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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX 8**

of the Commission Implementing Decision on the financing of the multiannual action plan in favour of Sub-Saharan Africa for 2022-2024 Part 1

**Action Document for the “EU contribution to Phase III of the Covenant of Mayors in Sub-Saharan Africa”**

**MULTIANNUAL PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plans in the sense of Article 23(2) of NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title</b> <b>CRIS/OPSYS</b> <b>business reference</b> <b>Basic Act</b>	“EU contribution to Phase III of the Covenant of Mayors in Sub-Saharan Africa” CRIS number: NDICI-AFRICA/2022/44-028 OPSYS Business Reference: ACT-60580  Financed under the Neighbourhood, Development and International Cooperation Instrument ( <u>NDICI-Global Europe</u> ).
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in the Sub-Saharan Africa region.
<b>4. Programming documents</b>	Multiannual Indicative Programme (MIP) for Sub-Saharan Africa (2021-2027)
<b>5. Link with relevant MIP(s) objectives / expected results</b>	<u>Sub-Saharan Africa MIP:</u> <i>Specific Objective 1:</i> Strengthen climate resilience at continental level and support African climate action in line with the goals of the Paris Agreement
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	<u>Sub-Saharan Africa MIP:</u> <i>Priority area 3: Green Transition</i> <u>DAC sectors</u> 410 General Environment Protection 231 Energy Policy
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: SDG13 (Take urgent action to combat climate change and its impacts)  Other significant SDGs:

	<ul style="list-style-type: none"> <li>• SDG5 (Gender equality and women's empowerment)</li> <li>• SDG7 (Ensure access to affordable, reliable, sustainable and modern energy for all)</li> <li>• SDG9 (Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation)</li> <li>• SDG11 (Make cities and human settlements inclusive, safe, resilient and sustainable)</li> </ul>			
<b>8 a) DAC code(s)</b>	25030 - Business development services (40 %) 41010 - Environmental policy and administrative management (30 %) 23110 – Energy policy and administrative management (30 %)			
<b>8 b) Main Delivery Channel</b>	Other public entities in Donor countries - 11004			
<b>9. Involvement of multilateral partners</b>	No			
<b>10. Targets</b>	<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 type="checkbox"/> Human Rights, Democracy and Governance			
<b>11. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	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"/>
	Trade development	<input checked="" type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input 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"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	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"/>
<b>12. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>

<b>and Tags:</b>	Digitalisation @ digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>13. Amounts concerned</b>	<p>Budget line(s) (article, item):</p> <p>BGUE-B2022-14.020120-C1-INTPA West Africa: EUR 2 100 000.</p> <p>BGUE-B2022-14.020121-C1-INTPA East and Central Africa: EUR 2 100 000.</p> <p>BGUE-B2022-14.020122-C1-INTPA Southern Africa and Indian Ocean: EUR 1 800 000.</p> <p>Total estimated cost EUR 6 700 000.</p> <p>Total amount of EU budget contribution EUR 6 000 000.</p> <p>This action is co-financed in joint co-financing by :</p> <p>GiZ (BMZ) EUR 700 000.</p>			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>14. Type of financing<sup>1</sup></b>	Indirect management with the GIZ			

<sup>1</sup> Art. 27 NDICI

## 1.2 Summary of the Action

The action aims at enhancing climate adaptation and resilience in Sub-Saharan Africa with an additional support to the Covenant of Mayors (CoM) in Sub-Saharan Africa (SSA).

The initiative has clear political prominence, highlighted recently at COP 26 in Glasgow. The final document emphasised the role of local governments, which are key enablers of the Covenant of Mayors (CoM) initiative.

The Covenant of Mayors in Sub-Saharan Africa (CoM SSA) is the regional chapter of the Global CoM, which gather local governments voluntarily committed to implementing energy and climate initiatives. It is instrumental in increasing SSA cities' resilience by strengthening their capacity in urban planning, addressing issues related to development and climate change, focusing on developing, financing, and commissioning climate resilient and climate neutral infrastructure according to the priorities of local governments, including sustainable energy access. The European Commission is considering carrying out a strategic review stock-taking exercise of the CoM SSA first three phases to evaluate how to best ensure impact and possibilities of scaling-up efforts (access to credit, blending potential, etc.) from 2024 onwards.

The action will provide additional funding to the ongoing phase III of the CoM SSA, notably to ensure the functioning of the CoM SSA Secretariat beyond 2022 and align the duration of the existing contracts implementing this initiative to the same year (2024). There are currently three delegation agreements: with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) (ending in September 2022), with the Agence française de développement (AFD) / Expertise France and with the Agencia Española de Cooperación Internacional para el Desarrollo (AECID) (ending respectively in October and June 2024). GIZ is currently mandated with the coordination of the overall programme through its Programme Coordination Unit (PCU). Through this extension, GIZ will be able to maintain the Secretariat and technical helpdesk functions as well as the coordination among EU Member States and stakeholders.

The continuation of the CoM in Sub-Saharan Africa further builds on the Commission's increased support overall to the Global Covenant, with similar regional Covenants started in Asia, the Americas and the Western Balkans in 2021.

## 2 RATIONALE

### 2.1 Context

The COVID-19 pandemic has intensified fragilities and the impact of climate change on African population, particularly affecting women, the young and people living in the most vulnerable situations. The rapid and continuous population growth puts additional pressure on natural resources, the labour market and service delivery. The economic hardships have caused significant social dislocation, with far too many being thrust back into poverty. In many countries, per capita incomes will not return to pre-crisis levels until 2025. The number of extreme poor in sub-Saharan Africa is projected to have increased by more than 32 million and with each flood or drought in the region, food insecurity increases by 5–20 percentage points.<sup>2</sup>

At the same time, the aftermath of COP26 and preliminary talks on COP27 have witnessed the growing importance of climate adaptation interventions, in particular in African contexts where the World Meteorological Organisation estimates for instance adaptation costs at USD 30–50 billion each year 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 together these emerging challenges and to pursue common interests. The Multi-Annual Indicative Programme for Sub-Saharan Africa (regional MIP) will contribute to this objective, in full coherence with the United Nations 2030 Sustainable Development Agenda, the 1992 UN

<sup>2</sup> World Meteorological Organisation, *State of the Climate in Africa 2020*, WMO-No. 1275, 2021.

Framework Convention on Climate Change (UNFCCC), the 2015 Paris Agreement and its rulebook, which form the main international policy framework for climate action.

The additional support to the Covenant of Mayors in SSA will enhance visibility of EU engagement on climate in SSA at all levels – including sub-national. Moreover, it will explore the best ways to work with youth organisations across the SSA region. 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.<sup>3</sup>

The action is in line with the objectives of the NDICI-Global Europe and will contribute towards the achievement of its climate spending target (estimated contribution: 100 %).

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

The action is also in line with the Lima work programme on gender and its gender action plan and will contribute to the implementation of the EU Gender Action Plan (GAP III 2021 -2025)<sup>7</sup>, specifically to the thematic area of engagement “addressing the challenges and harnessing the opportunities offered by the green transition”.

## 2.2 Problem Analysis

### **Climate change and urban development**

Rapid urbanisation is one of the outstanding development challenges of the coming decades, in particular in developing countries. In Africa as a whole, the urban population is projected to increase from a current population of 650 million to a population exceeding 1.3 billion by 2050.

Indeed, the impact of climate change in rural environment may further compound population increase in the size of Sub-Saharan African cities, often incapable to provide sufficient services to citizens (especially those living in poverty). City planning and sustainable energy systems are becoming ever more urgent and complex, needing specific legal and institutional frameworks as well as technical support and gender analysis. In some countries facing crisis situation, there is an urgent need to restore (or establish) access to basic services, to strengthen social cohesion and to provide employment to all specially to those living in the most vulnerable situations.

As a result, multi-level coordination at the regional level is critical. Despite the importance of sustainable energy and climate action for urban development, access to finance remains an immense challenge. The many barriers for cities include market and governance failures, such as lack of capacities and creditworthiness, which tend to discourage investments. A lack of access to finance, including for planning, is a key obstacle to delivering resilient, liveable and climate-safe cities. Decentralisation and devolution of responsibilities to local governments being far from being completed in most countries, technical planning, decision taking and responsibility for funding of measures to be taken often require response from all levels of government as well as intensive coordination to be met by the envisaged action. Cities face considerable climate threats, including rising sea levels, storms, heatwaves

<sup>3</sup> 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.

<sup>4</sup> European Commission (2019), COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS The European Green Deal, COM/2019/640 final.

<sup>5</sup> Council of the European Union (2021), Council conclusions on Climate and Energy Diplomacy - Delivering on the external dimension of the European Green Deal.

<sup>6</sup> 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.

<sup>7</sup> “Eu Gender Action Plan (gap) III – an ambitious agenda for gender equality and women’s empowerment in eu external action”, JOIN(2020) 17 final.

and landslides. Many of those most at risk are the poor urban and peri-urban populations living in slums and shantytowns. Such settlements are usually not direct part of city planning procedures. Particularly women, youth, children, the disabled and the elderly live in highly vulnerable situations that are not only more exposed to climate change risks but are also less easily adaptable to these climate risks. City-specific mitigation and adaptation actions should include adequate planning tools for such neighbourhoods that are usually not available at city or regional levels. This specific action will complement ongoing phase III of CoM SSA and ensure full coordination between all Member State agencies implementing the action through in particular support to the CoM SSA Secretariat and Project Coordination Unit.

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

The CoM SSA Phase III main stakeholders are the African cities and their local Authorities, the implementing EU Member States agencies (AFD, Expertise France, AECID, GIZ), the European Commission, city-networks active in Africa and the other CoM global and regional organisations. These stakeholders give overall strategic directions to the programme.

The final beneficiary of CoM SSA Phase III is the population of partner countries that benefit from a sustainable and reliable energy system and improved resilience of urban and peri-urban centres as well as local communities. Through its support, CoM SSA is able to reach smaller and medium-sized cities which otherwise often struggle to access resources and support.

The results will be achieved through a structured support to ministries, municipalities, mayors' associations/networks including international associations of local Authorities such as United Cities and Local Governments of Africa (UCLG-A), Council of European Municipalities and Regions (CEMR), International Council for Local Environment Initiative - Africa (ICLEI – Local Governments for Sustainability), project promoters (private/public), and intermediary banks that the programme targets as intermediary beneficiaries.

Other levels of government (regional, national) and possibly other institutions are also important stakeholders. As cities exceed their administrative borders with often regional, national and even international implications, their challenges cannot be tackled by city administrations solely.

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.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to enhance climate adaptation and resilience in Sub-Saharan Africa.

The Specific Objective (Outcome) of this action is:

Improved effectiveness of urban planning, cooperation and inclusive energy solutions for low emissions in SSA cities

The Outputs to be delivered by this action contributing to the corresponding specific objective (Outcome) are:

- 1.1 Increased tools and capacities of local authorities for urban planning and monitoring of sustainable solutions.
- 1.2 Improved portfolio of municipal investment projects to mitigate the effects or to adapt to climate change.
- 1.3 Increased opportunities for multi-stakeholders dialogue on inclusive urban planning and affordable low emission services including local governments, private sector, financial institutions and civil society.
- 1.4 Expanded horizontal and vertical mechanisms for cooperation and knowledge sharing among local, regional and national authorities in Africa, on climate change adaptation and mitigation strategies and practices.

## 3.2 Indicative Activities

The Covenant of Mayors SSA will deliver its outputs through three components:

1. **Component (1) Sustainable Energy Access and Climate Action Plans (SEACAP) development, integration and monitoring (linked to output 1.1):** The action will provide methodological and technical assistance in the development and implementation of urban development plans and strategies (SEACAPs). This activity will be coordinated with the on-going work of the Joint Research Centre (JRC) on SEACAP guidelines for SSA. Further it works on the vertical and horizontal integration of SEACAPs by adapting the existing regulatory frameworks and working in an integrated multi-stakeholder approach.
2. **Component (2) Technical assistance for sustainable energy investment in urban areas (linked to output 1.2 and 1.3):** The action will develop tools and standards for investment preparation, from prioritizing investment measures, through project-preparatory studies (pre-feasibility studies (PFS)), to assisting cities in finding financing options. To bridge the gap between planning and financing, the link with financing options will be examined at an early stage.
3. **Component (3) Promoting regional cooperation and enhance learning (linked to output 1.4):** The action supports the development of cities' energy-partnerships, knowledge management through peer-to-peer learning (Twinning), regional dialogues and workshop/trainings. The twinning approach and its implementation will be closely coordinated with the upcoming related programmes of EU in the areas of urbanisation.

Moreover, the continuation of activities implemented by CoM SSA secretariat and technical helpdesk under CoM SSA phase III is part of envisaged action. The CoM SSA PCU will continue to coordinate the overarching activities of the initiative, ensure alignment between the implementing Member States agencies and together with the Secretariat ensure alignment with the broader Global Covenant of Mayors Initiative, including through coordination with the EU-funded service contract "Support to the Secretariat of the Global Covenant of Mayors for Climate and Energy", and ensure the visibility of the initiative and its donors.

## 3.3 Mainstreaming

### Environmental Protection & Climate Change

The support to the continuation of the Covenant of Mayors SSA Phase III is a continuation of Commission Decisions C(2017)7497 and C(2019)7967 financing in particular Contract N° ENERGY/2018/401-471 for which environment and climate change are included in the main objectives of the action.

The current ongoing CoM SSA phase III programme has a positive impact on the environment through a reduction in pollution allowed by energy efficiency improvements and through a number of climate change adaptation related activities. Additional improvements are expected from the enhancement of spatial planning capacities allowing to rationally allocate land resources for basic infrastructure in housing transportation, power, water and sanitation, to organise networks (e.g.: sewers, rainwater drainage...) and public spaces; hence better adapting to the growing vulnerability due to climate change effects and responding to the need of reducing greenhouse gas emissions.

Hence, SEA (Strategic Environmental Assessment), EIA (Environmental Impact Assessment) and CRA (Climate Risk Assessment) screening are not necessary.

### Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1 (significant objective). This implies i) the participation of women in all the events, trainings, etc; ii) gender and human rights responsive plans, strategies, and studies; and iii) gender responsive monitoring and evaluation. The action considers that gender equality is crucial for climate adaptation.

Gender is an integral component to CoM SSA activities. At the inception of the project, CoM SSA has carried out a gender analysis via an external gender consultant. The analysis formulated recommendations to include gender aspects in all three pillars of the projects, which were shared within the team and implementing partners.

Some of the recommendations that have already been implemented include:

- In Pillar 1: Gender considerations in the SEACAP data collection process by reviewing certain questionnaires to allow disaggregation of data by sex when possible and stakeholder mapping. Moreover, gender consultants have been appointed to review the SEACAP toolbox and provide recommendations on how to mainstream gender into the SEACAP methodology and make our capacity-building resources for cities more gender-responsive.
- In Pillar 2: The impact on women and marginalised groups has been included in the evaluation and screening stages of projects as part of selection criteria. Case studies of gender-responsive climate and energy projects implemented by local governments are currently being identified in order to disseminate concrete examples and lessons learnt to signatories via webinars and publications.
- In Pillar 3: In the context of the pandemic, CoM SSA webinars were organised on the theme of gender and urban climate action, both gathering specialists in gender, climate, energy and urban development and contributing to enhance the profile of CoM SSA among gender experts. Moreover, attention is paid to the participation of women as speakers and attendees in all CoM SSA events and capacity-building activities.

CoM SSA plans on further strengthening gender mainstreaming in all 3 pillars.

### Human Rights

Access to a safe and clean environment is a human right (United Nations Human Rights Council 48<sup>th</sup> session, October 2021). This action has a focus on enable people amongst the poorest in the world better access to this human right. Human rights-based approach and its key principles (participation, non-discrimination, accountability and transparency) will be integrated throughout the action.

### Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. Climate change has a direct impact on the rights of people with disabilities according to the Office of the High Commissioner for Human Rights.

### Democracy

The action tackles democratic processes through the central role of inclusiveness and civil society participation in local governance and aligning with devolution initiatives.

### Conflict sensitivity, peace and resilience

The action does not directly address situations of conflict and crisis although both components operate in zones where risk of crisis exist.

### Disaster Risk Reduction

Disaster Risk Reduction is one of the significant objectives of the Covenant of Mayors SSA, especially through adapting urban planning to climate change fostering resilience, and by promoting urban climate vulnerability assessments.

### Other considerations if relevant

None.

## 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
<b>Contribution to Phase III of the Covenant of Mayors in SSA</b>				
<i>To be noted that the above risks and mitigation actions are already being implemented in the context of the ongoing CoM SSA activities</i>				



External environment	A crisis/terrorist action occurs in an implementing country.	<b>Low</b>	<b>Medium/High</b>	Implementation of activities is taking into account the need to adapt on the spot in case of crisis.
External environment	Local governments are unable to spearhead infrastructure projects, given a lack of mandate.	<b>Medium</b>	<b>High</b>	Liaison efforts with other levels of governments are intensified and innovative financing approaches are developed to mitigate these liabilities.
External environment	Disruption of activities provoked by the Covid-19 pandemic	<b>High</b>	<b>Medium</b>	Most management, communication, and training formats are adapted to the Pandemic and successfully deployed digitally. Annual lighthouse events do not suffer from formats without physical presence. This transition to virtual partially compensates for the inability to travel, which however continues to create additional obstacles in implementation.

### **Lessons Learnt:**

The initiative has a strong anchorage and track-record in SSA. Phase III of the initiative, driven by four Member States agencies has been a shift of focus from building up a network of cities that join the initiative and receive support for planning processes, to implementation of concrete infrastructure projects. With this shift in focus came the need for the evolution of the CoM SSA Secretariat and Helpdesk to align and bolster the success of the initiative at the regional and national levels. GIZ takeover of both the Secretariat (hosted by ICLEI) and the Helpdesk allowed to rationalise the structures of the initiative, where actors had partly overlapping mandates, etc. (Helpdesk in Accra, Technical Helpdesk in Cape Town, and the Secretariat and the Project Coordination Unit (PCU) in Brussels). More effective support to CoM SSA signatories was subsequently provided.

The last submitted report covering 2020 on the initiative takes stock of past accomplishments, in particular of the regional secretariat and the implementing Member States agencies' success in working in an integrated and coordinated way. This ensures greater efficiency and coherence of the initiative, improves its visibility and allows all signatory cities to benefit from the methods and tools developed by all partners in specific contexts by ensuring scaling up. This is a step forward for CoM SSA in terms of its sustainability and its ability to deliver tangible results for the benefit of all signatory cities at regional level, and to improve the sharing of good practices.

The implementing of Phase III has so far recorded many successes. The development of Sustainable Energy Access and Climate Action Plans (SEACAPs), awareness raising, data collection and baseline studies (greenhouse gas emissions inventory, risk and vulnerability assessment and energy access assessment) have been conducted or started in most of the 16 partner cities supported to develop a SEACAP. Three SEACAPs will be completed in the first quarter of 2022.

Moreover, 24 projects have been selected for support in order to be further developed and progress towards bankability and be considered by financing initiatives (through loans, grants or blended finance). There are 24 potential projects still under consideration. To date, five projects have been fully supported by CoM SSA in Cameroun, Kenya, Uganda, and Mauritania. These projects have a projected investment volume of EUR 14 500 000. Altogether, the 24 projects receiving support to be taken by financiers represent a minimum potential investment of EUR 207 000 000. In addition, eight smaller projects will receive direct grants for CoM SSA of a total of EUR 1 600 000.

### 3.5 The Intervention Logic

The action intends to strengthen climate resilience in line with the Paris Agreement to increase access to sustainable energy for urban populations and to implement local action to combat climate change and its impacts. More specifically, the action intends to improve energy / urban planning and energy efficiency for low emission development, support urban climate adaptation, and increase of urban energy infrastructure projects reaching bankability and ready for financing.

Furthermore, the CoM SSA Secretariat and Technical Helpdesk will contribute to a closer involvement of African City Networks as well as national associations of local and subnational governments. It aims at giving them progressively the full ownership of the initiative, including the mobilisation of more local governments, and formal involvement of national associations of local governments (based on their capacities).

### 3.6 Logical Framework Matrix

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
<b>Impact</b>	Enhance climate adaptation and resilience in Sub-Saharan Africa and globally	Number of inhabitants newly covered by effective action of cities (and partners) in the field of sustainable energy access, climate change mitigation (including energy efficiency and urban planning) and climate change adaptation (including resilient planning) disaggregated by sex	<p>1.1 0 / energy access (year 0 of project)</p> <p>1.2 0 / CC mitigation (year 0 of project)</p> <p>1.3 0 CC adaptation (year 0 of project)</p>	<p>1.1 1.6 million / energy access (2024)</p> <p>1.2 1.6 million / CC mitigation (2024)</p> <p>1.3 1.6 million / CC adaptation (2024)</p>	1.1 – 1.3 Reports from implementers, national governments (Statistical services), and cities (and networks). Statistical and social services from cities, countries, international organisations, etc.	<i>Not applicable</i>

<p><b>Outcome 1</b></p>	<p>1. Improved effectiveness of urban planning, cooperation and inclusive energy solutions for low emissions in SSA cities</p>	<p>1.1. GEF 2.7 Greenhouse Gas (GHG) emissions avoided (tonnes CO<sub>2</sub>eq) with EU support for 15 years following implementation</p> <p>1.2. Number of cities supported by the action that adopt recommendations to strengthen participatory local structures for Sustainable Energy Access and Climate Action Plans (SEACAP) development and monitoring and/or for urban sustainable energy investments</p> <p>1.3 Number of cities implementing SEACAPs developed or improved by the action*</p> <p>1.4. Number of projects supported by the action in the pipeline of, or funded by, private sector, banks and International Financial Institutions, by city/country/volume of funding</p> <p>1.5. 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 (participatory planning meetings between local government and civil society)</p> <p>1.6 Number of cities engaged in in-depth cooperation for low emissions urban planning and energy</p>	<p>1.1. 0 (year 0 of project)</p> <p>1.2. 0 (year 0 of project)</p> <p>1.3. 0 (year 0 of project)</p> <p>1.4 0 (year 0 of project)</p> <p>1.5 0 (year 4 of project)</p> <p>1.6 0 (year 0 of the project)</p>	<p>1.1. 45,000 tons CO<sub>2</sub> (2024)</p> <p>1.2 4 to 6 (2024)</p> <p>1.3 4 to 6 (2024)</p> <p>1.4 1 to 3 (2024)</p> <p>1.5 6 (2024)</p> <p>1.6 5 to 8 (2024)</p>	<p>1.1 Analysis of projects documents of planned city projects by implementing agencies</p> <p>1.2 Minutes of city council meeting</p> <p>1.3 Report by the city (and networks)</p> <p>1.4 Expression of interest, meeting minute</p> <p>1.5 minutes, participants list</p> <p>1.6 Cooperation plans/Minutes or Memorandums of understanding</p>	<p>Partner countries remain relatively stable, no shocks and crisis severely limit financial situation and capacities of cities (including partaking in trainings)</p>
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<b>Output 1</b>  <b>related to Outcome 1</b>	1.1 Increased tools and capacities of local authorities for urban planning and monitoring of sustainable solutions	1.1.1. 70 to 80 % of involved functionaries of city administrations confirm that the knowledge obtained through participation in trainings/workshops was utilized responsive urban planning and monitoring with increased knowledge and skills  1.1.2. Number of SEACAPs and other official planning documents developed or improved with the support of the action (by city and sector)	1.1.1 0 (year 0 of the project)  1.1.2 0 (year 0 of the project)	1.1.1 70-80% (2024)  1.1.2 8 to 12	1.1.1 Analysis of (telephonic) survey amongst a representative, gender sensitive random sample of functionaries involved in trainings/workshops  1.1.2 Analysis of planning documents	The activities in the Capacity Development Strategy are demanded from and relevant for local stakeholders  The timeline of implementation of activities matches expectations and is not delayed by, for example, sudden crises in (fragile) states  Local authorities remain committed to actions in the field of sustainable energy, climate mitigation and adaptation
<b>Output 2</b>  <b>related to Outcome 1</b>	1.2 Improved portfolio of municipal investment projects to mitigate the effects or to adapt to climate change	1.2.1 Number of relevant project documents that have been revised and/or developed with the support of the action (by city and sector)	1.2.1 0 (year 0 of the project)	1.2.1 7 to 9 (2024)	1.2.1 Analysis of planning documents	Risks with regards to all advised projects, occurring during project development in urban areas such as foreign exchange rates, mandate of the cities to take loans, political and regulatory risks, financial situation of local authorities remain medium or low and are mitigatable by the action

<b>Output 3</b>  <b>related to Outcome 1</b>	1.3 Increased opportunities for multi-stakeholders dialogue on inclusive urban planning and affordable low emission services including local governments, private sector, financial institutions and civil society	1.3.1. Number of stakeholders involved in regular dialogues for inclusive and climate responsive urban planning (by city and by type, including private sector, banks, IFIs, civil society representing women, youth, elderly, people with disability, human rights activists)	1.3.1 0 (year 4 of the project)	1.3.1 100	Meeting minutes, participants lists	
<b>Output 4</b>  <b>related to Outcome 1</b>	1.4 Expanded horizontal and vertical mechanisms for cooperation and knowledge sharing among local, regional and national authorities in Africa, on climate change adaptation an mitigation strategies and practices	1.4.1 Number of cities participating in exchanges, and events facilitated by the action (by focal cities and other cities and by country)  1.4.2 Number of CoM SSA signatories outside of the focal cities that have received technical support  1.4.3 Status of the COM SSA Secretariat and Helpdesk	1.4.1. 0 (year 0 of the project)  1.4.2 0 (year 0 of the project)  1.4.3 0 (year 0 of the project)	1.4.1 7 to 12 (2024)  1.4.2 100 (2024)  1.4.3 1	1.4.1 City to city exchange / meeting minutes  1.4.2 Documentation of support (e.g. participant list, training materials)  1.4.3 A long-term strategy for CoM SSA is developed, the CoM SSA website is well maintained and accessible to the partners, tools are developed and used for results-based monitoring and reporting of the CoM SSA initiative	The offered city-to-city exchange are relevant and usable for local stakeholders in SSA  The regional/international events are relevant for local stakeholders in different countries  The offered workshops and trainings are relevant and usable for local stakeholders  National authorities are committed to an exchange on sustainable energy, climate mitigation and/or adaptation

## 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 country.

### 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 30 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 Modalities

The Commission will ensure that the EU appropriate 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<sup>8</sup>.

#### 4.3.1 Indirect Management with a pillar assessed entity

This action may be implemented in indirect management with GIZ.

The implementation entails: assistance of energy/urban planning and energy efficiency for low emission development in SSA cities, support to the bankability and financing readiness of urban energy infrastructure projects, providing a closer involvement of African City Networks as well as national associations of local and subnational governments towards full ownership of the initiative, and mobilisation of local governments and formal involvement of national associations of local governments (based on their capacities).

The envisaged entity has been selected using the following criteria: having previous engagement in the Covenant of Mayors SSA and experience of coordinating functions, in particular with the Secretariat and PCU. GIZ has a Grant Agreement with ICLEI – Local Governments for Sustainability who is hosting the CoM SSA Secretariat as well as Technical Helpdesk.

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<sup>8</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

#### 4.4 Indicative Budget

Indicative Budget components <sup>9</sup>	EU contribution (amount in EUR)	Third party contribution
<b>Contribution to Phase III of the Covenant of Mayors in SSA</b>	6 000 000	700 000
Indirect management with GIZ – cf. section 4.3.1		
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	Will be covered by another Decision	
<b>Totals</b>	6 000 000	700 000

#### 4.5 Organisational Set-up and Responsibilities

The action will be monitored at donor level via an **annual Steering Committee**. This Committee will discuss progress of all three delegated actions implemented by the three Member States Agencies. These agencies and contributing Member States donors will be represented. The Commission will be invited as observer as well as stakeholder from phases I and II and specific stakeholders from countries/cities involved. The steering Committee meeting will be fixed two months in advance and the PCU should prepare the relevant report and support as the secretariat of the Committee. The steering committee will examine the reports and the progress of the actions, the financial status, the results of the actions and will approve the annual workplan.

The action will be 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 and decide on the way forward as well as monitor programme progress. The PCU will also act as secretariat for these meetings but most of the preparation and documents will be prepared by each Member States agencies. A minimum of one meeting every three months is foreseen but more ad-hoc meetings are possible that can also be via videoconference. The concerned EU Delegations will 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.

## 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 partner's responsibilities. To this aim, the implementing partner 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.

A results-based monitoring system has been established for the CoM SSA to generate data on the progress of the action on a regular basis. Data are used for programme steering as well as for annual progress reporting. The EU will be kept informed about the monitoring activities in order to strengthen joint monitoring efforts among the three Member States agencies. Basis for the monitoring system is the action's logframe with its underlying indicators for specific objectives and outputs. The logframe is used as management tool, allowing for adjustments and revisions at the output, activity and indicator level in order to effectively achieve the expected specific objective.

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).

<sup>9</sup> N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.



## 5.2 Evaluation

Having regard to the importance of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission or via an implementing partner.

With regard to the CoM SSA, a mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to compliance with the Commission objectives and priorities, and with the intention of reflecting upon the nature of the support to the CoM SSA at a 2024 horizon.

A final evaluation of the CoM SSA might 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 (2) 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.

All evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination<sup>10</sup>. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments, including, if indicated, the reorientation of the project.

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.

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.

<sup>10</sup> See best [practice of evaluation dissemination](#)

## Appendix 1 REPORTING IN OPSYS

An Intervention<sup>11</sup> (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	GIZ (CoM SSA)

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<sup>11</sup> [Ares\(2021\)4450449](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including ‘action’ and ‘Intervention’ where an ‘action’ is the content (or part of the content) of a Commission Financing Decision and ‘Intervention’ is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).