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ANNEX 12

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of Sub-Saharan Africa for 2024-2025

Action Document for “EU Contribution to Phase IV of the Covenant of Mayors in Sub-Saharan Africa”

MULTIANNUAL PLAN

This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	“EU contribution to Phase IV of the Covenant of Mayors in Sub-Saharan Africa” OPSYS number: ACT-62394 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	The action forms a part of the TEI on Adaptation and Resilience in Africa.
3. Zone benefiting from the action	The action shall be carried out in the Sub-Saharan Africa .
4. Programming document	Multiannual Indicative Programme (MIP) for Sub-Saharan Africa (2021-2027)
5. Link with relevant MIP(s) objectives / expected results	Sub-Saharan Africa MIP: Specific Objective 1 “Strengthen climate resilience at continental level and support African climate action in line with the goals of the Paris Agreement” Result 1.1: More effective regional policy frameworks, strategies and systems aiming at reducing GHG emissions and enhance resilience vis-à-vis climate change.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	<u>Sub-Saharan Africa MIP:</u> Priority area 3: Green Transition <u>DAC sectors</u> 410 General Environment Protection 231 Energy Policy
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): 13 (Take urgent action to combat climate change and its impacts) Other significant SDGs (up to 9) and where appropriate, targets: - SDG 11 (Make cities and human settlements inclusive, safe, resilient and sustainable) - SDG 7 (Ensure access to affordable, reliable, sustainable and modern energy)

	<ul style="list-style-type: none"> - SDG 17 (Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development) - SDG 5 (Achieve gender equality and empower women and girls) - SDG 16 (Promote just, peaceful and inclusive societies) - SDG 9 (Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation) 			
8 a) DAC code(s)	43030 - Urban Development (25 %) 43060 - Disaster Risk Reduction (25 %) 41010 - Environmental policy and administrative management (25 %) 23110 - Energy policy and administrative management (25 %)			
8 b) Main Delivery Channel	Other public entities in Donor countries - 11004			
9. Targets	<input type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		YES	NO	

	digital connectivity	<input type="checkbox"/>	<input type="checkbox"/>	/
	digital governance	<input type="checkbox"/>	<input type="checkbox"/>	
	digital entrepreneurship	<input type="checkbox"/>	<input type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	YES	NO	/
energy	<input type="checkbox"/>	<input type="checkbox"/>		
transport	<input type="checkbox"/>	<input type="checkbox"/>		
health	<input type="checkbox"/>	<input type="checkbox"/>		
education and research	<input type="checkbox"/>	<input type="checkbox"/>		
Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

BUDGET INFORMATION

12. Amounts concerned	<p>Budget line(s) (article, item):</p> <p>14 02 01 20: EUR 7 000 000</p> <p>14 02 01 21: EUR 7 000 000</p> <p>14 02 01 22: EUR 6 000 000</p> <p>Total estimated cost: EUR 20 000 000</p> <p>Indicative support from Member States participating in this Team Europe Initiative on Adaptation and Resilience in Africa:</p> <ul style="list-style-type: none"> • Czech Republic: TBC • Denmark: EUR 99 000 000 • France: EUR 298 000 000 • Germany: EUR 462 000 000 • Netherlands: EUR 259 000 000 • Spain: EUR 29 000 000 • Sweden: EUR 310 000 000
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MANAGEMENT AND IMPLEMENTATION

13. Type of financing	Indirect management with entity(-ies) to be selected in accordance with the criteria set out in section 4.4.1
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1.2 Summary of the Action

The action aims at enhancing climate change adaptation and mitigation, as well as access to sustainable energy in Sub-Saharan Africa through actions implemented in and/or by cities. Action at urban level will be paramount for achieving the green transformation of economics and the importance of cities for addressing and responding to climate change has increasingly been recognised in the COP processes, inter alia evidenced through the ministerial

meeting on urbanisation and climate change introduced at COP27 and the Local Climate Action Summit organised during COP28.

In this context, the EU launched the Covenant of Mayors for Europe back in 2008 as a bottom-up initiative for energy and climate action by cities. This was later expanded to the Global Covenant of Mayors (GCoM). The current action provides support to the regional chapter of the GCoM targeting Sub-Saharan Africa (CoMSSA).

The current action concerns the support to the phase IV of CoMSSA, which will build on and expand achievements of phase III. The action will advance the climate action on the city-level through three inter-related strands:

- Support the capacity of cities to plan, implement and monitor climate actions plans;
- Accelerate investments in climate responses in cities;
- Further enhance networks among participating cities for peer exchanges and advocacy.

Compared to phase III, the proposed action will put more emphasis on translating engagement with cities into concrete investments. This entails linking the action with other programmes and initiatives, including the EFSD+ and actions on urban development managed by the EUDs. A regional approach to climate action will, thus, be complementary to national approaches and also benefit from a strengthened networking among participating cities in Sub-Saharan Africa.

The programme is foreseen to be implemented through Member States Organisation that are already active in the field of support to and engaging with cities on climate action. The proposed action will, thus, contribute to a more coordinated EU response to provide support on climate action to SSA cities.

1.3 Zone benefitting from the Action

The Action shall be carried out in Sub-Saharan Africa, of which all countries are included in the list of ODA recipients.

2 RATIONALE

2.1 Context

Rapid urbanisation constitute a major development challenge for the coming decades, in particular in developing countries. On the African continent, the urban population is projected to increase from 650 million people at present to a population exceeding 1.3 billion by 2050, as estimated by UN¹.

At the same time, cities and local authorities are key actors in the fight against climate change. The Sixth Assessment Report (AR6) from the Intergovernmental Panel on Climate Change (IPCC) highlights the increasing diversity of actors in the global effort against climate change, with non-state and sub-national actors (including cities) playing a growing role. On the one hand, the report acknowledges that the global share of **emissions that can be attributed to urban areas is increasing** (from about 62% in 2015 to about 67–72% in 2020). On the other hand, it highlights that urban areas can create opportunities to increase resource efficiency and mitigate greenhouse gas (GHG) emissions through the systemic transition of infrastructure and urban form towards net-zero emissions (IPCC, 2022).

With more than 90% of all urban areas located in coastal regions, more than 800 million urban residents could be affected by sea-level rise and coastal flooding by 2050. In addition, 1.6 billion people could be vulnerable to chronic extreme heat (up from 200 million today), and 650 million could face water scarcity².

Climate adaptation interventions in cities, therefore, is of growing importance, in particular in African contexts where the World Meteorological Organisation estimates overall adaptation costs at USD 30–50 billion each year

¹ UNDESA World Urbanisation prospect, [World Urbanization Prospects - Population Division - United Nations](#)

² “The future we do not want”, 2018.

over the next decade to avoid higher costs of disaster relief. In an effort of solidarity, developed countries agreed to at least double their collective contribution to adaptation finance from 2019 levels by 2025 (estimated as a rise from USD 20 billion to 40 billion annually). This will help address the recurring adaptation finance shortage and will further contribute to the collective goal of providing USD 100 billion per year in climate finance to developing countries by 2025.

The EU calls for a strategic **partnership with Africa** to tackle these challenges in the context of **climate change adaptation and finance** and harness the opportunities of the green energy transition, while pursuing common interests. The Multi-Annual Indicative Programme for Sub-Saharan Africa (regional MIP) intends to contribute to this objective in full coherence with the international policy framework for climate action, including the United Nations 2030 Sustainable Development Agenda, the 1992 UN Framework Convention on Climate Change (UNFCCC), the external dimension of the European Green Deal, and the 2015 Paris Agreement and its rulebook. At the same time, the current action will further contribute to the objectives of the 2063 strategy of the African Union and to the implementation of the AU Climate Change and Resilient Development Strategy and Action Plan (2022–2032).

Since 2015, the European Union initiative **Covenant of Mayors in Sub-Saharan Africa** (CoMSSA) supports Sub-Saharan cities in their fight against climate change and in their efforts to ensure access to clean energy. At present, 367 sub-Saharan cities (representing 137 million people) have already become signatories of the CoMSSA. Continuing the support to the Covenant of Mayors in SSA will contribute to advocating the important role of cities in climate action and enhance visibility of EU climate change engagement in SSA at all levels – from local to continental.

The action responds to the objectives of the NDICI-Global Europe and will contribute towards the achievement of its climate spending target with an estimated contribution of 100 %. It will be instrumental in achieving the objective of promoting climate resilience and bridging the global gap on adaptation finance set out in the EU Strategy on Adaptation to Climate Change.³

The action is fully in line with EU's external action priorities on climate change set in the Green Deal Communication (2019)⁴, the EU Council conclusions on Climate and Energy diplomacy (January 2021)⁵, and the EU Council conclusions on the Preparation for COP26 (October 2021).⁶

The action is also closely aligned with the Lima work programme on gender and its gender action plan. Furthermore, it will contribute to the implementation of the EU Gender Action Plan (GAP III 2021-2025)⁷, focussing on the thematic area of engagement “addressing the challenges and harnessing the opportunities offered by the green transition”. In this context, it will also explore the best ways to work with women and youth organisations across the SSA region. Finally, the action is also aligned with the Protocol to the African Charter on Human and People's Rights of the rights of persons with disabilities in Africa.⁸

2.2 Problem Analysis

As per IPCC Sixth Assessment Report, “*climate resilient development*” is a solutions framework to successfully

³ European Commission (2021), COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS Forging a climate-resilient Europe - the new EU Strategy on Adaptation to Climate Change, COM/2021/82 final.

⁴ European Commission (2019), ‘Communication from the Commission to the European Parliament, the European Council, the European Economic and Social Committee and the Committee of the Regions’ COM/2019/640.

⁵ Council of the European Union (2021), ‘Council conclusions on Climate and Energy Diplomacy - Delivering on the external dimension of the European Green Deal’.

⁶ Council of the European Union (2021), ‘Preparations for the United Nations Framework on Climate Change (UNFCCC) meetings (Glasgow, 31 October - 12 November 2021) – Council conclusions.’

⁷ European Commission (2020) “Eu Gender Action Plan III – an ambitious agenda for gender equality and women's empowerment in EU external action”

⁸ [36440-treaty-protocol to the achpr on the rights of persons with disabilities in africa e.pdf \(au.int\)](#)

combine climate risks strategies (adaptation) with actions to reduce GHG emissions (mitigation). African cities are an essential part of the solutions. They have an important role to play in implementing national commitments for mitigation and adaptation to climate change (Nationally Determined Contributions and Adaptation plans endorsed at COP 26), as well as for disaster risk management (Sendai Framework 2015 – 2030) in order to break national sector strategies down to the local level, and to contribute to national climate objectives through innovative actions on the ground. In this regard, applying a gender-responsive approach to adaptation planning and implementation is crucial to actively advancing gender equality and women's empowerment through adaptation policies, and to ensuring that actions taken to increase resilience do not inadvertently reinforce inequalities⁹.

Through gender-responsive approaches, women, and gender and sexual minorities are part of all decision-making spaces, and gender objectives and activities are incorporated in all phases of the adaptation cycle: assessment of impacts, vulnerability and risks; planning; implementation of adaptation measures; and monitoring and evaluation.

Despite being the **continent most affected by the impacts of climate change**¹⁰ and contributing 4% to global greenhouse gas emissions, **only 3% of total climate finance flows to Africa**. In particular, funds (both climate finance funds and traditional national/regional funds) are **not flowing to SSA cities**, even though 50% of the African population will live in cities by 2050. These are already facing considerable climate threats, including rising sea levels, storms, heatwaves and landslides. Financing barriers for cities are linked to market and governance failures, such as **limited capacities in planning and execution**, limited and unpredictable budget and creditworthiness, which tends to discourage investments, as well as climate actions may be seen as additional costs for cities.

City planning for disaster risk reduction and climate change adaptation but also to avoid carbon lock-in due to grey investments and to promote sustainable energy access is becoming ever more urgent and complex due to the rapid urbanisation. This requires specific legal and institutional frameworks as well as technical support. So far, CoMSSA has focussed on data collection and planning. It has provided in depth support to approximately 35 cities with their Sustainable Energy Access and Climate Action Plans (SEACAPs). Moreover, in order to increase the technical outreach, the action has created a platform of exchange and a tool for capacity building for the city governments to develop a low-emission economy in their respective territories.

Since 2019, the initiative has increasingly been looking at **unlocking climate finance** but, despite few pilot projects, this has proven to be very challenging to implement. The new phase will explore different work strands in order to overcome these issues, for instance:

- Build on lessons learnt through the pilot projects
- Increased collaboration with Financial Institutions and their own initiatives
- Integrate assessment of financing options from the outset (including possible linkages to other EU funded programmes or financial instruments – MIPs, EFSD+)
- Align the ambitions of the SEACAP exercise with realistic opportunities for access to finance
- Increased advocacy towards National Governments, to enhance national-city level dialogues based on collected data/analysis/lessons learnt
- Connect with private sector through business matchmaking, including EU businesses.

Gender has been overlooked in climate finance on both the international and local scale. According to UNDP, only 0,01% of climate finance projects directly address women's rights, and gender is rarely considered throughout entire project cycles¹¹. Given the most recent UN reports on women's persisting difficulty to access leadership in both political and economic spheres, certain barriers clearly prevent women from effectively influencing and benefiting from climate finance initiatives.

⁹ [202310_adaptation_gender.pdf \(unfccc.int\)](#)

¹⁰ Out of a total of 54 African countries, 31 are among the 40 most climate vulnerable countries in the world (ND Global Adaptation Index GAIN, 2023)

¹¹ [Climate Finance | Climate Promise \(undp.org\)](#)

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

The CoMSSA Phase IV main Duty Bearers are the African cities and their local authorities. They will be supported in implementing adaptation and mitigation measures through planning support, project development, knowledge exchange and access to finance.

The Right Holders of CoMSSA Phase IV are the population of partner countries, and especially local communities, that benefit from a sustainable and reliable energy system and improved resilience of urban and peri-urban centres. Through its support, CoMSSA is able to reach smaller and medium-sized cities, which often struggle to access the required resources and support for climate action.

The results will be achieved through structured support to and engagement with municipalities, and mayors' associations/networks, including international associations of local authorities, project promoters (private/public), CSOs – especially women's organisations and organisations of people with disabilities – as well as other regional chapters of the GCoM, private business, and intermediary banks that the programme targets as intermediary beneficiaries.

Other levels of government (regional, national) and institutions are also important Duty Bearers. With cities extending beyond their administrative borders, challenges cannot solely be addressed by local administrations but also regional, national and even international implications need to be considered. At the same time, local climate actions need to contribute to the revisions of the NDC's.

Regional and pan-African institutions such as the African Union can play a significant role in African cooperation and development, both in terms of political momentum and scaling-up. The Action will align with the African Union Climate Change and Resilient Development Strategy and Action Plan (2022-2032) on the priorities of green and resilient cities and building low-carbon, resilient urban areas.¹²

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective of this action is to strengthen climate adaptation, mitigation and resilience in Sub-Saharan African urban areas in line with the African climate action and the Paris Agreement.

The Specific Objectives of this action are to

1. Improve participatory and gender-responsive planning and identification of climate mitigation and adaptation actions in SSA cities in the context of wider urban development plans;
2. Increase climate change adaptation and mitigation investments in targeted urban areas;
3. Improve the conditions for urban climate actions in targeted countries

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are

Contributing to Outcome 1

- 1.1 Increased capacities among participating cities for planning and management of gender-responsive risk reduction and climate change mitigation and adaptation plans;
- 1.2 Improved capacities for multi-stakeholders coordination, participation, monitoring etc of gender-responsive risk reduction and climate change mitigation and adaptation plans

Contributing to Outcome 2

- 2.1. Projects targeting climate mitigation and/or adaptation articulated with a view to advance towards the implementation stage;
- 2.2 Increased opportunities of engagement with financing institutions and other avenues for supporting climate mitigation and/or adaptation project implementation.

¹² 'African Union Climate Change and Resilient Development Strategy and Action Plan (2022-2032)' (2021)

Contributing to Outcome 3

3.1 Strengthened networking among signatory cities, in particular on peer exchanges and advocacy on climate action in cities.

3.2 Indicative Activities

The focus of the CoMSSA activities will depend on the demand articulated by the cities, the initial analysis of the relevance and feasibility of taking actions forward and may cover different phases in the project cycle, the below will only constitute a set of indicative activities that the facility may fund:

Activities related to output 1.1:

- Support to elaboration of Strategic Energy Access and Climate Action Plans
- Support to integration of climate actions in urban development plans and local investment plans
- Rapid diagnostics of scope and potential for climate action and initial diagnostics of municipal finance

Activities related to output 1.2

- Support to consultation process for climate planning with relevant stakeholder groups
- Diagnostics of inclusion of gender, marginalised groups, assessment of impact on inequality
- Training dedicated to participatory processes

Activities related to output 2.1

- Support provided to articulation of investment projects for urban climate mitigation and/or adaptation
- Supporting smaller pilot actions for climate mitigation and/or adaptation

Activities related to output 2.2

- Review and analysis of climate financing options for local authorities, urban climate investments
- Links created with other support facilities to advance urban climate actions
- Training to local authorities on urban climate finance, avenue for support
- Organisation of matchmaking events

Activities related to output 3.1

- Identification of best practises for local climate action among participating cities
- Support to peer exchanges among cities
- Support to elaboration of positions of elements to enhance conditions for climate action at local level for presentation at national level and where relevant, regional, global levels.
- Support to advocacy activities

The Commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from actors following a Team Europe approach. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialize, the EU action may continue outside a TEI framework.

3.3 Mainstreaming

Environmental Protection & Climate Change

The action's main purpose is to support climate change adaptation and mitigation favouring nature-based solutions and following a do no harm approach to the local environment. Thus environmental protection and climate change aspects are fully integral to the elements that will be supported within the action.

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified the action as Category B (not requiring an EIA,

but for which environment aspects will be addressed during design if needed, to be decided on a case by case basis).

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that the project aims to promote more inclusive and sustainable urban development plans and projects with a specific focus on women. Gender equality is becoming increasingly recognised to be central for effective climate action and a growing number of local governments want to strengthen their capacity to include gender aspects in their climate change work. The current CoMSSA phase III has elaborated guidelines for gender analysis of climate planning.

Human Rights

Preparation of SEACAPs, pilot actions and elaboration of investment projects will be undertaken based on inclusive approaches and will involve duty bearers (relevant public authorities) as well as right-holders (e.g. local populations, user associations). Since the action targets vulnerable segments of the economy, it will pay special attention to ensuring rights are consolidated/expanded, where relevant. The Action is aligned with the EU's Action Plan on Human Rights and Democracy 2020-2024.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that specific elements related to inclusions of persons with disabilities will be considered when relevant and feasible. Attention will be paid to ensure and enable the participation of persons with disabilities in the activities (accessibility of actions, consulting with disabilities organisations and encourage inclusive communication). Article 4 of the Convention on the Rights of Persons with Disabilities (CRPD) requires governments to include persons with disabilities and their representative organisations in policy planning

The Action will be in line with the EU Strategy for the Rights of Persons with Disabilities 2021-2030, and the EU Guidance Note Disability inclusion in EU external action

Reduction of inequalities

Marginalised groups are more exposed to increasing climate risks. Targeting adaptation, the action will pay particular attention to improving conditions of vulnerable groups. Increased access to energy for vulnerable groups will contribute to reducing inequalities of services. Preparation of SEACAPs, pilot projects and elaboration of investment proposals will target the improvement of basic service provision, including for the most vulnerable groups.

Democracy

The action aims to strengthen capacity of local authorities including their engagement with relevant stakeholders. SEACAPs are by nature very inclusive processes.

Conflict sensitivity, peace and resilience

Specific activities in cities will include analysis of possible impacts on and reaction from various stakeholders, including how potential negative impacts may be alleviated.

Disaster Risk Reduction

Disaster Risk Reduction is one of the significant objectives of the CoMSSA, especially through adapting urban planning to climate change, fostering resilience, promoting urban climate risk and vulnerability assessments and by advancing investments in climate resilience.

Other considerations if relevant

None

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (H/M/L)	Impact (H/M/L)	Mitigating measures
Political	Lack of political ownership of urban climate actions by partner countries/targeted cities	M	H	Careful assessment of prospects for bringing actions forward prior to engagement in substantive work in specific cities/countries
Operational	Studies and/or projects are not followed by financing	M	H	Early screening and assessment of financing possibilities to be an integral part of a SEACAP process and work adapted accordingly. Early engagement with financing partners to ensure project identification and elaboration are aligned with realistic financing possibilities
Risks related to gender blind interventions of the Action	A gender-blind, neutral or negative context and problem analysis could reinforce existing gender inequalities and non-realization of human rights in the sector, and hinder the efficiency, effectiveness and sustainability of the Action	Medium	Medium	Use gender-sensitive monitoring, use of sex-disaggregated data, and gender-sensitive indicators. Gender mainstreaming is applied in all phases of the support services.
External environment	The conditions for effective climate action at urban level are not conducive	M	H	Early screening and analysis of constraints for local climate action will be fully integrated into climate action planning, shaping the form and scope in which actions seek to be brought forward
External Environment	SSA countries facing crisis situation or political unrest may hinder the development of the project	M	M	Cooperation with EU delegations, other partners, and civil society organizations will mitigate the effects.

Lessons Learnt:

Over 350 cities have signed up to the initiative, of which 200 committed during Phase III. This demonstrates a growing interest from cities in engaging in responses to climate change at urban level. However, the limited budget for the operation of CoMSSA raises a challenge with regards to aligning expectations and concretely defining what

can be offered to cities joining the CoMSSA. These offers could include membership in a network of cities wanting to work on climate change responses, access to resources, training and tools. A sub-set of cities can be identified based on level of ambitions to form a groups of representative cities with whom CoMSSA could engage more comprehensively to explore paths towards unlocking finance.

The CoMSSA targets climate mitigation, adaptation and access to energy services. From the phase III, it emerges that there seems to be relatively more interest in working on climate adaptation issues, which is a major challenge for many cities in SSA.

The preparation of climate action plans has been guided by the methodology and toolbox that provides an easy-to-use step-by-step guide to support the development of a SEACAP from start to finish. While the SEACAPs provide a comprehensive and structured approach to climate planning, a more flexible application or approach to climate planning will be explored given different challenges faced by cities of different sizes. Efforts to integrate climate issues in other urban planning processes and investment plans would be further strengthened.

The linking of planning and project development to realistic sources of finance for implementation constitute a key issue for translating plans into action. It will be explored how financial diagnostics and possible pathways towards implementation can be better integrated into early stages of climate action planning, with a view to a more modular approach for the elaboration of SEACAPs.

Phase III of the initiative constituted a shift of focus from building up a network of cities joining the initiative and receiving support for planning processes, to the implementation of concrete infrastructure projects. However, many of the identified projects have still experienced challenges in advancing towards the financing stage, e.g. due to institutional barriers, affordability, project size etc. For phase IV, work will continue to explore how barriers to finance could be overcome, including early financing diagnostics, pooling of projects, feeding into other initiatives etc.

Larger scale projects developed with closer links to identified Development Finance Institutions have proved to be one way of supporting concrete project implementation. This will continue to constitute a key element of the CoMSSA programme but a wide range of options for advancing investments and climate action in cities needs to be explored and pursued.

A key feature of the programme is the networking and advocacy allowed through the CoMSSA that represent a large number of cities declaring their commitment to work on climate change actions. It will be essential to explore avenues to further target networking and advocacy towards more effective implementation of climate actions, e.g. possible stronger links to national dialogues and with the African Union.

3.5 The Intervention Logic

The action intends to strengthen climate resilient development in Sub-Saharan Africa in line with the Paris Agreement to increase access to sustainable energy for urban populations and promote local climate action. The action will apply a bottom-up approach, working with cities that declare themselves ready to advance climate actions. Through support to selected pilot schemes and through the creating effective links to other financing streams for secondary cities, the action seeks to leverage its impact on investments in climate mitigation and adaptation in cities in Sub-Saharan Africa. The action builds on the following simplified intervention logic:

- If cities are supported in preparing climate diagnostics and planning then climate objectives could be integrated into wider urban planning provided cities have adequate urban planning processes in place.
- If combined with building capacity for innovative climate solutions, integration of gender objectives in climate actions, participatory process and the like, cities could have participatory and gender-responsive urban plans properly integrating climate actions provided cities are willing to pursue the mainstreaming of gender, fight against inequalities etc.
- If cities are assisted in identifying and elaborating climate mitigation and/or adaptation projects, these could be taken forward provided cities have a certain degree of autonomy in regard to municipal management and financing.
- If combined with effective, action oriented information on various channels for climate finance and other avenues for support to cities and financing options from e.g. DFIs, private banks, private sector etc., cities may secure finance for climate projects cities operate in a supportive environment.
- If best practices for climate actions in cities are shared among the network of cities, wider adoption of such best practises may be achieved, provided cities have a degree of autonomy and such best practices have a wider applicability.
- If collective actions by mayors and advocacy for improving conditions for implementing effective climate actions in cities are undertaken, then conditions may better favour urban climate action, provided there is a certain receptiveness to such advocacy among decision makers.
- If urban climate investments are made in a context of well-prepared participatory and gender-responsive urban plans integrating climate issues and in an environment conducive to subnational management of climate challenges, cities may effectively promote climate mitigation and adaptation to the benefit of the population and the environment.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To strengthen climate adaptation, mitigation and resilience in Sub-Saharan African urban areas in line with the African climate action and the Paris Agreement.	<ol style="list-style-type: none"> 1. Number of persons benefitting from reduced exposure to climate risks in targeted cities (based on impact zone of executed risk mitigation projects) 2. Amount (tons of Co2 equivalent) of greenhouse gas emissions avoided in targeted cities compared to business as usual (realised/expected) 	<ol style="list-style-type: none"> 1.: 0 (2023) 2.: 0 (2023) 	<ol style="list-style-type: none"> 1. TBD during the inception phase (2027) 2. TBD during the inception phase (2027) 	<ol style="list-style-type: none"> 1. Implementation reports/evaluations 2. Implementation reports/evaluations 	<i>Not applicable</i>

Outcome 1	<p>Improved participatory and gender-responsive planning and identification of climate mitigation and adaptation actions in SSA cities in the context of wider urban development plans.</p>	<p>1.1 Number of targeted cities with urban development/investment plans that have integrated climate mitigation and adaptation measures, disaggregated by country.</p> <p>1.2 Extent to which proposed for adoption climate change adaptation and mitigation policies, and environmental protection strategies and plans (including energy policies/strategies) are based on a gender analysis of risk, need, demand, barriers, and supply (GAP III)</p> <p>1.3 Extent to which women, men, girls and boys and their civil society organisations and activists are able to influence strategies on climate mitigation, adaptation, disaster risk reduction and sustainable management of natural resources and biodiversity, on local, national and regional levels, disaggregated at least by sex (GAP III)</p>	<p>1.1: 0 (2023)</p> <p>1.2: 0 (2023)</p> <p>1.3: 0 (2023)</p>	<p>1.1 TBD in the contractualisation phase with implementing entities (2027)</p> <p>1.2 TBD in the contractualisation phase with implementing entities (2027)</p> <p>1.3 TBD in inception phase (2027)</p>	<p>1.1. reports/evaluations</p> <p>Project</p>	<p>Urban development plans serve as a meaningful guide for urban management and investments</p>
Outcome 2	<p>Climate change adaptation and mitigation investments in targeted urban areas increased</p>	<p>2.1 Number of urban investment projects integrating climate adaptation/mitigation for which financing is secured.</p> <p>2.2 Value of investments mobilised towards projects identified/supported by the current EU-funded intervention</p>	<p>2.1: 0 (2023)</p> <p>2.2: 0 (2023)</p>	<p>2.1 TBD in the contractualisation phase with implementing entities (2027)</p> <p>2.2 TBD in the contractualisation phase with implementing entities (2027)</p>	<p>2.1 Implementation report and evaluations</p> <p>2.2Implementation report/evaluations</p>	<p>Investment in urban areas effectively take climate issues forward in an inclusive manner</p>

Outcome 3	Conditions for urban climate actions in targeted countries improved.	<p>3.1 Number of countries taking actions (e.g. national plans or strategies) to improve the conditions for urban climate action, thanks to advocacy activities by the current EU-funded intervention</p> <p>3.2 Number of applications of urban climate action best practises in cities through peer exchange mechanisms with EU support.</p>	<p>3.1: 0</p> <p>3.2: 0</p>	<p>3.1 TBD during inception phase (2027)</p> <p>3.2 TBD during inception phase (2027)</p>	<p>3.1 Evaluations</p> <p>3.2 Evaluations</p>	National/regional actors can be engaged to shape and improve conditions for urban climate action
Output 1 relating to Outcome 1	1.1 Increased capacities among participating cities for planning and management of gender-responsive risk reduction and climate change mitigation and adaptaion plans;	<p>1.1.1 Number of cities with climate change and/or disaster risk reduction strategies: (a) developed with EU support (GERF 2.5a)</p> <p>1.1.2 Number of cities with climate change and/or disaster risk reduction strategies (b) under implementation with EU support (GERF 2.5b)</p> <p>1.1.3 Number of cities where financial diagnostics have been integrated into climate planning thanks to this EU support</p> <p>1.1.4 Number of city officials trained by the EU-funded intervention on knowledge and/or skills on climate solutions, disaggregated by country and sex.</p>	<p>1.1.1: 0</p> <p>1.1.2: 0</p> <p>1.1.3: 0</p> <p>1.1.4: 0</p>	<p>1.1.1: TBD in the contractualisation phase with implementing entities (2027)</p> <p>1.1.2: TBD in contractualisation phase with implementing entities (2027)</p> <p>1.1.3: TBD in contractualisation phase with implementing entities (2027)</p> <p>1.1.4: TBD in contractualisation phase with implementing entities (2027)</p>	<p>1.1.1 Project reports</p> <p>1.1.2 Review of actions city by city</p> <p>1.1.3 Implementation reports</p> <p>1.1.4 Implementation reports</p>	Cities continue to see an advantage of advancing climate issues in local actions

Output 2 relating to Outcome 1	1.2. Improved capacities for multi-stakeholders coordination, participation, monitoring etc of gender-responsive risk reduction and climate change mitigation and adaptaion plans	1.2.1 Number of plans and projects developed with support of the EU-funded intervention that include measures targeting women and girls. 1.2.2 Number of gender-responsive analysis of impacts, risks, needs, demands, barriers linked to climate change, environmental protection and energy strategies produced with the support of the EU.	1.2: 0 (2023)	1.2.1 TBD in the contractualisation phase with implementing entities (2027) 1.2.2 TBD in the contractualisation phase with implementing entities (2027)	1.3.1 Implementation reports	Cities are prepared to effectively integrate gender issues in project design and execution
Output 1 relating to Outcome 2	2.1. Projects targeting climate mitigation and/or adaptation articulated with a view to advance towards the implementation stage;	2.1.1 Number of projects proposals targeting urban climate mitigation and/or adaptation developed with the support of the current EU-funded intervention 2.1.2 Number of projects proposals submitted to other other funding sources with the support of the current EU-funded intervention	2.1.1: 0 (2023)	2.1.1 TBD during the inception phase (2027) 2.1.2 TBD during the inception phase (2027)	2.1.1: Implementation reports 2.1.2: Implementation reports	The programme partner are able to identify projects/actions that can be financed
Output 2 relating to Outcome 2	2.2. Increased opportunities of engagement with financing institutions and other avenues for supporting climate mitigation and/or adaptation project implementation.	2.2.1 Number of linkages targeting finance mobilisation for identified climate projects creating during the events supported by the current EU-funded intervention 2.2.2 Number of matchmaking events for climate finance at national level	2.2.1: 0 2.2.2: 0	2.2.1 TBD during inception phase (2027) 2.2.2 TBD – during inception phase (2027)	2.2.1: Implementation reports 2.2.2: Implementation reports	That financing partners are prepared to engage early in project identification process

Output 1 Relating to Outcome 3	3.1 Strengthened networking among signatory cities, in particular on peer exchanges and advocacy on climate action in cities.	3.1.1 Number of experts participating in peer exchanges on urban climate actions, disaggregated by sex 3.1.2 Number of advocacy initiatives aiming to strengthen conditions for urban climate action developed with support of the current EU-funded intervention.	3.1.1: 0 3.1.2: 0	3.1.1: TBD during inception phase (2027) 3.1.2: TBD during inception phase (2027)	3.1.1: Implementation reports	Cities with innovative solutions can and are willing to share with other signatories National/regional counterparts can effectively be engaged for dialogue on urban climate actions
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4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner countries.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation of the Budget Support Component

N/A

4.4 Implementation Modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

4.4.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with an entity/entities, which will be selected by the Commission's services using the following criteria:

- Having experience in similar actions (knowledge creation and dissemination, coverage of countries in SSA, multi-stakeholders, multi-million budget);
- Having experience in climate change mitigation and adaptation actions;
- Having experience in engaging with local authorities.

The implementation by this entity/entities entails a close partnership with CoMSSA secretariat and the possibility to support financially (through this action) specific activities of the CoMSSA Secretariat.

If negotiations with one or more of the above-mentioned entities fail for the full or part of the action, the actions or parts thereof may be implemented in direct management in accordance with the implementation modalities identified in section 4.4.2 .

4.4.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances

If indirect management with one of more entrusted entities cannot be possible due to circumstances outside of the Commission's control, direct management mode may be envisaged for the totality or part of the action with direct management through a grant/grants.

a) Purpose of the grant(s)

The grant(s) will contribute to achieving part of the three Specific objectives under section 3.1. to the extent this could not be provided through by the entrusted entities

b) Type of applicants targeted

The potential applicants for funding will include legal entities, public bodies, international organisations, civil society organisations, non-governmental organisations, not for profit organisations, local, regional or global

networks, public or private economic operators, with a relevant expertise in the field of the Action, and will be selected according to the criteria set out in section 4.4.1.

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, in currency identified
Specific Objective 1, 2 and 3 Indirect management with an entrusted entity (-ies) cf. section 4.4.1	20 000 000	TBD
Evaluation – cf. section 5.2 Audit – cf. section 5.3	May be covered by another Decision	N.A.
Totals	20 000 000	TBD

4.7. Organisational Set-up and Responsibilities

The Action will be guided and monitored at strategic level via the **Steering Committee**. The Steering Committee meets annually to discuss key decisions and the operational aspects of the programme, such as the deployment of technical and financial assistance, programme visibility, coordination with partners and general program governance. The Steering Committee will discuss the progress of the Action.

The CoMSSA Steering Committee will be composed of the core funders of the initiative, the implementing partners (MSOs), and a representative of the CoMSSA Regional Mayors Forum. Other European Commission Services, EU Delegations, stakeholders from previous phases and specific stakeholders from countries/cities involved in the initiative may be invited to attend the annual SC meeting as observers.

The Action will be guided and monitored at contract and technical level via regular and ad-hoc **technical committee meetings**. These meetings will examine the future activities based on the rolling 3-month workplan, looking into how actions may be linked to other urban initiatives and funding opportunities, and decide on the way forward as well as monitor programme progress. A meeting every three months is foreseen but more ad-hoc meetings are possible, and can also be held via videoconference. The concerned EU Delegations will be invited to participate actively in the political and technical dialogue and will be involved in all the phases of the project, including the selection of activities in specific cities.

Regional Mayors Forum: In order to have direct representation of mayors from the participating cities, the CoMSSA Regional Mayors Forum (RMF) was created, comprising 12 members voted by their peers to represent the signatories in the sub-region. It has been in place since May 2022 and has allowed Mayors to officially represent the initiative at the initiative level in the Steering Committee, and at regional and

international events.

CoMSSA Secretariat: The Secretariat serves two main purposes: Firstly, it is the first contact point for local governments wanting to join the initiative or having joined the initiative and seeking guidance. Secondly, the Secretariat has the role to liaise with the political partners and as other initiatives, represent the initiative at big events, and provide technically for the communication of the initiative. Finally, the Secretariat will support the activities of the RMF.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partners' responsibilities. To this aim, the implementing partners shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

Baseline and target data, as preliminary presented in the Logframe matrix, will be refined prior to signing with implementers. A joint workshop with the implementers to further articulate the logframe and detailing approach and activities will be organised, drawing on progress achieved under the current CoMSSA phase III and the on-going evaluation of the CoMSSA phase III

The implementing partners and the Programme Secretariat will be responsible for providing detailed information about their activities and results of their specific interventions, while the PCU will consolidate periodical reports which will be presented to the programme steering committee for comments and related decisions. The progress reports shall provide sufficient details so as to allow monitoring of the means envisaged and employed and of the budget details for the programme. The final report, narrative and financial, will cover the entire period of the implementation of the action.

5.2 Evaluation

With regards to the nature of the action, a mid-term and/or final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

In case a mid-term evaluation is undertaken: It will be carried out for problem solving and learning purposes, in particular with respect to how this initiative links up with complementary actions in particular advancing effective implementation of actions identified within the programme.

In case a final or ex-post evaluation is undertaken: It will be carried out for accountability and learning

purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least two months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

Appendix 1 REPORTING IN OPSYS

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Harmonised contracts with individual trusted entities – to be clarified pre-contracting phase