Unlocking Large-Scale Financing Through **Country Platforms: South Africa** and **Senegal's** Just Energy Transition Partnerships (JETPs)

TIER 3

Partner

Why this case matters

Country platforms show how governments can mobilise and coordinate large-scale finance by aligning public, private, philanthropic and civil society actors around national priorities. Just Energy Transition Partnerships (JETPs) demonstrate how this approach can be applied to complex climate transitions, combining financing with policy coordination and social considerations.

South Africa and Senegal's stories of change

Just Energy Transition Partnerships (JETPs) are country-led coordination frameworks designed to mobilise and align large-scale finance in support of national climate and development priorities. They bring together governments, development partners, philanthropy and private capital around shared investment plans, helping reduce fragmentation and enabling investment at scale.

Relevant EE Guide recommendations

This case illustrates the following recommendation in practice:

- **Rec. 12:** Promote multi-stakeholder partnerships for national priorities

Policy lever

Country platforms (JETPs) that mobilise and coordinate large-scale climate finance through multi-stakeholder partnerships aligned to nationally led transition strategies.

South Africa established the first JETP at COP26 in 2021, securing an initial USD 8.5 billion commitment from an International Partners Group (IPG). The model has since expanded to countries including Indonesia, Vietnam and Senegal, alongside other country platform approaches such as Egypt's Nexus of Water, Food and Energy project; Brazil's Climate and Ecological Transformation Investment Platform (BIP); Colombia's climate and development Country Platform; and the Bangladesh Climate Development Partnership (BCDP).

South Africa and Senegal illustrate two distinct approaches. South Africa's transition involves managing the phase-down of a coal-dependent economy with significant labour and regional implications, while Senegal's focuses on expanding renewable energy and access within a growing system. Together, they show how country platforms can mobilise finance, coordinate stakeholders and embed social considerations into climate strategies, while also highlighting the importance of governance design and stakeholder inclusion in determining outcomes.

Country snapshot: South Africa and Senegal

	South Africa	Senegal
Country overview:	▸ Upper-middle-income country ▸ Philanthropic environment is maturing ▸ Global Philanthropy Environment Index (GPEI) Score (2025): 3.56/5	▸ Lower-middle-income country ▸ Philanthropic environment is emerging ▸ Global Philanthropy Environment Index (GPEI) Score (2025): 3.98/5
Key challenges/ barriers prior to the intervention	▸ Energy system heavily dependent on coal, with high emissions and ageing infrastructure ▸ Severe electricity shortages and significant livelihoods tied to coal-dependent regions ▸ Fragmented climate finance, philanthropy and development support ▸ Mistrust among government, labour, social sector and international partners, creating political risk	▸ Rising energy demand and reliance on imported fossil fuels ▸ Uneven electricity access ▸ Philanthropic and donor engagement present but fragmented ▸ Weak coordination with government planning

Intervention type	Pioneer country platform mobilising large-scale concessional and private finance to support coal phase-down and a just energy transition	Country platform focused on renewable energy expansion and improving electricity access in a non-coal context
Outcome type	Increased mobilisation of finance to support transition to cleaner energy	Increased mobilisation of finance to support a just and equitable transition to renewable energy

South Africa

Introduction: the background

The JETP emerged from growing recognition that global climate action cannot succeed without addressing inequality, development needs and political economy constraints in low- and middle-income countries. It launched at COP26 in 2021, with South Africa as the first pilot.

In South Africa, this approach responded to a deeply structural challenge. Coal has historically generated around 80–85% of the country's electricity and underpins both economic activity and employment. At the same time, the energy system has faced increasing strain from ageing infrastructure, persistent load shedding and rising costs. Transitioning away from coal therefore carries significant social and political risks, particularly for workers and coal-dependent regions. The JETP was designed to mobilise concessional finance and technical support to accelerate decarbonisation while embedding a "just transition" framework that links climate action with job protection, social inclusion and energy security.

Prior to the JETP, climate finance in South Africa was available but highly fragmented. Bilateral donors, multilateral development banks, private investors and philanthropy all contributed funding, but these flows operated across different priorities, timelines and reporting systems. This fragmentation limited the government's ability to plan coherently, allocate resources efficiently, and ensure that investments complemented one another.

To address this, South Africa developed a government-led country platform supported by strong institutional coordination. The Presidential Climate Commission (PCC), an independent multi-stakeholder body, played a central role in shaping the just transition framework and building consensus across government, labour, business and the social sector. Dedicated structures, including the Presidential Climate Finance Task Team (PCFTT) and a Project Management Unit, were established to coordinate financing negotiations, develop project pipelines and support implementation, enabling more coherent planning and sustained dialogue across competing interests.

Intervention: the what

The JETP model is designed to mobilise climate finance from both public and private sources – including grants, concessional loans, commercial debt and guarantees – and to align this financing with country-led transition plans. These plans articulate how emissions reduction, development priorities and social justice objectives can be pursued simultaneously. JETPs operate as negotiated partnerships between high-income partner governments and recipient countries, with both sides agreeing on investment frameworks, policy reforms and implementation roadmaps.

In South Africa, the model has been operationalised through a structured planning and financing process anchored in political commitment and formal governance mechanisms. The government developed a Just Energy Transition Investment Plan (JET-IP) for the period 2023–2027, which sets out a roadmap for decarbonisation and identifies priority sectors such as electricity sector reform, grid expansion, green hydrogen, electric vehicles and skills development. This process is supported by institutional structures, including the Presidential Climate Commission and a dedicated Project Management Unit, which coordinate stakeholder engagement, technical design and implementation monitoring.

The financing architecture of the JETP blends different types of capital to maximise leverage. In South Africa, the JET-IP estimates total investment needs at approximately ZAR 1.5 trillion (USD 98.7 billion). An initial USD 8.5 billion commitment from the International Partners Group represents around 9% of this total and is designed to act as catalytic capital, crowding in additional public and private investment to support the broader transition.

Implementation: the how

South Africa's JETP did not originate as a donor-driven initiative; it emerged from a domestic climate and political agenda, with international partners aligning to an existing national framework. The key turning points in implementation were:

- **Building the domestic institutional foundation (2018–2020):** The Presidential Climate Commission (PCC) was established in December 2020 as an independent, multi-stakeholder advisory body. It predated the JETP and created the governance architecture – including stakeholder dialogue, a just transition framework and independent advisory capacity – into which the international partnership was later integrated.
- **Securing the political commitment (November 2021):** At COP26, South Africa and the International Partners Group (IPG) – initially France, Germany, the UK, the US and the EU – signed the Political Declaration establishing the JETP, alongside an initial USD 8.5 billion pledge. This financing was framed as catalytic and contingent on a domestic investment plan, rather than as direct disbursement.
- **Translating commitment into a plan (2022):** South Africa developed the Just Energy Transition Investment Plan (JET-IP) 2023–2027, outlining an estimated investment need of approximately ZAR 1.5 trillion (USD 98.7 billion). The plan identified priority sectors – electricity, new energy vehicles and green hydrogen – as well as cross-cutting areas, and was shaped through public consultation led by the PCC.

- **Setting up delivery capacity (2023):** The JET Project Management Unit (PMU) was created within the Presidency in January 2023 to coordinate implementation, convene stakeholders and monitor delivery. In parallel, the Presidential Climate Finance Task Team (PCFTT) led negotiations with international partners. Together, these structures separated political oversight (PCC), financing (PCFTT) and implementation coordination (PMU) into distinct but connected functions.
- **Expanding the partnership (2023–2024):** Additional partners, including the Netherlands and Denmark, joined the IPG. The release of the JET Implementation Plan in 2023 further clarified governance arrangements, financing structures and the project pipeline.
- **Implementation under pressure (2025):** In early 2025, the US withdrew from the JETPs in South Africa, Indonesia, and Vietnam. While the partnership continues with remaining members, this development highlights the political risks inherent in multi-donor platforms and the importance of building institutional resilience beyond individual partners.

Role of key actors

Government institutions and their roles	
President Cyril Ramaphosa	Provided political leadership, established the PCFTT, and oversaw the JETP through an inter-ministerial coordination structure
Presidential Climate Commission (PCC)	Independent multi-stakeholder advisory body (established 2020) that shaped the just transition framework, led public consultation on the JET-IP, and facilitated dialogue across government, labour, business and the social sector
Project Management Unit	Established in the Presidency (2023) to coordinate implementation, stakeholder engagement and delivery monitoring
Presidential Climate Finance Task Team (PCFTT)	Led negotiations with the International Partners Group (IPG), advised on financing structures, and supported development of the JET-IP
Department of Forestry, Fisheries and the Environment (DFFE)	Lead ministry on climate policy, including Nationally Determined Contributions (NDC) reporting and regulatory oversight
National Treasury	Responsible for financial structuring, fiscal planning and coordination of sovereign financing

Eskom	State-owned utility central to implementation, particularly in coal plant decommissioning, grid expansion and renewable energy integration
Development finance institutions (DBSA, IDC)	Mobilise and co-finance projects and act as intermediaries between public, private and international capital
Philanthropy	
Independent Philanthropy Association South Africa (IPASA)	Led the development of the South African Philanthropy Commitment on Climate Change, aligning local philanthropy with climate priorities
Regional and local philanthropy organisations	Including the African Climate Foundation, Southern Africa Trust and others that committed to integrating climate considerations into their funding and supporting broader ecosystem alignment
Private sector	
Independent power producers (IPPs) and renewable energy developers	Deliver new renewable energy capacity and low-carbon infrastructure
Energy and mining companies; business associations	Major firms (e.g. Anglo American, Sasol) investing in large-scale renewable projects and aligning operations with decarbonisation goals
Other platforms and coalitions	Organisations like Business Unity South Africa and National Business Initiative which engage in planning, investment alignment and coordination around JETP priorities, to ensure that transition away from coal is inclusive, supports job creation, and manages social impacts
Civil society	
Local communities	Key stakeholders and beneficiaries, particularly in coal-dependent regions affected by plant closures
Social sector organisations	Support research, advocacy, community engagement and monitoring of social impacts
Trade unions (COSATU, NUMSA, NUM)	Represent workers, participate in formal social dialogue processes, and advocate for reskilling, redeployment and social protection measures

Outcomes and early signals of impact

Early evidence suggests that the JETP has begun to influence both South Africa's energy mix and the broader policy and financing landscape, although impacts remain uneven and still emerging.

- **Shifts in the energy mix:** The share of coal in electricity generation has begun to decline. In January 2025, coal accounted for approximately 74% of generation – the country's lowest level on record – while solar and wind together contributed over 16%. Although seasonal variation applies, this indicates a gradual increase in renewable energy penetration.
- **Policy influence and agenda-setting:** The JETP has helped embed the concept of a "just transition" within national policy debates, explicitly linking decarbonisation with employment, social protection and regional development. This framing – reinforced by sustained engagement from labour and the social sector – has shaped how the transition is politically negotiated and communicated.
- **Growth in financial commitments:** Initial pledges from the International Partners Group (IPG) have **expanded from USD 8.5 billion to approximately USD 10 billion**, with total bilateral and multilateral development bank **commitments reaching around USD 13.7 billion by the end of 2025**. This reflects increasing international alignment around the platform.
- **Deployment of financing instruments:** Individual financing arrangements have begun to materialise, including large-scale public policy loans and concessional financing packages supporting JETP implementation and sector reforms.
- **Development of coordination mechanisms:** New tools, such as the JET Funding Platform and grant registers, are being developed to match projects with appropriate financing sources and improve visibility of capital flows across priority sectors, including electricity, green hydrogen, electric vehicles and skills development.

Caveats for policymakers

South Africa's JETP is one of the largest and most complex country platforms, reflecting the scale of the transition required in a coal-dependent economy. As a result, implementation involves significant economic, social and political trade-offs.

- **Complex transition dynamics:** The central role of coal in South Africa's economy means that plant closures must be carefully sequenced to avoid job losses, regional economic disruption and risks to energy security. These trade-offs have slowed progress and increased political sensitivity around implementation.
- **Financing structure concerns:** The JETP financing model has been criticised for relying heavily on debt instruments rather than grants or equity. This raises concerns about increasing sovereign debt burdens and limiting fiscal space for social and development spending.
- **Delays in implementation timelines:** Coal plant decommissioning schedules have been revised, with some closures now pushed from the 2025–2027 window to around 2030, reflecting both technical and political constraints.

- **Slow disbursement of pledged finance:** While headline commitments have increased, a relatively small share of pledged funds has been disbursed. As of early 2025, approximately USD 2.5 billion of the USD 10 billion IPG pledge had been spent, pointing to challenges in project readiness, coordination and absorptive capacity.
- **Institutional and coordination bottlenecks:** Weak systems for tracking, allocating and deploying funds have slowed implementation. Matching financing to projects and ensuring alignment across actors remains an ongoing challenge.
- **Transparency and accountability risks:** Civil society organisations have raised concerns about the clarity of project selection criteria and the transparency of funding allocations, which may affect public trust and stakeholder support for the transition.

Senegal

Introduction: the background

Senegal's JETP represents a distinct application of the country platform model, combining climate objectives with core development priorities such as energy access and affordability. Launched in June 2023 with EUR 2.5 billion (approximately USD 2.7 billion) in financing, the partnership aims to increase the share of renewable energy in installed capacity to 40% by 2030 while advancing universal electricity access and supporting low-carbon growth.

Historically, Senegal has relied heavily on imported fossil fuels, contributing to high electricity costs and limiting the development of domestic renewable energy. Energy access remains uneven, with only around 64% of rural populations connected to electricity and many households still dependent on biomass such as firewood and charcoal. While renewables account for roughly 30% of installed capacity (including hydro), actual generation from wind and solar has remained lower, and the system continues to face challenges related to cost, infrastructure and pricing disparities between urban and rural areas.

Prior to the JETP, financing for low-carbon energy projects came from a mix of public, donor and philanthropic sources but remained fragmented across sectors and regions. Limited domestic financing capacity and technical constraints further restricted the scale and coordination of investment, making it difficult for the government to align resources with national energy and climate priorities.

In contrast to South Africa's transition, Senegal's approach is less focused on phasing out existing fossil fuel infrastructure and more on avoiding long-term carbon lock-in. The JETP is therefore positioned as a forward-looking development strategy, using a combination of international support and domestic resources to accelerate renewable energy deployment, expand access and strengthen energy sovereignty. Government leadership has played a central role in aligning partners around national plans, with a more technocratic focus on planning, pipeline development and institutional coordination, and fewer distributional tensions than in more carbon-intensive economies.

Intervention: the what

Senegal's JETP mobilises EUR 2.5 billion in financing commitments over an initial three-to-five-year period to accelerate renewable energy deployment and expand electricity access.

In November 2025, Senegal's JETP Investment Plan was adopted and integrated into the National Development Strategy (2025–2029) and the National Energy Compact (Mission 300). The plan sets out eight strategic pillars, including renewable energy generation, energy storage, grid expansion, rural electrification, green mobility and clean cooking, and identifies a set of "quick-win" projects for early implementation.

The EUR 2.5 billion commitment represents the first tranche of an estimated EUR 9 billion financing need for 2025–2030, positioning the JETP as a catalytic mechanism to mobilise additional investment.

Implementation: the how

Senegal's JETP remains in an early implementation phase, with core institutional structures and the investment framework established since 2023. Key decision points include:

- **Political commitment (June 2023):** Senegal and the International Partners Group (France, Germany, the EU, the UK and Canada) signed the JETP Political Declaration at the Summit for a New Global Financing Pact in Paris, committing to mobilise EUR 2.5 billion over an initial three-to-five-year period.
- **Setting up governance structures (2023–2024):** A governance architecture was established, including a Steering Committee (COPIL) chaired by the Ministry of Energy, Petroleum and Mines; a Coordination Unit; and four working groups covering governance, equity, finance and technology. Civil society platforms, including PACTEJ, were later integrated into the COPIL and the Justice and Equity Working Group.
- **Translating commitment into a plan (2024–2025):** With support from the African Development Bank through the Sustainable Energy Fund for Africa, Senegal developed its JETP Investment Plan. The process included technical input from partners such as the Tony Blair Institute and public consultations. The plan was adopted in November 2025 and integrated into national development and energy strategies.
- **Project implementation (2025 onwards):** A set of "quick-win" projects, including large-scale solar plants and a rural electrification programme, has been prioritised for early delivery. Mobilising the remaining financing gap – approximately EUR 6 billion beyond the initial IPG commitment – remains a key implementation challenge.

Role of key actors

Government actors	
Government of Senegal	Leads the JETP, sets national climate and energy priorities, and coordinates implementation
Ministry of Energy, Petroleum and Mines	Central coordinating body; leads investment planning and chairs the JETP Steering Committee (COPIL)
Ministry of Environment and Sustainable Development	Oversees climate policy alignment and long-term low-emissions strategy development
Steering Committee (COPIL), Coordination Unit, and working groups	Core governance structure, coordinating delivery across governance, equity, finance and technology
FONSIS (Fonds Souverain d’Investissements Stratégiques)	State-owned investment fund supporting deployment of financing mechanisms and investment structures under the JETP
International partners	
International Partners Group	Coalition of partner governments (France, Germany, the EU, the UK and Canada) providing concessional finance, grants, technical assistance and risk mitigation to support Senegal’s JETP
Africa Development Bank (ADB)	Supported preparation of the JETP Investment Plan through the Sustainable Energy Fund for Africa (SEFA)
Philanthropy	
African Climate Foundation (ACF)	Supports financing mechanisms and convenes civil society dialogue on the energy transition
Ford Foundation	Provides regional funding and supports multi-partner initiatives on just energy transitions, including engagement in Senegal’s JETP process

Civil society	
PACTEJ	Civil society platform participating in governance structures, advocating for transparency, equity and community inclusion
ENDA Energie	Local NGO contributing technical expertise and supporting development of low-emission transition strategies
Others	
Research partners	Contributed to early dialogue and development of Senegal's long-term climate strategy, supporting the analytical foundation of the JETP

Outcomes and early signals of impact

Senegal secured a **EUR2.5 billion JETP financing package in June 2023** and, in November 2025, adopted its JETP Investment Plan, which was integrated into the National Development Strategy (2025–2029) and the National Energy Compact under the Mission 300 initiative. These steps signal early institutional consolidation of the platform and alignment of international financing with national development and energy priorities.

Caveats for policymakers

While Senegal's JETP has established a clear framework, early implementation highlights several risks and constraints:

- **Governance and inclusion concerns:** Practitioners have raised concerns about limited transparency and the late inclusion of civil society in the process. Although platforms such as PACTEJ are now involved in governance structures, their participation has been largely confined to implementation rather than shaping initial design and financing priorities.
- **Significant financing gap:** The EUR 2.5 billion IPG commitment represents only the first tranche of an estimated EUR 9 billion investment need for 2025–2030, leaving a substantial financing gap of around EUR 6 billion to be mobilised from multilateral institutions, private investors, philanthropy and innovative instruments.

- **Limited country-specific philanthropic funding:** Much philanthropic support is regional rather than Senegal-specific. Large foundation commitments often fund Africa-wide initiatives, with only a portion directly reaching Senegalese institutions.

- **Risk of governance weaknesses:** Observers have noted that governance challenges in Senegal's extractive sectors – particularly transparency and public participation – could carry over into JETP implementation if left unaddressed, potentially undermining trust and equitable outcomes.

Lessons for policymakers

Just Energy Transition Partnerships are a relatively new mechanism in international climate finance. Comparing South Africa (2021) and Senegal (2023) provides a useful contrast between a more mature implementation case and one still in the design and planning phase. Together, they highlight key lessons for governments considering country platforms.

- **Build domestic institutions before mobilising external finance:** International finance is most effective when aligned with existing national institutions and strategies. South Africa established its Presidential Climate Commission prior to the JETP, providing a strong governance foundation. Senegal developed institutions in parallel with negotiations, which contributed to weaker early ownership and delayed stakeholder inclusion.

- **Separate oversight, financing and delivery functions:** Distinct institutional roles improve coordination and accountability. South Africa's model separates political oversight, financing negotiations and delivery coordination, while Senegal uses a lighter structure. Consolidating these roles risks inefficiencies and blurred accountability.

- **Diversify financing instruments and sources:** Blending grants, concessional finance and private capital is essential. Over-reliance on loans can create fiscal pressure, while pledged funds may not fully materialise. Both cases highlight the importance of planning for financing gaps and donor variability.

- **Embed stakeholders early and meaningfully:** Early inclusion of civil society, labour and affected communities is critical for legitimacy and equitable outcomes. Delayed engagement can limit influence over priorities and weaken public support.

- **Ensure transparency in fund allocation and project selection:** Clear disclosure of funding flows, project pipelines and implementing partners is essential to maintain trust and accountability.

- **Design for adaptability:** Country platforms operate in politically and financially uncertain environments. Flexible institutional arrangements are needed to respond to donor shifts and evolving national priorities.

Final reflections

JETPs remain an evolving model, with limited implementation experience to date. Early evidence suggests that they function as coordination and legitimacy-building mechanisms as much as financing vehicles. Their long-term effectiveness will depend not only on the scale of financial commitments, but on the strength of domestic institutions that can sustain progress as external conditions change.

South Africa demonstrates how strong institutional architecture and stakeholder engagement can embed the just transition narrative within national policy, linking decarbonisation with jobs, social protection and regional development. Senegal, operating in a different context focused on renewable expansion rather than coal phase-down, has taken a more centralised and technocratic approach. While this reflects its starting conditions, broadening early stakeholder inclusion and strengthening transparency will be important to sustaining ownership and accountability as implementation advances.

The comparison underscores that country platforms are shaped as much by governance design and political economy as by financing. While mobilising capital is critical, durable and equitable outcomes depend on legitimacy, institutional capacity and meaningful participation across stakeholders.

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