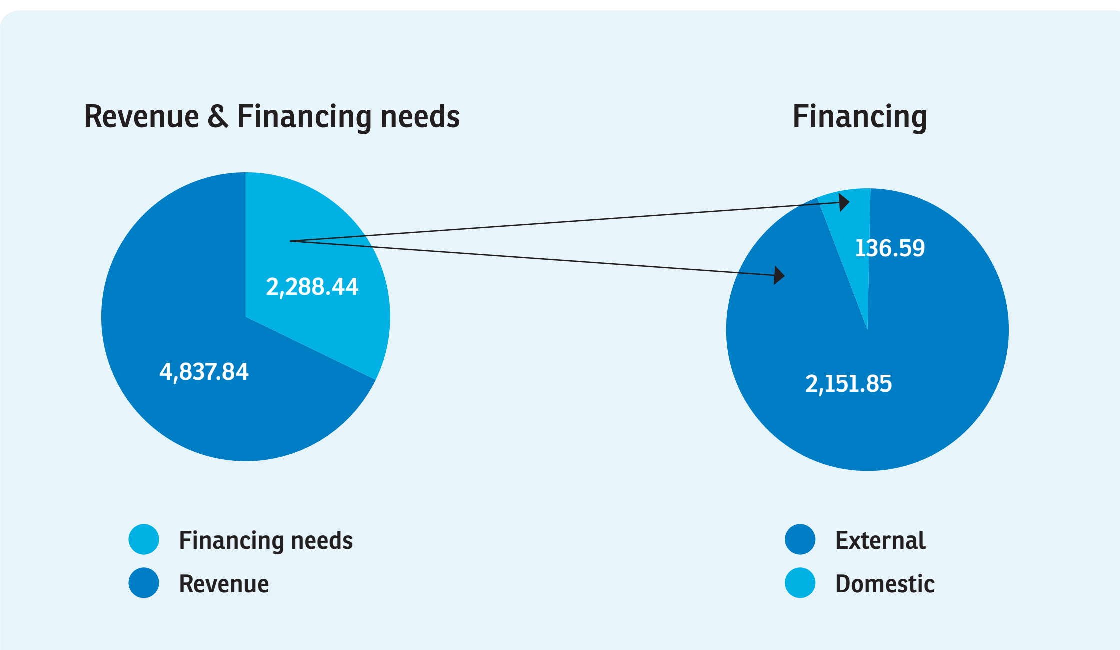
The Annual Borrowing Plan (ABP) turns the MTDS into practical action, ensuring that the financing is aligned with national priorities while performing cost-effectiveness and maintaining debt sustainability.

2. Financing Need

RWANDA'S financing needs are based on its overall macroeconomic framework, which provides the strategic basis for determining the government's financing needs. This framework ensures coherence between Rwanda's development objectives and fiscal sustainability, enabling the government to pursue its priorities while maintaining macroeconomic stability.

For the Fiscal Year 2025/26, the Government of Rwanda plans to mobilize resources to finance the budget deficit through a combination of external and domestic borrowing. Specifically, it anticipates securing Rwf 2151.85 billion from external sources and Rwf 136.59 billion from domestic sources.

Chart 1: Financing Gap (in billion Frw)



3.
Financing Strategy

THE CURRENT Medium-Term Debt Management Strategy (MTDS) for FY 2025/26–2027/28 is built on a strategy that aims to reduce reliance on short-term domestic instruments, particularly Treasury bills, in order to mitigate refinancing risks associated with large maturities concentrated within a single fiscal year. The strategy prioritizes the mobilization of external concessional and semi-concessional financing to support a smoother and more sustainable debt repayment profile.

The financing strategy is guided by the main objective of minimizing cost and risk while maintaining debt sustainability. The planned gross financing for FY 2025/26 is aligned with the Government's commitment under the Policy Coordination Instrument (PCI) with the International Monetary Fund (IMF), targeting a reduction in the public debt level to 65 percent of GDP by 2031, following a steady path through **74.4** percent in 2028.

The strategy also supports monetary policy objectives of maintaining stable inflation while safeguarding the economy against external shocks.

4.

Financing Sources

GOVERNMENT of Rwanda will mobilize resources from both external and domestic sources to fund its budget gap.

4.1. EXTERNAL SOURCES

External financing will be mobilized through multilateral, bilateral, and commercial creditors.

Multilateral Sources

These include financing from development institutions such as the World Bank and the African Development Bank, which offer concessional loans to support development programs, as well as partial credit guarantee facilities to lower the cost of commercially sourced debt.

Bilateral Sources

These are concessional loans provided directly by individual countries through government-to-government arrangements. Such financing often supports specific development initiatives that align with national priorities and mutual interests

Commercial Sources

These involve financing from private lenders, including commercial banks and international financial markets. These loans are typically market-based terms and are used to supplement funding needs, especially for capital-intensive projects that may not be fully covered by concessional financing. There are no plans for Eurobond issuance in FY 2025/2026.

Table 1: Projected disbursements

External Disbursement by Creditor Type (in billions of Frw)	
Bilateral	233.5
Multilateral	945.45
Commercial	972.9
Total	**2,151.85**

4.2. DOMESTIC SOURCES

On the domestic financing side, the government will continue to mobilize resources through debt securities, amounting to Rwf**136.59 billion**. The strategy emphasizes further development of the domestic market, which has shown notable progress in recent years.

Domestic debt securities include:

Treasury Bills (T-Bills)

Short-term instruments issued to address immediate liquidity needs, with tenors of 28, 91, 182, and 364 days.

Treasury Bonds

Medium- to long-term instruments with tenors of 3, 5, 7, 10, 15, and 20 years.

The National Bank of Rwanda is mandated to issue these securities on behalf of the government, in accordance with the published issuance calendar. While the overall domestic debt ceiling is established at the beginning of the fiscal year, the actual monthly issuances are determined based on financing needs and market conditions.

Table 2: Annual issuance Calendar

Tenor	Announcement Date	Open book date	Closing book date	Settlement date	Maturity date
New 7-year bond	01-Jul-2025	14-Jul-25	16-Jul-2025	18-Jul-2025	9-Jul-2032
New 3 year	01-Aug-2025	11-Aug-2025	13-Aug-2025	18-Aug-2025	14-Aug-2028
New 15-year bond	01-Sep-2025	15-Sep-2025	17-Sep-2025	19-Sep-2025	31-Aug-2040
New 20 year bond	01-Oct-2025	20-Oct-2025	22-Oct-2025	24-Oct-2025	29-Sep-2045
Reopen 5 year Bond issued in June 2025	03-Nov-2025	10-Nov-2025	12-Nov-2025	14-Nov-2025	14-Jun-2030
Reopen 15 year bond issued in September 2025	01-Dec-2025	15-Dec-2025	17-Dec-2025	19-Dec-2025	31-Aug-2040
New 10-year bond	01-Jan-2026	12-Jan-2026	14-Jan-2026	16-Jan-2026	4-Jan-2036
Reopen 20 year bond issued in October 2025, Reopen 7 year bond issued in July 2025	02-Feb-2026	9-Feb-2026	11-Feb-2026	13-Feb-2026	29-Sept-2045 / 9-July-2032
Reopen 15-year bond issued in September 2025	02-Mar-2026	16-March-2026	18-Mar-2026	20-Mar-2026	31-Aug-2040
Reopen 7-year T-Bond issued in July 2025	01-Apr-2026	20-Apr-2026	22-Apr-2026	24-Apr-2026	9-Jul-2032
Reopen 20-year T-Bond issued in October 2025	01-May-2026	11-May-2026	13-May-2026	15-May-2026	29-Sep-2045
Reopen 10-year Bond issued in January 2025	01-Jun-2026	15-Jun-2026	17-Jun-2026	19-Jun-2026	4-Jan-2036

Further information please refer to: https://www.bnr.rw/mminstruments

5. Risks to ABP Implementation

RWANDA is vulnerable to various external and domestic shocks such as fluctuations in international commodity prices, global pandemics, geopolitical tensions that can threaten macroeconomic stability and affect the implementation of the Annual Borrowing Plan (ABP).

In addition, delays in disbursement of external financing pose a significant implementation risk, since the majority are project-related and their disbursements depend on the factors that affect project progress. Changes in external disbursements will influence the volume of domestic borrowing.

The implementation of the Annual Borrowing Plan (ABP) may be affected by these shocks. therefore, the Government of Rwanda will need to continuously adapt its strategies, to respond proactively to emerging challenges.

Annex

PROJECTED DISBURSEMENT FY 2025- 2026 IN BILLION RWF			
Bilateral	**233.5**	**Multilateral**	**945.45**
ADFD	3.6	AIIB	13.0
AFD	70.8	BADEA	13.6
AUTRICHE	3.3	EIB	24.4
BGK	20.7	ADF	178.3
EXIMBANK HUNGARY	4.5	ADB	77.9
EXIMCHINA	12.5	FIDA	19.5
EXIMINDIA	19.5	IDA	589.1
EXIMKOREA	30.2	OPEC	29.6
FKWD	10.3		
FSD	9.6	**Commercial**	**972.9**
FRANCE	2.5	**Total**	**2151.9**
JICA	41.9		
NDF	2.0		
SPAIN	2.2