



The European Union's Parliamentary Action for Renewable Energy (PARE) programme

Evaluation of the EC Contribution to the Parliamentary Action for Renewable Energy (PARE) Project

Final report



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FINAL EVALUATION REPORT

**“EVALUATION OF THE EC CONTRIBUTIONS TO THE
PARLIAMENTARY ACTION FOR RENEWABLE ENERGY (PARE)
PROJECT”**

FRAMEWORK CONTRACT EUROPEAID/132633/C/SER/MULTI

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Abbreviations and glossary

CA	Contracting Authority
CSP	Country Strategy Paper
CP	Climate Parliament
CPG	Cross-Party Group / Climate Parliament (Cross-Party) Group
EC	European Commission
EQ	Evaluation Question
MP	Member of Parliament
PARE	Parliamentary Action on Renewable Energy
RB	Remote-Based
RE	Renewable Energy
STEG	Société tunisienne d'électricité et du gaz
SCP	Stakeholder Consultation Programme
ToR	Terms of Reference
UMEOA	Union Monétaire et Economique Ouest-Africaine
UNDP	United Nations Development Programme
UNDP CO	UNDP Country Office

Executive Summary

About this Evaluation

This report comprises the evaluation report arising from the evaluation of the EC Contribution to the **Parliamentary Action for Renewable Energy (PARE) Project**¹. The report sets out the **findings**, **lessons learned** and **recommendations** of the Evaluation of the EC Contribution to the PARE Project. The evaluation mandate was, above all, to conduct an evaluation of the **EU's contribution** to the PARE project. The evaluation commenced on 22nd September 2014, and has involved desk research, telephone interviews and face-to-face stakeholder interviews at the PARE Climate Parliament Annual Forum in Jordan in November 2014.

Evaluation Findings & Conclusions

The evaluation findings emanating from the desk research and stakeholder interviews show that the PARE project has proved itself to be an effective approach in promoting the take-up of renewable energy in many of the project countries. In a considerable number of the target (project) countries the project has achieved its objectives, and considerable momentum has been created in terms of preparing the legislative and regulatory framework necessary for promoting increased uptake of renewable energy. Similarly, PARE has achieved significant results in increasing national government budget funding for renewable energy, or the acceleration in the creation or deployment of new renewable energy funds or programmes.

The evaluation findings show that the targets under the 4 PARE Target Outputs have been surpassed, even without taking into account the results from Year 3 (2014), which are currently being compiled by the project. Regarding **project results**, some of the results achieved have been impressive, in particular in **India, Bangladesh, and Tunisia**. In **India**, for example, the advocacy and lobbying work of the PARE cross-party parliamentary group has played an important role in the 2013 Government to allow certain public sector institutions raise new income through tax-free bonds has included allowances for the Indian Renewable Energy Development Agency (IREDA) to raise USD 162.4 million, which has been further boosted by a Government allocation from the National Clean Energy Fund (NCEF) to provide low cost loans through IREDA. Other significant results have been a more than doubling of the budget for the Ministry of New and Renewable Energy (MNRE) to USD 896.23 million in the 2014-15 budget (compared with 2012), while the revision of the National Clean Energy Fund (NCEF) Guidelines has led to more than USD 450 million in additional renewable energy funding. Another key result from PARE MPs advocacy work has been the re-introduction of Generation Based Incentives in the 2013-2014 Union budget, following significant Climate Parliament lobbying, with this providing a further INR 800 crore (USD 129.9 million) for wind power projects.

In **Bangladesh**, PARE has registered two major achievements, the first being the allocation of Taka 15 million (USD 0.19 million) from the national budget to the newly established Sustainable and

¹ Grant Contract DCI-ENV/2011/265-867 signed between the EC (the Contracting Authority) and the United Nations Development Programme in December 2011.

Renewable Energy Development Authority (SREDA), with some prospects for a further increase of more than 20%. A second achievement has been the government's launch of a new **USD 52 million Renewable Energy Fund (REF)**, which represents a key milestone in the development of renewable energy in the country as it constitutes the first Government renewable energy fund. The work of the parliamentary energy group has been instrumental in getting the government to commit to setting up this fund and allocating the financing for the fund. Some of PARE's most impressive achievements have been in **Tunisia**, where PARE support has been fundamental to adoption by the Tunisian Parliament of a specific commitment in its constitution to tackling climate change and environmental protection. This constitutional amendment has meant that Tunisia has become the first country in the world outside of Latin America to make a constitutional commitment to combatting climate change. A second significant achievement of the cross-party group in Tunisia has been securing the adoption in Parliament of a Renewable Energy bill despite significant opposition mobilised by the national electricity utility².

Even in some countries where the national context has in many respects been highly challenging such as Jordan, there are nonetheless signs that a Parliamentarian-oriented approach such as in PARE could possibly achieve significant results over the coming 3-5 years. In contrast, no progress has been recorded in Lebanon and South Africa, due to changes in the national political situation in the former and lack of interest/cooperation from ANC in the latter. In Congo-Brazzaville, the project has encountered numerous challenges, including the relatively dominant power of the executive and head of state relative to the national parliament. PARE has therefore underachieved in a few countries although many of the challenges faced have been outside of the control of the project, and thus it would be unfair to consider underachievement as a PARE failing per se. However, it is important to underline that the lack of progress in some countries such as South Africa and Lebanon is in many respects linked to an overly rigid process for selecting focus countries and in particular in terms of changing this country choice where the target country environment mean that little could realistically be accomplished. This aspect of the project design should be carefully reviewed in any follow-up programme.

Regarding **assessment of the value of the EC contribution**, any assessment should be an assessment of the total project results as beyond the contribution of the Danish Foreign Ministry the EC has been by far the most important financier of PARE (with the possible exception of some activities in Senegal where GIZ support was involved, and again here the wider EC support was critical in getting the project off the ground – i.e. without EC financing support there would have been no PARE project). In this respect, the value of the EC contribution can be assessed as very significant given the overall results achieved under PARE, notwithstanding the scope for improvement that has been identified in this evaluation report. This means that the EC contribution to PARE has been intrinsically the financing catalyst for the biggest and most impressive results of the project. Regarding other possible contributions of the EC beyond PARE financing support, there has been little to no policy or other co-ordination and this has represented a real missed opportunity, and something that needs to be rectified under any possible further EC support for PARE in the future. Regarding **PARE's efficiency**, the project partnership between UNDP and Climate Parliament has in general worked relatively well. UNDP's involvement has given the PARE project effective reach and on-the ground support in the PARE project countries. Significantly, the involvement of UNDP has been an important asset in implementing the Climate Parliament approach in terms of providing credibility of an

² Société tunisienne d'électricité et du gaz (STEG).

international organisation and facilitating access to MPs and government in the PARE countries. However, the evaluation work suggests that the core management structure and core project management processes such as project planning, monitoring, reporting, communication and dissemination can be strengthened, and thereby further increase value for money at the operational/efficiency level.

The evaluation has identified a number of learnings from the PARE project, some of which are also relevant in terms of looking to the future and considering how a Climate Parliament approach can record increased results. A key learning (or confirmation/validation-related learning) is that the Parliamentary Advocacy and capacity building approach has shown itself to be effective, and in some cases, very effective. Moreover, more effort into writing out the modus operandi of the core Climate Parliament approach would also enhance clarity, ensure all possible tactical options are captured, and possibly help accelerate the attainment of results. Another lesson learned has been that there needs to be greater categorisation of countries in terms of the energy sector in different target countries, in order to give greater focus to any strategy developed thereafter. While local needs have been reflected in part in the choice of topics focused on, the programme would benefit from a greater distinction between high-electrification countries and low/lower-electrification countries, but also including a number of other key factors. Another learning point is the importance of identifying high-quality MPs, and in this respect it is important to underline that PARE has been successful in many respects.

Another lesson learned has been that even if there are some inherent challenges in ensuring sustained impact due to the MPs losing their seat in elections, thereby depriving PARE of individuals who have developed interest, knowledge and influencing capacity on renewable energy in their parliament, this 'loss' may in at least some cases be less than appear, as some individuals stay involved and can influence through other non-MP Parliamentary roles or party management positions which they continue to hold. Similarly, there is scope for PARE cross-party groups to influence the renewable energy agenda setting of the main political parties (as was done in India), thereby further enhancing sustainability prospects. Another PARE lesson is the difference committed individual parliamentarians can achieve, and it is likely that the core approach can further be strengthened by considering how high-calibre MPs can be further supported, coached and mentored in order to help increase the prospects for registering above-ordinary results in promoting renewable energy in their respective countries. Creating a more pronounced regional dimension, as is being considered by PARE partners, can also deliver some benefits in this regard.

During the past three years, PARE has been instrumental in instigating or influencing government decisions and legislation that has increased funding available for renewable energy by more than USD 1 billion across the target countries, there providing excellent value for money at the results and impact level. This figure also understates the total amount, as some of the increased funding will be repeated in increased annual budgetary allocations, while downstream knock-on effects (such as increased investment interest from other renewable energy financiers) are not considered. When one considers these results against the fact that PARE's experience and results also suggest that there is significant potential to achieve much more, in particular if management and implementation practices are strengthened, the future potential of a PARE-type initiative can only be described as very significant. This is also without considering the increased value proposition to the EU that a PARE-type initiative would entail if a comprehensive EU engagement strategy with such an initiative was

developed, nor if a widened service offering included a much more explicit linkage to funding support for renewable energy in PARE target countries.

Recommendations

The evaluation sets out 4 recommendations, building upon the conclusions mentioned above³. A first recommendation (**Recommendation 1**) is to improve the documenting of the core PARE approach, such that the core PARE approach of building capacity and advocacy and legislative influencing via Parliamentarians is detailed in more rigorous manner into a detailed modus operandi, as well as some presentation support material. This will not only help future implementation in terms of developing plans for specific countries or regions, but also help to facilitate review and learning in both continued Climate Parliament work as well as any future EC-supported PARE successor project. Closely related to the above recommendation, the **final reporting from PARE should seek to more analytical** than the annual project reports and **identify key learning, success factors, key challenges and good practice**, and where value-adding also integrate into the RE Handbook for Parliamentarians (**Recommendation 2**), beyond what is stated in the General Conditions 3⁴. This will not only be highly complementary to the work in improving the documenting of the Core PARE Approach recommended above but it will also help in the design of any successor project to PARE.

Most importantly, based on the results and impact of PARE, and in particular the scope for increased impact, **it is recommended that the EC provides funding support for a successor project (Recommendation 3)**. However, beyond building on the successes and momentum of PARE, it is important that any successor programme takes into account the learning from the PARE project and addresses areas for improvement as well as addressing changing needs and maximising potential to seize opportunity and potential for advancing renewable energy deployment to the maximum. In this respect a follow-up initiative to PARE should contain a more rigorous and explicit conceptual and methodological approach, leverage the EC's expertise and (non-financial) contribution potential, strengthened project governance and management, and has a structure that can reflect differing needs and increased complexity.

Finally, it is recommended that the EC seriously considers developing a detailed strategy for how it can engage with a PARE-type successor initiative (**Recommendation 4**). This is deemed sufficiently important to include it as a separate recommendation, as it is an internal issue for the EC and it will also help the EC consider the very significant impact and complementarity PARE can bring to its own work in sustainable energy with this partner countries across the globe. Moreover, such a strategy will most likely entail the EC working in multiple roles (i.e. wearing different hats) such as for example core project financier, in-country advocacy partner, agenda co-setter, as well as financier of specific renewable energy programmes developed on the back of PARE.

³ An additional recommendation that was included in the draft evaluation report was that the EC should consider favourably the requested no-cost extension from PARE project stakeholders to continue the project into part of 2015. This has been removed, as it is understood that the EC has proceeded with a time extension to the PARE project.

⁴ Beyond what is provided in Article 2.4 of the EC General Conditions which relates to obligation regarding narrative reports.

1 About the Evaluation

This evaluation report outlines the **findings, lessons learned, conclusions and recommendations** of the evaluation of the EC Contribution to the **Parliamentary Action for Renewable Energy (PARE)** Project, as per the Grant Contract DCI-ENV/2011/265-867 signed between the EC and the United Nations Development Programme (UNDP) on December, 2011. It does so in compliance with the Service Request N° 2014/348078 for **Framework Contract** EuropeAid/132633 **Lot-6** (Environment) and with the approved proposal submitted by the Particip consortium.

1.1 About the PARE Project

Parliamentary Action on Renewable Energy (PARE) is a three-year EU-funded project implemented by the United Nations Development Programme (UNDP) and the non-profit organization Climate Parliament (CP). The action seeks to effectively **strengthen the capacity of parliaments**, so that they present themselves able to elaborate coherent and effective policy frameworks towards **Climate Change Adaptation** and **Mitigation** legislation. UNDP provides the overall management overview and monitoring, and is involved in some country activities (e.g. UNDP has led the country assessments carried out in each project country). Climate Parliament has been responsible for the greater part of the-country activities. The project runs for three years (January 2012 - December 2014) and the EU funding support totals 3 million EUR, while the Danish Ministry of Foreign Affairs and GIZ are also financial supporters of the programme.

The target countries comprise 10 countries across Africa, the Arab States and Asia, of which four are Sub-Saharan African countries (Congo-Brazzaville, Tanzania, Senegal, and South Africa), four are Arab States (Jordan, Lebanon, Morocco and Tunisia) and two are Asian countries (Bangladesh, India). PARE targets three outcomes – i) Legislatures, regional elected bodies and local assemblies have strengthened institutional capacity, enabling them to represent their constituents more effectively (Outcome 1); ii) Capacities are strengthened to mainstream environment and energy concerns into national development objectives and activities (Outcome 2); and iii) Local capacities are strengthened to manage the environment and expand access to environmental and energy services, especially for the poor (Outcome 3).

The expected outputs to achieve these outcomes are: i) Legislators in beneficiary countries are better informed about the risks that climate change and scarcity of fossil fuels pose to their own country and the political will to develop renewable energy resources is enhanced in target countries (Output 1); Parliamentarians in beneficiary countries have access to specific knowledge and support on renewables and climate policy through peer networks (Output 2); Parliamentarians have enhanced capacity to advance well-developed policy proposals in their in their parliaments and in discussions with Ministers and officials, to replicate successful policies and best practices form other countries, and to monitor implementation of national policies in this field (Output 3); and Parliamentarians are provided with a RE Policy handbook for legislators, available both in an interactive online format and in printed form, which provides an overview of policy options for promoting RE and gives legislators all the information that they need to start developing policy proposals (Output 4). The activities foreseen

under PARE to achieve the outputs and outcomes described above comprise 6 activity areas, specifically: i) building up regional parliamentarian networks working on clean energy in the 3 sub-regions (Activity Area 1); ii) convening members to annual international parliamentary hearings to examine policy ideas, question leading experts and undertake field visits to see RE technologies in action (Activity Area 2); iii) Organising an annual PARE forum to enable key MPs to exchange experience and best practices (Activity Area 3); iv) supporting MPs in taking parliamentary initiatives at the national and regional levels, with a combination of parliamentary staff work and technical advice provided by UNDP and other agencies in the UN System (Activity Area 4); Creating online legislative tool kits and other knowledge resources to support ongoing parliamentary action, and enable interested MPs to communicate online through the AGORA Parliamentary web portal (Activity Area 5); and vi) keeping network members informed about parliamentary initiatives across the project countries (through email, news reports on website, reports etc.) (Activity Area 6).

1.2 About this Evaluation

As per the ToR the **evaluation objectives** are to i) ensure that the EC programming and contributions provide **effective returns** to addressing climate change in the developing world; and ii) conduct an evaluation of the **EU's contribution** to the PARE project.

Regarding the **evaluation scope**, the scope of the evaluation work is that of the PARE project – i.e. the evaluation covers the same project countries covered by the PARE project –. However, and due to the obvious limitation of both time and pure field work, it is unrealistic to foresee this exercise may amount to measure up to the very specifics of the project's impacts and results per each and every country. As such, the scope of the evaluation can be considered more '*global*', not only in the sense that evaluation findings and in particular insights and lessons learned can be relevant for EC development cooperation efforts in this area around the world – but as well because focus shall be put around simple specific scenarios from which replicable paths can be extracted.

The evaluation commenced on 22nd September 2014, and is to be completed by 22nd December at the latest. The evaluation approach and work programme has involved desk research, telephone interviews and face2face stakeholder interviews. The face-to-face interviews were primarily carried out at the Parliamentary Action on Renewable Energy's International parliamentary forum, which was held on November 7-9th 2014 in Jordan. Entitled *Learning from Success* the forum afforded a cost-effective way to meet Members of Parliament from a diverse selection of PARE Countries. In total, twenty PARE stakeholders have been interviewed during the stakeholder consultation programme.

Evaluation Findings

2 Relevance of PARE

This section considers the relevance of the PARE project and the quality of its design.

2.1 Relevance of PARE to National and EU Policy

2.1.1 Relevance to Target Country Policy

The relevance of PARE to the needs of the project beneficiary countries' policy, and in particular energy policy, is high. All countries have a wide range of policy objectives dealing with wider human and socio-economic development, and PARE's focus on promoting renewable energy is consistent with not just socio-economic development goals but also human development goals in areas such as education and health, where access to sustainable energy (in particular in rural areas without access to modern energy) can bring significant improvements in quality of life through increased support for education (e.g. the possibility for school-goers to study after night falls), storage of vaccines and medicines and enhanced scope for rural health clinics, reduced human energy loss on low-value work such as collecting fuel wood.

2.1.2 Relevance to EU Policy in Support of Partner Countries

The PARE project can be considered highly relevant to EU policy objectives with respect to the partner countries involved in PARE project. For example, the special vulnerability of India to the impacts of climate change is already addressed in the country situation assessment at the very beginning of the 2007-2013 Country Strategy Paper - to this extent, the PARE action seems to be in line with the EC Development Policy as well as with the specific objectives of its cooperation with India.

Regarding Bangladesh, for example, the Country Strategy Paper (CSP) 2007-2013 specifies environment and disaster management as non-focal sector priorities for the EC. The CSP refers to the fact that "Bangladesh may already be experiencing early impacts of climate change", and commits the EC to "support the Government of Bangladesh in its endeavour to improve climate warning capacities of local communities". Even though this policy is mainly intended to be a cross-cutting issue relevant to grant projects (i.e. no bilateral direct support is committed), it can be concluded that climate change adaptation and mitigation structures were a priority for the EC and its action towards Bangladesh by the time the country was selected as a target within the PARE project.

2.1.3 Relevance to EU Energy Policy in Support of Partner Countries

PARE is consistent with EU policy objectives as set out in the European Commission Communication *Increasing the impact of EU Development Policy: an Agenda for Change*⁵, which identifies energy as one of EU's highest priorities for the future and as a key driver for inclusive growth. It defines three main areas for action where the EU will support initiatives by providing expertise and funding in developing countries.

Moreover, PARE is also highly consistent – and complementary – to the EU's support for the *Sustainable Energy for All (SE4ALL)* initiative, where PARE's focus and objectives are in particular aligned with two of the SE4ALL objectives - i) ensuring universal access to modern energy services and ii) doubling the share of renewable energy in the global energy mix. With the framework of SE4All, the EU has committed itself to help developing countries to provide access to sustainable energy services to 500 million people by 2030⁶. PARE's focus on helping Parliamentarians in target countries develop their capacity to increase national parliaments' awareness of climate change risks and the need to promote renewable energy, as well as enacting legislation and initiating policy initiatives that can facilitate increased investment in, and deployment of, renewable energy, is thus highly consistent with this policy goal.

2.2 Quality of the Design

A desk review of the PARE project shows that a primary weakness is that a number of the Objectively Verifiable Indicators (OVIs) do not appear to pass the SMART test; i.e. that of being Specific, Measurable, Attainable, Relevant and Time bound. Regarding PARE Result 1 for example (*Legislators informed on climate change risks, and political will to support renewables enhanced*), one can consider that OVI2 (*10 new Government policy papers, speeches by ministers, new budget allocations or new laws enacted on renewable energy and fossil fuel reduction, to which the project has made a contribution*) as a case in point. This OVI does fit the criteria of being measurable, time bound and to some extent relevant. However, it is not at all clear why so many diverse outputs were mixed under one OVI, which to some extent reduces significantly its utility. Legislative acts should for example be a completely separate OVI, given their intrinsic importance, and not confused with ministerial speeches.

Regarding PARE Result 2 (*Legislators have access to knowledge and support through peer networks*), a review of OVI1 (*250 beneficiary MPs participating in the Forum or joining UNDP's AGORA*) suggest that while this in many respects relevant it does not consider the different needs of different legislators and differentiate between these needs in terms of knowledge and support through peer networks. The above are just cases in point, but it is important to consider design issues, in particular where any successor initiative to PARE was considered.

Another feature of PARE – the selection of the target countries within the project design – can also be questioned in part. While selection of the target countries in advance has the advantage of giving

⁵ COM (2011) 637 final: Communication from the Commission to the European Parliament, the Council, the European Economic & Social Committee and the Committee of the Regions – Increasing the impact of EU Development Policy: an Agenda for Change.

⁶ See announcement by President Barroso during the EU SE4All Summit on 16 April 2012.

greater focus, it also can have significant downsides in terms of constraining ability to reach targets where the challenges to progressing and political uncertainty in one or more countries are found to be almost insurmountable, which is what has happened in PARE to some extent (see following Sections).

3 Efficiency

This section considers the efficiency of PARE's implementation, both in terms of implementation in each of the countries but also in terms of overall project management and implementation.

3.1 PARE Implementation in Target Countries

This section looks at the set up and implementation of PARE-supported activities across the target countries. While the section is relatively detailed, and thus long, it was considered that this would help readers and key project sponsors to understand the nature of activities and the time that many of these activities required, as well as the influence factors external to the project can exert.

3.1.1 Implementation in Bangladesh

The implementation of the PARE project in Bangladesh was '*officially*' launched in September, 2012⁷, as the cross-party group was set up in the Bangladeshi Parliament⁸. The composition of this cross-party group, which comprised 13 MPs, was based on the elected MP cohort from the 2008 elections, with further changes following the elections in January 2014. In the initial discussions on what should constitute key priorities, it was agreed that a key work effort should centre on addressing the non-implementation of the SREDA (Sustainable Renewable Energy Development Authority) bill.

On the 4th July 2013, a meeting was organised by the Climate Parliament and the UNDP Country Office in the Bangladesh Parliament, focused on the implementation of the **SREDA Act**⁹. The meeting was attended by twelve MPs as well as officials from the Ministry of Power, renewable energy experts, and representatives from industry and media. After a briefing on the continued non-implementation of the SREDA bill, the MPs proposed to raise the issue in the next meeting of the Parliamentary Standing Committee on Power, Energy and Mineral Resources, and agreed to draft and submit signed letters to the Ministers of Finance and Power regarding the issue. On 22nd August 2013 MPs from the Climate Parliament group met with the Parliamentary Standing Committee of Power, Energy & Mineral Resources, and submitted a signed memorandum to the Committee. The memo called upon the Committee to intervene to ensure that the Ministry of Power lays out an effective plan and budget to

⁷ As mentioned elsewhere in this report, this does not mean that work only started in the country in Sept 2012, as the launch of the cross-party group was preceded by preparatory work in researching and identifying prospective MP candidates, and meeting with them.

⁸ Under the constitution, the National Assembly is granted supreme power over making laws and approving budgets, and has the power to oversee and hold the Government to account. MPs have the power to question members of the Cabinet and pass motions of no-confidence. The Parliament can form parliamentary standing committees as it sees fit, for the purposes of examining bills, reviewing law enforcements and any other matter of public importance. However in reality, the parliament's performance has fallen far short of its constitutional powers. The executive is dominant in setting the legislative and budget agendas, and the Parliament shows little initiative in formulating bills of its own. Since 1991, all bills passed by the Parliament were instituted by the Government, and only six Private Members Bills have been passed in the last 38 years.

⁹ The SREDA law, and called for the creation of an independent authority to monitor and expand renewable energy investment in Bangladesh, has been passed earlier in 2012 but had yet to be actually implemented.

implement SREDA Act. Signed by a cross-party group of MPs, the memo detailed a set of recommendations for strengthening SREDA and ensuring its smooth running.

On October 26th 2013, with the SREDA Act still not implemented, the Climate Parliament group of MPs submitted two signed five-page letters, one to the Minister for Power, Energy and Mineral Resources, and one to the Minister for Finance. The letters called upon the Ministers to fast-track the establishment of SREDA in view of Bangladesh's need for renewable energy investment, and laid out a detailed ten-point plan of recommendations for ensuring the development of a vibrant renewable energy sector in the country. In response to pressure created by the Climate Parliament group, the Ministry of Power, Energy and Mineral Resources communicated to the MPs that the organisational structure of SREDA was in the final stages of preparation, and should be finalised in early 2014. Indeed SREDA finally received an allocation of USD 0.19 million, and the implementation of SREDA was finally realised.

3.1.2 Implementation in Congo-Brazzaville

PARE implementation in the Republic of the Congo has faced a number of challenges. One challenge has been the relative weakness of Parliament, with the country *nominally* being a presidential republic with a bicameral national parliament¹⁰. While a separation of powers is called for under the 2002 Constitution, parliament is too weak to exercise any real control over the executive. Congo was therefore not represented at the Climate Parliament Forum in 2012, as face-to-face meetings with MPs had proved difficult to organise.

In an effort to generate interest and momentum, a meeting was organized by PARE project staff with 30 MPs in February 2013, convened from relevant Parliamentary Committees, with the aim of explaining PARE's objectives and activities and discussing the creation of an official Climate Parliament group in the national parliament. During a follow-up mission in July 2013 further meetings with MPs were organised, followed by the organisation of a PARE parliamentary workshop on climate and renewable energy in August 2013. This workshop represented a milestone in building local MP interest and momentum, with almost 60 MPs¹¹ attending and several expressing a strong interest in being involved in a cross-party parliamentary group.

A key outcome of the workshop was an agreement among MPs to develop a strategy for parliamentary action, including advocating for the development a specific legal framework for Congo Brazzaville to support independent developers of renewable energy. Reflecting in part local capacity development needs, MPs also requested another PARE capacity-building workshop. In order to support the proposed strategy and provide a preparatory basis for future parliamentary action, UNDP commissioned an independent researcher to undertake a study of the current state of the national legislative framework on energy, and specifically renewable energy. The rationale of the study was thus to allow MPs and PARE stakeholders better understand the existing regulatory framework and identify opportunities for strengthening or improving its provisions for renewable producers. The

¹⁰ The Republic of the Congo remains dominated by President Denis Sassou-Nguesso, who has ruled the country for all but five years since 1978.

¹¹ In addition to the high turnout of MPs, the workshop was attended by the Minister for Development and the first Vice President of the National Assembly.

study¹² was duly completed in January 2014, and its findings were presented to MPs and the Congolese Minister of Energy.

In order to support the cross-party group of MPs, a working group was set-up in September 2014 to help advance legislative action on renewable energy by creating a policy channel between Congolese legislators and Ministry officials. The working group comprises a small number of MPs with a proven track record of engagement in environmental and energy issues, as well as officials from relevant ministries and UNDP experts.

3.1.3 Implementation in India

The implementation of PARE activities in India began in the framework of the Parliament elected in May 2009¹³. In addition to the core group of ten MPs, regional Climate Parliament staff has established working contacts with approximately 50 MPs who have expressed interest in supporting Climate Parliament initiatives in the Indian Parliament.

In South Asia, the Regional Director has been working with a core group of 25 MPs in India, following the strategy laid out in the national workplan. The group met in March 2012 to discuss their strategy and actions to push for increased funding for renewable energy; in August 2012 to agree on a suggested memorandum to be presented to the Indian Prime Minister; and in December 2012 to meet with the Prime Minister. Moreover, a workplan for action in 2013 was established. Today, there is an active Climate Parliament Group in Indian Parliament. PARE Regional Staff started working with a core cross-party group of 10 MPs which has featured a strong mix of male and female MPs representing the main political parties of India. The Steering Committee met three times in 2013, at the beginning of every session of the parliament.

Over the course of 2013, 141 questions were drafted with the support of PARE staff. Sixteen of the questions were selected and raised by an MP during the 2013 Budget session (February to May), eight were asked in the Monsoon session (July to September), and twenty one in the winter session (November to December). The questions covered a broad range of topics, including the achievement of the 15% target of renewable energy by 2020 as per the National Action Plan on Climate Change (NAPCC).

¹² *'Rapport diagnostic de la politique énergétique au Congo Brazzaville.'*

¹³ The Parliament of India is a bicameral institution of 790 MPs, comprising the House of the People (540) and the Council of States (250). India's Parliament is bicameral; Rajya Sabha is the upper house and Lok Sabha is the lower house. The MPs of Lok Sabha are directly elected by universal suffrage, for a term of five years. House seats are apportioned among states according to population, so that all States have broadly the same ratio between population and parliamentary representation. Several seats are reserved for representatives of Scheduled Castes and Scheduled Tribes, and the President may nominate two members from Anglo-Indian community if he or she feels that the community is not adequately represented. There is currently no quota in India's parliament for participation from women; however, the Women's Reservation Bill proposes to reserve 33% of the seats in Lok Sabha for women. The Indian Parliament has supreme legislative power under the constitution, and any MP may introduce bills for discussion and vote. Besides, in the financial domain the Parliament is the supreme authority; all budgetary and tax bills must be approved by Parliament before becoming law. As India is a Federal system, there are some areas where the national Parliament is excluded from legislating, with powers devolved onto State legislatures. These are largely limited to local law enforcement, village administration, and healthcare.

A memorandum was submitted on the 18th January 2013 to the Finance Minister of India, Mr P. Chidambaram, by Climate Parliament MPs. The memo was designed as a follow-up to the MPs' meeting with the Indian Prime Minister in December 2012, and asked the Finance Minister to implement the promises given by the Prime Minister to implement the Estimates Committee's recommendation to increase the budget allocation to the Renewable Energy Ministry to 1% of India's national budget.¹⁴ The memorandum called for the timely creation and implementation of tax-free bonds to raise low cost financing for renewable energy projects, and urged the Ministry to restructure the National Clean Energy Fund (NCEF) so as to increase financial support to renewable energy.

The Climate Parliament MPs group has also played an important role in monitoring progress against targets w.r.t. renewable energy. A key example has been the group's lobbying the Minister of New and Renewable Energy (Dr Farooq Abdullah) expressing concern that weakening growth in the Indian wind energy sector could damage India's ability to meet its renewable energy targets. Drafted by PARE staff at the request of Dr Botcha, this letter asked the Ministry to take immediate action to establish a strong policy framework and a National Wind Energy Mission, as recommended in the 12th Five Year Plan Document. The letter also called for the reintroduction of the generation-based incentive (GBI) scheme for wind power projects, greater clarity on incentives offered by the government, implementation of generation-based tax credits, priority sector lending, and stricter adherence to renewable generation targets.

On the 13th of March, a member of the Climate Parliament group, Mr JD Seelam MP, submitted a letter to the members of the Parliamentary Committee on Energy, which was about to begin considering demands for grants for the fiscal year 2013-14 for the Ministry of New and Renewable Energy. The letter (drafted by PARE staff at the request of Mr Seelam) set out the need for the proper budget allocations to meet the Indian National Action Plan on Climate Change (NAPCCC) targets of 15% of Indian electricity to be produced from renewable sources by 2020. The letter was also submitted to Mr Mulayam Singh Yadav, Chairman of the Standing Committee on Energy. Also on the 13th of March, a meeting was organised with Mr VP Singh Vadnore MP, a member of the Standing Committee on Energy. The PARE Regional Director for South Asia briefed Mr Vadnore on the NAPCC 15% target and the Climate Parliament's strategy to increase allocations for renewables to 1% of the national budget. The briefing also explored provision for renewables in the Union Budget 2013-14, generation-based incentives, and the National Clean Energy Fund.

On the 23rd July, Dr Sanjay Jaiswal MP, a member of the Climate Parliament group, submitted a letter to Dr Farooq Abdullah, Minister of New and Renewable Energy (MNRE), regarding enforcement of renewable purchase obligations (RPO) and reviewing of the renewable energy certificate (REC) mechanism. The letter (drafted with the support of PARE staff) highlighted Dr Jaiswal's concerns regarding the recent fall in the trading volume of REC and emphasised the low level of RPO compliance and wide variation of performance of various states as the prime reasons behind the fall in REC trading, and suggested including RPO fulfilment as a mandatory condition for state power companies to receive funding. In his reply to Dr Jaiswal's letter, dated 4th September, the Minister said that he had directed the Ministry of New and Renewable Energy to take up the suggestion to include RPO fulfilment with the Ministry of Power. Additionally, the Minister stated that the MNRE has

¹⁴ This recommendation was itself advanced by Climate Parliament MPs on the Estimates Committee in 2012, and the January 2013 was signed by 5 MPs (Rajiv Pratap Rudy, J D Seelam, Dr Jhansi Lakshmi Botcha, Thomas Sangma and Jayant Chaudhary).

requested all major public sector enterprises to undertake voluntary purchase of RECs as a part of their corporate social responsibility activities, in order to create additional demand for renewable energy.

In July, the Climate Parliament brought together MPs from across the coastal states of India for a cross-party strategy meeting, entitled "The Wind Power Industry in India: Enabling Future Growth". The meeting was held in Bangalore, and was attended by the Indian State Minister for Finance, Hon. JD Seelam MP, who is also a member of the Climate Parliament group. At the meeting, the MPs discussed the huge potential of wind power to contribute to the Indian economy, as well as the challenges that are currently slowing growth, and received presentations from industry insiders and policy experts. At the conclusion of the event, 12 MPs drafted and signed a memorandum, entitled "MPs' Key Recommendations on Wind Energy", which recommended that the Ministry of New and Renewable Energy should constitute a committee to fast track much-needed policy changes to support Indian wind energy, and re-introduce the generation-based incentive (GBI) scheme for wind power projects. On 9th September, Climate Parliament MPs led by Dr Sanjay Jaiswal submitted this memorandum to the Minister for New and Renewable Energy, Dr Farooq Abdullah, and the Minister for Finance, Mr P. Chidambaram, calling on their Ministries to address sluggish growth in the wind power sector that threatens the renewable energy targets of the 12th Five Year Plan.

3.1.4 Implementation in Jordan

PARE implementation in Jordan has taken place in a political context where the Jordanian Parliament remains weak and almost entirely subject to the power of the King, who is able to suspend Parliaments at will. Parliament was suspended entirely between 2001-3, again in 2009, and again in 2012. The King also reserves the power to appoint and dismiss Prime Ministers at will, and has done so on four occasions in the last two years. Furthermore, the lack of an established multi-party system means that most MPs are independents or tribal representatives who remain loyal to the Crown, and thus the approach of developing cross-part groups is not the same in Jordan as in other countries.

Nonetheless, a group of Climate MPs has been formed and a number show increasing commitment to the cause of advancing renewable energy. Notwithstanding Jordan's abundance of solar and wind energy potential, most energy observers would have traditionally been pessimistic to place prospects for promoting renewable energy in Jordan, given the strength of the pro-nuclear lobby and the King's public support and commitment to Jordan developing nuclear energy. However, the increasing risks of nuclear energy stations in an increasing volatile Middle east, as well as some encouraging signs that the King may not be as attached to nuclear as has been commonly supposed and may also be in favour of exploiting renewable energy, give grounds for some optimism. Moreover, initial analysis by one of the Climate Parliament's advisors underlined the significant cost advantage that renewable energy offers over nuclear energy in Jordan, showing that renewable energy was more cost effective than nuclear energy.

Activities carried out in Jordan have included identification and research work to identify interested MPs, preliminary meetings of MPs, as well as a mission for the expert Rudolf Rechtsteiner to meet Members of the Jordanian Parliament, and other key energy actors, was organised around the 2014 Annual Forum. This mission included meetings with MPs, addressing the Parliament, and meetings with the national electricity utility National Electric Power Company (NEPCO). The evaluator also participated in a CP-facilitated group discussion on strategy among representatives of the Jordanian

MPs group and the CP expert Mr Rechtsteiner. This discussion suggested that there was scope to achievement considerable progress in advancing the cause of renewable energy in Jordan over the coming 5 years, and is one of a number of instances where promising progress would risk being serious damaged by lack of funding support to build on the work to-date.

3.1.5 Implementation in Lebanon

PARE implementation in Lebanon has faced many challenges, with the creation of a parliamentary group rendered extremely difficult by the ongoing political and social unrest in the country. Although the PARE Regional Director was able to build good relationships with two key members of the Parliament, including the chair of the Lebanese Public Works and Energy Committee, who attended two international meetings, the failure of the Lebanese Parliament to meet for most of 2013, the ongoing uncertainty over the political status of many of its elected members, and the political prioritisation of national security matters above energy and environmental concerns, has so far prevented the creation of a Climate Parliament group of MPs. The protracted destabilising influence of the Syrian civil war makes it difficult to ascertain when Lebanon is likely to regain the degree of political stability required for the PARE project to be effective.

While Parliament's independence and legislative pre-eminence is well established, and guaranteed under the Constitution¹⁵, parliamentary oversight of Government ministers is however limited by the fact that MPs' requests for information or questions to the executive are responded to extremely slowly, and are often ignored altogether. Parliamentary power is also limited by the increasingly unstable and sectarian nature of Lebanese politics. With governments depending on slim majorities, even small parties can bring down ruling coalitions with a change of allegiance. Boycotts, horse-trading, and coalition in-fighting make reasoned debate and effective government oversight difficult.

Overall, the difficult situation in the Lebanon makes it difficult to foresee how PARE can make any meaningful progress during the remaining lifetime of the project.

3.1.6 Implementation in Morocco

Work on identifying key MPs for inclusion in a Climate Parliament cross-party group was led by the PARE Regional Director for the MENA region during the first quarter of 2013, and included research on MPs and a number of meetings with different groups of MPs to discuss its cross-party group's creation. The group was officially launched in June, 2013, with the core group comprising 18 MPs and including representatives of all the major political parties of Morocco. The group includes 15 members of the Parliamentary Committee on Energy, the Environment and Water.

¹⁵ The right to promulgate laws is reserved exclusively for the Parliament, with the Cabinet subsequently issuing the decrees necessary to enforce these laws. Parliament retains responsibility for budgetary oversight under the Constitution. The Cabinet develops a draft budget, which is then analysed and approved by the parliamentary committee for financial affairs. However, because parliamentarians have limited knowledge and training in financial issues (as well as a limited amount of time to approve the budget), their capacity to seriously analyse and amend it is limited.

The cross-party group of MPs identified policy areas where parliamentary interventions could help to strengthen Morocco's renewable energy programme¹⁶. These included increasing national budget funding for renewables in the national budget, the establishment of a dedicated national regulatory agency for renewable electricity, reducing import duties on solar PV equipment, and providing legislative oversight on the government's efforts to meet its targets of 42% renewable energy by 2020. With a view to achieving these goals, members of the cross-party group, with support from PARE staff, drafted twenty five parliamentary questions, of which thirteen were subsequently raised by Climate Parliament MPs in plenary sessions of the National Assembly and meetings of the Energy and Environment Parliamentary Committees¹⁷. Five of these questions were answered by the Minister of Energy, Mines, Water and the Environment, in two plenary sessions during November 2013.

The above goals were pursued through differing avenues by the cross-party group during 2013 and 2014. For example, a number of meetings were also organized during 2013 between the cross-party group of MPs and the Moroccan Minister for Energy, with support from PARE staff, which MPs used as an opportunity to discuss the government's progress towards the 42% renewable energy target and to lobby for increased national budget funding for renewable energy. This dialogue was continued with the new Energy Minister (Mr Abdelkader Amara) during two meetings in November 2013 where the group lobbied the Minister for a commitment to renewable energy as well as setting up a dedicated national regulatory agency for renewable electricity, and the Minister agreed in principle to the proposal, and promised to work together with the Climate Parliament group in 2014 on this issue.

A Hearing for Parliamentarians in Morocco was also organised in October 2013 by Climate Parliament and UNDP. Moreover, Climate Parliament MPs proposed in the same month a motion in the Parliament to reduce the VAT charged to imports of solar panels and renewable energy equipment from 20% to 13%. From October 17th – 18th, the Moroccan Parliament held its annual two day workshop on the parliamentary agenda for the upcoming session, entitled the National Policy Study Days, where MPs from all political parties discuss issues for parliamentary action and agree on priorities for legislation. Climate Parliament MPs raised climate and renewable energy issues at the two day event, and discussed their legislative strategy to push for the creation of an independent renewable electricity regulator. In the Budget session of October 22nd, a group of Climate Parliament MPs on the Energy Committee pushed for a greater budget allocation for renewable energy in the next national budget. The MPs asked the Committee to increase government spending on renewables by 10% in 2014.

With the assistance of the PARE staff, MPs drafted an amendment to the Environment Bill over the second half of 2013. The amendment proposed to expand the remit of the Economic and Social

¹⁶ The Moroccan Parliament is bicameral, and consists of a lower house, the Assembly of Representatives (395 MPs), and an upper, the Assembly of Councillors (270 MPs). For the latest, elections are staggered every three years so that only 50% of the Councillors stand for re-election at any election. There are 67 women MPs in the House of Representatives and 6 in the House of Councillors. The parliament has had until recently only very limited powers over policy, although this has begun to change under constitutional reforms begun in November 2011. Currently the parliament has the power to pass, amend or reject budgets, propose and issue new laws, question ministers, and to launch fact-finding committees.

¹⁷ The questions focussed on several areas, including the government's ability to reach its 42% renewable energy target; the progress of the Ouarzazate concentrated solar power plant (Morocco's flagship renewable energy facility), future national budget allocations for renewable energy; and efforts to make the Moroccan Renewable Energy Agency more proactive.

Council¹⁸. The amendment was co-drafted and supported by a range of MPs, including members of the Climate Parliament group. Other areas of activity of the cross-part group have been lobbying for funding for specific research projects in the renewable energy area, as well as pressing for a reduction in the fossil fuels subsidy.

3.1.7 Implementation in Senegal

Following the initial project research and meetings to identify key parliamentary players and building relationships with a group of around 25 MPs in 2012, the official Climate Parliament group in the Senegalese Parliament was launched in June 2013, with the chair of the Senegalese Parliamentary Committee on Development acting as co-convenor. The group comprises a Steering Committee of 10 MPs, with another 15 MPs also belonging to the group, including members of the Parliamentary Committees on Development, Economy, Habitat, Law, and Urbanisation.

One of the first activities following identification of this group of MPs was to organise an awareness-raising campaign with UNDP and the regional PARE Policy Coordinator for West and Central Africa Louis Seck. This included awareness-raising and capacity building sessions covering a variety of topics, including climate change and renewable energy grids. These activities have proved to be effective in fostering concern and engagement on the part of MPs that participated, with there now being 6 MPs in the core national parliamentary energy group, in addition to almost 40 other members across the country.

The effectiveness of these meetings and workshops can in part be gauged from reactions of MPs. For example, one MP interviewed during the evaluation field interview programme reported how she was very disturbed by the negative effects of climate change, such that she had difficulty sleeping over worrying how this would affect ordinary citizens in her constituency, as well as the need for massive awareness-raising at the local level where citizens do not understand that many of the increasing challenges they are facing (delayed or unpredictable rainfalls, droughts, etc.) are related to climate change.

PARE support has also allowed the Parliamentary group to build awareness and commitment at the level of national government, where feedback from Senegal interviewees shows a clear perception that national government now understands the climate change issue and has significantly increased its commitment to addressing this. National MPs have also been lobbying the national government to subsidise households to take up renewable energy solutions.

Regarding results with regard to legislative progress, a Renewable Energy law was passed in 2012¹⁹, which foresees raising awareness of all of the Senegalese population, as well as setting targets for renewable energy use in households, including targets related to energy provision for women and for public lighting, and this is discussed further in Section 4.

¹⁸ The Economic & Social Council is a government advisory board tasked with overseeing public policy and providing expert support on national policy – to cover the environment as well, and rename it the Environment, Economic and Social Council.

¹⁹ Loi nr 2010-21, loi d'orientation sur les énergies renouvelables.

3.1.8 Implementation in South Africa

The South African Parliament is bicameral and consists of two houses: the National Assembly and the National Council of Provinces. PARE was launched during the time of the National Assembly formed after the 2009 elections, in which the ANC²⁰ captured 66% of the vote, resulting in 264 out of 400 National Assembly seats. During the third year of implementation, South Africans voted for a new Parliament, 21st May, 2014. The composition of the Parliament, though, has changed little, with ANC remaining the dominant actor in South African politics.

PARE implementation in South Africa has faced a number of challenges, in particular around gaining effective 'entry' into the national assembly. One challenge relates to the somewhat reduced power of Parliament - while the South African Parliament allows MPs to easily introduce legislation, and committees to make meaningful contributions to legislation proposed by the executive, the absolute power of the ruling party (the ANC) in recent years has meant that both the Executive and the Legislative branches are controlled by the same political party, thereby reducing the Parliament's ability to exercise its oversight function or even to propose or amend legislation introduced by the Executive branch.

A second challenge has been in securing support within the Parliament. The first approach to South African MPs was done at the Rio +20 Summit in June 2012, where members of the Climate Parliament Secretariat met with 4 MPs from the South African delegation. The PARE project was presented to the South African delegation and contacts established with members of the Committee on Energy in the South African National Assembly. Yet no other significant steps were taken during this first year of implementation. Attempts during the first half of 2013 by PARE's Regional Director²¹ to organise a parliamentary workshop on renewable energy in the South African Parliament failed to secure agreement from MPs of the governing ANC to give their sponsorship to a workshop. MPs referred UNDP and Climate Parliament to the Speaker's office to obtain permission, but despite numerous visits and phone calls, there was again no response from the Speaker's Office to repeated requests regarding the workshop²². Given the difficulties encountered in working in the South African Parliament, the Regional Director made contact with parliamentarians from the Pan-African Parliament (PAP)²³, based in Midrand, South Africa, and discussed expanding the PARE project into the PAP.

Given the lack of any meaningful progress with the South African Parliament, local country efforts have for the most part been refocused on the PAP. This led to the organisation in August 2013 of a one and a half day workshop on climate change and renewable energy at the PAP, which was attended by 25 MPs representing 18 different African Union (AU) states. At the conclusion of the workshop, the MPs drafted a resolution recognising the threat of climate change and calling on African governments²⁴ to develop new legislation to support renewable energy deployment to help prepare

²⁰ The ANC -founded by Nelson Mandela- has been ruling in South Africa since 1994.

²¹ Originally the PARE management placed a Regional Director for the totality of Africa, and based in South Africa. During the second year of implementation, a decision was made so that the West Africa area (Senegal, Congo) was separated from the Eastern-Southern one (Tanzania, South Africa).

²² Efforts taken detailed extensively in the project narrative reports, including a an official letter sent out from UNDP's Democratic Governance Director in New York.

²³ The Pan-African Parliament is the legislative body of the African Union. The PAP exercises oversight, and has advisory and consultative powers, its member being elected by the Legislative branches of every member state.

²⁴ Given the fact that the Pan-African Parliament is composed by MPs selected by other MPs, it is undoubtedly a great place for policy sharing, exploring replicability scenarios between partner countries.

African countries for the necessary transition to renewable energy. The resolution also appealed to African governments to undertake a review of climate financing instruments to ensure that the continent improves access to funding for renewables, and to establish climate finance institutions to further this goal. The resolution, after being agreed upon and signed by all 25 MPs who attended the workshop, was presented in a plenary session and adopted by the Pan-African Parliament as a whole, with its recommendations forming part of the Official Recommendations and Resolutions issued by the 3rd Plenary Session of the Pan-African Parliament in November, 2013. These documents were subsequently submitted to the African Union, and distributed by the AU to the governments of all 54 member states in 2014.

A second workshop was held in August, 2014. With the approximately 40 attending MPs adopting a set of policy recommendations for renewable energy development among Pan-African Parliament States, including the 1% recommendation of national budgets. The process is still due to follow the same steps as per the previous Recommendation: being presented thus approved in a plenary session before being sent to the AU and delivered to African Governments.

3.1.9 Implementation in Tanzania

PARE's launching in Tanzania arrived at a great time of political stability, as it entirely occurred between election periods. The Parliament to which PARE was due to work with was the one selected in October, 2010, with the next election still to be scheduled, foreseeable by 2015²⁵. Preliminary contacts began via members of the Tanzanian Delegation to the Pan-African Parliament (see South Africa's section), in order to create a parliamentary group within the Tanzanian Parliament²⁶. Two Tanzanian MPs subsequently attended the Parliamentary Forum in Doha, including a member of the Tanzanian delegation to the Pan-African Parliament.

In May 2013, the PARE Regional Director held one-on-one meetings with ten MPs, previously identified as being potential core members of a Climate Parliament group. Following the meetings, a draft constitution and terms of reference for the group were produced and submitted to interested MPs for feedback. In addition, a formal letter was presented to the Speaker of the House regarding the potential formation of the group. The group was launched in September, 2013, month in which the Regional Director met as well with the Minister and the Deputy Minister for Energy. The Tanzanian Deputy Minister for Energy is also an MP, and he expressed interest in joining the Climate Parliament network. In addition, the PARE project was formally introduced to a plenary session.

After consultations with MPs it was decided that, instead of launching a formal Climate Parliament group of MPs in the National Assembly, the PARE project would work instead with an existing group, the Tanzanian Parliamentary Friends of the Environment (TAPAFE). The argument and subsequent

²⁵ Besides, as of the 2010 election there are signs that other parties are beginning to erode the CCM's control of the Parliament. Though still withholding a powerful majority, it represents a significant slide in popularity since 2000, when the CCM was 93% of the camera.

²⁶ The Tanzanian Parliament -also referred to as the Bunge- is unicameral and has 357 seats. It has legislative power over the whole of Tanzania, even though Zanzibar²⁶ has its own subsidiary House of Representatives to make laws especially for Zanzibar. The Zanzibar House of Representatives has 50 seats. As in the case of South Africa, the Tanzanian political life has been dominated by the ruling Revolutionary Party (CCM), in power since 1992²⁶, and which continues to control the country's Executive and Legislative branches: it currently holds 259 of the 357 seats in the Assembly, a majority by slightly more than 70%.

explanation is that the Tanzanian Parliament already had one parliamentary group working in the field of the environment. TAPAFE is a long-standing parliamentary association of around 35 MPs, which in the past has concentrated mainly on issues of environmental degradation such as deforestation and CFCs. After discussions with the Regional Director, MPs belonging to TAPAFE agreed to expand the agenda of the group to concentrate more on climate change, renewable energy, and off-grid renewables. The arrangement has worked well, and is to be considered a huge success in terms of the pure PARE's objectives. It has as well provided the project of a unique perspective in terms of ownership.

After the decision to work with the TAPAFE group (see above, section 1.2) MPs in the group have decided to work towards a new renewable energy policy for Tanzania, focusing in particular on off-grid applications of renewables and mini-grids to help fight energy poverty amongst the millions of Tanzanians who still lack access to modern energy services. To provide specific technical assistance to the MPs, the PARE staff has drafted and produced an overview briefing document on mini-grids. The document covers the different policy and investment frameworks which can be introduced to encourage mini-grids, and examines how to address challenges currently preventing the wider deployment of mini-grid systems. The document was presented to MPs at the PARE Parliamentary Forum on Off-Grid Renewables, held in Dar Es Salaam, Tanzania, in December 2013, and also distributed to TAPAFE members via email.

Building upon the initial contacts made during 2012 with members of the National Assembly, a parliamentary workshop was organised by UNDP on the 5th May 2013. The workshop featured a presentation on the PARE project, the benefits of renewables for Tanzania, and possibilities for increasing its deployment in the country through parliamentary action and the establishment of national targets. It was attended by 128 MPs, including six deputy ministers, and chaired by Mr James Lembeli MP, the chair of the Parliamentary Committee for Lands, Natural Resources and Environment. At the conclusion of the workshop, the assembled MPs agreed to recommend that the government do more to promote renewable sources of energy, and called for further capacity building workshops to be organised in the future.

3.1.10 Implementation in Tunisia

Since the Tunisian protests of 2011, the current Parliamentary system and constitution is under review, and is likely to be substantially modified in the near future. In the meantime, Tunisia is being ruled by a caretaker government under Beji Caïd Essebsi.

The first contact between PARE and Tunisian MPs came via the UNDP country Office in Tunis, which made contact with the Tunisian MP Mr Dhammir Mannai. From Q1 of year 2 (2013), Climate Parliament started the process of identifying potentially interested MPs and making contact with them. The cross-party group was officially launched in June 2013 with the MPs identified. Convened by Mr Dhammir Mannai MP, the cross-party group comprised a core of 7 MPs and included the chairs of both the Committee on Infrastructure and Environment and the Committee on Energy, Agriculture and the Production Sector. During the PARE staff mission in June 2013 the project was also presented to the first Vice President of the Tunisian National Assembly, Mme Mehrezia Laabidi, who subsequently undertook to support the work of the Climate Parliament by instructing each parliamentary group in the Tunisian National Assembly to delegate two or three MPs to join the parliamentary group.

During the course of initial meetings with PARE staff an increasing understanding of the scale of the climate-related challenge was developed among local MPs. A discussion on how constitutions can help or block deployment of renewable energy at the Climate Parliament Annual Forum in Morocco in 2013 provided the initial inspiration for the idea to include a commitment to climate action and environmental protection in the new constitution that was being developed at the time. Feedback from the leader of the Tunisian cross-party group showed the importance of PARE support, with Mr Mannai emphasizing that Climate Parliament and PARE had been his only learning support on renewable energy, including for developing the wording for the proposed constitutional amendment. This learning also led him to understand that the economics of renewable energy made sense for Tunisia, as well as understanding that a key obstacle was the lack of a legal framework for developing renewable energy and facilitating investment in the sector.

Building awareness and support for the proposed climate-related constitutional amendment required significant lobbying and many information and lobbying meetings with MPs. This process was supported by PARE staff, who visited Tunis twice to meeting with Members of Parliament, as well as involvement of the UNDP country office. Tunisia's constituent assembly passed its long-awaited new constitution on 26th January 2014, including the amendment proposed by the Climate Parliament cross-party group of MPs (see Section 4 for further discussion on this). The climate clause was introduced in an amendment by Dr Dhamir Mannai MP, and was passed with near-unanimous support from the assembly: 144 votes to 0, with 4 abstentions

The success in securing a climate-related amendment to the new constitution created further impetus to promote renewable energy in Tunisia, and specifically to introduce legislation that would provide the necessary legal and regulatory framework. Meetings were held with counterpart Ministry staff, as well as with the Minister for Energy, and Climate Parliament provided two external experts to support this process. Climate Parliament also invited a very large number of Tunisian MPs, as well as investors, and was able to show government that investors were already ready to invest if the legal framework was put in place. Despite significant opposition from STEG, including a media campaign and industrial strikes, the cross-party group succeeded in getting the proposed Renewable Energy Bill passed in Parliament. This is also discussed further in Section 4.

3.2 General Implementation Experience

The main purpose of the PARE project was and is establishing a network of parliamentarians so that significant steps towards the adoption of more favourable legislation that could enable increased use of renewable energy. Hence, both the logic and the critical path of the action relies in: a) creating this network, to which extent selecting its members is fundamental; b) maintaining this network, adequately measuring its members' potential, as well as the political environment in which they are due to manoeuvre. A first look to this strategy is set out in the Description of the Action, and so described all along the activities' design.

The evaluation desk research suggests that while the core approach of PARE is relatively simple, greater detailing of the conceptual framework and approach would help improve implementation performance. Delays were experienced in some countries, or at the general project level, and it is likely that a stronger planning framework would have helped provide greater guidance and clarity in this respect. By conceptual framework, we mean the conceptual underpinnings and assumptions

related to the PARE approach, both in terms of core features such as developing cross-party groups as well as assumptions, influencing factors and success factors related to the implementation environment in which PARE is operating. This implementation environment includes a range of contexts and factors, such as the relative power of the Parliament vis-à-vis the Executive, the culture of the Parliament, the regulatory and legislative of the energy sector etc.

Examples of how the conceptual framework could be strengthened include,

- greater detail and guidance on the time required to identify and select Members of Parliament,
- more detail on creating country assessments, in particular the design of such country assessments so as to provide a greater basis for strategy setting in the country,
- guidance on the different ways to increase awareness of renewable energy issues,
- develop influencing and advocacy (both within Parliament and outside).

The last point could for example include guidance on how to develop awareness-raising and campaigning initiatives. An example of how greater resourcing and guidance on developing and implementing awareness-raising and campaigning initiatives might have helped PARE is in the Tunisian experience referred to above, where in the lead-up to the vote in the Tunisian Assembly on the proposed Renewable Energy bill members of the Climate Parliament cross-party Parliamentary group found themselves facing a strong campaign against the legislation orchestrated by the *Société tunisienne d'électricité et du gaz (STEG)* through the media and trade unions, amongst others.

Regarding the step of **country assessments**, these documents provided useful baseline, although in some cases they could have provided more in-depth analysis with regard to strategy-setting, including identification of likely obstacles to be addressed. It is also not clear why Lebanon was finally selected, where the political situation had deteriorated by the time the project was launched (January, 2012), and yet it passed all of the criteria considered for its selection and was approved by the EC, yet implementation has proved to be impossible.

Regarding the **cross-party parliamentary groups** set up in each PARE target country parliament during the early stages of the project the implementation experience suggests that these groups having general been highly effective as a conceptual approach. Creating new networks that go beyond the established Parliamentary Energy or Environment Committees allows MPs to build parliamentary support for renewables across the political spectrum. As a result, renewable energy can draw on the support of MPs across many parliamentary committees and parliamentary traction for their initiatives is enhanced. The 'network effect' leads to increased motivation and commitment among interested MPs, and has proved highly successful in engaging significant numbers of women MPs. Cross-party action groups are also free from vested interests that may not look favourably on renewable energy. As such, they provide a more fertile breeding ground for swift and sustained parliamentary action. The value and momentum that can be created by cross-party groups can be in part gauged from the fact during the political tensions in Bangladesh that the members of the cross-party group continued dialoguing and working together.

Regarding PARE's efficiency, the **project partnership** between UNDP and Climate Parliament has in general worked relatively well, with each bringing complementary experience and skills to the partnership. UNDP's involvement has given the PARE project effective reach and on-the ground support in the PARE project countries. But most importantly, the involvement of UNDP has been an important asset in implementing the Climate Parliament approach where UNDP involvement facilitated

entry and access to MPs, (with this being a point that was repeatedly raised by MPs in interviews). This was particularly the case for example in Tunisia, India and Bangladesh. In Tunisia, initial approaches by UNDP were instrumental in identifying key potential renewable energy champions and working them to understand the potential of renewable energy in Tunisia. Similarly, continued support by UNDP and Climate Parliament staff in Bangladesh and India was instrumental in fostering the momentum generated. Looking to the future, an area for reflection might be whether more learning from the most successful countries can be transferred to the countries where the national environment has proved much more challenging.

At the overall level the project implementation appears to have been partly efficient, but it is likely that there is considerable scope for improvement. Notwithstanding the difficulties in implementing this project in a large number of countries, the project set-up and mobilisation took too long, and left reduced time for cross-party groups to work on their respective national goals and agendas. For example, delays occurred before UNDP had put in place a project manager, at times, the impression has been obtained that implementation of the project could have benefitted from a tighter overall management – no doubt part of the challenge has been working in distant countries simultaneously, but the tele-working practice of Climate Parliament staff in the UK may also have mitigated at times against more effective communication and project tracking (even if it of course brings clear cost advantages in terms of reduced office costs), for example in less face-to-face meetings to review project progress, assess challenges arising and appropriate solutions, and ensure a strategic management perspective is maintained on all activities. On UNDP's side, the fact that project structure as such did not foresee country office engagement beyond technical support was also somewhat of a constraining factor.

Regarding **project monitoring**, the project does not appear to have an effective formalised manner of tracking progress, and identifying key success factors or systemic challenges that need to be addressed. This is in part related to a lack of strong strategic dimension to the project management, as well as the lack of a detailed methodological road map where assumptions on core intervention approaches could be tested against the experience of implementing in ten often diverse national country contexts.

Regarding **project reporting** two Annual Reports have been produced and submitted by UNDP and approved by the EC for 2012 and 2013. The quality of the reporting is at one level detailed, but in some cases there is a lack of sufficient detail and explanation regarding highly relevant aspects of the implementation processes. One example is a general lack of description of how cross-party working groups have functioned, and any good/better practice with regard to these groups, while another is a lack of detail on at least some Technical Assistance mission carried out by UNDP. There is also a lack of an overall analysis of the project across countries. Similarly, the project reporting does not seem to be sufficiently used as a mechanism for project learning, where key success factors and learning are distilled. It should be pointed out that this may in part emanate from the EC's General Conditions regarding narrative reports (e.g. Article 2.4 of the General Conditions). Another weakness is that the overall reporting could have focussed less on narrative reporting of activities, and more on assessment against results attainment.

PARE communication and dissemination work has provided visibility for the projects work and results, as well as visibility for the EC's contribution, and EC visibility guidelines for EU-financed projects have

been respected. However, it is likely that there is also considerable scope for improvement here, as there has been room to improve the quantity and quality of material on AGORA. There is also likely to be scope to harness other visibility and impact benefits if Climate Parliament decides to further develop its own communication abilities, for example in using social media and online media more aggressively to harness the network of support MPs around the globe to support specific campaigns in various PARE target countries. Similarly, the lack of meaningful EU engagement with PARE has meant that it has not obtained the visibility 'return' it might otherwise have obtained from PARE. It is difficult to explain exactly why this has happened, as a review of PARE management and interaction within the EC is not within the scope of this evaluation. However, a number of factors appear to have contributed, even if the relative importance of each is difficult to quantify. One such factor that has resulted in the EU not making a contribution beyond its financial support appears to have been that responsibility for the project changed hands numerous times as a result of staff changes within the EC. However, a more important factor may have been that the EC has not fully realised how it could benefit the EC's wider work in sustainable energy in partner countries, and a strategy on how to leverage PARE's potential to help it contribute to the EC's sustainable energy goals.

Overall, the evaluation work suggests that the core management structure and core project management processes such as project planning, monitoring, reporting, communication and dissemination can be strengthened, and thereby further increase value for money at the operational/efficiency level. One particular point to look at in any future successor programme would be a more integrated management structure between UNDP and Climate Parliament, and/or any additional organisation(s) involved in such a successor programme, in particular if some of the design points for consideration in the recommendations are taken on board in a future PARE successor programme (see Recommendation 3). Another key issue is the country-level focus, with the experience from PARE suggesting that there should be a more flexible approach, with the project management having autonomy to shift effort to other or new countries where some countries implementation context is proving too challenging in order to realise significant results within the project timeframe. This has been a major weakness in the current PARE design and has left the project to continue to work in some countries where greater results would have been possible if more focus could have been put on other countries or indeed new countries becoming involved.

4 PARE Results and Impact

Building upon the review of the implementation of PARE in Section 3, this section considers the results achieved by PARE (effectiveness) and the impact of these results.

4.1 PARE Results Against Target Outputs

This section builds upon the description in the previous section of the results and impact realised across the PARE countries and considers overall achievement of project results w.r.t. key project target outputs. Overall, PARE has proven to be quite successful in achieving a number of targets that had been set in the framework of the project. Targets that had been foreseen for the end of the project have in many cases already been reached in 2013, as is explained hereunder. However, it should be noticed that so far, the achieved results of PARE are mostly attributable to only some recurrent participating countries. India, Bangladesh, Morocco and Tunisia have for example contributed to a large extent to PARE's achievements while no results seem to be completed in South Africa or in the Republic of Congo.

Regarding **Output 1**, PARE was tasked with ensuring that legislators in beneficiary countries are better informed about the risks that climate change and scarcity of fossil fuels pose to their own country and the political will to develop renewable energy resources is enhanced in target countries. The target was to get 50 members of parliament across the participating countries to take part in parliamentary debates on sustainable energy. The initiatives taken to create a regional network of parliaments working on clean energy have proven to be effective as the set target has been surpassed even before the closure of the project. Indeed, the records show that 52 MPs were involved in parliamentary debates on sustainable energy already in 2013, while the target for 2014, the year of the project's closure, was to get 50 MPs to participate in such debates. Notable results were achieved in Morocco where the Climate Parliament requested VAT to be lowered on imports of RE equipment for example. Actions taken in Tunisia generated important changes such as the adoption of additional paragraphs on RE to Constitution. The involvement of MPs in debates on clean energy was also particularly enhanced in Jordan, Senegal and in India where 45 parliamentary questions were tackled, involving 8 members of parliament.

Furthermore, PARE's activities aimed at convening members of networks to international parliamentary hearings to examine policy ideas, question leading experts and conduct field visits to see renewable energy technologies in action. The observed results for 2013 were again fulfilling and already surpassed the targets that were to be achieved at the project's closure. Indeed, a total of 13 new government policy papers, speeches by ministers, new budget allocations or new laws enacted on renewable energy and fossil fuel reduction to which the project has made a contribution could be counted in 2013 while only 10 policy papers were initially foreseen to be achieved at the end of PARE. The biggest improvements could be observed in India, where new policy papers were established to increase India's budget devoted to New and RE and to consequently make the share of RE increase from 6% to 15%. Another major achievement was the restructuring of the National Clean Energy Fund (NCEF) and the creation of low-cost loans to renewable project developers. Additionally, a Renewable

Purchase Obligation has been introduced as a mandatory condition for state power companies. Morocco, Tanzania and Tunisia also yielded noteworthy results, for instance, Tunisian Climate Parliament MPs requested the Energy Ministry to draft new RE law and to set a new target of 30% RE by 2030.

Regarding **Output 2** (Parliamentarians in beneficiary countries have access to specific knowledge and support on renewables and climate policy through peer networks), a key action undertaken was the organisation of an annual Forum enabling key MPs to exchange experience and best practices and to discuss future initiatives. The final target of PARE was to get 250 beneficiary MPs to participate in the Hearings and Forum or join UNDP's AGORA parliamentary networking scheme on energy issues. Targets set for 2012 and 2013 were to have respectively 30 and 80 participating MPs and have been surpassed in both years. Indeed, 44 MPs attended the Forum and the Hearing and 15 additional MPs were in regular contact with the project in 2012. In 2013, the number of participating MPs raised to 105. Results for 2013 were driven to a notable extent by the achievements reached in Morocco and in Tanzania. Indeed, 22 MPs participated in Morocco's hearing while 33 MPs took part in Tanzania's Forum.

Regarding **Output 3** (Parliamentarians have enhanced capacity to advance well-developed policy proposals in their parliaments and in discussions with Ministers and officials, to replicate successful policies and best practices from other countries, and to monitor implementation of national policies in this field), activities to provide support to MPs in taking parliamentary initiatives at the national and regional levels, with a combination of parliamentary staff work provided by the CP Secretariat were organised to achieve this third output. Three indicators show that the yearly targets to be achieved were once again surpassed in 2013. The first indicator to attest this is the number of recorded parliamentary interventions on climate and energy. The final targets set by PARE for this indicator vary by country but the overall achievements in 2012 were that 10 MPs pledged at the Hearing to raise parliamentary questions on RE; 5 MPs pledged to introduce Private Members Bills and 3 MPs pledged to question their finance ministers during budget sessions. As for 2013, outstanding achievements were reached as 67 parliamentary interventions on climate and energy were counted compared to the 2013 target that had been set at 5 parliamentary interventions. Major achievements for that year were observed in India, where 45 Parliamentary Questions were raised by CP MPs on climate, renewable energy, rural electrification etc.

In Senegal and in Tunisia, CP MPs have raised RE issues onto the agendas of the Parliamentary Committees for Energy. Morocco presented optimistic results as well and recorded 13 parliamentary questions raised by CP MPs. The second indicator showing that progress is made towards the achievement of the third PARE output is the number of new parliamentary initiatives that were taken as a result of the project in support of renewable energy. The final threshold set by PARE was to attain 25 new parliamentary initiatives, 17 were already achieved in 2013. Bangladesh, India, Morocco, Jordan and Tunisia exhibited numerous improvements in this matter but transnational achievements could also be observed. A joint initiative on power trading was for instance taken between Bangladesh and India in 2012. Internationally, 15 MPs drafted and signed a joint declaration calling for a rapid shift away from FFs and to RE, urging all governments to consider ways to accelerate both public and private investment in RE, and to consider policy tools such as feed-in tariffs, renewable portfolio standards, and loan guarantees. Additionally, a statement of recommendations calling for increased government support for renewables was submitted to the AU in 2013, and is due to be distributed by

the AU to the governments of all 54 member states in early 2014. Some national major accomplishments were for example the Introduction of the Sustainable and Renewable Energy Development Authority Bill in Bangladesh in 2012, the call by CP MPs to the Indian Minister of Finance to raise national budget allocations for renewables to 1% and to create tax-free bonds to raise finance for RE projects in India or the Moroccan Energy Committee that requested the increase in government spending on renewables by 10% in 2014. Finally, the third progression indicator for PARE's third output is the number of participating MPs who started to act on climate change and energy legislation or budget initiatives. In 2013, 48 MPs active on climate and energy legislation could already be counted while PARE's final target was to involve 50 MPs. All participating countries except for South Africa and the Republic of Congo contributed in yielding these optimistic results. In Morocco, 8 MPs got active on climate and energy legislation; Jordan accounted 6, India 12 and Tunisia 7, to cite the prominent accomplishments for 2013.

Regarding **Output 4** PARE was tasked with ensuring that Parliamentarians are provided with a RE Policy handbook for legislators, available both in an interactive online format and in printed form, which provides an overview of policy options for promoting RE and gives legislators all the information that they need to start developing policy proposals. To achieve this, online legislative tool kits were created, Renewable Energy Handbook for legislators and other knowledge products to support on-going parliamentary action were disseminated and interested MPs were enabled to share best practices through the AGORA Parliamentary web portal. These actions have proven to be efficient given the 18817 viewed, downloaded or distributed Renewable Energy Handbooks for legislators that were registered in 2013. The PARE project had indeed set the final threshold at 10000 views, downloads or distribution of the handbook. Another milestone was that the CP database of renewable resources and UNDP knowledge products were made publicly available in 2012. Overall, the evaluation findings show that the targets under the 4 PARE Target Outputs have been surpassed, even without taking into account the results from Year 3 (2014), which are currently being compiled by the project.

4.2 PARE Follow-on Impact and Value for Money

In **Bangladesh**, PARE has succeeded in bring about important changes in the renewable energy landscape (policy, legislative framework, financing and installed or deployed capacity) since the project started to work in 2012. A big problem in the past was the lack of a framework for renewable energy investment in Bangladesh, as well as no authority with a mandate and capability to assist the national government authorities and investors to set up investment projects. The development of SREDA and the REF means that these weaknesses have been addressed, and are significant achievements first and foremost because of what they make possible for the future.

A first key achievement has the allocation of Taka 15 million (USD 0.19 million) from the national budget to the newly established Sustainable and Renewable Energy Development Authority (SREDA), with some prospects for a further increase of more than 20% in this allocation to Taka 18 million (USD 0.23 million). This achievement, while it might appear of limited importance in comparison to the funding provided for the Renewable Energy Fund (see below), nonetheless constitutes an important achievement as it sets the precedent for national budget financing for SREDA. A second achievement has the government's launch of a new **USD 52 million Renewable Energy Fund (REF)**, which represents a key milestone in the development of renewable energy in the country as it constitutes the

first Government renewable energy fund. The work of the parliamentary energy group has been instrumental in getting the government to commit to setting up this fund and allocating the financing for the fund.

The implementation of SREDA represents an important result in developing renewable energy in Bangladesh. Moreover, the role of the PARE cross-party MP group in bringing this about needs also to be considered in a context where the national parliament has shown little initiative in formulating bills of its own. Since 1991, all bills passed by the Parliament were instituted by the Government, and only six Private Members Bills have been passed in the last 38 years.

The above achievements raise the issue of what has been the role of PARE in bring about these landmark achievements (and what would have happened had no PARE project been put in place). Interviews with Bangladesh MPs showed that have they were not only very clear on the value of PARE, but were convinced that had PARE not existed these achievements would not have happened until much later. For Bangladesh MPs in the cross-party group, Climate Parliament has been instrumental in convincing the government and Prime Minister of the need to promote Renewable Energy, both through the MPs group's work and the visits of external CP experts (including though not exclusively Nick Dunlop, the Regional Director, coordinating teams, etc.). Knowledge from CP has been fundamental when allowing the group to lobby and convince key government personnel, civil service and parliamentary stakeholders on the importance of developing renewable energy. Overall, Bangladesh therefore stands out as one of the major successes of the PARE project.

In **India**, the high level of activity and lobbying that has been carried out by the Climate Parliament group of MPs in India has yield significant results. Firstly, the lobbying work carried out via the January 2013 memorandum to the Finance Minister and follow-up meeting was instrumental in the Government announcing in September that it would allow 13 public sector institutions to raise nearly INR 48,000 crore (USD 7.8 billion) in 2013-14 through tax-free bonds, to meet their infrastructure investment needs. The new scheme includes allowances for the Indian Renewable Energy Development Agency (IREDA) to raise INR 1000 crore (USD 162.4 million) by issuing such bonds - providing a much-needed new source of funding for the Agency and for the Indian renewable energy sector. In the Union Budget 2013-14, the Government also promised to allocate a portion of the National Clean Energy Fund (NCEF) to provide low cost loans through IREDA – in line with the recommendations made in the January memorandum.

Another significant result has been the increase in the budget for the Ministry of New and Renewable Energy (MNRE), which has now increased from INR 3355 crore in the 2012-2013 budget to INR 5519 crore (USD 896.23 million) in the 2014-15 budget. Moreover, the revision of the National Clean Energy Fund (NCEF) Guidelines has led to additional funding of INR 1,875 crore (USD 304 million) for two important programmes and a further INR 941 crore (USD 152.80 million) allocation from the NCEF to the Ministry of New and Renewable Energy. Another key result from PARE MPs advocacy work has been the enactment of the Companies Act in 2013, under which renewable energy projects will be considered as CSR initiatives. This can generate 15 - 20000 Crore INR per year and a portion of this now can be routed to the renewable energy projects in India. The influence of the Climate Parliament MPs group can also be seen in the Indian Parliament's Standing Committee of Energy accepting the agenda suggested by Climate Parliament India. This Committee presides over Ministry of Power and Renewable Energy Affairs, and is thus quite powerful.

A number of other activities are summarised in Annex 3. It is important to also point out that some of the work of the Climate Parliament cross-party group members has generated considerable publicity, with articles describing the work of the Climate Parliament group of MPs, including profiles, news stories on parliamentary actions, and interviews with MPs, have appeared in the Financial Express, the Pioneer, Energy Next, Money Control, Business Standard, Panchabhutha, Samachar.com, The Hindu, The Indian Express, Web India, Business Line, CIOL, India Gazette, News India Online, The Weekend Leader, Two Circles Net, and Yahoo News India.

In **Morocco**, PARE has recorded a number of noteworthy successes. Firstly, it secured a commitment from the new Energy Minister looking into setting up a dedicated national regulatory agency for renewable electricity, and to work collaboratively with the cross-party group during 2014 on this issue. Another success has been the passing of the cross-party group's motion in Parliament for a reduction in VAT charged on imports of solar panels and renewable energy equipment from 20% to 13%, with this reduction coming into effect at the beginning of 2014. The cross-party group has also succeeded in securing increased financing for applied research projects in renewable energy, with USD 4 million being allocated for five projects. Two of which had been submitted to the Ministry for Energy by Climate Parliament MPs. Another achievement was a reduction in the fossil fuels subsidy, following lobbying by MPs from the cross-party group. Regarding the amendment to the Environment Bill to expand the remit of the Economic and Social Council, this amendment was adopted in plenary and the Environment Bill was duly voted on in 2014. This has involved months of work by the Climate Parliament MPs, supported by PARE staff, to build the necessary parliamentary support for the bill to ensure its passage.

In **Tunisia** the passing in January 2014 of the amendment to the new constitution proposed by the Climate Parliament cross-party group of MPs must stand as one of the most impressive achievements of the PARE project. Under Article 44 of the new constitution the state is obliged to guarantee "a sound climate and the right to a sound and balanced environment" and "provide the necessary means to eliminate environmental pollution". With the passing by Parliament of the Climate Parliament/PARE-sponsored amendment on a specific commitment to tackling climate change Tunisia has become the first country outside of Latin America to make a constitutional commitment to combatting climate change, and represents a landmark achievement of the cross-party group in Tunisia and the PARE Project in general.

A second major achievement in Tunisia has been the passing in Parliament of a Renewable Energy bill despite significant opposition mobilised by the national electricity utility STEG. The scale of opposition mobilised by STEG, as reported during the field interview programme, underlies the scale of achievement that this legislation represents, while the support provided by PARE staff from Climate Parliament in particular and also UNDP has been impressive. Significantly, the new law on renewable energy has a provision for a regulatory agency. It should be noted however that further legislation will be required to operationalise this, and this will be key support need for the cross-party group going forward, as well as support and resources to combat the opposition that will inevitably come from STEG.

Some results have been achieved in **Senegal**, where a Renewable Energy Law was passed in 2012, which foresees raising awareness of all of the Senegalese population, as well as setting targets for renewable energy use in households, including targets related to energy provision for women and for

public lighting. However, little has been done to apply the provisions of the new Renewable Energy Law due to lack of finance. Another problem is that provisions to create incentives for Renewable energy deployment through VAT and import duty exemptions cannot be enacted by the Senegalese Parliament without first securing approval at the level of the West African Economic and Monetary Union (UEMOA)²⁷. In order to achieve this, the Senegal MPs group organised a mission to Benin to raise awareness among counterpart MPs there (this was organised under the auspices of the Commission General of the National Assembly, to ask them to make the case to key national actor such as the Ministry of Energy and the Ministry of Finance. Similarly, the Senegal Parliamentary group received a delegation from Togo, in an effort to mobilise understanding of the issue and support from Togo to support changing VAT and customs provisions at UEMOA level.

PARE support has also allowed the Parliamentary group to build awareness and commitment at the level of national government, where feedback from Senegal interviewees shows a clear perception that national government now understands the climate change issue and has significantly increased its commitment to addressing this. National MPs have also been lobbying the national government to subsidise households to take up renewable energy solutions. In contrast with other PARE countries such as the Republic of the Congo, the wider parliamentary context in Senegal has been broadly favourable. Elections took place in 2012, with the next general election foreseen for 2017, thereby providing the project with a broadly stable parliamentary framework within which to work.

Regarding **South Africa**, the lack of any meaningful progress with the South African Parliament has meant that no meaningful results have been achieved there, with effort instead diverted to the PAP. The principal results achieved to date have been the drafting of a set of resolutions at the PAP August 2013 workshop on climate change and renewable energy recognising the threat of climate change and calling on African governments²⁸ to develop new legislation to support renewable energy deployment to help prepare African countries for the necessary transition to renewable energy. These recommendations have formed part of the Official Recommendations and Resolutions issued by the 3rd Plenary Session of the Pan-African Parliament in November, 2013. These documents were subsequently submitted to the African Union, and distributed by the AU to the governments of all 54 Member States in 2014. The second workshop held in 2014 also led to MPs adopting a set of policy recommendations for renewable energy development among Pan-African Parliament States, including the 1% recommendation of national budgets, and this recommendation is in process of being presented thus approved in a plenary session before being sent to the AU and delivered to African Governments. While progress in South Africa has of course been disappointing, the recommendations adopted by the PAP can be used by other PARE African countries as another argument in their respective national advocacy work, and would probably be of further value in any enlarged PARE follow-up.

Overall, some of the results achieved by PARE have also brought significant impacts in their own right. Landmark achievements such as Tunisia's constitutional amendment and passing of its renewable energy bill, create other impacts such as increased motivation to continue to promote renewable energy and increased conviction among MPs in the cross-party group that the costs arguments for renewable energy need to be communicated. Similarly, in Bangladesh, the

²⁷ L'Union économique et monétaire ouest-africaine (UEMOA)

²⁸ Given the fact that the Pan-African Parliament is composed by MPs selected by other MPs, it is undoubtedly a great place for policy sharing, exploring replicability scenarios between partner countries.

implementation of SREDA and the creation of the first Renewable Energy Funding have not only a symbolic value and impact, but the Renewable Energy fund will create its own knock-on impacts in the renewable energy sector and in the wider society and economy.

Since its inception PARE has played an important and often decisive influence in initiating or influencing government decisions and legislation that has increased funding available for renewable energy by more than USD 1 billion across the target countries, thereby providing excellent value for money at the results and impact level. This figure also understates the total amount, as some of the increased funding will be repeated in increased annual budgetary allocations, while downstream knock-on effects (such as increased investment interest from other renewable energy financiers) is not considered. When one considers these results against the fact that PARE's experience and results also suggest that there is significant potential to achieve much more, in particular if management and implementation practices are strengthened, the future potential of a PARE-type initiative can only be described as very significant. This is also without considering the increased value proposition to the EU that a PARE-type initiative would entail if a comprehensive EU engagement strategy with such an initiative was developed, nor if a widened service offering included a much more explicit linkage to funding support for renewable energy in PARE target countries, and recommendations are provided in this regard.

5 Sustainability

A first sustainability strategy is presented in the Description of the Action (Point 5). This depiction, though, is rather general, although it foresees that by the end of its third year PARE would have contributed to creating sufficiently strong institutions for them to continue existing without any further support. This logic assumes that the establishment of cross-party networks would be sufficient for the PARE-related action to be sustainable over time, considering as well that the online communication systems and resources (e.g. AGORA) would continue to be available to MPs. Moreover, there is no mention in the project's narrative reports to other sustainability measures put in place to-date during the implementation period. Regarding financial sustainability, there is no mention of the financial sustainability of PARE, rather it is envisaged that "some of the renewable energy investors who are involved in the hearings and forum meetings may be ready to provide ongoing financial support", but no activity appears to have been explicitly targeted towards accomplishing this.

With regard to **sustainability prospects**, the prospects for sustained impact are mixed. In Congo-Brazzaville, given that a key PARE strategy for ensuring its sustainability is relying in the work of the cross-party groups, it is difficult to see strong prospects for sustained impact following the end of the current PARE project. In South Africa, there are no results in any case at national level, so sustainability is not an issue. The momentum developed in countries such as India and Bangladesh can likely be sustained to some extent, however over time a reduction in momentum will arise in the absence of PARE or similar support, partly as the loss of regional PARE staff will result in a drop of support to the cross-party groups in both countries.

Similarly, it is likely that progress in Tunisia and Morocco will be slowed also, linked in part to the loss of the regional PARE co-ordinator. The impact is likely to be more severe in Jordan, where the early state of work on a strategy to promote increased support for renewable energy will require significant and continued support. While in all these three countries expert support from Climate Parliament external experts through its funding support from the Swiss Development Cooperation will help to some extent, this will not be as effective without wider support, including local support on the ground.

Regarding prospects for sustained impact from PARE, feedback from a Senegalese MP stakeholder showed that there is concern that an end to EU support will also create loss of momentum in the country. Another concern is the need for PARE support to keep both MPs and the national government engaged, where a related concern is the power of lobby efforts related to the national electricity utility SENELEC.

Some of the project learning shows that sustainability can be enhanced by the development of good work practice. For example, in terms of seeking to make sure that the Climate Parliament work continues beyond the national elections in India MPs managed to have renewable energy policy commitments adopted in different political party manifestos (as a result of advocacy work carried out by the Climate Parliament/PARE Cross-party MP grouping) which required that after the elections the political parties have to take this work on. It would be important that this kind of good practice is captured exhaustively across the project, with a view to documenting the overall approach and

conceptual framework. Indeed, some such good practice or learning might also add value to the PARE *Renewable Energy for Parliamentarians* How-to Guide developed during the project, not least in adding a further contemporary and credibility boost by showing real examples from MPs' successes in other developing countries.

Regarding **current and future needs**, key needs going forward in Tunisia will be expert support for the development of the legislative texts that will implement the new renewable energy law, as well as for the development of the legislation to set up the new Regulatory Agency. Jordan's need will be varied, including support for the cross-party group, strategy development and significant capacity building on renewable energy, as well as research and support to implement communications and awareness-raising activities.

Numerous countries, including India and Bangladesh and Tanzania, have expressed the need for increased scale and breadth of support from PARE, including learning and experience-sharing for MPs, and for support capacity building and awareness-raising among other MPs and stakeholder groups. A recurrent need communicated by MPs is financing support to accelerate renewable energy deployment.

Regarding current and future needs in **Senegal**, one MP interviewee emphasised the importance of organising large-scale awareness to ensure wider understanding of the climate change challenge across the population.

Regarding current and future needs in **Tanzania**, one of the interviewee thinks CP does a very good job on parliamentary and legislative work, yet w.r.t discussion regarding global stakeholders to exchange experience a lot more interaction needs to take place. When questioned on whether Climate Parliament should take that role, the view was that this role should be taken on by CP, given that it is perceived as having developed a very strong credibility among MPs. Another key need emphasised in an interview with a Tanzania MP is funding support, in particular as the Indian government has not thought a lot about where to get the investment for the 130,000 MW capacity increase.

6 Learning & Value of the EC Contribution

This section considers the overall value of the EC contribution (Section 6.1) as well as the lessons learned / learning generated under the PARE project.

6.1 Value of the EC Contribution

Part of the evaluation mandate is to assess the value of the EC contributions. A first assessment here looks at the value of the EC financial contribution, and a number of points should be made in this regard. Firstly, the value of the EC contribution has been looked at in a global sense, and at the overall country level. Assessment of EC contribution to specific country-level activities is not possible, as all PARE funding has been pooled in one common project 'funding pot'²⁹ – moreover, even if possible, such an activity-based assessment would risk in some cases being rather academic given that by far the largest financing contribution to PARE has come from the EC (with some limited global funding support from the Danish Ministry of Foreign Affairs), and thus the EC contribution has de facto been a key reason in accounting for the results in almost all PARE countries.

One of the only partial exceptions is Senegal where some additional funding was obtained from GIZ to support activities. A second partial exception has been some of the impact secured in other countries linked to the input of one of the Climate Parliament external experts that has been funded with support from the Swiss Development Cooperation, such as for example the input provided by this expert in the work and achievements in Tunisia and in Jordan.

However, not only can the EC's financial contribution be linked to most of PARE's results and achievements, any assessment of the value of the EC's financial contribution must also take into account the reality that it was the EC's financial support that made PARE possible at the scale that it has been implemented. Without the EC's financial contribution, (and the financing contribution of the Danish Foreign Ministry), most of the work in the PARE target countries could not have been carried out, while many of the Climate Parliament regional staff could not have been engaged. Similarly, in the case of the valuable role of the Climate Parliament expert in Tunisia, this impact was possible only in the context of the preparatory work that had been done under PARE in the country.

In this respect, any assessment of the value of the EC contribution should therefore de facto be an assessment of the total project results, or if not the total results excluding some specific results in Senegal where GIZ support was involved. In this respect, the value of the EC contribution can be assessed as both significant and highly valuable given the overall results achieved under PARE, notwithstanding the scope for improvement that has been identified in this evaluation report.

6.2 Lessons Learned

The evaluation has identified a number of learnings of the PARE project, some of which are also relevant in terms of looking to the future and considering how a Climate Parliament approach can record increased results.

- a. A key learning (or confirmation/validation-related learning) is that the Parliamentary Advocacy and capacity building approach proves effective. While this is not news to Climate Parliament and UNDP, is nonetheless an obvious but important point to make from the evaluation perspective.
- b. The evaluation findings also suggest that more effort into writing out the modus operandi of the core Climate Parliament approach would also enhance clarity, ensure all possible tactical options are captured, and possibly help accelerate the attainment of results. This could include for example mapping out timeframes for progress in different countries, assessing where the process could be accelerated, as well as considering other options and activities to complement the core Parliamentarian-oriented approach (see Recommendation 3 regarding additional programme components)
- c. A learning identified by the evaluation is that any future PARE successor project needs to have an effective typology of each beneficiary country's energy sector, as this would lend greater focus to any strategy developed thereafter. The current PARE project for example made little distinction between African countries that have high connectivity through national electricity grids that cover most of their territory (e.g. the North African Mediterranean ring countries) and Sub-Saharan African countries where national grid coverage of rural populations can often be well below 30% of the total rural population. Similarly, high levels of connectivity through national electricity grids is one important factor in predicting the relative power of national electricity companies (in addition of course to the regulatory framework and whether generation, transmission and distribution are unbundled or not), and the likely reaction or level of opposition that might be expected to any PARE agenda in that beneficiary country,
- d. Another learning point is the importance of identify high-quality MPs, and in this respect PARE has been successful in many respects, with excellent examples being some of the MPs leading the work in Bangladesh, India and Tunisia. PARE has also been successful in identifying MPs after the elections (e.g. Indian and Bangladesh for instance). In terms of seeking to make sure that the work continues beyond an election the work in India is a good example, where MPs managed to put renewable energy in different political party manifestos (through the work of CP MPs) which required that after the elections the political parties have to take this work on.
- e. Another lesson learned has been that even if there are some inherent challenges in ensuring sustained impact due to the MPs losing their seat in elections, thereby depriving PARE of individuals who have developed interest, knowledge and influencing capacity on renewable energy in their parliament, this 'loss' may in at least some cases be less than appear, as some

²⁹ While the EC did expressed interest in linking its budgetary contribution in each country to specific activities and outputs and results, as pointed out in the inception report this is not possible as this was not specified at the outset of the project, and all PARE funding has been pooled in one common project 'funding pot'.

individuals stay involved and can influence through other non-MP Parliamentary roles or party management positions which they continue to hold. It may also be worthwhile that Climate Parliament considers how it could continue to benefit from these individuals in a more structured manner.

- f. Another lesson that has been highlighted in the PARE experience is the difference committed individual parliamentarians can make. This is particularly striking in the case of the Tunisia country experience, but the impact of dynamic MPs that bring leadership, energy and commitment is also to be seen in other countries, including India and Bangladesh. While this is in part not surprising given that the Climate Parliament and PARE approach is an approach that is focussed on MPs (and thus a highly human-centred approach), it is likely that the core approach can further be strengthened by considering how high-calibre MPs can be identified, but in particular supported, coached and mentored in order to help increase the prospects for registering above-ordinary results in promoting renewable energy in their respective countries.

7 Conclusions & Recommendations

This section considers the overall value evaluation conclusions (Section 7.1) as well as the evaluation recommendations (Section 7.2).

7.1 Evaluation Conclusions

The evaluation findings emanating from the desk research and stakeholder interviews show that the PARE project has proved itself to be an effective approach in promoting the take-up of renewable energy in many of the project countries. While there is scope for improvement, it is important to emphasise this point that the core PARE approach has shown itself to be effective.

In a considerable number of the target (project) countries the project has achieved its objectives, and considerable momentum has been created in terms of preparing the legislative and regulatory framework necessary to promoting increased uptake in renewable energy, as well as increasing national government budget funding for renewable energy, or the acceleration in the creation or deployment of new renewable energy funds or programmes.

The evaluation findings show that the targets under the 4 PARE Target Outputs have been surpassed, even without taking into account the results from Year 3 (2014), which are currently being compiled by the project. Regarding **project results**, the PARE project has proved in many respects to be highly effective, with some of the results achieved being impressive. In some countries, such as India and Bangladesh, the results are nothing short of impressive. In India, for example, the advocacy and lobbying work of the PARE cross-party group has played an important role in producing a number of key results, including the September 2013 decision of the Government to allow 13 public sector institutions to raise new income through tax-free bonds in order to meet their infrastructure investment needs includes allowances for the Indian Renewable Energy Development Agency (IREDA) to raise INR 1000 crore (USD 162.4 million) through such bond issuance, providing IREDA with a much-needed new source of funding and boosting the Indian renewable energy sector. In the Union Budget 2013-14, the Government also promised to allocate a portion of the NCEF to provide low cost loans through IREDA. Other significant results have been the increase in the budget for the Ministry of New and Renewable Energy (MNRE) to INR 5519 crore (USD 896.23 million) in the 2014-15 budget, more than double its size in 2012, while the revision of the National Clean Energy Fund (NCEF) Guidelines has led to additional funding of INR 1,875 crore (USD 304 million) for two important programmes and a further INR 941 crore (USD 152.80 million) allocation from the NCEF to the Ministry of New and Renewable Energy. Another key result from PARE MPs advocacy work has been the re-introduction of Generation Based Incentives in the 2013-2014 Union budget, following significant Climate Parliament lobbying, with this providing a further INR 800 crore (USD 129.9 million) for wind power projects.

In Bangladesh, PARE has registered two major achievements, the first being the allocation of Taka 15 million (USD 0.19 million) from the national budget to the newly established Sustainable and Renewable Energy Development Authority (SREDA), with some prospects for a further increase of more than 20%. A second achievement has the government's launch of a new **USD 52 million**

Renewable Energy Fund (REF), which represents a key milestone in the development of renewable energy in the country as it constitutes the first Government renewable energy fund. The work of the parliamentary energy group has been instrumental in getting the government to commit to setting up this fund and allocating the financing for the fund.

PARE has also recorded impressive achievements In Tunisia, where the passing by Parliament of the Climate Parliament/PARE-sponsored amendment on a specific commitment to tackling climate change has meant that Tunisia has become the first country outside of Latin America to make a constitutional commitment to combatting climate change. This represents a landmark achievement of the cross-party group in Tunisia and the PARE Project in general, and provided the momentum to develop and pass through a Renewable Energy bill in Parliament despite significant opposition mobilised by the national electricity utility STEG.

Even in some countries where the national context has in many respects been highly challenging, such as Jordan³⁰, there are nonetheless signs that a Parliamentarian-oriented approach such as in PARE could possibly achieve significant results over the coming 3-5 years. In contrast, no progress has been recorded in Lebanon, where the changes in the national political situation since the project approval have meant that the promotion of renewable energy has become less of a priority. In South Africa, the lack of cooperation from ANC has meant that a direct Climate Parliament approach to the South African Parliament has effectively been shelved, with efforts re-oriented towards the pan-African Parliament (PAP) in Midrand instead. In Congo-Brazzaville, the project has encountered numerous challenges, including the relative weakness of the Parliament compared with the executive.

PARE has therefore significantly under-achieved in a number of countries. However, many of the challenges faced have been outside of the control of the project, and thus it would be unfair to consider underachievement as a PARE failing per se. However, it is important to underline that the significant lack of progress in some countries is in many respects PARE's paying a price for the project design where the choice of target countries was fixed (irrevocably) in advance, and this relatively rigidity in this aspect of the project design should be carefully reviewed in any follow-up programme.

Any **assessment of the value of the EC contribution** should therefore de facto be an assessment of the total project results, or if not the total results excluding some specific results in Senegal. In this respect, the value of the EC contribution can be assessed as very significant given the overall results achieved under PARE³¹, notwithstanding the scope for improvement that has been identified in this evaluation report. This means that **the EC contribution to PARE has been intrinsically the financing catalyst for the biggest and most impressive results of the project.** Regarding other possible contributions of the EC beyond PARE financing support, there has been little to no policy or other co-ordination with the EC (be this with EC HQ, EU Delegations or relevant sustainable energy and energy reform projects in partner countries) and this has represented a real missed opportunity, and something that needs to be rectified under any possible further EC support for PARE in the future.

³⁰ Factors which have made the Jordanian context challenging include the significant power held by the monarch relative to the Parliament and the King's public policy commitment to nuclear energy.

³¹ As mentioned earlier, due to the difficult national environments PARE has under-achieved in some countries, but the overall collective results are still significant, mainly due to the results achieved in some countries, in particular India, Bangladesh and Tunisia.

Regarding the **efficiency** of the PARE project, the project partnership between UNDP and Climate Parliament has in general worked relatively well, even if there is scope to tighten and integrate the project management structure. UNDP's involvement has given the PARE project effective reach and on-the-ground support in the PARE project countries. But most importantly, the involvement of UNDP has been an important asset in implementing the Climate Parliament approach where UNDP involvement facilitated entry and access to MPs, as well as capacity building of MPs. This was a point that was repeatedly raised by MPs in interviews, and it is likely that Climate Parliament would have experienced more difficulty in gaining access to key MPs and government stakeholders had it been implementing the project on its own.

Regarding **lessons learned** the evaluation has identified a number of learnings from the PARE project, some of which are also relevant in terms of looking to the future and considering how a Climate Parliament approach can record increased results.

- a. A key learning (or confirmation/validation-related learning) is that the Parliamentary Advocacy and capacity building approach has shown itself to be effective, and in some cases, very effective. Moreover, more effort into writing out the modus operandi of the core Climate Parliament approach would also enhance clarity, ensure all possible tactical options are captured, and possibly help accelerate the attainment of results.
- b. There needs to be greater categorisation of countries in terms of the energy sector in different target countries, in order to give greater focus to any strategy developed thereafter. This should include greater distinction between high grid-coverage countries and low/lower-grid coverages, but also including a number of other key factors.
- c. Even if there are some inherent challenges in ensuring sustained impact due to the MPs losing their seat in elections, thereby depriving PARE of individuals who have developed interest, knowledge and influencing capacity on renewable energy in their parliament, this 'loss' may in at least some cases be less than appear, as some individuals stay involved and can influence through other non-MP Parliamentary roles or party management positions which they continue to hold.
- d. The PARE experience has also highlighted is the difference that committed individual parliamentarians can achieve, and it is likely that the core approach can further be strengthened by considering how high-calibre MPs can be identified, but in particular supported, coached and mentored in order to help increase the prospects for registering above-ordinary results in promoting renewable energy in their respective countries.

7.2 Evaluation Recommendations

This section sets out the evaluation recommendations, building upon the conclusions mentioned above under Section 7.1. In order to make the recommendations as operation as possible the recommended implementing stakeholders and the recommended timeframe are specified for each recommendation.

The table below provides a summary of these recommendations.

Evaluation Recommendations - Summary

Rec. No	Recommendation	Addressed to	Timeframe
R1	Improved Documenting of the Core PARE Approach	CP UNDP	Q1 2015
R2	Increased focus on Analysis and Lessons Learned in PARE Final Reporting	UNDP CP	Q1 – Q2 2015
R3	EC Funding Support for a Successor programme to PARE	EC, ALL	Q1 – Q2 2015
R4	Development of an explicit EU Strategy for Engaging with a PARE-type Successor Initiative	EC	Q1 – Q2 2015

These recommendations are elaborated below³²:

1. **Recommendation 1 - Improved Documenting of the Core PARE Approach:** It is recommended that the core PARE approach of building capacity and advocacy and legislative influencing via Parliamentarians is detailed in more rigorous manner into a detailed modus operandi, as well as some presentation support material. This will not only help future implementation in terms of developing plans for specific countries or regions, but also help to facilitate review and learning in both continued Climate Parliament work as well as any future EC-supported PARE successor project.

³² An additional recommendation that was included in the draft evaluation report was that the EC should consider favourably the requested no-cost extension from PARE project stakeholders to continue the project into part of 2015. This has been removed, as it is understood that the EC has proceeded with a time extension to the PARE project.

This should be led by Climate Parliament, with UNDP supporting in general, as well as contributing with respect to relevant learning and approaches etc. from its own parliamentary strengthening experience. This could include for example:

- a. Description of the core process for identification of potential CP MPs (processes, time periods, necessary research, success factors etc.)
- b. Development of guidance materials for Cross-Party Group members and leader(s)
- c. Development of a Categorisation Matrix/Target Country Typology for classifying target countries (grid coverage, type of energy access need, regulatory framework features, strength of key energy actors [e.g. electricity utility), nature and power of parliament, executive polity interest in Renewable Energy etc. etc.
- d. Considering which good practice and project learning could be integrated into the Renewable Energy Handbook

Recommendation Addressed to: Climate Parliament, with UNDP supporting

Recommended Timeframe for Implementation: Q1 2015

2. **Recommendation 2 – Increased focus on Analysis and Lessons Learned in PARE Final Reporting:** The final reporting from PARE should seek to more analytical than the annual project reports, as well as identifying key learning, success factors, key challenges and good practice. This will not only be highly complementary to the work in improving the documenting of the Core PARE Approach recommended above (*Recommendation 1*) but it will also help in the design of any successor project to PARE.

Recommendation Addressed to: UNDP, Climate Parliament

Recommended Timeframe for Implementation: Q1-Q2 2015

3. **Recommendation 3 - EC Funding Support for a Successor Programme to PARE:** Based on the results and impact of PARE, and in particular the scope for increased impact, it is recommended that the EC provides funding support for a successor project. The project has provided excellent value for money at the result and impact level, and there is significant potential to increase this return, creating a high-value proposition for EU support. However, beyond building on the successes and momentum of PARE, it is important that any successor programme takes into account the learning from the PARE project and addresses areas for improvement as well as addressing changing needs and maximising potential to seize opportunity and potential for advancing renewable energy deployment to the maximum.

In this respect a follow-up initiative to PARE should contain a more rigorous and explicit conceptual and methodological approach, leverage the EC's expertise and (non-financial) contribution potential, strengthened project governance and management, and has a structure that can reflect differing needs and increased complexity. Specific design aspects that are recommended for consideration are:

- a. Considering whether, beyond the immediate EC funding support, a broader coalition of donor agencies would further increase the potential impact of the initiative?
- b. Greater flexibility to engage in countries, following a rigorous pre-engagement analysis (using in part the Categorisation Matrix/Country Typology) recommended in Recommendation 2 above) and a clear strategy with detailed objectives and timelines.
- c. Greater differentiation of countries with higher rural energy access needs due to low national grid coverage in rural areas.
- d. Providing a much more explicit support for financing renewable energy projects, including possibly:
 - i. an 'in-house' PARE Catalyst Fund for financing smaller and/or demonstration renewable energy projects, to act as an increased incentive for MPs and governments to pass renewable energy-enabling legislation and policy
 - ii. a larger renewable energy financing facility (or facilities), either partly new initiatives or (more likely and desirable) linkages to existing EC facilities.
- e. A much stronger online support dimension, both for capacity building, mentoring, and knowledge-sharing.
- f. In the transition to such an initiative increasing the communication and visibility of the results of the current PARE project, particularly with and across the EC.

Recommendation Addressed to: European Commission, All,

Recommended Timeframe for Implementation: Q1-Q2 2015

Recommendation 4 – Development of an explicit EU Strategy for Engaging with a PARE-type Successor Initiative: It is recommended that the EC seriously considers developing a detailed strategy for how it can engage with a PARE-type successor initiative. While this may be seen as somewhat repeating above messages, it is deemed sufficiently important to include it as a separate recommendation. Firstly, it is an internal issue for the EC and thus somewhat different in nature to the above recommendations. Secondly, an explicit EU strategy and modus operandi for most effectively engaging with a PARE-type successor initiative can easily end up having many different dimensions, as it can for example involve:

- The EC as a key financier of the core operations of a PARE-type initiative
- The EC has a key partner in in-country advocacy and influencing actions
- The EC as a financing supporter of specific new renewable energy initiatives
- The EC as a providing of experience-sharing and capacity building through some of its own relevant programmes
- The EC as a facilitator of networking and visibility through visits to EU Member State Parliaments and the European Parliament
- Etc.

Annexes

Annex 1. Bibliography

	Document / Publication Title
1	Grant Contract between EC and UNDP– placing specially the focus onto the Special Conditions and Annex 1 (approved Description of the Action)
2	PARE End Of Year Narrative Report (2012)
3	PARE End Of Year Narrative Report (2013)
4	<p>Agora Materials, e.g.</p> <ul style="list-style-type: none"> • “UNDP and Climate Parliament Organise Renewable Energy Workshop”, • “Climate Parliament: Q's in European Parliament reveal huge cost of fossil fuels” • Agora Materials, news & articles • Agora Materials, e.g. videos such as “Parliamentary Action on Renewable Energy - how to end fossil fuel subsidies
5	How-To Guide, renewable energy for Parliamentarians (Handbook)
6	Summary Report (2013), as a <i>Briefing</i> on the Narrative Report
7	Overview of Achievements & Results (2012-2013-2014)
8	Interim Financial Report (2013)
9	Financial Report (2012)
10	Budget executed to date
11	Climate Parliament Website (various pages).
12	Climate Parliament Annual Forum 2014, Amman, Jordan – Presentations (various)
13	PARE Financial Successes in India and Bangladesh

Annex 2. List of Stakeholders Interviewed

List of Stakeholder Interviews Conducted

	Stakeholder Name	Position
1	Mr Nick Dunlop	Secretary General, Climate Parliament, UK
2	Ms Julia Keutgen	Programme Specialist, UNDP Bureau for Development Policy, UNDP Brussels Office
3	Mr Charles Chauvel	Parliamentary Development Advisor, UNDP New York
4	Mr Rudolf Rechtsteiner	Climate Parliament Expert, Switzerland
5	Ms Ndeye Lucie CISSE	Member of Parliament, Senegal
6	Mr Nahim Razzaq	Member of Parliament, Bangladesh
7	Mr Razee Fakhrul	Member of Parliament, Bangladesh
8	Mr Jitu Soni	Member of Parliament, Tanzania
9	Mr Dhamir Mannai	Member of Parliament, Tunisia
10	Mrs Wafa Bany Mostafa	Member of Parliament, Jordan
11	Dr Abdallah Al Khawaldeh	Member of Parliament, Jordan
12	Mrs Salima Faraji	Member of Parliament, Morocco
13	Ms Rachid Hamouni	Member of Parliament, Morocco

	Stakeholder Name	Position
14	Mr Kalikesh Singh Deo	Member of Parliament, India
15	Mr Sanjay Jaiswal	Member of Parliament, India
16	Ms Sumedha Basu	Policy Coordinator, South Asia, Climate Parliament
17	Mr Louis Seck	Policy Coordinator, West and Central Africa
18	Dr Mostafa El Aouazi	Coordinator MENA region, Climate Parliament
19	Mr James Corre	Programme Manager, Climate Parliament
20	Mr Mukul Sharma	Regional Director, South Asia, Climate Parliament

Annex 3. PARE Implementation in India (Supplementary Notes)

PARE Implementation in India (Supplementary Notes)

As mentioned in Section 3, a number of other activities have been carried out in India, of which some are summarised below.

In November, Mr Rajiv Pratap Rudy, a Climate Parliament MP, drafted and issued a letter (with the assistance of PARE project staff) to the Chairman of the Committee on Government Assurances, concerning the unsatisfactory response of the Ministry of Environment and Forests to a parliamentary question Mr Rudy had asked in May (one of the questions drafted by PARE staff), regarding the share of renewable energy in India's electricity mix.

Over the course of 2013, PARE project staff members, in collaboration with the energy consultancy firm Idam Infrastructure Advisory Ltd, researched and drafted an in-depth Expert Report on the necessary budgetary, fiscal and financial reforms for the development of renewable energy in India. The report is designed to act as a roadmap to identify parliamentary actions for stepping up renewable energy growth by focusing on financial, fiscal and policy mechanisms. Extensive one-to-one stakeholder consultations were also carried out with leading figures from the renewable energy sector, as well as government officials from the Ministry of New and Renewable Energy, the Planning Commission, the Finance Commission, and the Indian Renewable Energy Development Agency.

On the 5th August, a presentation by Idam Infrastructure experts was made to the Climate Parliament network of MPs during their Steering Committee meeting. The presentation highlighted various parliamentary initiatives that could accelerate renewable energy growth and achieve the NAPCC renewable targets as laid out under the 12th Five Year Plan. During this meeting, the MPs were able to present their own views on parliamentary action to promote renewables in India, and feedback on the progress of the Expert Report. The recommendations of the finalised expert report were further discussed during the steering committee meeting of 11th December 2013, and were used to help determine parliamentary strategy for 2014. It was decided by the steering committee that a memorandum to the Prime Minister should be drafted, stating the recommendations of the expert report and calling for government action in these areas. This was drafted in December and is due for submission to the Prime Minister's office in early January. The report was printed in December, and was presented to the final plenary session of the PARE Parliamentary Forum in Tanzania by the Indian delegates and the Chairman of the Climate Parliament, Sir Graham Watson MEP. It will be distributed to Indian MPs in the first quarter of 2014, as well as being formally presented to the office of the Indian Prime Minister by members of the Climate Parliament group.

Finally, at the request of MPs and as a priority for 2014, a discussion paper was commissioned by UNDP on how to accelerate the promotion of renewable based energy for off grid uses in India. The paper will gather detailed information on existing (and possibly past) policies, regulations, programs or

schemes for promotion of rural and/or off-grid/distributed generation as also for promotion of Renewable Energy Based Devices (REBDs) in rural areas, compile information on non-governmental initiatives for promotion of rural/off-grid electricity generation and REBDs and present recommendations and suggestions. Round table meeting organized with senior officials of relevant ministries, central electricity regulatory commission, developmental agencies, experts and off-grid energy service entrepreneurs discussed a research study titled 'Accelerated deployment of renewable energy devices for off grid regions'. The study has resulted in a discussion paper and set of recommendations to be worked upon by the Climate Parliament Group.