NCAPs

Effective Policy Tools to Deliver Sustainable Cooling

Implemented By:

UN environment programme

Cool Coalition
a UNEP-convened initiative

RCREEE
Regional Center for Renewable Energy and Energy Efficiency
المركز الإقليمي للطاقة المتجددة وكفاءة الطاقة

Supported By:

CLIMATE & CLEAN AIR COALITION
TO REDUCE SHORT-LIVED CLIMATE POLLUTANTS

Consultancy Service for National Cooling Action Plan Development in Djibouti

REQUEST FOR PROPOSAL (RFP)

Regional Center for Renewable Energy and Energy Efficiency (RCREEE)	**DATE: February 4, 2026**
	REFERENCE: RCR-UNCAP-001-26

Background & Objectives

Project Background

Following Djibouti's accession to the Global Cooling Pledge (GCP) launched by the United Arab Emirates at COP28/Dubai, aimed at reducing cooling-related emissions by 68% by 2050, a third phase of cooperation is initiated by the Climate and Clean Air Coalition (CCAC/UNEP) to continue the partnership between the latter and Djibouti. The project focuses on developing national action plans for cooling in the MENA region.

The Cool Coalition, coordinated by the United Nations Environment Programme (UNEP), is working with 90 partners including 25 countries to support governments and the private sector to take action and meet demands for cooling in a comprehensive, cross sectoral manner, in line with the Kigali Amendment to the Montreal Protocol while also contributing to the Paris Climate Agreement, and Sustainable Development Goals, in particular access. Besides supporting these actions, inclusion in Nationally Determined Contributions (NDCs) and long-term climate strategies.

The global NCAP methodology is tailored and adapted to the MENA region's unique climate, economic conditions, and development priorities. This comprehensive NCAP methodology is translated into French and Arabic, providing clear implementation guidelines for the region. Additionally, two countries are selected to implement the NCAP, serving as models for broader regional application: Djibouti and Morocco. A Regional Technical Advisory Committee (RTAC) has been established, comprising representatives from the Ministries of Energy and/or Environment of all 17 countries, ensuring a collaborative and expert-driven approach.

The National Cooling Action Plan (NCAP) is a crucial framework designed to assist countries in addressing their cooling needs while minimising environmental impacts. Within the framework of the Cool Coalition, UNEP, in

Collaboration with RCREEE, has initiated a regional cooling program supporting the preparation and implementation of the NCAP in the MENA region. This project is particularly relevant for nations facing increasing temperatures due to climate change, rapid urbanisation, and growing energy consumption for cooling purposes.

This consultation concerns the implementation of the NCAP of Djibouti, which is experiencing rising cooling demand driven by rapid urbanisation, population growth, economic development, and increasing ambient temperatures associated with climate change. Located in one of the hottest regions globally, the country faces prolonged periods of extreme heat, with significant implications for human health, food security, productivity, and the resilience of critical services such as healthcare, water supply, and energy systems. The National Cooling Action Plan (NCAP) is essential to address these issues.

The expert must have a very good knowledge of the Djibouti context and the cold chain, with a good command of French and Arabic in addition to English. Given that Djibouti is a French-speaking country, exchanges with partners will be in French, and documents will be translated into French and English.

Objectives

The project aims to support Djibouti's government in developing a National Cooling Action Plan (NCAP) based on the Cool Coalition NCAP Methodology. The NCAP aims to develop a strategy that meets the following:

- Assess current and projected cooling demand across priority sectors, including buildings, health, food cold chains, industry, and transport, considering climate change impacts and socio-economic growth.
- Identify and prioritise cost-effective, energy-efficient, and low-global-warming-potential (low-GWP) cooling technologies and practices in line with the Kigali Amendment to the Montreal Protocol.
- Enhance energy efficiency and reduce peak electricity demand associated with cooling, thereby improving energy security and system reliability. Encouraging passive cooling methods to reduce environmental impacts.
- Improve access to reliable and sustainable cooling services to protect public health, reduce food losses, and enhance economic productivity, particularly for vulnerable populations.

- Strengthen institutional coordination and governance mechanisms to integrate cooling considerations into national energy, climate, and development policies.
- Facilitating collaboration between public and private sectors to align policies and promote sustainable, market-driven cooling solutions.
- Support the reduction of greenhouse gas emissions from both energy consumption and refrigerants, contributing to Djibouti's Nationally Determined Contribution (NDC) and long-term low-emission development goals.
- Build national capacity and establish a robust data and monitoring framework to guide evidence-based planning, investment mobilisation, and long-term implementation of sustainable cooling actions.

The current cooling practices in Djibouti need enhancements to meet the growing demand without further harming the environment. Cooling is a major contributor to global warming through direct and indirect emissions, and under a business-as-usual scenario, energy consumption for cooling could worsen emissions and climate impacts. Therefore, the NCAP is essential to ensure a sustainable, equitable, and climate-resilient cooling future for Djibouti.

Description & Scope of Work

Overview of NCAP Regional Methodology

The NCAP methodology incorporates seven main steps, as stated in Figure 1, as follows:

Step 1. NCAP planning and pre-work
Step 2. Country-context mapping
Step 3. Sector-wise current and future cooling demand assessment
Step 4. Sector-specific recommendations & solutions
Step 5. Integration
Step 6. Development of NCAP recommendations
Step 7. NCAP report & implementation guidance

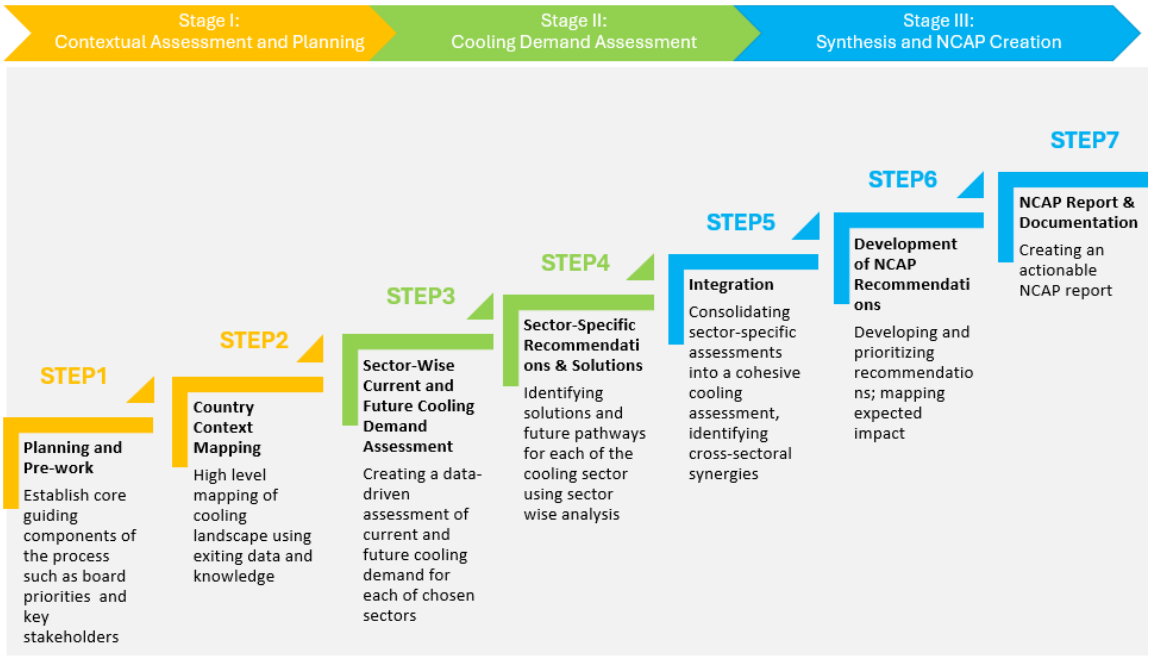

Figure 1: NCAP methodology

First Activity: Data Collection

The consultant will collect data and engage stakeholders for the development of the National Cooling Action Plan in Djibouti, by performing the following tasks:

1. **Country Context Mapping** to conduct a high-level assessment and map out the cooling landscape/context in Djibouti, leveraging any existing data, secondary research, and inputs from experts, to gather data and information that:
    a. Analysis of the socio-economic growth drivers fueling the rising demand for cooling, such as urbanisation, population growth, and economic development.
    b. Assessment of existing infrastructure, types of cooling technologies used, cooling losses and projections of future cooling need
    c. Inform priorities, including how critical the need for cooling is, the sectors most affected, and the share of electricity consumption of air conditioning and refrigeration (residential &

tertiary sectors), and how addressing cooling supports national and global commitments.

d. Examine the existing regulatory and normative framework in terms of energy efficiency in relation to cooling equipment.

e. Provide recommendations on the structure and support in the establishment of an inter-ministerial advisory committee for review of key outputs and adoption of NCAP

f. Map project Stakeholders, NCAP relevant policy and project landscape in the country, available data sources (location, quality and usability) and resources that can be leveraged.

g. Identification of the training and capacity-building needs of key stakeholders. This data should focus on identifying the skill gaps within various stakeholder groups

h. Highlight potential gaps and opportunities: where immediate and longer-term opportunities for intervention might exist to ensure the successful implementation of cooling solutions and the long-term sustainability of the sector, such as financial constraints, technological limitations, or policy gaps, and propose strategies to overcome these challenges

i. Identify the NCAP broad targets and objectives and define its scope and timeline in collaboration with the key stakeholders in the country

j. Select the NCAP Packages per sector to apply and the appropriate tier levels for data collection and analyses.

k. Identify potential barriers to implementing cooling solutions, such as financial constraints, technological limitations, or policy gaps, and propose strategies to overcome these challenges

2. **Data Collection and Processing** for cooling demands such as space cooling in buildings, food and healthcare cold chains, mobile AC, Industrial process cooling, HFC or refrigerant consumption, cooling in fisheries, as per the templates provided by ESCAP and UNEP to support inclusion of cooling and NCAP in NDC revision

    a. In collaboration with the local NDC team and with support from the UNEP international expert and the head of the mitigation unit, use the NCAP data collection framework for "space cooling sector" (and other sectors as decided with the government) to

prepare an assessment of energy and GHG savings for inclusion of cooling in the NDC

b. Using the NCAP data collection framework, collect both high-level as well as granular data to define the market baseline and the country's present cooling situation.

c. Conduct surveys via email or virtual (or, if needed, personal) interviews with relevant stakeholders to collect the data for the provided templates

d. With support from UNEP and ESCAP and based on the NCAP framework, support and/or review scenarios for different levels of intervention in Djibouti based on the analysis of the data collection.

e. Collect an inventory of the equipment and technologies used (Identification of the types of air conditioners, refrigerators, cooling systems and their energy performance) and an analysis of energy consumption and emissions (Assessment of the impact of the cooling sector on electricity demand and GHG emissions).

f. reviewed and approved by UNEP and RCREEE as per the templates provided by RCREEE and UNEP for other various cooling sectors (cold chain, refrigeration, process cooling, mobile air-conditioning), configured and agreed in activity B (not mentioned. There is no paragraph entitled Activity B or A.)

3. Meetings and workshop facilitation

a. Support Djibouti's Ministry of Energy and Mineral Resources to facilitate the coordination process with the multi-stakeholder NCAP technical working group

b. Organise virtual interviews with the governmental officials and other relevant stakeholders in Djibouti to collect information and fill the data gaps

c. Support Djibouti's Ministry of Energy and Mineral Resources to organise meetings of the established multi-ministry NCAP technical working group.

d. Schedule virtual or in-person stakeholder consultations with key stakeholders (dates are to be set in consultation with ESCAP and UNEP) and members of the NCAP Working Group in Djibouti.

e. Organise a virtual (or, if possible, in-person) workshop with the stakeholder consultation to review the draft cooling assessment prepared by ESCAP and UNEP

f.

Second Activity: Data Modelling

1. **Data Review and Validation**
   a. Conduct a detailed review of the data collected during the NCAP project.
   b. Accurately identify the priority cooling-demand sectors in Djibouti in order of importance
   c. Validate the quality, accuracy, and completeness of the data.
   d. Identify any data gaps and propose strategies to address them.
   e. Work with UNEP, RCREEE, CCAC National Coordinator, National Steering Committee and Government focal point to define NCAP scope and target sectors.
2. **Sectoral Baseline Assessment**
   a. Develop baseline models for Djibouti's current cooling demand across critical sectors (buildings (distinguish between residential and commercial buildings), healthcare, food security, industrial processes, and mobile cooling).
   b. Quantify direct and indirect emissions from cooling practices.
   c. Conduct policy mapping and establish energy and emission baselines for the cooling sub-sectors including space cooling (Passive cooling and active cooling), cold chain, Mobile Acs, refrigerants/HFCs, and cooling access.
   d. Establish socio-economic indicators and baselines on building growth, energy demand, passive cooling strategies, HVAC systems, refrigeration.
   e. Assess energy efficiency levels of existing cooling systems and technologies.
   f. Establish baseline assumptions and benchmarks (It is important to specify that the benchmarks should be tailored to the Djibouti context in the field of cooling).

3. **Scenario Development and Analysis**
   a. Create and analyze future cooling demand scenarios considering population growth, urbanization, and climate change.
   b. Assess the environmental and socio-economic impacts of business-as-usual and alternative scenarios of the horizon of future demand (2030, 2040, 2050).
   c. Model the potential for energy efficiency improvements, adoption of climate-friendly refrigerants, low carbon RACHP technologies and passive cooling solutions.
   d. Develop an assessment of current air conditioning needs (according to Djibouti's climatic zones) as well as future demand scenarios with reference to climate change projections.
   e. Modelling of future growth projections shall take into account Djibouti's international commitments (such as the NDC) as well as national strategies.
4. **Policy and Technology Assessment**
   a. Evaluate the effectiveness of existing cooling-related policies and technologies in Djibouti.
   b. Identify gaps and recommend policy interventions and market-driven solutions for sustainable cooling.
   c. Propose strategies to facilitate public-private collaboration in sustainable cooling initiatives.
   d. Estimate the socio-economic impacts, including job creation potential, for each sector in future scenarios, and assess the associated budget requirements for implementation.
   e. The assessment of the cost of inaction (impact on public health, loss of productivity, vulnerability of infrastructure to heatwaves).
5. **Data Visualization and Reporting**
   a. Develop interactive data visualizations and dashboards to support NCAP stakeholders in interpreting modelling results.
   b. Prepare a comprehensive report summarizing findings, methodologies, and policy recommendations. The report should provide an in-depth analysis of each sector, highlighting challenges, opportunities, and strategic actions to enhance sustainable cooling solutions
6. **Stakeholder Engagement**

a. Enhance the development of an additional sector focused on drafting National Cooling Action Plans (NCAPs) and providing strategic support for their adoption, this includes implementing targeted activities to streamline the drafting process, foster stakeholder engagement, and ensure effective integration into national policies.

b. Present modelling results and insights to NCAP stakeholders, including the National Technical Advisory Committee (NTAC).

c. Incorporate feedback into the final analysis and recommendations.

d. Assess existing governance and propose an appropriate monitoring and governance system for the NCAP.

The consultant will undertake a comprehensive set of key activities designed to ensure the effective implementation and success of the project objectives.

Required Deliverables

All reports/Excel sheets shall be submitted in **English and French.**

No.	Deliverable Title	Description
1	Detailed NCAP Planning Report	A detailed report outlining the broad governance parameters, identifying key stakeholders, and establishing governance structures (e.g., multi-stakeholder technical working group) for the development of Djibouti's NCAP.
2	Country Context Mapping Report	A comprehensive report that maps out the cooling context in Djibouti, including existing infrastructure, the appliances market, policies, and key challenges.
3	Completed sectoral Data Templates for all sectors e.g.: space cooling, cool chain, refrigerant, industry, agriculture, buildings, transport, etc…	Data templates and questionnaires, reviewed and approved by UNEP and RCREEE, were filled with the relevant data and information collected to support the sectoral assessment in Djibouti (Excels).
4	Stakeholder Consultation Report	A report summarising all outcomes of stakeholder consultations, meetings, surveys,

		including feedback from the NCAP Working Group and key stakeholders in Djibouti. The report shall include all collected data per sector, sources, gaps, challenges, assumptions, methodology, and stakeholders, with an outline of revisions and action points for finalising the cooling assessment.
5	Modelling Methodology Report	A detailed document outlining the methodology, modelling approach, data requirements, stakeholder engagement plan, and a clear timeline for drafting the NCAP. It will also define key objectives and expected outcomes.
6	Baseline Assessment Report	Analysis of current cooling demand, consumption and emissions of each sector.
7	Scenario Analysis Report	Technical assessment modelling results to evaluate future cooling demand scenarios, energy efficiency improvements, refrigerant transitions, and the impact of different policy measures on emissions and energy use. Proposing clear scenarios BAU and Future Scenarios. Also, on job creation potential and investment opportunities across sectors (Add another scenario simulating the absence of the implementation of the NCAP to highlight the importance of adopting the NCAP in addressing cooling needs and environmental challenges)
8	a)- Policy Recommendations Report	A strategic document outlining actionable policy, regulatory, and technological recommendations for achieving sustainable cooling. It will include best practices, financial mechanisms, and institutional frameworks to support NCAP implementation by sector (food industry, buildings, etc.).
	b)- Monitoring and Governance Framework	Mapping Djibouti's regulatory and governance framework for implementing cooling sector policies, to build synergy and cross-sectoral implementation. Provide recommendations for monitoring, reporting, and evaluation mechanisms that align with Djibouti's international commitments in the cooling sector.

9	First NCAP Draft Report	A comprehensive NCAP document considering all assessments, modelling outcomes, and recommendations. It will feature interactive visualisations, scenario comparisons, and sector-specific strategies to support decision-making.
10	NCAP final report version (Fully designed).	Submitting the final report of NCAP in Djibouti after considering all stakeholders' comments
11	Conducting a Capacity Building Program and a final workshop	Develop comprehensive training materials for a one-day interactive training session. The training content will provide the key aspects and highlights of each deliverable (Deliverables 1 to 10) including modelling aspects, ensuring participants gain a thorough understanding of the entire process.

Payment Terms

#	Deliverables	% of payment
1	Down payment	20%
2	Deliverables 1-5	30%
3	Deliverables 6-10	30%
4	Deliverable 11	20%

Qualifications & Requirements

Qualifications

A Consultation Firm/Individual Expert that will have the following requirements:

- Advanced university degree (master's degree or equivalent) in the field of finance, energy, engineering, and/or any other relevant field.
- At least 10 years of professional experience in a relevant field (Energy, energy efficiency, climate change mitigation, Cooling, buildings, GHG emissions, etc.)
- A good understanding of cooling sectors and sub-sectors in Djibouti and a strong network with stakeholders in the cooling field is highly

desirable. Preference will be given to candidates with experience in SDG7 and NDC.

- A minimum of 5 years of progressively responsible experience in conducting data collection, stakeholder consultations, and policy analysis.
- Familiarity with the socio-economic and environmental context of Djibouti and the MENA region.
- Proven experience in data modelling, energy systems analysis, and climate change mitigation
- Excellent data visualisation and reporting skills.
- Ability to produce comprehensive analysis, analyse data, and to draft and review reports.
- Working experience with an international or regional organisation will be considered as an advantage.
- Excellent in the MS Office.
- Proficiency in English and French.
- Solid knowledge and prior experience in providing similar services

Requirements for Submission of Financial Proposal

The total amount quoted shall be all-inclusive and include all cost components required to perform the deliverables identified in the TOR.

Payment release will be made within thirty (30) days from the date of meeting the following conditions:

a. RCREEE's written acceptance of the quality of the outputs; and
b. Receipt of payment request from the Expert.

Travel Cost:

In the event of unforeseeable travel not anticipated in this TOR, payment of travel costs, including tickets, lodging and terminal expenses, will be bear by consultants.

Annex I

Description of Requirements

Implementing Partner of RCREEE	UNEP
Target start date	1st March 2026
Latest completion date	End of November 2026
Expected duration of work	8 months (data collection, modelling &NCAP drafting)
Conditions for submitting proposals *(Email Submission)*	1) The Technical Proposal and the Financial Proposal files MUST BE COMPLETELY SEPARATE. The financial proposal shall be encrypted with a password and clearly labelled. The files must be sent to the dedicated email address specified in the TOR. 2) The password for opening the Financial Proposal should be provided only upon request of RCREEE. RCREEE will request passwords only from Experts whose Technical Proposal has been found to be technically responsive. Failure to provide the correct password may result in the proposal being rejected. 3) The Financial Proposal and the Technical Proposal files MUST BE COMPLETELY SEPARATE and uploaded separately in the system and clearly named as either "TECHNICAL PROPOSAL" or "FINANCIAL PROPOSAL", as appropriate. ***The file with the "FINANCIAL PROPOSAL" must be encrypted with a password.***

Implementation Schedule indicating breakdown and timing of activities/sub-activities	☒ Required ☐ Not Required
Names and curriculum vitae of individuals who will be involved in completing the services	☒ Required ☐ Not Required
Proposal prices shall be subject to taxation	☒ yes, please submit proposal prices inclusive of all applicable taxes ☐ No, please submit proposal prices exclusive of all taxes **Note:** "RCREEE, as an Egyptian entity, is required under Article 56 of Egyptian Income Tax Law No. 91/2005 to deduct withholding tax (currently 10%) from payments made to non-resident consultants. Proposers shall quote fees exclusive of Egyptian withholding tax. Egyptian VAT does not apply to services fully rendered outside Egypt. Consultants remain responsible for tax obligations in their country of residence."
Currency of Proposal	☒ United States Dollars ☐ Euro ☐ Egyptian Pounds
Payment Provisions	Payment shall be made via bank transfer in USD
Deadline for Submission	**Date: 16 Feb. 2026 05:00 PM EGYPT Time Zone**

Deadline for submitting requests for clarifications/ questions	**12 Feb. 2026**
Contact Details for submitting clarifications/questions	Address: RCREEE, Cairo, Egypt E-mail address dedicated for this purpose**:** Procurement@rcreee.org This email address is officially designated by RCREEE. If inquiries are sent to other person/s, even if they are RCREEE staff, RCREEE shall have no obligation to respond nor can RCREEE confirm that the query was received. Any delay in RCREEE's response shall not be used as a reason for extending the deadline for submission, unless RCREEE determines that such an extension is necessary and communicates a new deadline to the Proposers. The expert/s will not be permitted to take advantage of any errors or omissions in the ToR. Should such errors or omissions be discovered, the expert/s must notify RCREEE accordingly.
Validity Period of Proposals *(Counting for the last day of submission of quotes)*	☒ 60 days ☐ 90 days ☐ 120 days In exceptional circumstances, RCREEE may request the Proposer to extend the validity of the Proposal beyond what has been initially indicated in this RFP. The Proposal shall then confirm the extension in writing, without any modification whatsoever to the Proposal.
Partial Quotes	☒ Not permitted ☐ Permitted

Person(s) to review/inspect/ approve outputs/completed services and authorise the disbursement of payment	1. Project Manager 2. Senior Sustainable Energy Expert
Type of Contract to be Signed	☐ Long-Term Agreement ☒ Sub-Consultancy Agreement
Criteria for Contract Award	☐ Lowest Price Quote among technically responsive offers ☒ Highest Combined Score (based on the 80% technical offer and 20% price weight distribution) ☒ Full acceptance of the RCREEE Contract General Terms and Conditions. This is a mandatory criterion and cannot be deleted regardless of the nature of services required. Non-acceptance of the GTC may be grounds for the rejection of the Proposal.
Assessment of the Proposal	**Technical Proposal (80%)** Only technical proposals receiving a score of 80% points for the technical proposal will be considered technically compliant and have the financial proposal assessed. **Financial Proposal (20%)** To be computed as a ratio of the Proposal's offer to the lowest price among the proposals received by RCREEE.
RCREEE will award the contract to:	☒ One and only one Expert ☐ One or more Experts
Contract General Terms and Conditions	☒ General Terms and Conditions for Expert contracts
Annexes to this RFP	☒ Form for Submission of Proposal

Contact Person for Inquiries (Written inquiries only)	*Procurement Section* Any delay in RCREEE 's response shall not be used as a reason for extending the deadline for submission, unless RCREEE determines that such an extension is necessary and communicates a new deadline to the Proposers.

Annex 2

Form for Submitting the Expert's Technical Proposal

(This Form must be submitted only using the expert's Official Letterhead/Stationery)

[insert: *Location]*.

[insert: *Date]*

To:

Dear Sir/Madam:

We, the undersigned, hereby offer to render the following services to RCREEE in conformity with the requirements defined in the RFP dated 4/2/2026 , and all of its attachments, as well as the provisions of the RCREEE General Contract Terms and Conditions:

a. Qualifications of the expert

The expert must describe and explain how and why they are the best entity that can deliver the requirements of RCREEE by indicating the following:

a) Profile – CV describing the nature of business, field of expertise, qualification, licenses, certifications, and accreditations.
b) Business Licenses – Registration Papers, Tax Payment Certification, etc.
c) Track Record – list of similar services as those required by RCREEE, indicating description of contract scope, contract duration, contract value, and contact references.
d) Work samples: compile relevant examples of design work, publications, layout design an interactive webtools, events, videos, awareness campaigns, videos, social media materials, infographic videos, and other creative art.

b. Proposed Methodology and Approach for the Completion of Services

The expert must describe how it will address/deliver the demands of the RFP; providing a detailed description of the essential performance characteristics, reporting conditions and quality assurance mechanisms that will be put in place, while demonstrating that the proposed methodology will be appropriate to the local conditions and context of the work.

c. Qualifications of Key Personnel

If required by the RFP, the Expert must provide:
a) Names and qualifications of the key personnel that will perform the services, indicating who the Team Leader is, who is supporting, etc.
b) CVs demonstrating qualifications must be submitted if required by the RFP; and
c) Written confirmation from each personnel that they are available for the entire duration of the contract.

Annex 3

Form for Submitting the Expert's Financial Proposal

(This Form must be submitted only using the expert's Official Letterhead/Stationery)

[insert: *Location]*.

[insert: *Date]*

To:

Dear Sir/Madam:

We, the undersigned, hereby offer to render the following services to RCREEE in conformity with the requirements defined in the RFP dated 2/8/2026 , and all its attachments, as well as the provisions of the RCREEE General Contract Terms and Conditions:

Cost Breakdown per Deliverable

	Deliverables **[list them as referred to in the TOR]**	**Percentage of Total Price** **(Weight for payment)**	**Price** **(Lump Sum, All Inclusive)**
1			
2			
3			

4			
5			
	Total	100%	

[Name and Signature of the expert]

[Designation]