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# FINAL ASSESSMENT REPORT

May 2022

## ASSESSMENT OF DEVELOPMENT ACCOUNT PROJECT 1819 AH

### Regional Observatory on Sustainable Energy for Latin America and the Caribbean Region

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Regional Observatory on Sustainable Energy for Latin America and the Caribbean Region

**May 2022**

This report was prepared by Margarita Gonzales, an external consultant, who led the evaluation. Ms. Gonzales worked under the overall guidance of Raúl García-Buchaca, Deputy Executive Secretary for Management and Programme Analysis of the Economic Commission for Latin America and the Caribbean (ECLAC), and Sandra Manuelito, Chief of the Programme Planning and Evaluation Unit of ECLAC; and under the direct supervision of Anne-Sophie Samjee, Programme Management Officer of the same Unit, who provided strategic and technical guidance, coordination, and methodological and logistical support. The evaluation also benefited from the assistance of Paula Camila Muñoz, Programme Management Assistant of the same unit.

The support provided by the project partners at ECLAC, all of whom were represented in the Evaluation Reference Group, is gratefully acknowledged. Warm thanks go to the programme managers and technical advisers of ECLAC for their cooperation throughout the evaluation process and their assistance in the review of the report.

All comments on the evaluation report by the Evaluation Reference Group and the evaluation team of the Programme Planning and Evaluation Unit were considered by the evaluator and duly addressed, where appropriate, in the final text of the report. The views expressed in this report are those of the author and do not necessarily reflect the views of the Commission.


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# ACRONYMS

| ACRONYM | DEFINITION |
|---|---|
| **ADEME** | French Agency for Ecological Transition |
| **AFD** | French Development Agency |
| **BIEE** | Database of energy efficiency indicators |
| **FOREPLEN** | Regional Technical Forum of Energy Planners |
| **GEA** | Guyana Energy Agency |
| **GIZ** | Deutsche Gesellschaft fûr Internationale Zusammenarbeit |
| **IDB** | Inter-American Development Bank |
| **IRENA** | International Renewable Energy Agency |
| **OLADE** | Latin American Energy Association |
| **ROSE** | Regional Observatory on Sustainable Energies |
| **SDG** | Sustainable Development Goal |

# EXECUTIVE SUMMARY

## I. OVERVIEW OF THE ASSESSMENT SUBJECT

1. The Regional Observatory on Sustainable Energy (ROSE) for the Latin American and Caribbean Region was born following a recommendation from the seventh Energy Efficiency Regional Policy Dialogue, where the need for technical and institutional capacities to develop indicators and measure progress towards the seventh Sustainable Development Goal (Goal 7) "Ensure access to affordable, reliable, sustainable and modern energy for all" was identified. This SDG includes three targets related to energy access (7.1), renewable energy (7.2) and energy efficiency (7.3) and four indicators. Under its 11th tranche (2018–2021), the Development Account funded the ROSE project (1819AH), whose objectives were (i) to strengthen the technical capacities of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to Goal 7 and (ii) to enhance capacity of beneficiary countries to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of Goal 7. The project was implemented by the Natural Resources Division of the Economic Commission for Latin America and the Caribbean (ECLAC) between January 2018 and December 2021 with a budget of US$ 750,000. It provided direct support to Argentina, Cuba, Guyana, Panama, the Plurinational State of Bolivia and Uruguay.

## II. ASSESSMENT OBJECTIVES, SCOPE AND METHODOLOGY

2. The assessment of the ROSE project is an end-of-cycle review of the efficiency, effectiveness, relevance and sustainability of the project implementation, seeking in particular to document the results attained by the project in relation to its overall objectives and expected results. It also assesses the consideration and results of the project with regard to human rights promotion, gender and contribution to SDGs.

3. This assessment is guided by the United Nations Evaluation Group Norms and Standards for Evaluation and aligned with ECLAC Guidelines on Preparing and Conducting Evaluations. Its findings are based on document review, interviews with national, regional and international stakeholders, and an online survey. Data triangulation and analysis allowed the formulation of evidence-based findings, conclusions, lessons learned and recommendations. This evaluation was conducted between December 2021 and April 2022 by Margarita Gonzales and supervised by the Programme Planning and Evaluation Unit of the Programme Planning and Operations Division of ECLAC. Feedback provided by the Division and the Evaluation Reference Group was taken into account while finalizing the assessment.

## III. MAIN FINDINGS AND CONCLUSIONS

### *Relevance*

4. ROSE was relevant to address the need of Latin American and Caribbean countries to increase their capacity to report on Goal 7, and in particular to develop more relevant indicators and methods to measure their progress in relation to sustainable energy. Although it is not possible to tell whether the countries selected were the most relevant to receive ROSE support, for those that were selected,

the support was highly relevant and tailored to their needs. Some ambiguities in the project design gave the ROSE team additional flexibility to adapt its implementation modalities and enhance its relevance to countries' needs and priorities.

5. The project was aligned with the ECLAC Strategic Framework 2018–2019 and with the ECLAC programmes of work for 2020 and 2021. It was designed to contribute to Goals 7, 12, and 16, but also SDG 13, which was not mentioned in the project document. The integration of gender and human rights considerations in the project design was weak.

### *Effectiveness*

6. The performance of ROSE against its indicators of achievement was very satisfactory. In fact, ROSE fulfilled its indicators of achievement rapidly, but continued to provide and expand its support to the targeted countries. Progress in terms of capacities, tools and knowledge available was achieved to varying degrees in all of the countries that were supported, with four countries currently using ROSE achievements to develop action plans and policies. ROSE supported the advancement of several topics and processes in target countries, especially on energy poverty and energy efficiency, and to a lesser extent on renewable energy. There is still a long way to go for tools and methods to be fully integrated in national policies, and capacity gaps remain within national institutions. Discussions on gender equality are incorporated in the work of ROSE on energy poverty. However, the project did not actively promote the engagement of women in its activities. ROSE directly contributed to Goals 7, 12, 13 and 16, but may also indirectly contribute to most SDGs.

7. At the regional level, ROSE supported knowledge exchange by sharing tools, publications and policy papers developed in target countries through multiple media, including an online platform and forums. This contributed to building a consensus on sustainable energy indicators for the region and to the uptake of the concept of energy poverty.

8. Innovative elements such as the online platform and the development of energy poverty indicators contributed significantly to enhance the results of ROSE. The strengthening of networks of stakeholders within countries and at the regional level was an unplanned positive result of the ROSE project.

### *Efficiency*

9. The implementation of ROSE progressed in a timely manner for the first two years of the project, but was then hampered by the coronavirus disease (COVID-19) pandemic which prevented further travel. The project adapted efficiently to the changing conditions by transitioning to online meetings and reallocating travel funds to increase direct support to countries. The transition to online meetings allowed more people to be reached, more frequently and at a lesser cost, but came with limitation in terms of depth of engagement and of discussions.

10. The success and the efficiency of ROSE relied significantly on its partnerships with regional and international actors which provided valuable technical inputs into the project, even though these contributions are not sufficiently accounted for in its reporting.

11. The project's indicators of achievement were not adequately formulated to reflect the outcomes of the project and assess overall project performance. Their formulation was unclear and they did not incorporate the regional component or define the expected form that the observatory should take.

### *Sustainability*

12. There are encouraging signs with regard to sustainability of project results. In most of the countries targeted by ROSE, there are institutions and stakeholders committed to continuing to use the results of ROSE to advance their national processes. Regionally, there are strong foundations for ROSE results to be sustainable, in particular with regard to the sustainability of the online platform itself, but also the regional discussions initiated. The partnerships and the implementation structure of the project is favourable to the continuation of support on measuring progress towards Goal 7, for which the region still has great need.

## IV. LESSONS LEARNED

13. Sustainable energy is a complex theme that requires efforts in order to bring abut progress on several topics. ROSE contributed significantly to the definition of key concepts and to national and regional capacity to measure progress on this topic, but more support is required to expand the results to all sustainable energy topics across Latin America and the Caribbean.

14. The alignment of ROSE with the ECLAC programme of work is an asset for its sustainability, ensuring ECLAC commitment to monitoring progress on Goal 7.

15. Working with the right partners can help expand results and build sustainability, and ROSE achieved this by engaging its network of external and internal partners on different aspects of the project to provide expertise and data that it could not have achieved alone.

16. Providing support that is adequately tailored to the needs of the beneficiaries should always be a priority. From the beginning, ROSE provided countries with time and flexibility to agree on the needs and adjust to changing national priorities.

17. Much can be achieved without travelling, as the pandemic demonstrated, and a hybrid modality that carefully combines in-person and virtual activities has the potential to maximize engagement without compromising content.

18. The approach taken by ROSE to use each piece of research and national experience in new policy papers and presentations generated virtuous learning cycles, raising regional interest in the topics addressed in the project and fostering knowledge exchange between countries.

19. Incorporating gender in projects cannot be left to chance. Promoting the participation of women in regional events may not yield immediate results but it is a necessary step that will promote greater involvement of women in energy policy development.

20. The logical framework (logframe) and its indicators should be representative of the entire project and be valid and precise enough to provide information on the progress of the project towards its outcomes, without limiting the capacity of the project to address specific beneficiary needs. It is as important to design indicators that are accurate and relevant as it is to ensure that the means of verification for those indicators are realistic.

## V. RECOMMENDATIONS

21. ***Recommendation 1: ECLAC should explore ways to secure funding for a second, more targeted, phase of ROSE*** which would continue working as an umbrella for its work on sustainable energy indicators, while targeting topics not covered by existing projects like the uptake of energy poverty indicators in more countries, renewable energy indicators, and evidence on renewable energy technologies (geothermal, green hydrogen, low carbon mobility).

22. ***Recommendation 2: ECLAC and the Natural Resources Division should develop a strategy to promote the participation of women in regional dialogues, and in particular in events that involve public servants.***

23. ***Recommendation 3: The Natural Resources Division should provide stronger quality control with regards to the design of the project's logframe*** to ensure that indicators of achievement reflect the project's outcomes and allow the collection of relevant performance information while preserving flexibility to respond to changing beneficiary needs.

24. ***Recommendation 4: ECLAC should adjust its reporting on co-financing to better account for the contribution of co-financing to the achievements of its projects*** to better understand and value its convening role and better leverage the contribution of its partners in the future.

# 1. OBJECTIVE AND SCOPE OF THE ASSESSMENT

1. As the project "Regional Observatory on Sustainable Energy" (ROSE) comes to a close, the objective of this assessment is to review the efficiency, effectiveness, relevance and sustainability of the project implementation, and in particular to document the results attained by the project in relation to its overall objectives and expected results, as defined in the project document. Furthermore, the assessment evaluates whether the project activities and outputs respected and promoted human rights, whether it considered and contributed to gender equality, and its contribution to achieving Sustainable Development Goals (SDGs), especially Goal 7. As an end-of-project assessment, the focus is on identifying lessons learned and good practices from project implementation and assessing the likely sustainability of its achievements. Furthermore, the assessment is meant to be useful to identify the replicability or upscaling potential of the project.

2. The primary audience for this evaluation is, on the one hand, the Programme Planning and Evaluation Unit of the Programme Planning and Operations Division, which is responsible for the evaluation function at the Economic Commission for Latin America and the Caribbean (ECLAC), and the National Resources Division, which is responsible for project implementation. Other ECLAC divisions may be interested in the lessons learned and recommendations from this evaluation, such as the Statistics Division, as well as other regional commissions that may be interested in replicating the model.

3. The assessment covers the entire duration of the ROSE project from its inception in January 2018 to December 2021, although some activities which took place in January and February 2022 have been taken into account.

# 2. INTRODUCTION TO ROSE

## 2.1 BACKGROUND

4. ECLAC has developed a database of energy efficiency indicators (BIEE from its acronym in Spanish) with three components: a policy mapper, a data mapper and a policy database on measures for energy efficiency. ECLAC also possesses a Statistics Division which has developed CEPALSTAT, a wide database covering demographics, social, economic and environmental indicators for Latin America and the Caribbean.

5. In November 2016 at the seventh edition of the "Energy Efficiency Regional Policy Dialogue", ECLAC and the other Regional Commissions expressed that, when it comes to sustainable energy , countries lack "resources and institutional architecture to address some challenges in order to develop indicators that target the desired outcomes, to develop capabilities to gather and filter the data needed to track the indicators, to produce country-level and regional reports", especially in the context of assessing progress towards the Goal 7[1] which aims to "ensure access to affordable, reliable, sustainable and modern energy for all" and includes targets related to universal energy access, renewable energy and energy efficiency.[2] The fourth recommendation stemming from this high-level dialogue was:

> *"Support the establishment of a "Regional Observatory on Sustainable Energies – ROSE" at ECLAC, whose objective would be to coordinate research and analysis of data and policies on access to energy, renewables and efficiency, based on the positive experience of BIEE."*

6. This request was reiterated during the eighth edition of the "Energy Efficiency Regional Policy Dialogue" which was ratified and endorsed by all 15 country representatives. The Goal 7 targets and indicators are detailed in table 1 below.

**Table 1**
**Goal 7 Targets and indicators**

| **Goal 7** | |
|---|---|
| **Ensure access to affordable, reliable, sustainable and modern energy for all** | |
| **Target** | **Indicators** |
| **7.1** By 2030, ensure universal access to affordable, reliable and modern energy services. | 7.1.1 Proportion of population with access to electricity.<br>7.1.2 Proportion of population with primary reliance on clean fuels and technology. |
| **7.2** By 2030, increase substantially the share of renewable energy in the global energy mix. | 7.2.1 Renewable energy share in the total final energy consumption. |

[1] Project Document of the Regional Observatory on Sustainable Energies (ROSE).
[2] See [online] https://sdgs.un.org/goals/goal7.

| | |
|---|---|
| **7.3** By 2030, double the global rate of improvement in energy efficiency. | 7.3.1 Energy intensity measured in terms of primary energy and GDP. |
| **7.a** By 2030, enhance international co-operation to facilitate access to clean energy research and technology, including renewable energy, energy efficiency and advanced and cleaner fossil-fuel technology, and promote investment in energy infrastructure and clean energy technology. | 7.a.1 International financial flows to developing countries in support of clean energy research and development and renewable energy production, including in hybrid systems. |
| **7.b** By 2030, expand infrastructure and upgrade technology for supplying modern and sustainable energy services for all in developing countries, in particular least developed countries, small island developing states and land-locked developing countries, in accordance with their respective programmes of support. | 7.b.1 Installed renewable energy-generating capacity in developing countries (in watts per capita). |

Source: United Nations Department of Economic and Social Affairs.

## 2.2 OVERVIEW OF THE PROJECT

7. The ROSE project was established with the long-term goal of strengthening national capacities of all Member States in Latin America and the Caribbean to design, implement and monitor evidence-based sustainable energy action plans and policies. Its objectives as a Development Account project are:

- To strengthen the technical capacities of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to Goal 7.
- To enhance capacity of beneficiary countries to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of Goal 7.

8. Six target countries were selected to benefit directly from this project for support in designing and implementing evidence-based sustainable energy policy, namely Argentina, Cuba, Guyana, Panama, the Plurinational State of Bolivia and Uruguay.[3] Key project information is presented in table 2.

**Table 2**
**Key project information**

| | |
|---|---|
| **Project name:** | Regional Observatory on Sustainable Energy for Latin American and Caribbean Region |
| **Start date:** | January 2018 |
| **End date:** | December 2021 |
| **Budget:** | US$ 750,000 |
| **Target countries:** | Argentina, Bolivia (Plurinational State of), Cuba, Guyana, Panama, Uruguay |
| **Executing entity:** | ECLAC |

Source: Project Document 11th Tranche of the Development Account and Progress Report 2020.

[3] Project Document of the Regional Observatory on Sustainable Energies (ROSE).

9. It should be noted that some of the project activities are still ongoing.

10. The solutions proposed by the project in its project document included:

a) Integrating and facilitating the access to relevant information

b) Making it possible to compare data and policy to other countries of similar development context

c) Endorsing the development of the necessary analytical tools for evaluating and applying data and information to policymaking

d) Encouraging a coherent view of environmental, social and economic considerations regarding energy resource management and use

e) Increasing the number of energy projects with gender equality

f) Promoting the conditions to discuss and learn from policymakers from other countries

11. As detailed in table 3, the solutions proposed involved primarily capacity-building activities, technical support, and policy papers. In 2019, activities A1.8 – A1.10 and A2.5 (in italics in the table) were added as a response to specific requests for support from countries (Guyana and Argentina). Activity A1.7 was added as a result of growing interest from countries to explore and measure energy poverty.[4]

12. Three new activities were subsequently incorporated as part of a COVID-19 Project amendment:

- New activity A1: Elaborate a full diagnosis of energy insecurity in the Latin American and Caribbean region: main opportunities and policy recommendations
- New activity A2: Elaborate proposal of new needed indicators and development of new indicators using available data from census and other type of national surveys (when possible)
- New activity A3. Organization of the Regional Dialogue "Access to Electricity in Pandemic Times and Post actions"

13. These activities aim "to support governments of the region in the design of policies and regulations based on evidence in order to address the lack of access to energy by the most vulnerable sectors in the face of COVID-19." These are not included in the table below as the amendment does not specify to which outcome these were expected to contribute.[5]

[4] ECLAC T10 and T11 Additional Funding Requests 1819AH.
[5] COVID-19 Project amendment, 2020.

**Table 3**
**Project objective, outcomes, indicators and activities**

| Outcomes | Indicators of achievement | Activities |
|---|---|---|
| **Objective:** To strengthen national capacities of Member States in Latin America and the Caribbean to design, implement and monitor evidence-based sustainable energy action plans and policies | | |
| **OC1.** Strengthen the technical capacities of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to SDG7 | **IA1.1** 75% of trained national officers acknowledge having improved their capacities to produce relevant and comprehensive data sets to monitor indicators related to SDG 7, as a result of project activities and output.<br>**IA1.2** At least 3 out of 6 beneficiary countries adopt new methodologies to produce relevant and comprehensive data sets to monitor indicators related to SDG 7.<br>**IA1.3** At least 75% of stakeholders from beneficiary countries acknowledge the usefulness of the ECLAC ROSE to monitor the progress on the achievement of the SDG 7. | **A1.1** Organize 1 kick-off coordination workshop with project partners and stakeholders.<br>**A1.2** Design and development of the "Regional Observatory on Sustainable Energy-ROSE".<br>**A1.3** Organization of 1 International Conference to be carried out in the final phase of the project, for the official presentation of the ROSE.<br>**A1.4** Prepare a toolkit containing a template for data compilation, a methodological guide and a summary global report on indicators for all energy-related sustainable development goals and targets.<br>**A1.5** Organize 6 technical workshops for capacity building of beneficiary countries on data compilation process and indicators identification and classification (in collaboration with the Project Partners).<br>**A1.6** Organize advisory missions to beneficiary countries, aiming at supporting them in facilitating the gathering, compilation, analysis and use of national energy data and statistics for: i) policy analysis and design, and ii) monitor the national progress towards the achievement of SDG7.<br>***Additional activity A1.7*** *Development of an energy poverty indicator for the region.*<br>***Additional Activity A1.8*** *Technical assistance to improve accessibility of energy data. (Guyana).*<br>***Additional Activity A1.9*** *Development of a tool to streamline data collection (Guyana).*<br>***Additional Activity A1.10*** *One workshop with all the energy data stakeholders in Guyana (Guyana).* |
| **OC2.** Enhanced capacity of beneficiary countries to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of SDG7 | **IA 2.1** At least 75% of trained policy makers acknowledge having improved their capacities to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of SDG 7.<br>**IA2.2** At least 75% of stakeholders acknowledge having benefitted from the data and analysis of ECLAC ROSE for the design and implementation of evidence-based policies and action plans for sustainable energy, oriented towards the achievement of SDG 7.<br>**IA2.3** At least 3 out of 6 beneficiary countries have designed and/or adopted evidence-based policies and action plans for sustainable energy, oriented towards the achievement of SDG 7. | **A 2.1** Prepare and publish 3 annual reports on the attainment of the energy-related sustainable development goals in the six beneficiary countries.<br>**A 2.2** Develop 2 policy papers.<br>**A 2.3** Organize 6 national policy workshops for capacity building of beneficiary countries, in which the Regional Reports (A2.1) and the Policy Papers (A2.2) prepared by ECLAC will represent the substantive base for discussion and benchmarking.<br>**A2.4** Organize advisory missions to beneficiary countries, aiming at supporting them in developing sustainable energy action plans and/or dedicated policies.<br>***Additional Activity A2.5*** *Study tour/Traineeship (Argentina).* |

Source: Project Document 11th Tranche of the Development Account and Progress Reports, 2018, 2019 and 2020.

## 2.3 PROJECT STAKEHOLDERS

14. The ROSE project was implemented by the Natural Resources Division of ECLAC. The implementation team was composed of two ECLAC staff members responsible for energy activities within ECLAC and a full-time consultant.

15. In addition to ECLAC, there were three main types of stakeholders involved in the implementation of ROSE:

- ***Target country stakeholders:*** These included the national focal points, who are the direct project beneficiaries, who identified the needs for support and received support from ECLAC and its partners through ROSE. In most cases, the processes in each country involved several stakeholders from energy ministries or departments, statistics departments, universities, or other organizations who were involved in the processes advanced through ROSE.
- ***Other Latin American and Caribbean countries:*** They were also beneficiaries of ROSE in its regional objectives, although their involvement was less intensive. Several countries continued activities initiated under the BIEE project.
- ***International organizations:*** Several international and regional organizations intervened in ROSE in different capacities:
  - International Renewable Energy Agency (IRENA): Provided technical support on renewable energy issues, including direct capacity-building for countries targeted by ROSE. IRENA also provided access to its data to develop renewable energy indicators.
  - French Agency for Ecological Transition (ADEME): Provided technical support on energy efficiency issues, including direct capacity-building for countries targeted by ROSE.
  - Latin American Energy Organization (OLADE): Provided technical support on energy poverty issues, including for developing tools and indicators.
  - Inter-American Development Bank (IDB): Coordination with ECLAC to ensure that sustainable energy data can be shared on the IDB Energy Hub.

16. Within ECLAC, the Statistics Division was also involved in the process by providing data and hosting collected data on CEPALSTAT. Several other organizations were involved in the process, including German cooperation and the World Bank. Several consultants were also involved, in particular the Red de Pobreza Energética (REDPE) from the University of Chile which provided support to three countries on energy poverty.

# 3. ASSESSMENT PURPOSE AND METHODOLOGY

## 3.1 EVALUATION QUESTIONS

17. The assessment is guided by the United Nations Evaluation Group Norms and Standards for Evaluation, in particular with regards to utility, credibility and independence. The assessment was undertaken in accordance with ECLAC Guidelines on Preparing and Conducting Evaluations. It assesses the performance of ROSE against the above-mentioned evaluation criteria, as defined by the Organisation for Economic Co-operation and Development - Development Assistance Committee. The evaluation also incorporates questions related to gender, human rights and the project's contribution to SDGs.

18. The questions asked in the assessment are detailed in table 4:

**Table 4**
**Assessment questions**

| | |
|---|---|
| **Relevance** | 1. How relevant are the ROSE design and its implementation model to the needs of its beneficiaries?<br>2. How aligned is the ROSE project with the priorities of ECLAC and with SDGs, gender equality and human rights? |
| **Effectiveness** | 3. To what extent did the project deliver on the expected accomplishments/outcomes, including with regards to SDGs, gender and human rights?<br>4. To what extent did the project achieve its objective at the country and the Latin American and Caribbean level?<br>5. To what extent did innovation contribute to the results of the project?<br>6. Were there any unexpected (positive or negative) results from the project? |
| **Efficiency** | 7. To what extent was the project implemented in a timely and cost-effective manner?<br>8. To what extent has partnering with other organizations enabled or enhanced reaching of results?<br>9. How efficiently did the project respond to unexpected (favorable or unfavorable) circumstances, and in particular to the COVID-19 pandemic?<br>10. Were the reporting, monitoring and evaluation requirements adequately designed and implemented to enable an effective tracking of project performance? |
| **Sustainability** | 11. How likely is it that sustainable energy indicators developed through ROSE in participating countries and at the regional level will continue to be used and updated within the region and beyond?<br>12. To what extent are the capacities built within countries to produce relevant sustainable energy data and implement evidence-based policies and actions likely to be sustained over time? |

19. For each question, one or more indicators were identified along with information sources and data collection methods. This is presented in the Assessment Matrix (annex A).

## 3.2 ASSESSMENT METHODS

20. The evaluation used a mixed-methods approach, relying on several methods to collect and analyze information, building evidence-based findings, conclusions and recommendations. Data was triangulated to ensure the validity of the evidence.

### 3.2.1 Desk review

21. The evaluator systematically reviewed all relevant documentation, screening it against the indicators. This included all documents pertaining to project design and implementation, such as the project document, requests for additional funds, progress reports, and country proposals. The review also included documents related to activities (event agendas, consultants' terms of reference) and outputs (databases, policy briefs and other publications). A full list of the documents reviewed is available in annex B – List of documents reviewed.

### 3.2.2 Interviews

22. The evaluator conducted a total of 15 semi-structured interviews with a sample of key informants. These included:

- ROSE implementation team (2 interviews).
- Other Natural Resources Division representative having collaborated with ROSE (1 interview).
- Representatives of beneficiary countries (5 interviews).
- Consultants supporting the project (2 interviews).
- Project partners (3).

23. Representatives from only one beneficiary country could not be interviewed, nor could an interview be scheduled with a representative from the Statistics Division. A complete list of the people interviewed is available in annex C – List of people interviewed.

### 3.2.3 Self-Administered Survey

24. An online survey was launched to collect data from a wider range of stakeholders. It targeted two main groups of stakeholders, namely the national focal points, both from participating and non-participating countries and country and regional stakeholders involved in ROSE activities (ministries, NGOs, private sector, research institutions). The survey was launched on 1 February, 2022 and closed on 15 February, 2022, with reminders sent on 4 and 8 February. A total of 23 responses were received. Four respondents were excluded as they were either not involved with ROSE or did not belong to one of the targeted groups of stakeholders; therefore 19 responses are considered in the survey. Their profile is summarized in annex D – Profile of survey respondents.

## 3.3 CHALLENGES AND LIMITATIONS TO ASSESSMENT METHODS

25. The assessment did not face major challenges and limitations. The survey response rate was relatively low (28.75%), which limits its validity.

# 4. FINDINGS

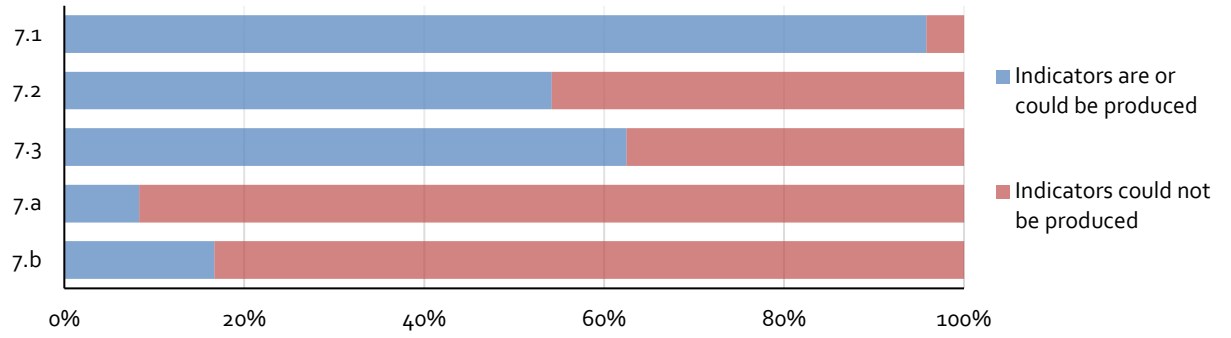
## 4.1 RELEVANCE

### 4.1.1 How relevant is the ROSE design and its implementation to the needs of its beneficiaries (both regional and from participating countries)?

#### REPORTING ON Goal 7 IN LATIN AMERICA AND THE CARIBBEAN AND IN TARGETED COUNTRIES

26. According to the ECLAC 2017 Annual Report on Regional Progress and Challenges in Relation to the 2030 Agenda for Sustainable Development in Latin America and the Caribbean, in 2016, the capacity of Latin American and Caribbean countries to report on Goal 7 was relatively better than for the other SDGs,[6] although significant gaps remained for most of the targets, as illustrated in figure 1.[7]

**Figure 1**
**Proportion of Latin American and Caribbean countries that produce or could produce Goal 7 indicators, by target, 2016**




Source: Economic Commission for Latin America and the Caribbean (ECLAC), "National Statistical Capacities Questionnaire for the Production of the SDG Indicators", Statistical Coordination Group for the 2030 Agenda in Latin America and the Caribbean, 2016.

27. The countries selected for support by ROSE had a good capacity to report on target 7.1 (Access to energy) and 7.3 (energy efficiency), but two countries (the Plurinational State of Bolivia and Panama) could not report on 7.2 (renewable energy). Only Argentina was able to report on 7.b and no country could report on 7.a. Data for Guyana was not reported in this paper (see table 5)).

[6] ECLAC, *Annual Report on regional progress and challenges in relation to the 2030 Agenda for Sustainable Development in Latin America and the Caribbean*, (LC/L.4268 (FDS.1/3)/Rev.1, Santiago, June 2017.

[7] Indicators for targets 7.1, 7.2 and 7.3 are considered Tier I indicators, meaning that "the indicator is conceptually clear, methodology and standards are available and member countries produce data regularly", while indicators for 7.a and 7.a are Tier III indicators, for which "methodology and standards for the indicator do not exist or are currently being developed or tested."

**Table 5**
**Number of Goal 7 indicators that ROSE countries had the capacity to inform, by target, 2016**

| SDG | Argentina | Bolivia (Plur. State of) | Cuba | Guyana | Panama | Uruguay |
|---|---|---|---|---|---|---|
| **7.1** | 2 | 1 | 2 | n/a | 2 | 2 |
| **7.2** | 1 | 0 | 1 | n/a | 0 | 1 |
| **7.3** | 1 | 1 | 1 | n/a | 1 | 1 |
| **7.a** | 0 | 0 | 0 | n/a | 0 | 0 |
| **7.b** | 1 | 0 | 0 | n/a | 0 | 0 |

Source: Economic Commission for Latin America and the Caribbean (ECLAC), "National Statistical Capacities Questionnaire for the Production of the SDG Indicators", Statistical Coordination Group for the 2030 Agenda in Latin America and the Caribbean, 2016.

28. For most of the targeted countries, and Latin American and Caribbean countries in general, the need for support was thus not specifically for reporting on the indicators for Goal 7 but improving national capacity to track their progress towards these goals more comprehensively. Several respondents from countries, but also from international organizations, mentioned that the SDG indicators are insufficient to reflect the complexity of national situations. They mentioned in particular the case for indicators related to Goal 7.1, which are binary and do not account, for example, for reliability and affordability of access, both elements that are considered in the formulation of Goal 7. The respondents to the survey conducted for this evaluation all agree that it is very important for Latin American and Caribbean countries to develop sustainable energy indicators and report on Goal 7. The need for support for developing methodologies for target 7a and 7b was not discussed, and was not actively incorporated in ROSE.

29. ROSE sought to address the challenge of developing and using more relevant indicators and methods to report on progress on Goal 7. This was summarized in the seventh Energy Efficiency Regional Policy Dialogue. ECLAC noted that "the region's countries do not count with enough resources and institutional architecture to address some challenges in order to develop indicators that target the desired outcomes, to develop capabilities to gather and filter the data needed to track the indicators, to produce country-level and regional reports." It also noted the need for "more centralized access to data" to enable "better decision making" in support of SDGs.[8]

***Finding 1: Latin American and Caribbean countries lack capacities to report on some of Goal 7 indicators, but are also looking to develop more relevant indicators and methods to measure their progress in relation to sustainable energy, and ROSE was designed to address that need.***

## RELEVANCE OF ROSE SUPPORT TO COUNTRY NEEDS

30. The criteria for selecting the six beneficiary countries were defined in the project document:

- The technical assistance given by or requested from ECLAC during the past years

[8] Project Document, 11th Tranche of the Development Account.

- The consolidated and continued commitment of the country in pursuing an energy transition towards the target of the 2030 Agenda for Sustainable Development
- The current need of the member country to receive support in designing and implementing evidence-based sustainable energy policies.

31. During the first technical meeting on ROSE implementation in October 2018, five countries (Argentina, Cuba, Guyana, Panama and Plurinational State of Bolivia) expressed their interest in receiving ROSE and BIEE support. There is no information available on the analysis and discussions conducted leading up to this expression of interest, and it is therefore not possible to know if other countries were considered, and whether the countries selected were the most relevant ones. The project team indicated that the countries had already been selected by the previous Energy Specialist who designed the project before retiring. Only one country was changed from the initial list, as Uruguay was incorporated in the project when Colombia was no longer a viable option due to new national procedures for approving international support. One interviewee suggested that other countries, such as Mexico, may also have been relevant and interested in ROSE support due to their recent involvement in BIEE. However, given the nature of the support provided by ROSE, focusing on the countries that express the most willingness and interest in the project may be necessary to ensure successful implementation.

32. Nonetheless, for the countries that were selected, the support provided was adequately tailored to their needs. For each country that expressed its interest, an iterative process was implemented to identify their interests, which included the development of country profiles as well as scoping missions, and the formulation of a proposal. In the online survey, all national focal points who responded confirmed that ROSE support was either "relevant" or "highly relevant" to their needs. Interviews and a review of the proposals confirm that the support differs greatly from one country to another, depending on their specific needs and priorities. As an example, one country representative indicated that they did not need support for indicators related to target 7.2, as they were satisfied with existing international guidelines, but wished to deepen the analysis around target 7.1 with a definition and analysis of energy poverty. ROSE provided a clear proposal to address their need. All the countries supported provided a letter of acceptance confirming their interest in ROSE and the relevance of the support to their needs.

***Finding 2: Although it is not possible to tell whether the countries selected were the most relevant to receive ROSE support, for those that were selected, the support was highly relevant and tailored to their needs.***

## RELEVANCE OF ROSE DESIGN AND IMPLEMENTATION

33. The assessment identified several ambiguities in the design of ROSE, which were in large part addressed during its implementation. The most significant one is the fact that the project involves the creation of an "observatory", but no definition is provided for the term. There could be an expectation that an observatory would involve an institution that manages knowledge over time around a topic, as has been done with the ECLAC Gender Equality Observatory and the Observatory on Principle 10 of the Rio Declaration. But neither the budget, nor the description of activity A1.2 "Design and development of the Regional Observatory on Sustainable Energy" imply setting up an institutional framework; rather, they focus on a "working program" implemented by the Energy team of the Natural Resources Division. Beyond its focus on Goal 7 and sustainable energy, the project document is very general and does not anticipate topics or approaches to be explored.

34. Lastly, the regional component was not clearly defined, and it was not incorporated in the logical framework. This stems from the "Guidelines for the preparation of project documents for the 11th tranche of the Development Account" which instruct project developers to focus their analysis and the formulation of achievements at the country level, even for regional projects. The project document includes references to a "knowledge platform" and to "databases" that countries would be able to use to compare to each other, but these are not clearly defined. The title of the project is therefore somehow equivocal, as the notion of "observatory" and the regional component of the project are unclear.

35. As a result of the above ambiguities, the implementation of ROSE was quite different from its initial design. The main activities and deliverables planned were still realized, including the kick-off and the final workshops, some of the advisory missions, the database, the toolkit development, and the production of policy papers (see section 3.2 on Effectiveness). However, the implementation structure was different. ROSE was implemented as an umbrella project which built on and incorporated previous projects and collaborations on sustainable energy. The BIEE project was used to provide support on energy efficiency, while IRENA provided technical support in renewable energy and OLADE on energy access. The Regional Technical Forum of Energy Planners (FOREPLEN) was leveraged to support regional activities, namely as a platform for sharing knowledge and experience developed under ROSE, including the toolkits and papers. As will be discussed in the Sustainability section, relying on existing projects and partnerships was the way that the ROSE team found to drive ROSE towards the institutional framework that could be expected of an observatory. According to the ROSE team, the initial capacity-building activities were used to further refine the support planned. Specific activities were incorporated to the logframe in 2019, reflecting the need for a more exhaustive and specific logframe. The topic of energy poverty was also introduced as a concept and adopted by three countries out of six. Lastly, the regional component was strengthened by the development of regional energy profiles which were not originally planned. These adjusted implementation modalities better positioned ROSE to address countries' needs and respond to regional priorities.

***Finding 3: The ambiguities of the project design gave the ROSE team additional flexibility to adapt its implementation modalities and be more relevant to countries' needs and priorities.***

### 4.1.2 How aligned is the ROSE project with the priorities of ECLAC and with SDGs, gender equality and human rights?

#### ALIGNMENT WITH ECLAC PRIORITIES

36. Although it is not specifically referred to in the ECLAC Strategic Framework 2018–2019 and the 2020 and 2021 programmes of work ROSE was and has remained strongly aligned with ECLAC priorities. The 2018–2019 Strategic Framework indicates that "The overall purpose of the programme is to promote the economic, social and environmentally sustainable development of Latin America and the Caribbean through international cooperation, by undertaking applied research and comparative analysis of development processes and providing the relevant normative, operational capacity development and technical cooperation services in support of regional development efforts,"[9] a purpose that aligns with that of ROSE. The overall orientation includes the support of SDGs, an element that is strongly embedded in the design of ROSE.

[9] United Nations, "Proposed strategic framework for the period 2018–2019 – Part two: biennial programme plan – Programme 18: Economic and social development in Latin America and the Caribbean", (A/71/1/6 (Prog. 18), 2016.

37. More specifically, ROSE is aligned with the expected accomplishment of subprogramme 8 on Natural resources and infrastructure: "Strengthened institutional capacity in the countries of the region to formulate and implement public policies and regulatory frameworks to increase efficiency in the sustainable management of natural resources and in the provision of public utilities and infrastructure services".[10] The Programme of Work 2018 states that "it is necessary to support countries in the region in the design of policies, tools and mechanisms that enable the implementation and follow-up of these internationally agreed goals, taking advantage of the opportunities offered by international cooperation", a vision with which ROSE is very aligned. The means of delivering this support also corresponds to the ROSE approach, and involved providing "stakeholders of the region with analytical studies and systematized information and data regarding the regulation and management of natural resources [...] in the context of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals."[11]

38. While the 2020 Programme of Work was the continuation of the previous one, the 2021 Programme of Work brought a change in approach and structure within ECLAC with regards to its approach to natural resources, with the incorporation of several topics under subprogramme 8. While the strategy remains similar – provision of knowledge, technical assistance and advisory services – the focus on sustainable energy is stronger. In the Programme of Work, ECLAC notes that "In order to successfully monitor and make progress towards achieving Goal 7, countries require support to design evidence-based policies, tools and mechanisms." A study on the issues regarding the implementation of Goal 7 and another on energy indicators and/or the energy planning sectors are planned in that programme of work. The alignment of ROSE with ECLAC priorities appears to have become stronger in this last programme of work.

***Finding 4: ROSE was aligned with ECLAC priorities as stated in the Strategic Framework 2018–2019 and the 2020 and 2021 programmes of work, in particular with the expected accomplishment of subprogramme 8 on Natural resources and infrastructure, and specifically the focus on monitoring Goal 7 in the 2021 programme of work.***

## ALIGNMENT WITH SDGS

39. ROSE was designed and implemented with the main purpose of contributing to the advancement of Goal 7. The project document also noted contributions to Goal 12 "Ensure sustainable consumption and production patterns" and Goal 16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions".[12] The contribution to Goal 12 is logical given the importance of the link between production and energy generation, sustainable energy thus being part of sustainable production and consumption. Target 12.2, "By 2030, achieve the sustainable management and efficient use of natural resources" confirms the link. With regard to Goal 7, the link is less direct but it can be argued that by strengthening the effectiveness of national governments by supporting evidence-based decision making, ROSE is contributing to target 16.6, "Develop effective, accountable and transparent institutions at all levels".

[10] Ibid.
[11] ECLAC, *Draft Programme of Work of the ECLAC System 2018–2019* (LC/G.2665(SES.36/8)), Mexico City, May 2016.
[12] Project Document.

40. Contribution to SDG 13 on climate change was not mentioned, although the alignment is strong with target 13.2, "Integrate climate change measures into national policies and planning" and in particular Indicator 13.2.2, "Total greenhouse gas emissions per year". As will be discussed in section 3.2 on Effectiveness, the efforts to promote sustainable energy indirectly contribute to most SDGs.

*Finding 5: ROSE was designed to contribute to Goals 7, 12, and 16, but also Goal 13 which was not mentioned in the Project Document.*

#### GENDER AND HUMAN RIGHTS ANALYSIS IN PROJECT PREPARATION

41. Gender, indigenous groups and rural populations were mentioned as dimensions to consider in some activities, but the project document did not include a gender or human rights analysis to identify specific needs and possible interventions related to these issues. The logical framework does not include indicators related to gender or gender-disaggregated targets. Gender was not, however, an ECLAC priority under Subprogramme 8 when the project was created. This focus was added in the 2020 programme of work, which mentions that "special attention will be paid to the gender issues at play in the natural resources and infrastructure areas."[13] The support proposals to countries do not mention gender.

*Finding 6: The integration of gender and human rights considerations in the project design was weak.*

## 4.2 EFFECTIVENESS

### 4.2.1 To what extent did the project deliver on the expected accomplishments/outcomes, including with regard to SDGs, gender and human rights?

#### PERFORMANCE AGAINST INDICATORS OF ACHIEVEMENT

42. As introduced in section 4.1.1 and further discussed in section 4.3.3, the project logframe covers only country level achievements —as requested in guidelines for Development Account projects— and most of the indicators used are not clearly defined and not useful to assess progress in achieving outcomes against pre-established targets.

43. A review of progress reports indicates that the project's targets were achieved relatively rapidly. As of the 2019 Progress Report, a 100% rate of achievement was already reported for all but one Indicator of Achievement. Nonetheless, in the 2020 Progress Report, most activities were still marked as "in progress", indicating that the Indicators of Achievement may not be the most relevant for the achievements of this project (see table 6).

[13] ECLAC, *Draft Programme of Work of the ECLAC System 2020*. (LC/SES.37/8/Corr.1), Havana, May 2018.

**Table 6**
**Progress against Indicators of achievement in 2019 and 2020**

| Indicators | Progress Report 2019 | Draft Final Report (March 2022) |
|---|---|---|
| **OC1.** Strengthen the technical capacities of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to SDG 7. | | |
| **IA1.1 75%** of trained national officers acknowledge having improved their capacities to produce relevant and comprehensive data sets to monitor indicators related to SDG 7, as a result of project activities and output. | 100% acknowledge having improved their capacities to monitor SDG 7 (scale Highly agree and Agree). | 100% acknowledge having improved their capacities to monitor SDG7 (scale Highly agree and Agree). |
| **IA1.2** At least 3 out of 6 beneficiary countries adopt new methodologies to produce relevant and comprehensive data sets to monitor indicators related to SDG 7. | 100% Argentina, Cuba and Panama are adopting new methodologies and producing new data sets. | 100% Argentina, Cuba, Guyana, Panama and Uruguay are adopting new methodologies and producing new SDG 7 data sets. |
| **IA1.3** At least **75%**of stakeholders from beneficiary countries acknowledge the usefulness of the ECLAC ROSE to monitor the progress on the achievement of the SDG 7. | 100% acknowledge usefulness of the ROSE (scale Highly agree and Agree). | More than 90% acknowledge usefulness of the ROSE (scale Highly agree and Agree). |
| **OC2.** Enhanced capacity of beneficiary countries to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of SDG 7. | 67% (4/6 countries). | |
| **IA 2.1** At **least 75%** of trained policy makers acknowledge having improved their capacities to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of SDG 7. | 100% acknowledge having improved their capacities (scale Highly agree and Agree). | More than 90% acknowledge having improved their capacities (scale Highly agree and Agree). |
| **IA2.2** At least **75% of stakeholders** acknowledge having benefitted from the data and analysis of ECLAC ROSE for the design and implementation of evidence-based policies and action plans for sustainable energy, oriented towards the achievement of SDG 7. | 100% acknowledge having benefitted (scale Highly agree and Agree). | More than 90% acknowledge having benefitted (scale Highly agree and Agree). |
| **IA2.3** At least 3 out of 6 beneficiary countries have designed and/or adopted evidence-based policies and action plans for sustainable energy, oriented towards the achievement of SDG 7. | 67% Argentina, and Panama are designing or will work on policies and/or actions plans. Also, thanks to the ADEME technical support, 4 Caribbean countries are adopting Goal 7.3 Actions Plans. | 100% Argentina, Cuba, Panama and Uruguay are designing policies and/or actions plans. (Also, thanks to the ADEME support, 4 Caribbean countries are adopting Goal 7.3 Actions Plans). |

Source: Progress Report 2019 and 2020.

***Finding 7: The achievement of Indicators of Achievement is very satisfactory. ROSE fulfilled its Indicators of Achievement rapidly, but continued to provide and expand its support to the targeted countries beyond the targets.***

## COUNTRY-LEVEL ACHIEVEMENTS

44. Table 7 summarizes the topics in which each country received technical assistance under ROSE, as well as the key accomplishments or deliverables that resulted from this support. These accomplishments take different forms, most often studies, but also methodological tools. The support sometimes differs from what was initially included in country proposals, and not all technical

assistance yielded tangible results (e.g. a study, inputs into a policy, etc.). This reflects the fact that ROSE support was demand-based and thus exposed to changes in priorities and context of beneficiary countries. As an example, political instability in the Plurinational State of Bolivia in 2019–2020 not only hampered progress on planned support, but led to an overall revision of support to respond to the priorities of the newly elected government, and staff that was initially trained was no longer in place in 2021.

45. A significant proportion of support was provided around Goal 7.1, and in particular around the topic of energy poverty, but substantial support was also provided on energy efficiency. Three countries requested support on renewable energy, and only in Cuba did the support deliver key accomplishments on this topic.

**Table 7**
**Technical assistance provided and related accomplishments, by country[a]**

| Country | SDG | | | Topics/ activities of technical assistance | Key accomplishments |
|---|---|---|---|---|---|
| | 7.1 | 7.2 | 7.3 | | |
| **Argentina** | X | X | X | 7.1: Energy poverty definition and methodology to quantify it, and policy analysis to identify critical policy elements to address with regards to energy poverty 7.2 / 7.3: Technical and National Policy Workshop on energy efficiency and renewable energy (2019).<br>*7.2: Support for geothermal energy development in the province of Neuquén.*<br>7.3: Technical support for the formulation of energy efficiency policies, the development of indicators, evaluation of energy efficiency public policies through peer learning and exchange of best practices. | 7.1: Study on energy poverty and the impacts of COVID on citizens living in energy poverty and hydric poverty (incl. development of a methodology).<br>Creation of a technical task force on energy poverty.<br>Baseline Report on energy poverty indicators and report on policy analysis for energy poverty.<br>7.1/7.2/7.3: Capabilities strengthened to track Goal 7.<br>7.3: South-South cooperation and trainings allowing Energy Secretariat staff to perform complex energy balances. develop better energy policies.<br>Overall, enhanced capacity of the Energy Secretariat and policy-makers to assess the quality of their energy policies. |
| **Bolivia (Plur. State of)** | | | X | 1 Technical and National Policy Workshop (2019).<br>Energy at large: trainings on energy indicators with emphasis on energy efficiency.<br>Support to develop national report and baseline on Goal 7.3, related policies and their implementation. | Stakeholders trained on sustainable energy indicators and energy efficiency.<br>National baseline report on energy efficiency (currently being developed). |
| **Cuba** | | X | | 1 Technical workshop on energy indicators (2019).<br>Development of renewable energy indicators to support the development of bankable projects using biomass from sugar production to generate electricity. | Stakeholders trained on sustainable energy indicators and energy efficiency.<br>Study on renewable energy based on biomass indicators and training materials (as last resort alternative for in-person workshop).<br>Guidelines on designing bankable projects and sustainability standards for the use of biomass to generate electricity (currently in editing). |

| | | | | | |
|---|---|---|---|---|---|
| **Guyana** | | X | X | 1 training on bioenergy (2019).<br>Streamlining of energy data collection process to support the development of the National Energy Efficiency Plan and the Guyana Energy Agency (GEA) Strategic Plan.<br>1 National Energy Stakeholders workshop (2021). | Stakeholders trained on bioenergy.<br>Tool for collecting energy data developed and implemented, with TORs for GEA and an MOU for the university to perform data collection to be signed.<br>Stakeholders trained on sustainable energy indicators. |
| **Panama** | X | X | X | 1 Technical and National Policy Workshop (2019).<br>7.1: Policy analysis and consultations on energy poverty.<br>*7.2: Technical and regulatory support on promotion of low enthalpy geothermal energy.*<br>7.3: Including more types of combustibles in energy efficiency indicators. Technical cooperation to develop baseline for energy efficiency indicators. | Stakeholders trained on sustainable energy indicators.<br>7.1: Study on energy poverty (currently being developed).<br>Stakeholders trained on energy poverty indicators.<br>7.3: Publication of National Report on energy efficiency Monitoring (2020). |
| **Uruguay** | X | | | 7.1: Definition of energy poverty and impact of COVID-19. | Study on energy poverty and the impacts of COVID-19 on citizens living in energy poverty and hydric poverty.<br>Study on energy poverty (currently being on printing).<br>Training on energy poverty indicators. |

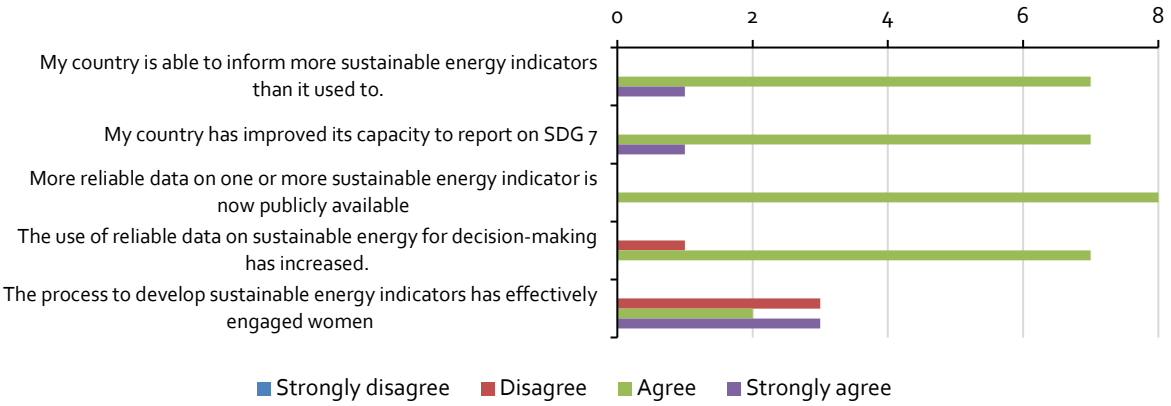
Source: Evaluator, on the basis of progress reports, country proposals, interviews, and studies.
[a] Topics or activities in italics were dropped along the way.

46. As table 7 illustrates, most support provided to targeted countries supported the country's thinking about sustainable energy and was (or is) materialized in different tools and documents that can guide future policy decisions. All interviewees agreed that at least some progress was achieved in each country, with the extent of this progress largely influenced by national context. As an example, while similar work was undertaken in Argentina and Uruguay, the latter is a much smaller country, with less complex and more stable institutions, which allowed ROSE support to go further in terms of defining energy poverty and generating support and buy-in for the concept. Argentina is larger, with more unstable institutions, and ambition had to be scaled down from complex support to energy efficiency policy to ensuring that a methodology is available, accepted and likely to continue to be used in the future.

47. As reported in table 6, four countries —Argentina, Panama, Cuba, and Uruguay— are using the outputs from ROSE support to guide their policy decisions. Argentina and Panama are developing roadmaps to address energy poverty, while Cuba is working on a policy for the sustainable use of biomass to generate electricity.

48. Survey respondents from targeted countries also agree that more reliable data on one or more SDG is now available, and that countries are able to report on more sustainable energy indicators than they used to (figure 2).

**Figure 2**
**Survey responses on changes in capacity and engagement of women in the process among National Focal Points and target country stakeholders (n=8)**




Source: Prepared by the evaluator on the basis of data from the online self-administered survey mentioned in paragraph 3.2.3.1, 1 February 2022.

***Finding 8: Progress was achieved to varying degrees in all of the countries that were supported, with four countries currently using ROSE achievements to develop action plans and policies, but there is still a long way to go for tools and methods to be fully integrated in national policies.***

## REGIONAL ACHIEVEMENTS

49. The ROSE project developed several tools and studies and organized several events that advance the regional capacity to monitor outcomes related to Goal 7. This included regional events on energy efficiency and sustainable energy that followed the ROSE launch in 2018, as well as regional events organized under BIEE and FOREPLEN on energy efficiency, renewable energy and energy poverty.

50. Under the project, ECLAC developed policy papers with a regional scope on sustainable energy and Goal 7, presenting the situation of Latin American and Caribbean countries with regard to these topics. Some papers focused on more specific topics, like the electricity sector and natural gas. The first paper published ("Mapeo situacional de la planificación energética regional y desafíos en la integración de energías renovables" presented the situation of the six target countries in relation to Goal 7. A significant publication is entitled "Desarrollo de indicadores de pobreza energética en América Latina y el Caribe"[14] and proposes an approach in which energy poverty is considered as "a gap in equitable access to quality energy" and presents a diagnostic of energy poverty in Latin America and the Caribbean based on this approach.

[14] R. Calvo and others, "Desarrollo de indicadores de pobreza energética en América Latina y el Caribe" *Natural Resources and Development Series,* No.207 (LC/TS.2021) Santiago, Economic Commission for Latin America and the Caribbean (ECLAC) 2021.

51. The development of a toolkit for reporting on Goal 7 was an important achievement. It includes a methodological guide and a series of Excel-based tools to compile and aggregate data from multiple sources (e.g., national statistics, OLADE.

52. Furthermore, the creation of a web platform with regional and country energy profiles is a major achievement, and the modality through which the Regional Observatory aspect of ROSE was implemented. This platform documents and presents graphs for up to 21 indicators related to Goal 7 with data aggregated and individually presented for 16 Latin American and Caribbean countries. This platform is hosted on the CEPALSTAT database, from which it draws its data, and to ensure its sustainability.

53. Finally, in addition to Panama, four Caribbean countries also developed their national energy efficiency monitoring reports, based on the methodology developed by BIEE.

***Finding 9: At the regional level, ROSE supported knowledge exchange by sharing tools, publications and policy papers developed in target countries through multiple media, including an online platform and forums.***

## GENDER AND HUMAN RIGHTS CONSIDERATIONS

54. Gender was considered as one of the main factors for inequality in terms of access to energy in ROSE energy poverty efforts. In the paper presenting energy poverty indicators, gender inequality is presented from three perspectives: differentiated exposure to unhealthy or unreliable sources of energy in relation to traditional household roles; vulnerability to energy poverty of women-led households; and enhanced education and labor opportunities for women and girls with access to electricity. However, the regional diagnostic does not provide gender-disaggregated information, likely for lack of data.[15]

55. This topic was approached to a different extent in each of the countries that focused on energy poverty. In Panama, this will comprise an entire chapter in their energy poverty report, with a focus on the role of indigenous women leaders. In Argentina and Uruguay, interviewees report having had constructive conversations on the topic, but still being limited by national data collection processes.

56. Gender considerations can hardly be incorporated in the indicators related to targets 7.2 and 7.3 as they focus on types of technology, gigawatts of energy generated, energy intensity and other technical measures where gender perspectives have limited interest or scope. However, ensuring the participation of women in energy policy and planning is important, as failure to do so may result in gender-blind planning, financing, execution and implementation, according to a United Nations Development Programme (UNDP) report.[16] As per figure 2, survey respondents are divided on whether women were effectively engaged in developing the sustainable energy indicators.

57. Ensuring significant participation of women in ROSE activities was not a priority, as is often the case in projects dealing with government officials where the project team has no influence on the selection of national counterparts. No specific measures were implemented to promote the engagement of women in these activities. For ROSE events for which such data is available, women are consistently underrepresented (39% of participants), except for one workshop (BIEE event in 2020) and in the Argentinian study mission to Chile where half of the participants were women.

[15] Ibid.
[16] S. Habtezion, Gender and Energy, United Nations Development Programme, 2013.

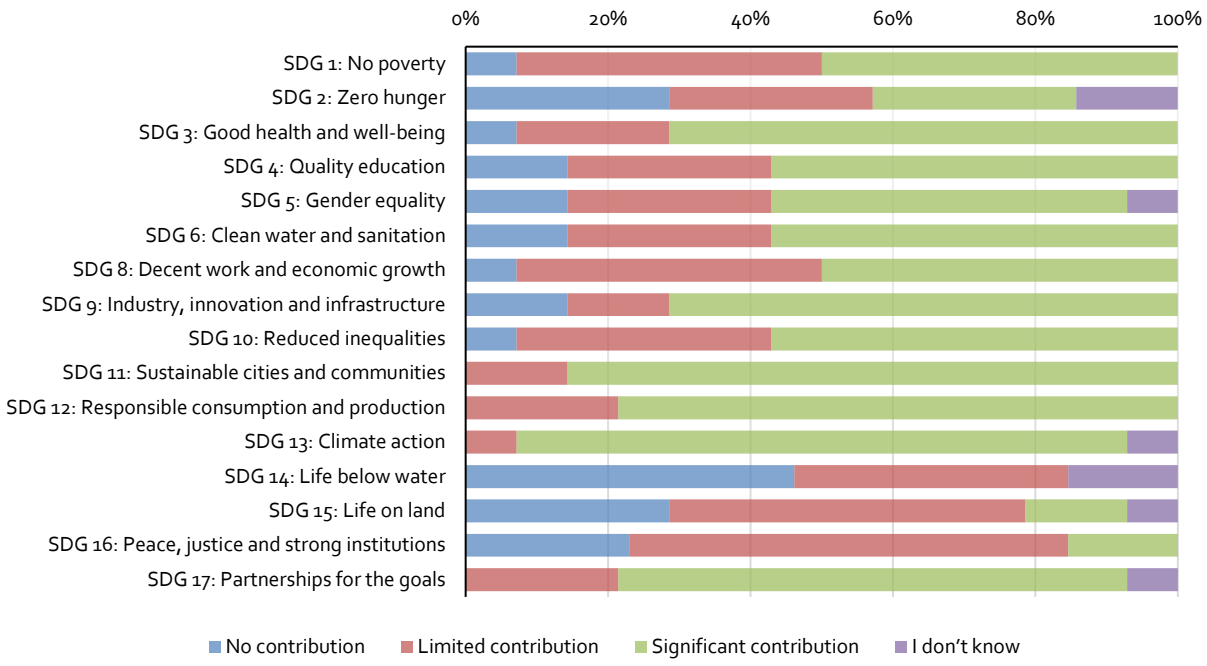
58. Human rights were not considered as such in ROSE, but elements of a human rights-based approach are incorporated into the project, and in particular through its focus on Goal 7 and its emphasis on a vision of "energy access" that encompasses human vulnerabilities and inequalities. Furthermore, the processes promoted by ROSE in Panama, Argentina, Chile and Guyana sought to mobilize national stakeholders and empower them to collect information useful for evidence-based decision-making, as intended in a human-rights based approach.

***Finding 10: Discussions on gender equality were incorporated across the work of ROSE on energy poverty (Goal 7.1), and while opportunities to integrate it in discussions around Goal 7.2 and 7.3 are limited, ROSE did not actively seek to engage women in its activities, which would have been part of a wider process to ensure their engagement in planning for energy policy.***

## EFFECTS ON OTHER SDGS

59. The above-mentioned achievements indicate that ROSE's contributions are highly focused on Goal 7, with likely effects on SDG 13, specifically target 13.2. However, supporting better informed sustainable energy policy may influence indirectly most other SDGs, as access to affordable, reliable, sustainable and modern energy becomes a means to generate income, gain access to services, build resilience and build a more sustainable future. As an example, enhanced access to energy favors access to quality education (Goal 4), clean water and sanitation (Goal 6) and more. The online survey confirms that the project stakeholders perceive that ROSE is likely to contribute to most SDGs (figure 3).

**Figure 3**
**Does support of the ROSE project contribute to advancing other SDGs (beyond Goal 7)? (n=14)**




Source: Prepared by the authors on the basis of data from the online self-administered survey mentioned in paragraph 3.2.3, 1 February 2022.

***Finding 11: ROSE directly contributed to Goals 7, 12, 13 and 16, but may also indirectly contribute to most SDGs.***

### 4.2.2 To what extent did the project achieve its objective at the country and the Latin America and the Caribbean level?

**FOR PARTICIPATING COUNTRIES**

60. As presented above, ROSE contributed to increased capacity of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to Goal 7 in all target countries, although to a different extent depending on the context of each country. Some capacity gains are worth highlighting, as they represent more substantial changes from the situation before ROSE.

61. The work on energy poverty increased understanding of the multiple dimensions of access to energy (Goal 7.1) and improved understanding of the data gaps (e.g. need for gender and urban/rural disaggregation). The World Bank's World Development Indicators currently use complex models to estimate access to energy, which hide some of these dimensions and tend to overestimate energy access. Enabling countries to rely on local data to assess energy poverty allows them to see the real gaps that were not previously visible. An interviewee explained that these multiple angles provide a higher level of understanding to guide decision makers, for example by highlighting areas of the country with greatest needs, concluding that even if achieving real change is difficult, "they now have the information that they need, and the gaps are clearly visible".

62. The process on energy poverty in Argentina and Uruguay was described as highly participatory, involving quality discussions and leading to a strong ownership of the concepts defined, which is a gain in itself, even though there is a long way to go for energy poverty data to be systematically collected through national processes. In Panama, the process was not as intense, as the country had already held discussions on the topic.

63. Guyana now has a process in place to collect data on energy efficiency and renewable energy, with a dedicated focal point, which it did not have before. This was achieved by engaging the private sector energy companies and making them aware that access to data about energy efficiency and renewable energy was useful to the government in order to provide those companies with appropriate policies, overcoming their reluctance to provide data about their energy situation. The outcome is thus one of awareness raising about the importance of data as well as developing a process to collect and analyze data. Once the memorandum of understanding with the University of Guyana is signed, the country will be in a better position to develop relevant energy policy with data collected directly from the source.

64. Panama's efforts on Goal 7 indicators were already significant, and ROSE provided an opportunity to continue these efforts. Furthermore, Panama was very active on the regional front, hosting several regional dialogues which helped position it as a leader for integrated energy planning in the region.

***Finding 12: ROSE supported the advancement of several topics and processes in target countries, especially on energy poverty and energy efficiency, and to a lesser extent on renewable energy, but capacity gaps remain within national institutions and more time and support would be required to address all needs expressed.***

## FOR THE REGION

65. According to several interviewees, the country and regional profiles as well as the policy database are very useful for countries to compare their situation with the region, to compare specific data with similar countries, and help them analyze their policy options. By developing these tools and methodologies, ROSE has promoted the uptake of consistent indicators across the region. An interviewee pointed out that ROSE has helped build regional consensus on sustainable energy indicators, which will better position Latin American and Caribbean countries for future negotiations on the topic. The data sets generated by ROSE have been requested by IDB to be included in their Data Hub.

66. ROSE has enabled progress in uptake and appropriation of the concept of energy poverty, which was first defined in 2010 at the World Economic Forum.[17] It has generated a platform to pilot the concept and exchange experiences between countries working on energy poverty within ROSE, while making tools and knowledge available on the topic (the toolkit and methodological guidelines). According to an interviewee, other countries, such as Colombia, Mexico, Paraguay and Peru, have now undertaken analyses on that topic. More broadly, as mentioned above, this provides a new perspective on how to look at energy indicators.

67. A strong feature of the implementation of ROSE is that the knowledge and experience generated by ROSE is immediately reused in the policy papers or during events like FOREPLEN and used to build further knowledge in the region. This is visible in the content of the different policy papers and events, but was also confirmed by an interviewed national focal point. Since some of these events involve high-level policymakers, the outcomes of ROSE may potentially influence them. As an example, at the February 2022 high-level meeting on renewable energies for adaptation and regional integration, Ms. Jeanette Sanchez, Director of the Natural Resources Division, presented the topics advanced under ROSE, BIEE and FOREPLEN as foundations for regional energy integration. The Ministerial Declaration at the end of the meeting supported synergies and cooperation through "regional platforms to support building capacities among energy systems planners", and supporting countries in their planning processes and methodologies for energy planning.[18] This Ministerial Meeting is described as "a successful and extremely key result" of ROSE and "the culmination of the work and effort made during the implementation" in the Draft Final Report for ROSE.[19]

68. Remaining capacity gaps identified by interviewees and survey respondents are of two types: institutional capacities and topics that need better coverage. Institutional capacity remains a challenge in most countries. Some face unstable political situations that may lead to staff turnover, others simply still lack sufficient technical personnel to continue advancing the topics. In several countries, the challenge lies in the need to strengthen the national census to collect relevant data for sustainable energy and to ensure it is collected on a frequent basis to remain relevant. At least two respondents mentioned that further capacity-building is required to use and adapt sustainable energy indicators to the context of the country. In terms of topics on which further capacity development is required to develop and implement indicators, the resilience of energy networks, greenhouse gas emission reductions, poverty and water were mentioned.

[17] Habitat for Humanity, "What is energy poverty?" [online] https://www.habitat.org/emea/about/what-we-do/residential-energy-efficiency-households/energy-poverty.

[18] ECLAC/Government of Panama, Panama ECLAC communique in support of the regional energy transition, integration and adaptation in Latin America and the Caribbean [online] https://www.cepal.org/sites/default/files/events/files/panama_en_1.pdf.

[19] See the March 2022 version.

***Finding 13: ROSE knowledge and experience sharing contributed to building a consensus on sustainable energy indicators for the region and to the uptake of the concept of energy poverty. Other countries of the region will also require support to be able to adapt and use the knowledge and the tools developed by ROSE as technical and institutional barriers remain for them.***

### 4.2.3 To what extent did innovation contribute to the results of the project?

69. Innovative elements were incorporated in ROSE which contributed significantly to its results. This includes the web portal with the regional and national profiles which uses CEPALSTAT data and receives annual automatic updates. The visual presentation of the portal is appealing and more easily accessible than raw CEPALSTAT data. This is also an example of an ECLAC project overcoming interdepartmental technological divisions.

70. The shift to online meetings in the COVID context had mixed results (see Efficiency section); however, in at least one country these were instrumental in implementing a strong participatory approach, which gave stakeholders the space needed to really take discussions to the next level, which would not have been possible during in-person events which are more structured.

71. The introduction of the concept of energy poverty indicators which break down traditional energy access data along new factors like gender and ethnic groups was valued even in countries that did not focus on this topic. In the case of the Plurinational State of Bolivia, considering ethnic groups is very important, and ROSE provided them with the opportunity to present data this way.

***Finding 14: Innovative elements such as the online platform and the development of energy poverty indicators contributed significantly to enhance the results of ROSE.***

### 4.2.4 Were there any unexpected (positive or negative) results from the project?

***Finding 15: The strengthening of networks of stakeholders was an unplanned positive result of the ROSE project. This was identified both at the national and regional levels. At the national level, participatory processes created linkages between national organizations that are not usually in contact. At the regional level, the interconnections between participants and the flow of information increased during regional events, in particular FOREPLEN.***

## 4.3 EFFICIENCY

### 4.3.1 To what extent was the project implemented in a timely and cost-effective manner? How efficiently did the project respond to unexpected (favourable or unfavourable) circumstances, and in particular to the COVID-19 pandemic?

72. The initial budget allocated to ROSE was US$ 650,000. In 2019, an additional US$ 100,000 was allocated to the project for the new activities (A1.7 – A1.10 and A2.5), bringing the total budget to US$ 750,000 (table 8). The "International consultants" budget line received 75% of the additional funds, as the funds were requested for "the improvement of the technical assistance provided by the project and to enhance the data collection process to the direct development of energy polices/plans based on evidence."[20]

[20] Additional Funding Request.

73. In 2020, the budget was amended to include three new activities (COVID-19 amendment). The amendment moved US$120,000 from "Grants and contributions" to "International consultants" budget lines. This change is not reflected in the budget below as it is unclear how this change was incorporated in the logframe and budget.

74. At the end of the project in December 2021, project funds had been totally disbursed.[21]

**Table 8**
**ROSE budget, as of July 2019**
***(United States dollars)***

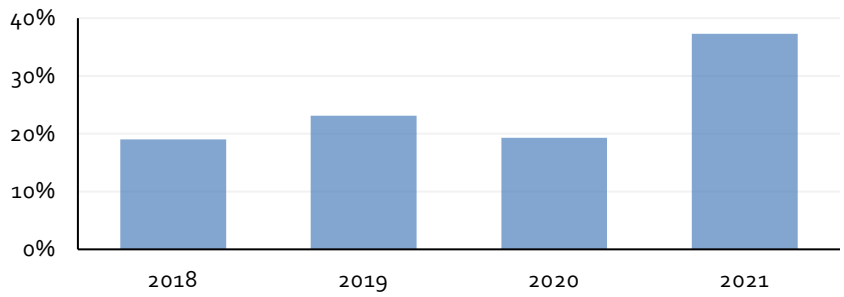
| Budget line<br>Activity | Other staff costs<br>015 | International consultants<br>105 | Staff travel<br>115 | Contractual services<br>120 | Operating expenses<br>125 | Grants and contributions<br>145 | Total |
|---|---|---|---|---|---|---|---|
| **OC1** | **27 000** | **160 000** | **60 000** | **9 000** | **0** | **210 000** | **466 000** |
| **A1.1** | 4 000 | 8 000 | | 4 500 | | 36 000 | 52 500 |
| **A1.2** | 6 000 | 12 000 | | | | | 18 000 |
| **A1.3** | 4 000 | | 24 000 | 4 500 | | 66 000 | 98 500 |
| **A1.4** | | 18 000 | | | | | 18 000 |
| **A1.5** | 8 000 | 36 000 | 24 000 | | | 108 000 | 176 000 |
| **A1.6** | | 16 000 | 12 000 | | | | 28 000 |
| ***A1.7*** | | *26 000* | | | | | *26 000* |
| ***A1.8*** | *5 000* | *22 000* | | | | | *27 000* |
| ***A1.9*** | | *17 000* | | | | | *17 000* |
| ***A1.10*** | | *5 000* | | | | | *5 000* |
| **OC2** | **8 000** | **75 000** | **36 000** | **9 000** | **0** | **128 000** | **256 000** |
| **A2.1** | | 18 000 | | 4 500 | | | 22 500 |
| **A2.2** | | 6 000 | | | | | 6 000 |
| **A2.3** | 8 000 | 30 000 | 24 000 | 4 500 | | 108 000 | 174 500 |
| **A2.4** | | 16 000 | 12 000 | | | | 28 000 |
| ***A2.5*** | | *5 000* | | | | *20 000* | *25 000* |
| **Other** | | | | | 10 000 | | **10 000** |
| **Evaluation** | | 18 000 | | | | | **18 000** |
| **TOTAL** | **35 000** | **253 000** | **96 000** | **18 000** | **10 000** | **338 000** | **750 000** |

Source: Project Document 11th Tranche of the Development Account and additional funding request 2019.

75. Overall, the project implementation progressed in a timely manner for the first two years of the project, even if the process for engaging with countries and developing proposals was not always straightforward. As the results demonstrate, the implementation process in each country had its own challenges and followed its own path (see Effectiveness section). All national focal points interviewed indicated that the collaboration was good and efficient with the ROSE team, despite the fact that the ROSE team was limited to three people with multiple other responsibilities. In 2020, due to the COVID-19 restrictions, many activities, in particular in-person events and workshops, were cancelled or postponed, which explains the lower disbursement rate. In 2021, activities picked up again, with ROSE disbursing 37% of its funds in its final year, for a total disbursement rate or 98.7% (figure 4).

[21] Budget and Expenditure Dashboard for ROSE as of March 16, 2022.

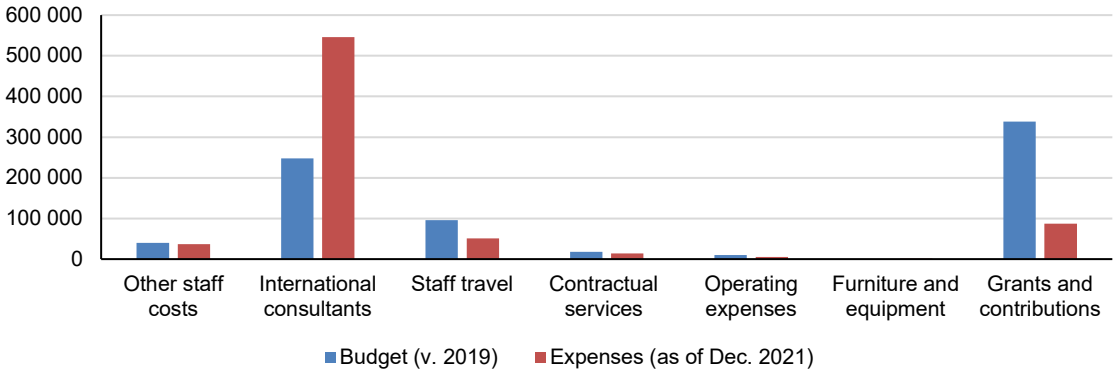
**Figure 4**
**Yearly disbursements of ROSE budget**




Source: Progress reports for 2018, 2019, 2020 and expenditure dashboardfor ROSE as of 16 March 2022.

76. The original budget was distributed as illustrated in figure 5. A total of US$ 448 000 or 59.7% of the budget were allocated to travel expenses for international consultants (US$ 34 000), staff travel (US$ 96 000) and grants and contributions which covers travel of meeting participants (US$ 318 000). From the additional US$ 100 000 requested in 2019, an additional US$ 35 000 was allocated to travel expenses, including US$ 20 000 for the study tour (South-South cooperation between Argentina and Chile).

**Figure 5**
**Planned and incurred expenses per budget line (as of March 2022)**
***(United States dollars)***

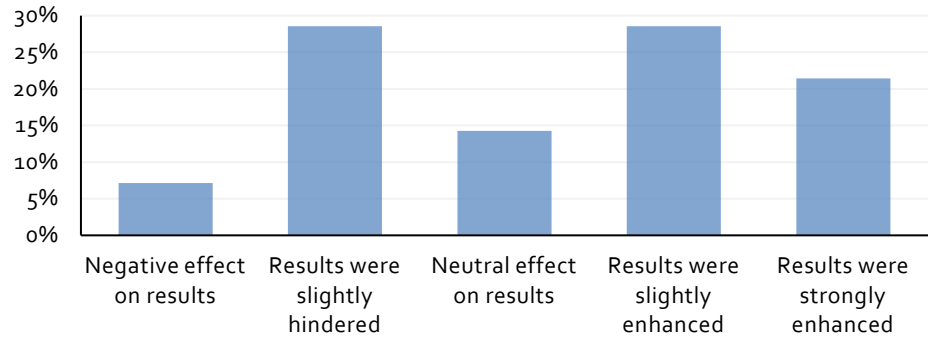



Source: Project Document, 11th Tranche of the Development Account and Progress Report 2020 and expenditure dashboard for ROSE as of 16 March 2022.

77. In the end, only 25% of the grants and contributions budget line was spent, whereas the expenses for international consultants corresponded to 220% of the original budget. The under-spending on the grants and contributions can be attributed to the cancellation of all international travel in 2020 due to the COVID-19 related travel restrictions. The United Nations Department of Economic and Social Affairs, which oversees the management of Development Account projects, authorized the reallocation of budget planned for travel to other budget lines.

78. This budget reflects the way in which the ROSE team adapted to the COVID-19 crisis. On the one hand, all in-person meetings were converted to online events, leading to significant cost savings. On the other hand, the budget was reallocated to deliver additional technical assistance (through the international consultants budget line). The 2021 ROSE work plan indicates that additional resources were allocated to consultancies on the circular economy, to trainings on indicators and SDG databases during regional meetings, and to technical assistance for the Plurinational State of Bolivia to develop its energy efficiency report, among other things. In this sense, the team enhanced efficiency by reallocating travel expenses to other content-oriented activities, furthering the results of the project.

**Figure 6**
**How did the calendar and activity adjustments related to COVID-19 affect the results of the project? (n=13)**




Source: Prepared by the authors on the basis of data from the online self-administered survey mentioned in paragraph 3.2.3, 1 February 2022.

79. The COVID-19 crisis had negative effects beyond the project that undoubtedly affected results adversely: many countries completely stopped their activities and key personnel became sick. This led to activities being delayed in many countries, with at least one mentioning that the work could not be achieved in the planned timeline.

80. As illustrated in figure 6, opinions are divided among survey respondents about the effects of delays in 2020 and of the change to online events; the trend is that these changes had a favorable effect on project results. Interviewees and survey respondents mention advantages and disadvantages relating to this change. On the advantages side, several people noted that it made processes more inclusive, with more people being able to join, including people who would not have had time to travel for a workshop but can easily join a 1–2-hour call. Having numerous people join a workshop or a training instead of a select few was mentioned as a key factor enhancing results. As mentioned earlier, the online modality offered more flexibility for people to continue in-depth discussions and achieve stronger results, while favoring regular contact among stakeholders working on some topics. An interviewee mentioned an increase in opportunities for exchanges of experiences between countries and a better flow of information overall. A national focal point stated that the switch to an online modality boosted progress of activities. On the other hand, several people noted that capturing people's attention through online meetings is more difficult, as some people may join meetings but not be fully engaged in them. Trainings and workshops also have to be limited in time

to one or two hours, which significantly limits their scope and depth. One interviewee noted more difficulties in getting people to join online meetings, and more cancellations, due to the lack of in-person interactions. Some interviewees noted that after a few months of online meetings, some people were experiencing fatigue from the constant use of online tools.

81. Overall, this change to an online modality appears to have had more advantages than disadvantages, as it allowed for more inclusive processes and freed budget for additional activities.

***Finding 16: The implementation of ROSE progressed in a timely manner for the first two years of the project, but was then hampered by the COVID-19 pandemic which preventer further travel. The project adapted efficiently to the changing conditions, by transitioning to online meetings and reallocating travel funds to increase direct support to countries.***

### 4.3.2 To what extent has partnering with other organizations enabled or enhanced reaching of results?

82. Partnerships were central to the implementation model of ROSE, although their role is not clearly presented in the project's progress reports.[22] The implementation model positions ROSE as an umbrella project that covers all three topics of sustainable energy: energy efficiency is supported largely by ADEME, renewable energy is supported by IRENA, and access is led by OLADE but with ECLAC leadership on energy poverty. FOREPLEN supports ROSE regional efforts and is funded by ECLAC and multiple European donors through the GET.transform programme.

83. The French Development Agency (AFD) through ADEME funds "BIEE-ROSE" with funds from the European Commission EUROCLIMA. Through this project, ADEME provided technical assistance on energy efficiency to Guyana, supported the preparation of energy efficiency reports, and contributed to regional events. Approximately half the ADEME budget for BIEE was allocated to ROSE.

84. In the same fashion, OLADE, IRENA and the Food and Agriculture Organization (FAO) provided technical assistance to ROSE countries and developed some of the ROSE tools and methodologies. Table 9 presents data provided in progress reports, but it seems co-finance provided by these partners could be much higher and may even represent up to a 1:1 proportion with the ROSE Development Account budget. The information provided is inconsistent across the various reports.

**Table 9**
**Funding mobilized for ROSE through partnerships (Final)**

| Supplementary funding mobilized | | Year | Cash | In-kind |
|---|---|---|---|---|
| **GIZ** | Bringing beneficiaries to the launch of ROSE (II Regional Forum of Energy Planners) | 2018 | 30 000 | |
| **ADEME** | energy efficiency expert | 2018 | | 10 000 |
| | Energy indicators experts (Regional energy efficiency report for the Caribbean, review national reports on energy efficiency for Caribbean countries) | 2019 | | 50 000 |
| | Energy indicators experts | 2020 | | 30 000 |
| | Energy indicators experts | 2021 | | 50 000 |

[22] The progress report template for DA projects requires ECLAC to report additional funds leveraged, but not to describe the partnerships established.

| | | | | |
|---|---|---|---|---|
| **IRENA** | Training in Cuba on renewable energy (3 expert fees and expenses) | 2019 | | 50 000 |
| | *Technical studies on energy planning and SDG7* | 2020 | | 20 000 |
| | | 2021 | | 40 000 |
| **France-ECLAC cooperation programme** | Support to regional ROSE workshop | 2019 | 10 000 | |
| **IDB** | Technical materials to address Goal 7.1 and support to the dissemination of the ROSE database | | | 50 000 |
| **FAO** | Technical support and staff supporting the training/study on the impact of bioenergy on Goal 7 and provided technical assistance to Cuba | 2019 | | 20 000 |
| | | 2021 | | 30 000 |
| **OLADE** | Support to A1.7 (Regional energy poverty indicator): Expert within ECLACSTAT | 2019 | 2 000 | |
| | Energy poverty database | 2020 | 15 000 | |
| **TOTAL** | | | 57 000 | 350 000 |

Source: Progress Reports for 2018, 2019, and 2020 and draft Final Project Report (March 2022 version).

85. It should be noted that these partnerships are mostly informal, which allows some flexibility in mobilizing resources from partners to address specific needs. At the same time, this limits transparency and expectations management. As an example, out of approximately € 300 000 (approx. $ 330 000), only €90 000 were spent, but it is unclear whether this was due to limited demand from ROSE countries or to the cancellation of in-person activities (table 9).

86. Nonetheless, the contribution of partnerships to ROSE was substantial. In addition to mobilizing resources for specific needs, partners developed or made available tools essential to delivering ROSE outputs.

87. Collaboration with international organizations that host databases went both ways, with ROSE accessing their data, and ROSE providing data. ROSE accessed data from IRENA, and to a limited extent from the International Energy Agency, and the IDB Energy Hub has requested access to ROSE data. Internal collaboration with the Statistics Division was also essential. No collaboration could be established with the World Bank, whose methodological approach was not compatible with ROSE. The involvement of the other Economic Commissions, which were mentioned as key partners in the Project Document, appears to have been limited to participation in some events. The partners interviewed noted that while ECLAC was very open to collaboration, some barriers remain to sharing of data (mostly technological), and efforts must be sustained to avoid duplication of efforts.

***Finding 17: The success and the efficiency of ROSE relied significantly on its partnerships with regional and international actors which provided valuable technical inputs into the project, even though these contributions are not sufficiently accounted for in ROSE reporting.***

### 4.3.3 Were the reporting, monitoring and evaluation requirements adequately designed and implemented to enable an effective tracking of project performance?

88. Project reports were available for every year of the project (except for the last year), and were clear and complete, allowing for an overview of the activities conducted. More clarity on the partnership structure would have been useful. The country-level proposals were not very detailed, and did not clearly state what the support aimed to achieve, which made it difficult to relate achievements to support planned.

89. The fact that the project design does not clearly define the concept of observatory or the regional aspects of the project is reflected in the logframe. The logframe and its Indicators of Achievement focus entirely on country-level results, and do not provide clarity on the expectations from the regional activities. Rather it focuses on the capacities built in targeted countries (OC 1 and OC 2), which is in line with the requirements for Development Account projects. The observatory, which is considered as a tool to achieve the increase in capacities, is referred to in IA1.3 and IA2.2, but the guidelines for Development Account projects would also have considered it a good practice to include an indicator related to the development of the platform itself, especially considering that developing it was the result of support and capacity-building to countries.

90. Elements of the analysis provided in previous pages point to an inadequate formulation of several performance indicators, which do not provide a framework to assess results against clear targets, despite complying with the guidelines for Development Account projects. The means of verification mostly rely on self-assessments following workshops, which does not ensure objectivity and comparability, and no baseline values are provided. As an example, indicator IA1.1 "75% of trained national officers acknowledge having improved their capacities to produce relevant and comprehensive data sets to monitor indicators related to Goal 7, as a result of project activities and output" indicates a quality threshold to maintain throughout the project implementation, but is not useful in assessing whether the project did enough to achieve the outcome, thus limiting its relevance. The relevance of Indicators IA1.3 and IA2.2 is also limited, as they do not specify who the "stakeholders" are. Furthermore, in the case of IA2.2, the means of verification (end-of-workshop survey) is incongruent with the purpose of the indicator, which is to assess the use of ROSE data and analysis for policy design, and the surveys reviewed did not include such a question. On the other hand, IA 2.3 "At least 3 out of 6 beneficiary countries have designed and/or adopted evidence-based policies and action plans for sustainable energy, oriented towards the achievement of SDG 7" is a relevant indicator for the use of strengthened capacities, but it seems ambitious for the duration and size of the project.

91. These indicators allowed the ROSE team to focus their initial efforts on achieving project targets, and then gave them the flexibility to really undertake demand-based activities, tailored to the needs of the countries. This flexibility was ultimately beneficial, but does not represent good results-based management practices, as it ultimately does not allow for an assessment of areas where the project overperformed and/or underperformed.

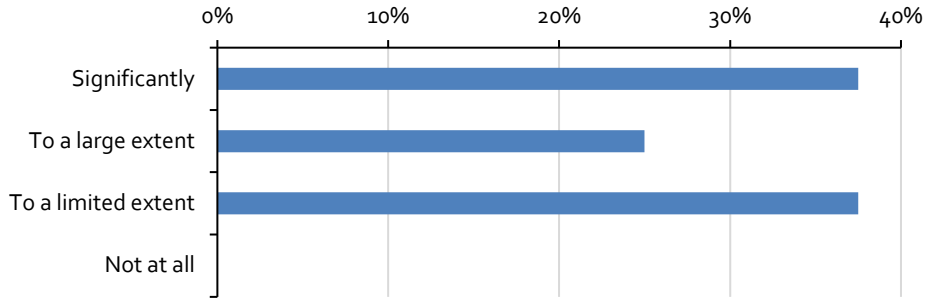
***Finding 18: The Indicators of Achievement were not adequately formulated to reflect the outcomes of the project and assess overall project performance. Their formulation was unclear and they did not incorporate the regional component or define the expected form that the observatory should take.***

## 4.4 SUSTAINABILITY

### 4.4.1 To what extent are the capacities built within countries to produce relevant sustainable energy data and implement evidence-based policies and actions likely to be sustained over time?

92. As with effectiveness, sustainability depends to a large extent on each country's own context. The current situation indicates that many of the achievements of ROSE are likely to be sustained in most countries. This can be attributed to the project's ability to tailor its support to country needs, following its rhythm and processes, supported by regional efforts and knowledge sharing. The draft final project report also indicates that the project identified national champions in the beneficiary countries to guarantee "the long-term sustainability of the actions implemented." However, many topics, especially around energy efficiency, have not been explored in enough depth and may require additional support to continue being promoted. The survey responses confirm that country stakeholders consider results to be sustainable to different extents (figure 7).

**Figure 7**
**To what extent are the conditions in your country in place to ensure that the benefits from ROSE project are sustained beyond the life of the ROSE project? (n=8)**




Source: Prepared by the authors on the basis of data from the online self-administered survey mentioned in paragraph 3.2.3, 1 February 2022.

#### ARGENTINA

93. The complex and changing institutional, political and social context in Argentina will pose challenges to sustainability. Although progress was made on energy poverty in a collaborative manner, the institutional context may not be strong enough to keep the ball rolling, even with the development of a roadmap on energy poverty. Continued support from ECLAC would be required to consolidate achievements. With regards to energy efficiency, there is strong interest in pursuing efforts. However, half of the six beneficiaries of the South-South exchange have moved on to other positions – although one of the participants is now a Director.

### PLURINATIONAL STATE OF BOLIVIA

94. It is too early to tell what will happen in the Plurinational State of Bolivia. The collaboration has been effective with the new national focal point, and more political stability is expected to favour continuity. However, while sustainable energy is an important topic for the Plurinational State of Bolivia, its priorities are still unclear.

### CUBA

95. The support for Cuba was quite targeted and responded to their priority of developing renewable energy using sugarcane bagasse to generate electricity. Its outputs are already being used in the development of their biomass policy, and the tools to be delivered should support their access to finance on this topic. The interest for this policy is consistent and thus favorable to sustainability.

### GUYANA

96. The initial situation in Guyana was one of total absence of data. The achieved result – development of data collection tools and processes – is being consolidated by the establishment of a Memorandum of Understanding between the Guyana Energy Agency (GEA) and the University of Guyana to regularly collect data. This is supported by enhanced capacities within GEA and by the fact that private sector companies are on board with the process. For this reason, sustainability of results is likely in Guyana.

### PANAMA

97. Panama has a strong commitment to advancing on sustainable energy and on climate action, and the results of ROSE are embedded in various policy and planning processes that will continue beyond the project. Panama also has a particular commitment to regional integration on sustainable energy,[23] and is thus likely to continue efforts for more coherence in Latin American and Caribbean energy strategies.

### URUGUAY

98. In Uruguay, there is strong commitment to widening the implementation of energy poverty indicators to gather key information that will guide policy-makers, and a process is ongoing to this end. The inclusive process has generated a strong uptake for the concept, with strong capacities and tools. Progress may be hindered by the need to change national census questions.

***Finding 19: In most of the countries targeted by ROSE, there are institutions and stakeholders committed to continuing using the results of ROSE to advance their national processes.***

[23] ECLAC/Government of Panama, "Panama ECLAC communique in support of the regional energy transition, integration and adaptation in Latin America and the Caribbean" [online] https://www.cepal.org/sites/default/files/events/files/panama_en_1.pdf.

### 4.4.2 How likely is it that sustainable energy indicators developed through ROSE in participating countries and at the regional level will continue to be used and updated within the region and beyond?

99. At the regional level, even though the tools and data will remain available, sustained efforts will be required to keep them relevant, promote their use, and improve them with new topics.

100. The way ROSE was implemented is favorable to sustainability. One of the strong features of the web platform with country and regional sustainable energy profiles is that it is hosted on CEPALSTAT and will be updated automatically with CEPALSTAT data, at minimal additional cost. It will thus remain available to future users, as will the toolkits and papers developed by ROSE which will continue to be stored on the ECLAC website. Not having the budget for a standalone "observatory", the ROSE team opted for a lean structure favorable to its sustainability. The barriers that it may face are the need to ensure that countries keep or start providing the Statistics Division with relevant data, as the "relevance expectancy" of statistics is relatively short. Furthermore, the strong alignment of ROSE with the current ECLAC programme of work is favourable to this continuity, as the institution is committed to advancing the use of evidence-based policies for Goal 7. Within ECLAC, it relies on a stable team of thematic experts that can provide continuity to ECLAC support.

101. Promoting the use of tools and methodologies will also be necessary to keep building their uptake, otherwise they may also lose in relevance. Although the number of national focal points from countries not targeted by ROSE who responded the survey was low (n=4), 75% of them consider it "very likely" that their country will start using tools developed by ROSE, and 25% consider it "somehow likely".

102. Another feature of ROSE implementation that favors its sustainability is that it was built around long-lasting projects and partnerships. The BIEE project has been supported by France for 10 years, and there is still interest to keep it going. FOREPLEN is also a permanent forum that is expected to remain active at least for the next 10 years. Both are thus in a position to continue advancing the efforts of ROSE. Furthermore, international partners (IDB, OLADE, IRENA) share a purpose with ROSE, and are therefore interested in continuing work to improve data sharing. The partnership with IDB is currently limited by technological barriers for sharing ECLAC data with the IDB Hub.

103. Lastly, ROSE has fostered knowledge exchange among countries, either bilaterally on specific topics (e.g. South-South exchange), or multilaterally through FOREPLEN. It has brought new topics and new methods to the table that other countries that were not involved in ROSE are interested in exploring. Some ROSE countries like Panama and Uruguay are also interested in sharing their experience. Further support is required to keep these exchanges going, promote wider uptake of ROSE tools, enhance support on renewable energy, and to integrate topics of relevance, like green hydrogen and low emission mobility.

***Finding 20: There are strong foundations for ROSE results to be sustainable, in particular with regard to the sustainability of the online platform itself, but also the regional discussions initiated. The partnerships and the implementation structure of the project is favourable to the continuation of support on measuring progress towards Goal 7, for which the region still has great need.***

# 5. CONCLUSIONS

### *Relevance*

104. ROSE was relevant to the needs expressed by Latin American and Caribbean countries for enhanced capacity to generate data on sustainable energy. Although it is not possible to tell whether the countries that were selected were the most relevant in the region, all the countries that were targeted expressed specific needs with regard to the purpose of ROSE. The support provided to these countries was specifically tailored to their needs and circumstances (Finding 1, 2). The regional-level need that ROSE sought to address was not clearly articulated in the project document beyond the common interest of countries for evidence-based decision making on sustainable energy policy. The design of ROSE was somewhat unclear, which allowed the ROSE team to adapt its implementation modalities, making them more relevant to address country and regional priorities, in particular to a growing interest for comparability, knowledge exchange and more regionally integrated sustainable energy planning (finding 3).

105. ROSE was well aligned with the ECLAC Strategic Framework 2018–2019 and the 2020 programme of work. The reorganization of subprogramme 8 on Natural Resources in 2021 places an even stronger emphasis on sustainable energy and on monitoring progress on Goal 7, increasing the alignment of ROSE with ECLAC priorities (finding 4).

106. In addition to the contributions to Goals 7, 12 and 16 mentioned in the project document, the design of ROSE was also aligned with SDG 13 on climate change (finding 5) and indirectly contributed to most SDGs (finding 11).

107. The integration of gender and human rights considerations in its design was weak, with no gender or human rights analysis, action plan or targets (finding 6). While the topic was integrated thematically in the work related to energy poverty, it was not integrated systematically in project implementation, with measures to promote gender balance in project activities (finding 10).

### *Effectiveness*

108. The achievement of Indicators of Achievement is very satisfactory. The project's IAs are not appropriate to adequately assess the project effectiveness. Nonetheless, it is clear that efforts were made to go beyond what was initially expected and respond to countries' needs as effectively as possible (finding 7). It is also clear that the support provided by ROSE is part of a larger change process over which the project has limited influence.

109. ROSE achieved progress in all the six countries that it supported, delivering trainings, tools and studies that are aligned with their needs and adapted to their national processes. ROSE helped to increase the capacity of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to Goal 7 to different extents depending on their contexts. In Cuba, Panama, Uruguay and Argentina, these are already being used to develop action plans and policies. The topic of energy poverty generated awareness and engagement from a wide range of stakeholders in Argentina and Uruguay, while Guyana went from having no energy data to having

a clear data collection process established. Achievements in the Plurinational State of Bolivia were hindered by a volatile political situation during a significant part of the project implementation, but it is still delivering its energy efficiency baseline following the BIEE methodology (findings 8 and 12).

110. While ROSE supported the advancement of several topics and processes in each country, there is still a long way to go for tools and methods to be fully integrated in national policies. Several countries still lack capacity within their national institutions or face challenges updating their national census to collect more relevant data. Furthermore, the scope and budget of the project did not allow countries to be supported on all the topics that needed support. Beyond Cuba, no significant achievements were made in renewable energy, although countries expressed interest in several related topics (findings 8 and 12).

111. Regionally, ROSE fostered the exchange of knowledge and experience through the development of policy papers and regional forums, continuously building knowledge from its experience. This included the Toolkit for reporting on Goal 7, energy poverty indicators, and the Regional and Country Energy Profiles, which are available to the benefit of all Latin American and Caribbean countries (finding 9). Its work contributed to building a consensus on sustainable energy indicators for the region and to the uptake of the concept of energy poverty. Given that ROSE directly supported only six countries, more support would be required for other countries to adopt these tools. Lack of capacities within national institutions is also a challenge for countries that were not targeted by ROSE (finding 13).

112. ROSE significantly enhanced its results through innovation. The regional and country energy profiles were particularly innovative for their visual presentation and the fact that they allow comparison among countries. The breakdown of the concept of "access" along new factors was also innovative (finding 14).

113. The work on energy poverty had the unexpected effect of strengthening national and regional networks of stakeholders (finding 15).

### *Efficiency*

114. Project implementation progressed in a timely manner for the first two years of the project, but was then interrupted during several months because of the COVID-19 pandemic. The ROSE team adapted efficiently, by transitioning its activities to virtual platforms and reallocating travel budget to increase technical assistance provided. Ultimately, while working online may have limited the depth of some of the workshops and other learning events, it allowed ROSE to reach a broader public. National consultative processes were also more inclusive. Its adaptation to the COVID-19 crisis therefore increased the overall efficiency of the project, even if some activities were delayed and may not yet have been completed (finding 16).

115. The success and the efficiency of ROSE relied significantly on its partnerships with regional and international actors, including ADEME, IRENA, OLADE, FAO and others, which often provided technical inputs or support to its work. These partnerships are insufficiently accounted for in ROSE reporting (finding 17).

116. The IAs were not adequately formulated to reflect the outcomes of the project. Their formulation was unclear and they did not incorporate the regional component or define the expected form that the observatory should take. The targets used were not sufficient to assess progress against expectations (finding 18).

### *Sustainability*

117. There are encouraging signs with regards to the sustainability of the results of ROSE in most of the target countries, although sustainability is largely dependent on the countries' context. Favorable factors include an effective collaboration with ROSE, engagement of government towards sustainable energy (or towards a specific ROSE topic), buy-in from a wide range of national stakeholders, and the fact that the processes supported by ROSE are tightly embedded in national processes. Unfavorable factors include still weak or unstable institutions and complex national and institutional contexts that hinder effective change. For some countries, the progress achieved is still too limited to be sustainable (finding 19).

118. At the regional level, ROSE has built some strong foundations for its sustainability. Its web portal can continue to be hosted and updated by the Statistics Division, while its work can continue to be pursued at least partly through BIEE and FOREPLEN, which have been integrated in ROSE. Further work is indeed required to keep promoting the uptake of ROSE tools and methodologies by regional forums but also in individual countries interested in exploring topics like energy poverty. The need for support for renewable energy is still there, as only Cuba achieved progress on this topic. There is interest from Latin American and Caribbean countries in continuing exchanges on sustainable energy (finding 20).

# 6. LESSONS LEARNED

***Sustainable energy is a complex theme that requires efforts in order to bring about progress on several topics***

119. This is a tall order for a single project, and counting on the support of several partners and initiatives was highly beneficial. However, this also means that after the four years of the project there are still important gaps and opportunities for ECLAC to contribute to advancing policy in this sector. While the concept of energy poverty was substantially elaborated on, it is complex enough to require further support to be applied in other Latin American and Caribbean countries. Support is still required on renewable energy. Among the three SDG targets, 7.2 is the one for which the fewest of those countries have reporting capacity, and it is also the one on which ROSE provided least support. The initial proposals for support were meant to cover geothermal energy, and recent discussions on electric mobility and green hydrogen provide indications of possible topics to explore in this area.

***The alignment of ROSE with the ECLAC programme of work is an asset for its sustainability***

120. As the topic is strongly integrated in the ECLAC subprogramme on Natural Resources, and thematic resources are in place to advance efforts on monitoring sustainable energy.

***Working with the right partners can help expand results and build sustainability***

121. While the budget, duration and overall reach of ROSE were very limited, its network of partners helped it multiply its results, by accessing expertise and data that ROSE by itself could not have generated. Internal collaboration with existing projects and departments also helped to ensure sustainability for the project that it would not have had by itself. Keeping better track of these contributions would have helped gain a better understanding of the extent of what could be achieved with Development Account funds.

***Providing support that is adequately tailored to the needs of the beneficiaries should always be a priority***

122. While this may not protect from unstable national circumstances, it will ensure that what is produced fits into existing national processes and is manageable by national stakeholders. In ROSE, this was achieved by providing sufficient time and flexibility to agree on planned support and room to adjust this support as needs evolved. Abandoning some activities because national priorities have changed should not necessarily be seen as a failure.

***Much can be achieved without travelling***

123. Even though it required a *force majeure* situation to demonstrate it, weighing the pros and cons of using virtual modalities for meetings shows that a **hybrid modality** with careful mix of in-person and virtual activities has the potential to maximize engagement without compromising content.

124. The way in which ROSE constructed **"virtuous learning cycles"** by using each piece of research and national experience in new policy papers and presentations is a good practice. It helped build regional interest for the topics addressed in ROSE and foster exchange of knowledge between countries, which will then yield new experiences to be shared.

*Incorporating gender in projects cannot be left to chance*

125. Promoting the participation of women in regional events may not yield immediate results on gender representation among stakeholders, in particular public servants in member countries, but it is a necessary step to advance in this direction and promote greater involvement of women in energy policy development.

*The logframe and its indicators should be representative of the entire project*

126. It should be valid and precise enough to reflect the project's progress towards its objectives, without being so constraining as to limit the capacity of the project to respond adequately to its beneficiaries' needs. Responding to the Development Account guidelines, in particular with regard to focusing on outcomes rather than outputs and ensuring that the means of verification are realistic should not compromise accuracy and relevance of the indicators.

# 7. RECOMMENDATIONS

***Recommendation 1: ECLAC should explore ways to secure funding for a second, more targeted, phase of ROSE***

127. It would, on the one hand, continue acting as an umbrella to advance work around indicators for Goal 7, and on the other, focus on topics that require special attention and are not currently addressed by other Natural Resources Division initiatives, while continuing to leverage and strengthen existing partnerships. Given the results and the relatively good sustainability of ROSE at the country level, much could be achieved with relatively limited additional funds. The coordination effort would promote a coherent regional approach to measuring sustainable energy that would be beneficial for countries to learn from each other, for regional integration and for bringing common issues to global discussions. While FOREPLAN is currently the force that centralizes discussions on Goal 7, it is not set up to coordinate day- to- day efforts. A second phase of ROSE could provide countries with support on (i) national processes to define and adopt energy poverty indicators in new countries; and (ii) renewable energy indicators and evidence on renewable energy technologies, in particular on geothermal energy, green hydrogen and low carbon mobility (including electric mobility) in new or already targeted countries. Efforts on target 7.3 would continue to be supported by BIEE.

***Recommendation 2: ECLAC and the Natural Resources Division should develop a strategy to promote the participation of women in regional dialogues, and in particular in events that involve public servants***

128. This strategy should generate awareness and incentives for countries to promote women to strategic, decision-making positions, especially on topics where they are typically underrepresented, like energy.

***Recommendation 3: The Natural Resources Division should provide stronger quality control with regard to the design of the project's logframe***

129. In particular, the Indicators of Achievement must ensure that they accurately reflect their project's desired outcomes (including both country and regional level outcomes) and collect relevant performance information, while preserving flexibility to provide support that is relevant to the needs of beneficiaries.

***Recommendation 4: ECLAC should adjust its reporting on co-financing to better account for the contribution of co-financing to the achievements of its projects***

130. Considering the extent to which partnerships contributed to the expansion of the scope and reach of the project, there is an opportunity for ECLAC to increase its understanding and valuation of its convening role and better leverage this aspect in future projects, while still following Development Account templates. In addition to clarifying each actors' respective contributions to the projects, this may also help improve coherence and avoid duplication of efforts.

# 8. ANNEXES

| | |
|---|---|
| ANNEX 1 | ASSESSMENT MATRIX |
| ANNEX 2 | LIST OF DOCUMENTS REVIEWED |
| ANNEX 3 | LIST OF PEOPLE INTERVIEWED |
| ANNEX 4 | PROFILE OF SURVEY RESPONDANTS |
| ANNEX 5 | EVALUATOR'S REVISION MATRIX |
| ANNEX 6 | TERMS OF REFERENCE |

# ANNEX 1

## ASSESSMENT MATRIX

| Evaluation questions | Indicators | Data source | Data collection methods |
|---|---|---|---|
| **Relevance** | | | |
| 1. How relevant is the ROSE design and its implementation to the needs of its beneficiaries (both regional and from participating countries)? | • Level of alignment of the ROSE design (objective, expected outcomes, planned activities) with the needs of participating and of LAC countries.<br>• Level of alignment of the ROSE implementation (activities, outcomes, processes) with the needs of participating and of LAC countries. | • Prodoc, progress reports, country proposals and communication, ROSE and external publications<br>• NFPs (all),<br>• NRD<br>• Consultants<br>• Partners<br>• Ministries, NGOs, Private sector, research institutions | • Document and literature review.<br>• Interviews<br>• Survey |
| 2. How aligned is the ROSE project with the priorities of ECLAC and with SDGs, gender equality and human rights? | • Level of alignment of ROSE with:<br>(a) The ECLAC Strategic Framework 2018-2019 and the 2020 and 2021 Programmes of Work.<br>(b) SDGs.<br>• Existence of gender and human rights analysis and strategy in the project preparation documents and country level proposals.<br>• Incorporation of gender disaggregated indicators and targets in the logical framework. | • Prodoc and progress reports, ECLAC strategic documents, human rights, SDGs, UNWOMEN guidance on gender mainstreaming<br>• NRD | • Document review<br>• Interviews |
| **Effectiveness** | | | |
| 3. To what extent did the project deliver on the expected accomplishments/outcomes, including with regards to SDGs, gender and human rights? | • Level of achievement of IAs from the logframe.<br>• Number and types of tools, briefs and methodologies available to LAC countries.<br>• Number and types of sustainable energy indicators that participating countries have the capacity to inform as a result of ROSE support.<br>• Evolution of capacity to monitor and report on SDG 7 for participating and LAC countries.<br>• Number and topics of policies, action plans and strategies that participating countries are/were able to develop as a result of ROSE support.<br>• Proportion of outputs (tools, indicators, methodologies, trainings) incorporating gender analyses and solutions.<br>• Proportion of w/m participating in ROSE activities at the beginning and at the end of the project, and measures implemented to promote their active involvement.<br>• Types and extent of effects on SDGs (other than SDG 7), gender and human rights perceived by project stakeholders. | • Prodoc and progress reports, project outputs and activity reports, event surveys<br>• NRD<br>• NFPs (participating)<br>• Consultants<br>• Partners | • Document review<br>• Interviews<br>• Survey |

| Evaluation questions | Indicators | Data source | Data collection methods |
|---|---|---|---|
| 4. To what extent did the project achieve its objective at the country and the LAC level? | • Types of capacities strengthened (monitor, implement, design evidence-based sustainable energy indicators) at country and at LAC levels.<br>• Number of non-participating LAC countries using ROSE tools and methodologies to report on SDG indicators.<br>• Evolution of capacity to design and implement evidence-based policies at country and at LAC levels.<br>• Types of remaining capacity gaps to generate sustainable energy indicators and to design and implement evidence-based policies at country and at LAC levels. | • Project documents, activity reports and surveys<br>• NRD<br>• NFPs (all)<br>• Partners<br>• NGOs, Private sector, research institutions | • Document review<br>• Interviews<br>• Survey |
| 5. To what extent did innovation contribute to the results<br>6. of the project? | • Nature of innovations applied by the project (either in terms of topics covered, means of delivery or a combination of thereof).<br>• Perceived effect of these innovations on project results. | • Project documents, activity reports, progress reports<br>• NRD<br>• NFPs (participating)<br>• Consultants<br>• Partners | • Document review<br>• Interviews |
| 7. Were there any unexpected (positive or negative) results from the project? | • Number and type of expected and unexpected results from the project. | • Project documents, activity reports and surveys<br>• NRD<br>• NFPs (participating)<br>• Consultants<br>• Partners | • Document review<br>• Interviews |
| **Efficiency** | | | |
| 8. To what extent was the project implemented in a timely and cost-effective manner? | • Proportion of activities carried out within their planned timeframe.<br>• Nature and duration of delays.<br>• Level of alignment between planned and incurred project costs and nature and divergences.<br>• Nature of measures implemented to enhance cost effectiveness (relative to the ProDoc).<br>• Evidence of application of sound financial and management practices. | • Project documents, progress and activity reports<br>• NRD<br>• NFPs (participating)<br>• Consultants<br>• Partners | • Document review<br>• Interviews |
| 9. To what extent has partnering with other organizations enabled or enhanced reaching of results? | • Number and nature of collaborations established with other actors in sustainable energy.<br>• Value of funds leveraged.<br>• Nature and extent of contribution of partnerships to project results. | • Project documents, progress and activity reports<br>• NRD<br>• NFPs (participating)<br>• Partners | • Document review<br>• Interviews |
| 10. How efficiently did the project respond to unexpected (favorable or unfavorable) circumstances, and in particular to the COVID-19 pandemic? | • Evidence of measures being taken to adapt the project to unexpected circumstances<br>• Evidence of measures being taken to adapt the project to the circumstances of the COVID-19 pandemic.<br>• Perceived effect of these measures on project results. | • Project documents, progress and activity reports<br>• NRD<br>• NFPs (participating)<br>• Consultants<br>• Partners | • Document review<br>• Interviews<br>• Survey |

| Evaluation questions | Indicators | Data source | Data collection methods |
|---|---|---|---|
| 11. Were the reporting, monitoring and evaluation requirements adequately designed and implemented to enable an effective tracking of project performance? | • Existence of a clear and appropriate reporting and M&E plan (timeline, role and responsibilities, resources).<br>• Existence of appropriate (SMART) indicators to track performance.<br>• Proportion of reports delivered in a timely manner and fully informed. | • Project documents, progress reports | • Document review |
| **Sustainability** | | | |
| 12. How likely is it that sustainable energy indicators developed through ROSE in participating countries and at the regional level will continue to be used and updated within the region and beyond? | • Proportion of tools, briefs, and methodologies that will remain available on an online platform beyond the project lifetime.<br>• Existence of mechanism(s) to ensure a continued update of national and regional indicators on the knowledge platform.<br>• Level of dependence on future funding at the regional level for the maintenance of project results.<br>• Likelihood of non-participating LAC countries starting to use ROSE tools, briefs and methodologies after the end of the project to develop indicators to report on SDG 7.<br>• Likelihood of ECLAC partners starting or continuing to use ROSE tools, briefs and methodologies to build the capacity of other LAC and non-LAC countries to develop indicators to report on SDG 7. | • Project documents and outputs<br>• NRD<br>• NFPs (all)<br>• Consultants<br>• Partners<br>• NGOs, Private sector, research institutions | • Document review<br>• Interviews<br>• Survey |
| 13. To what extent are the capacities built within countries to produce relevant sustainable energy data and implement evidence-based policies and actions likely to be sustained over time? | • Existence of an institutional framework within beneficiary countries to ensure a continued update of national indicators and promote their use in policy design.<br>• Level of dependence on future funding within each country for the maintenance of project results.<br>• Likelihood of participating countries continuing to report on SDG 7.<br>• Likelihood of participating countries continuing to use sustainable energy indicators to develop evidence-based policies. | • Project documents and outputs<br>• NRD<br>• NFPs (participating)<br>• Consultants<br>• Partners<br>• NGOs, Private sector, research institutions | • Document review<br>• Interviews<br>• Survey |

# ANNEX 2

## LIST OF DOCUMENTS REVIEWED

Project documents

- ProDoc
- ECLAC T10 and T11 Additional Funding Requests (and email confirmation).
- COVID-19 project amendment.
- Budget and Expenditure Dashboard for ROSE as of March 16, 2022.

Project reports

- Progress reports for 2018, 2019 and 2020 (and annexes available).
- Proposals to participating countries (Bolivia, Cuba, Guyana, Panama).
- Acceptance/support letters (Argentina, Guyana, Uruguay, Panama, Bolivia, Cuba).
- Country profiles.
- Mission reports.
  - Argentina G20 February 2018.
  - St-Lucia-Cuba April 2018.
  - Panama-Colombia September 2018.
  - MINER-Agro-AZCUBA April 2018.
- Draft Final Project Report (March 2022 version).

Activity information

- Event agenda, lists of participants.
- Presentations.
- Post-event satisfaction surveys.

Publications and outputs

- SDG 7 Data Collection Toolkit and Methodological Guide.
- Databases developed for the project.
- ROSE web page.
- Regional and country energy profiles.
- Pistonesi, Héctor - Bravo, Gonzalo - Contreras Lisperguer, Rubén, Mapeo situacional de la planificación energética regional y desafíos en la integración de energías renovables, 2019.
- Distributed photovoltaic generation in Brazil: Technological innovation, scenario methodology and regulatory frameworks.
- Sostenibilidad energética en América Latina y el Caribe: reporte de los indicadores del Objetivo de Desarrollo Sostenible 7.

- Rol y perspectivas del gas natural en la transformación energética de América Latina: aportes a la implementación del Observatorio Regional sobre Energías Sostenibles.
- Rol y perspectivas del sector eléctrico en la transformación energética de América Latina: aportes a la implementación del Observatorio Regional sobre Energías Sostenibles.
- Seguridad hídrica y energética en América Latina y el Caribe: definición y aproximación territorial para el análisis de brechas y riesgos de la población.
- Análisis de las tarifas del sector eléctrico: los efectos del COVID-19 y la integración energética en los casos de la Argentina, Chile, el Ecuador, México y el Uruguay.
- Contribuciones determinadas a nivel nacional del sector eléctrico en América Latina y el Caribe: análisis de la transición hacia el uso sostenible de las fuentes energéticas.
- Informe nacional de monitoreo de la eficiencia energética de Panamá, 2020.
- Calvo, Rubén - Álamos, Nicolás - Billi, Marco - Urquiza, Anahí - Contreras Lisperguer, Rubén, Desarrollo de indicadores de pobreza energética en América Latina y el Caribe, 2021.

ECLAC documents and publications

- ECLAC, Draft Programme of Work of the ECLAC System 2018-2019.
- ECLAC, Draft Programme of Work of the ECLAC System 2020.
- ECLAC, Annual Report on regional progress and challenges in relation to the 2030 Agenda for Sustainable Development in Latin America and the Caribbean, 2017.

Other documents

- United Nations General Assembly, Proposed strategic framework for the period 2018-2019 – Part two: biennial programme plan – Programme 18: Economic and social development in Latin America and the Caribbean, 2016.
- UN SDG Website.
- Habtezion, Senay, Gender and Energy, United Nations Development Programme, 2013.

# ANNEX 3

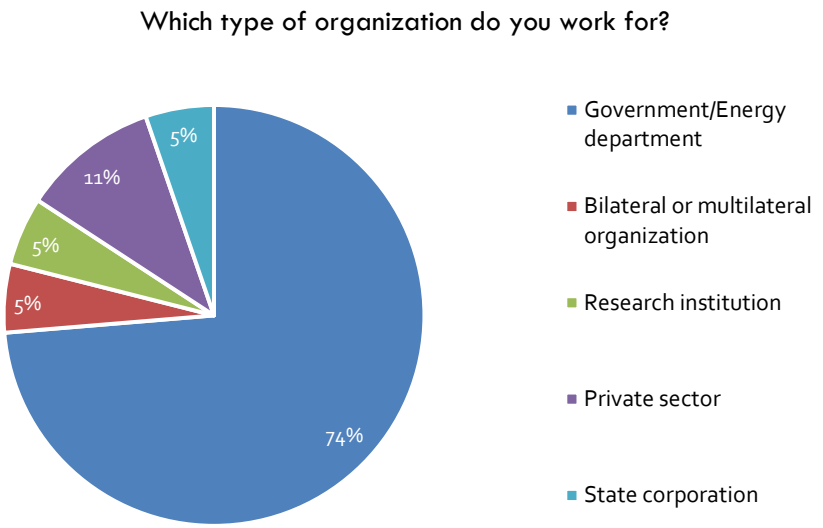
## LIST OF PEOPLE INTERVIEWED

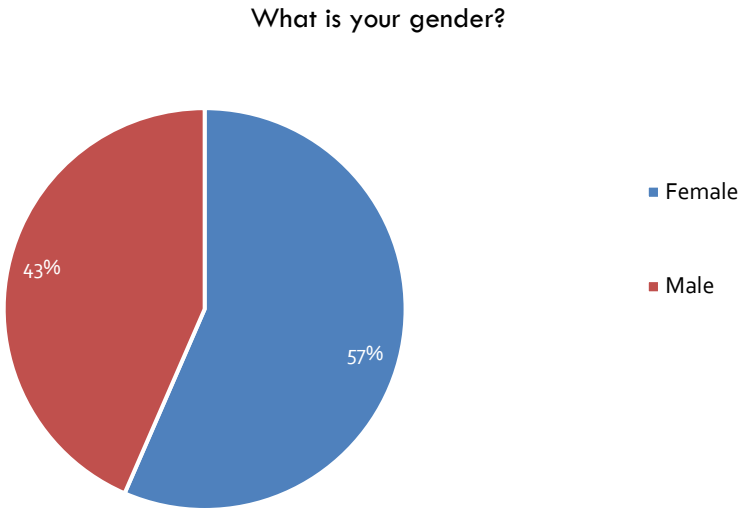
| Name | Position | Relation to ROSE | Interview date |
|---|---|---|---|
| **ECLAC – NRD Personnel** | | | |
| **Rubén Enrique Contreras Lisperguer** | Economic Affairs Officer, Water and Energy Unit, NRD, ECLAC. | ROSE implementation team | 2022-02-25 |
| **René Salgado** | Economic Affairs Officer, Water and Energy Unit, NRD, ECLAC. | ROSE implementation team | 2021-12-22 |
| **Diego Messina** | Energy consultant, NRD, ECLAC. | ROSE Consultant | 2022-02-01 |
| **Marina Gil** | Economic Affairs Officer, Water and Energy Unit, NRD, ECLAC. | Other NRD staff | 2022-02-10 |
| **NFPs for participating countries** | | | |
| **Michael Williamson** | Section Chief, Energy Division, Economic and Social Commission for Asia and the Pacific. | ROSE Partner | 2022-02-04 |
| **Guadalupe González** | Panamá - Electricity Director, National Electricity Secretariat. | Beneficiary country representative | 2022-02-16 |
| **Alejandra Reyes** | Uruguay - Head of Planning and Statistics, National Energy Directorate. | Beneficiary country representative | 2022-01-31 |
| **Lisandro Cohendoz** | Argentina - Asesor de la Secretaría Nacional de Energía. | Beneficiary country representative | 2022-02-14 |
| **Carmen Cecilia Ramirez Villegas** | Bolivia - Alternative Energy Specialist, National Hydrocarbon Agency. | Beneficiary country representative | 2022-02-22 |
| **Ruben Peredo** | Bolivia - Energy Efficiency Specialist, National Hydrocarbon Agency. | Beneficiary country representative | 2022-02-22 |
| **Rosshanda Bagot** | Guyana - Economist, Energy and Energy Statistics, Guyana Energy Agency. | Beneficiary country representative | 2022-02-18 |
| **Shevon Wood** | Guyana - Head of the Energy and Energy Statistics Division, Guyana Energy Agency. | Beneficiary country representative | 2022-02-19 |
| **Lisandro Cohendoz** | Argentina - Asesor de la Secretaría Nacional de Energía. | Beneficiary country representative | 2022-02-14 |
| **Representatives from partner organizations** | | | |
| **Franco Carvajal** | Energy economics consultant, Inter-American Development Bank (IADB). | ROSE Partner | 2022-02-07 |
| **José Torón** | Regional Programme Officer - Latin America and the Caribbean, International Renewable Energy Agency (IRENA). | ROSE Partner | 2022-02-03 |
| **Didier Bosseboeuf** | Scientific and technical Advisor, Ecological Transition Agency (ADEME). | ROSE Partner | 2022-03-01 |
| **Consultants** | | | |
| **Catalina Amigo** | Researcher, Energy Poverty Network (REDPE), University of Chile. | Collaborated with ROSE | 2022-02-23 |
| **Vishal Persaud** | Lecturer in Alternative Energy Management, University of Guyana. | ROSE Consultant | 2022-01-31 |

# ANNEX 4

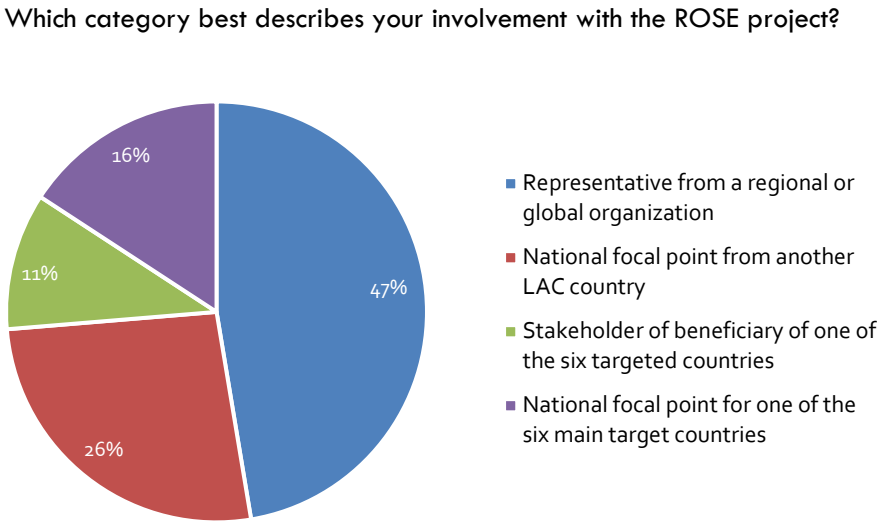
## PROFILE OF SURVEY RESPONDENTS

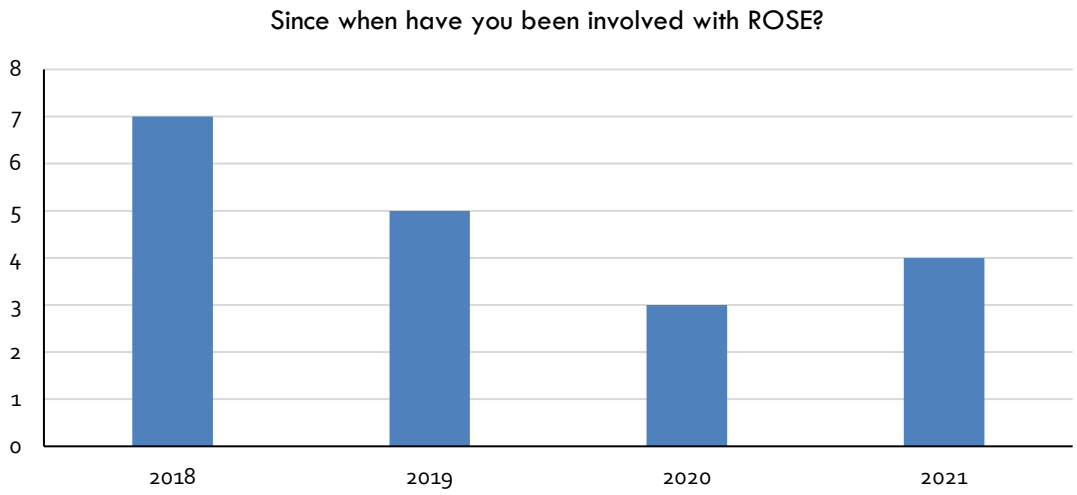
a) Type of respondents (n=19)



b) Engagement with ROSE (n=19)



# ANNEX 5

## EVALUATOR'S REVISION MATRIX

**Evaluation of the DA Project 1819AH**
**"Regional Observatory on Sustainable Energy for Latin American and the Caribbean Region"**

**Evaluation Report Feedback Form: Evaluation Reference Group**

| SPECIFIC COMMENTS | | |
|---|---|---|
| **PARAGRAPH NUMBER** | **COMMENT** | **EVALUATOR'S RESPONSE** |
| **Page 10/3.1.1/Country selection process**/"The process for selecting the target countries is unclear..." | I would suggest to replace the word "unclear", because the country selection was part of the implementation process, and it was discussed with the region during the launch of the project in an open meeting with all ECLAC member states.<br>As it was reported a side meeting was held during the Technical Forum of Energy Planners with all national representatives to introduce and discuss the ROSE project in order to identify interested countries. This meeting was reported in the 1st ROSE report. During that meeting Argentina, Cuba, Panama, Bolivia and Uruguay expressed great interest in participating and being part of the project and officially requested to be considered for ROSE activities. Following the meeting, Guyana officially requested to be considered for ROSE.<br>As a side note, despite the role of the "previous energy specialist" in the project, it is important to highlight that the countries were selected based on their willingness to work with the ROSE project and to support the implementation of it. | The description of the selection process was expanded. The word "unclear" was removed and instead specific information gaps were identified. |
| **Page 13/3.1.2/Gender and human rights analysis in project preparation** "The integration of gender and human rights considerations in the project design was weak. Gender, indigenous groups and rural populations were mentioned as dimensions to consider in some activities, but the ProDoc did not include a gender or human rights analysis to identify specific needs and possible interventions related to these issues. The logical framework does not include indicators…" | I think it would be important to include that in spite of the challenges, the team that implemented ROSE addresses in a unique and original way the issue of energy poverty that studies and includes the issues of gender and indigenous populations, where indicators were developed and are available in the ROSE Observatory at CEPAL-Stat. | This section refers specifically to project design. Energy Poverty was not discussed in the project document. The incorporation of gender during project implementation, an in particular through the topic of energy poverty is discussed in the effectiveness section (section 3.2.1 – now 4.2.1). |

| | | |
|---|---|---|
| **Page 17/3.2.1/Regional achievements** "Furthermore, the creation of a web platform with regional and country energy profiles is a major achievement..." | Only to clarify that this represents the development and implementation of the Regional Observatory of ROSE and that for sustainability it was hosted by CEPAL-Stat, in order to ensure its future operation. | Clarifications added. |
| **Page 33/6.Recommendations/ "The NRD should seek to make the process for selecting project beneficiaries more transparent, for the sake of accountability..."** | Please review comments made previously, describing the selection process and where all the countries in the region discussed their interest in being part of ROSE. This resulted in working with the countries that showed interest and confirmed it with letters of request in order to formalize the process. Consequently we suggest adjusting this sentence, since in general the selection process, when discussed with all countries and confirmed by their letter of interest, can be considered fairly transparent. | Thank you for helping me understand this process better. The revisions to this section point to some missing information in the process to identify these countries to target, which makes it difficult to assess whether support goes where it is most needed. However, it is understandable that country's willingness and active engagement in obtaining this support is the most important selection criteria given the nature of the activities. While it would be advisable to document these processes more, this observation does not really warrant a recommendation, and it has been deleted. |

**Evaluation of the DA Project 1819AH**
**"Regional Observatory on Sustainable Energy for Latin American and the Caribbean Region"**

**Evaluation Report Feedback Form: PPOD**

| **GENERAL COMMENTS** | | |
|---|---|---|
| **REPORT SECTION (if applicable)** | **COMMENT** | **EVALUATOR'S RESPONSE** |
| | When submitting final version of the report, please include an executive summary that can function as a standalone document. | Executive summary incorporated. |
| | Before going into the background of the project, please include an introduction to the evaluation report (2-3 paragraphs). | Section 2.1 "Objective and scope" was moved to before the section "Introduction to ROSE" to provide an introduction to the report. |
| | The use of acronyms for energy efficiency, energy poverty and sustainable energy make the report harder to read, and does not save much space. We would suggest spelling out those terms throughout. | The terms are now spelled out throughout the report. |
| | Please note that the English acronym is ECLAC, not CEPAL, which is sometimes used (see recommendations section). | Corrected. |
| | We suggest numbering the findings, and referring to those findings in the conclusion section, would help follow the logic of the evaluation. | Done. |

| SPECIFIC COMMENTS | | |
|---|---|---|
| **PARAGRAPH NUMBER** | **COMMENT** | **EVALUATOR'S RESPONSE** |
| **Page 5** | There seems to be some confusion between the Statistics Division, and CEPALSTAT. (CEPALSTAT is an online statistics database maintained by ECLAC, it is maintained by the Statistics Division but contains data from other Divisions as well). | This difference was clarified throughout the report. |
| **Page 11 - Relevance** | Please note that the PRODOC for DA projects must follow a template that for a certain extent accounts for the "weaknesses" identified here. Please refer to DA project guidelines for the 11th tranche, attached. This could be mentioned to contextualize the findings on the prodoc and the indicators.<br>Indicators for this project are in line with all DA projects from ECLAC and other entities. While it is of course appropriate for the evaluation to comment on the quality of the indicators as appraised by the evaluator, the repetition of this comment throughout the report, along with its qualification as a weakness, does not add to the usefulness of the evaluation, since it is not within the purview of ECLAC to change DA projects indicators template. | References to the DA guidelines have been added, in particular with regards to the focus on country-level activities.<br>References to the design and indicator challenges have been reorganized to limit repetitions.<br>The indicators are indeed generally aligned with the guidelines for DA projects (under T11) especially in terms of focusing on changes in capacity and being realistic about the ways through which data will be collected. Nonetheless, by seeking simplicity, they lost accuracy, making them less relevant, as no clear definition of who the targeted population was or what would be considered an appropriate proportion of countries in which success is achieved (as was done for IA1.2 and IA 2.3).<br>The evaluator cannot comment on indicators used by other DA projects. |

| SPECIFIC COMMENTS | SPECIFIC COMMENTS | SPECIFIC COMMENTS |
|---|---|---|
| **PARAGRAPH NUMBER** | **PARAGRAPH NUMBER** | **PARAGRAPH NUMBER** |
| **Page 11 Relevance of ROSE design** | It is not clear why the activity related to the development of the Observatory would be a big weakness of the project, concluding the project did not aim to create "an observatory in the traditional sense of the word" (Page 14). The Observatory developed is however maintained (and will be maintained over time) by ECLAC, is in fact hosted in ECLAC website. The Observatory is a digital platform whose main (presentation) page is https://www.cepal.org/es/rose with a design integrated - for resource efficiency/availability- in the general website of ECLAC (in the same fashion as the Demographic Observatory https://www.cepal.org/es/ publicaciones/tipo/observatorio-demografico-america-latina ), and it contains relevant publications in the bottom, and in the same site the link to the regional component (regional energy profile) (https://statistics.cepal.org/ portal/ cepalstat/perfil-regional.html?theme=4&lang=es) and the national one (https://statistics.cepal.org/portal/ cepalstat/perfil-nacional.html?theme=4&country= arg&lang=es), which are the database part of the Observatory (with both regional and national data). The database is hosted in the cepalstat platform for resource availability reasons, for which it might be not understood at first sight as part of the observatory. | Indeed, a more accurate term is "ambiguity", as the main challenge was not found in the activity itself, but in the fact that what the observatory was expected to be was unclear in the project document and was left to the implementation team to define. This was adjusted in the report. |
| **Page 13 Performance against Indicators of Achievement** | The fact that the project reached its targets relatively rapidly is not a negative, rather than a sign that the project was successful. 4 of the indicators are ongoing indicators (percentage of stakeholders acknowledging…) that are not a target to be cleared once, but to be maintained throughout project implementation, therefore it is consistent for them to be achieved while some activities are still in progress.<br>Early successes in the project led to additional funding being allocated, and additional activities being included. | Reaching targets rapidly can also mean that the targets were not ambitious enough. However, As discussed above, with more specific formulation, the indicators could have been used to measure overall progress against outcomes in addition to outcomes from ongoing activities. |
| **Page 13 Performance against Indicators of Achievement and Page 26 section 3.3.3** | Please note that the IAs were designed to measure the (increase) in capacities of beneficiary countries. The intended results (outcomes) in Development Account projects are always focused on national capacities, and even though we may reach a large number of beneficiaries by designing regional activities, the Development Account requests projects during the design phase to focus on a narrow number of beneficiary countries. Thus the indicators must be oriented to measure national capacities.<br>Visibility of the observatory in the IAs: the IAs are focused in capacities, for which the observatory is a tool, that was integrated in the project design at the same level as other activities/outputs (however IA1.3 mention the Observatory, in its usefulness to the capacity of monitoring progress on SDG7).<br>Regarding the level of ambitiousness of IA2.3, Projects are usually requested to include at least one indicator that shows actual use of the strengthened or created capacities. | As discussed above, context was added on the fact that this focus on country level results is mandated by the guidelines for DA projects.<br>These guidelines do not require IAs to focus only on capacities, and cite as "examples of strong indicators" IAs related to the development of a platform. A stronger presence of the observatory in the indicators would have been relevant as it is described as "the operational core of the project", without which the achievement of project outcomes would have been compromised.<br>Re. IA2.3: Indeed, this was contextualized in the report. |

| SPECIFIC COMMENTS | SPECIFIC COMMENTS | SPECIFIC COMMENTS |
|---|---|---|
| **PARAGRAPH NUMBER** | **PARAGRAPH NUMBER** | **PARAGRAPH NUMBER** |
| **Page 24** | "ECLAC authorized the reallocation of budget planned for travel to other budget lines." This was a general policy from DESA, who oversees the management of DA projects in all entities, not an ECLAC level decision. | Corrected. |
| **Page 26** | "Project reports were available for every year of the project (except for the last year)" – the draft final report for the project will be sent shortly.<br>Please note that ECLAC has to follow progress report templates are given by the DA, including the part on partnerships. | Thank you, it was received on April 22.<br>A footnote was added about the progress report templates. |
| **Page 30 – paragraph starting with Regionally** | There is much focus on weaknesses in countries not targeted by the project, which seems to be outside the scope of the project and therefore of this evaluation | Considering that this is a regional project, it seems relevant to mention that the results of this project could be expanded to other countries that would need that support, and to point out some crucial areas in which this support would be useful (it is a comment about future opportunity rather than failure to do something). The sentence was slightly rephrased to emphasize that the scope of ROSE was on six specific countries. |
| **Recommendations** | Please number recommendations.<br>It is not clear what is the basis for the last recommendation. In the findings section, there is only one sentence about this topic (More clarity on the partnership structure would have been useful) without much detail or findings regarding duplication of efforts. | Numbering added.<br>This is based on the entire section on partnerships (4.3.2) which proved extremely valuable to ROSE. The recommendation is not about something that was done wrong, but rather about an opportunity for ECLAC to learn more systematically from its collaboration with its partners. |

# ANNEX 6

## TERMS OF REFERENCE

**TERMS OF REFERENCE**

**Assessment of the Development Account Project 1819AH**
**REGIONAL OBSERVATORY ON SUSTAINABLE ENERGY FOR LATIN AMERICAN AND THE CARIBBEAN REGION**

### I. Introduction

1. This assessment is out in accordance with the General Assembly resolutions 54/236 of December 1999, 54/474 of April 2000 and 70/8 of December 2015, which endorsed the Regulations and Rules Governing Programme Planning, Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation (PPBME) and its subsequent revisions. In this context, the General Assembly requested that programmes be evaluated on a regular, periodic basis, covering all areas of work under their purview. As part of the general strengthening of the evaluation function to support and inform the decision-making cycle in the UN Secretariat in general and ECLAC in particular and within the normative recommendations made by different oversight bodies endorsed by the General Assembly, ECLAC's Executive Secretary is implementing an evaluation strategy that includes periodic evaluations of different areas of ECLAC's work. This is therefore a discretionary internal evaluation managed by the Programme Planning and Evaluation Unit (PPEU) of ECLAC's Programme Planning and Operations division (PPOD).

### II. Assessment Topic

2. This assessment is an end-of-cycle review of a project aimed at strengthening national capacities of Member States in Latin American and the Caribbean to design, implement and monitor evidence-based sustainable energy action plans and policies.

### III. Objective of the Assessment

3. The objective of this assessment is to review the efficiency, effectiveness, relevance, and sustainability of the project implementation and more particularly document the results the project attained in relation to its overall objectives and expected results as defined in the project document.

4. The assessment will place an important emphasis in identifying lessons learned and good practices that derive from the implementation of the project, its sustainability and the potential of replicating them to other countries.

5. The lessons learned and good practices in actual project implementation will in turn be used as tools for the future planning and implementation of projects.

## IV. Background

### The Development Account

6. The Development Account (DA) was established by the General Assembly in 1997, as a mechanism to fund capacity development projects of the economic and social entities of the United Nations (UN). By building capacity on three levels, namely: (i) the individual; (ii) the organizational; and (iii) the enabling environment, the DA becomes a supportive vehicle for advancing the implementation of internationally agreed development goals (IADGs) and the outcomes of the UN conferences and summits. The DA adopts a medium to long-term approach in helping countries to better integrate social, economic and environmental policies and strategies in order to achieve inclusive and sustained economic growth, poverty eradication, and sustainable development.

7. Projects financed from the DA aim at achieving development impact through building the socio-economic capacity of developing countries through collaboration at the national, sub-regional, regional and inter-regional levels. The DA provides a mechanism for promoting the exchange and transfer of skills, knowledge and good practices among target countries within and between different geographic regions, and through the cooperation with a wide range of partners in the broader development assistance community. It provides a bridge between in-country capacity development actors, on the one hand, and UN Secretariat entities, on the other. The latter offer distinctive skills and competencies in a broad range of economic and social issues that are often only marginally dealt with by other development partners at country level. For target countries, the DA provides a vehicle to tap into the normative and analytical expertise of the UN Secretariat and receive on-going policy support in the economic and social area, particularly in areas where such expertise does not reside in the capacities of the UN country teams.

8. The DA's operational profile is further reinforced by the adoption of pilot approaches that test new ideas and eventually scale them up through supplementary funding, and the emphasis on integration of national expertise in the projects to ensure national ownership and sustainability of project outcomes.

9. DA projects are programmed in tranches, which represent the Account's programming cycle. The DA is funded from the Secretariat's regular budget and the Economic Commission for Latin America and the Caribbean (ECLAC) is one of its 10 implementing entities. The UN Department of Economic and Social Affairs (DESA) provides overall management of the DA portfolio.

10. ECLAC undertakes internal assessments of each of its DA projects in accordance with DA requirements. Assessments are defined by ECLAC as brief end-of-project evaluation exercises aimed at assessing the relevance, efficiency, effectiveness and sustainability of project activities. They are undertaken as desk studies and consist of a document review, stakeholder survey, and a limited number of telephone-based interviews.

### The project

11. The project under evaluation is part of the projects approved under this account for the 11th Tranche (2018-2021). It was implemented by the Division of Natural Resources.

12. The duration of this project was of approximately four years, having started activities in February 2018, and with an estimated date of closure of December 2021.

13. The overall logic of the project against which results and impact will be assessed contains an overall objective and a set of expected accomplishments and indicators of achievement that will be used as signposts to assess its effectiveness and relevance.

14. The project's objective as stated above is "strengthen national capacities of Member States in Latin American and the Caribbean to design, implement and monitor evidence-based sustainable energy action plans and policies."

15. The expected accomplishments were defined as follows:

- **EA1** Strengthen the technical capacities of beneficiary countries to produce relevant and comprehensive data sets to monitor indicators related to Sustainable Development Goals on energy (SDG7)
- **EA2** Enhanced capacity of beneficiary countries to design and implement evidence-based policies and action plans for sustainable energy oriented towards the achievement of SDG7.

16. To achieve the expected accomplishments above, the following activities were originally planned:

A1.1 Organize 1 kick-off coordination workshop with project partners and stakeholders;
A1.2 Design and development of the "Regional Observatory on Sustainable Energy-ROSE";
A1.3 Organization of 1 International Conference to be carried out in the final phase of the project, for the official presentation of the ROSE;
A1.4 Prepare a tool-kit containing a template for data compilation, a methodological guide and a summary global report on indicators for all energy-related sustainable development goals and targets;
A1.5 Organize 6 technical workshops for capacity building of beneficiary countries on data compilation process and indicators identification and classification (to be organized in collaboration with the Project Partners);
A1.6 Organize advisory missions to beneficiary countries, aiming at supporting them in facilitating the gathering, compilation, analysis and use of national energy data and statistics for: i) policy analysis and design, and ii) monitor the national progress towards the achievement of SDG7.

A2.1 Prepare and publish 3 annual reports on the attainment of the energy-related sustainable development goals in the six beneficiary countries;
A2.2 Develop 2 policy papers. Each policy paper will focus on specific technical issues, as could be the case of thematic studies on renewables, energy access, efficiency, research & development, energy security, etc.;
A2.3 Organize 6 national policy workshops for capacity building of beneficiary countries, in which the Regional Reports (A2.1) and the Policy Papers (A2.2) prepared by ECLAC will represent the substantive base for discussion and benchmarking;
A2.4 Organize advisory missions to beneficiary countries, aiming at supporting them in developing sustainable energy action plans and/or dedicated policies, duly considering both the global commitments and the national energy goals linked to the 2030 Agenda for Sustainable Development.

17. Those activities were modified in July 2019 (with additional resources) and again in July 2020 as a response to the COVID-19 crisis.

18. The budget for the project totalled US$750,000 000 (initial budget of $650,000 with $100,000 additional funds granted in July 2019). Progress reports were prepared on a yearly basis.

Stakeholder Analysis

19. As stated in the project document, the main project stakeholders were the Ministries of Energy, Natural Resources and Environment, in cooperation with other UN entities: ECE, ESCWA, ECA ESCAP, and other international organizations: WB, IADB, IRENA and OLADE. All together will be key-partners for the achievement of the project objective, particularly for Latin American and the Caribbean countries.

**V. Guiding Principles**

20. The evaluation will seek to be independent, credible and useful and adhere to the highest possible professional standards. It will be consultative and engage the participation of a broad range of stakeholders. The unit of analysis is the project itself, including its design, implementation and effects. The assessment will be undertaken in accordance with the provisions contained in the Project Document. The evaluation will be conducted in line with the norms, standards and ethical principles of the United Nations Evaluation Group (UNEG).[1]

21. It is expected that ECLAC's guiding principles to the evaluation process are applied.[2] In particular, special consideration will be taken to assess the extent to which ECLAC's activities and outputs respected and promoted human rights.[3] This includes a consideration of whether ECLAC interventions treated beneficiaries as equals, safeguarded and promoted the rights of minorities, and helped to empower civil society.

22. The evaluation will also examine the extent to which gender concerns were incorporated into the project – whether project design and implementation incorporated the needs and priorities of women, whether women were treated as equal players, and whether it served to promote women's empowerment.

23. Moreover, the evaluation process itself, including the design, data collection, and dissemination of the assessment report, will be carried out in alignment with these principles.[4]

24. The evaluation will also include an assessment of the project´s contribution to the achievement of the Sustainable Development Goals (SDGs).

25. Evaluators are also expected to respect UNEG's ethical principles as per its "Ethical Guidelines for Evaluation":[5]

- Integrity
- Accountability
- Respect
- Beneficence

**VI. Scope of the assessment**

26. In line with the assessment objective, the scope of the assessment will more specifically cover all the activities implemented by the project. The assessment will review the benefits accrued by the various stakeholders in the region, as well as the sustainability of the project interventions. The assessment will also review the interaction and coordination modalities used in its implementation within ECLAC, and between/among other co-operating agencies participating in the implementation of the project.

27. In summary, the elements to be covered in the assessment include:

- Actual progress made towards project objectives.

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1 Norms and Standards for Evaluation, UNEG, June 2016. http://www.unevaluation.org/document/detail/1914 UNEG Ethical Guidelines for Evaluation, UNEG, June 2020. http://www.unevaluation.org/document/detail/2866.

2 See ECLAC, "Preparing and Conducting Evaluations: ECLAC Guidelines" (2017) and ECLAC, "Evaluation Policy and Strategy" (2017) for a full description of its guiding principles.

3 For further reference see UNEG "Integrating Human Rights and Gender Equality in Evaluations" (2014) http://www.unevaluation.org/document/detail/1616 and "Guidance on Evaluating Institutional Gender Mainstreaming" (2018) http://www.unevaluation.org/document/detail/2133.

4 Human rights and gender perspective.

5 UNEG Ethical Guidelines for Evaluation, UNEG, June 2020. http://www.unevaluation.org/document/detail/2866.

- The extent to which the project has contributed to outcomes in the identified countries whether intended or unintended.
- The efficiency with which outputs were delivered.
- The strengths and weaknesses of project implementation on the basis of the available elements of the logical framework (objectives, results, etc) contained in the project document.
- The validity of the strategy and partnership arrangements. Coordination within ECLAC, and with other co-operating agencies.
- The extent to which the project was designed and implemented to facilitate the attainment of the goals.
- Relevance of the project's activities and outputs towards the needs of Member States, the needs of the region and the mandates and programme of works of ECLAC.

28. It will also assess various aspects related to the way the project met the following Development Account criteria:

- Result in durable, self-sustaining initiatives to develop national capacities, with measurable impact at field level, ideally having multiplier effects;
- Be innovative and take advantage of information and communication technology, knowledge management and networking of expertise at the sub regional, regional and global levels;
- Utilize the technical, human and other resources available in developing countries and effectively draw on the existing knowledge/skills/capacity within the UN Secretariat;
- Create synergies with other development interventions and benefit from partnerships with non-UN stakeholders.

**VII. Methodology**

29. The assessment will use the following data collection methods to assess the impact of the work of the project:

a) **Desk review and secondary data collection analysis**: of the programme of work of ECLAC, DA project criteria, the project document, annual reports of advance, workshops and meetings reports and evaluation surveys, other project documentation such as project methodology, country reports, consolidated report, webpage, etc.

b) **Self-administered surveys:** Surveys to beneficiaries in the different participating countries covered by the project should be considered as part of the methodology. Surveys to co-operating agencies and stakeholders within the United Nations and the countries participating in the project should be considered if applicable and relevant. PPEU can provide support to manage the online surveys through SurveyMonkey. In the case, this procedure is agreed upon with the evaluator, PPEU will distribute the surveys among project beneficiaries to the revised lists facilitated by the consultant. PPEU will finally provide the evaluator with the consolidated responses.

c) **Semi-structured interviews and focus groups** to validate and triangulate information and findings from the surveys and the document reviews, a limited number of interviews (structured, semi-structured, in-depth, key informant, focus group, etc.) may be carried out via tele- or video-conference with project partners to capture the perspectives of managers, beneficiaries, participating ministries, departments and agencies, etc. PPEU will provide assistance to coordinate the interviews, including initial contact with beneficiaries to present the assessment and the evaluator. Following this presentation, the evaluator will directly arrange the interviews with available beneficiaries, project managers and co-operating agencies.

30. Methodological triangulation is an underlying principle of the approach chosen. Suitable frameworks for analysis and evaluation are to be elaborated – based on the questions to be answered. The experts will identify and set out the methods and frameworks as part of the *inception report*.

**VIII. Evaluation Issues/Questions**

31. This assessment encompasses the different stages of the given project, including its design, process, results, and impact, and is structured around four main criteria: relevance, efficiency, effectiveness, and sustainability. Within each of these criteria, a set of *evaluation questions* will be applied to guide the analysis.[6] The responses to these questions are intended to explain "the extent to which," "why," and "how" specific outcomes were attained.

32. The questions included hereafter are intended to serve as a basis for the final set of evaluation questions, to be adapted by the evaluator and presented in the inception report.

***Relevance***

a) How in line were the activities and outputs delivered with the priorities of the targeted countries?

b) How aligned was the proposed project with the activities and programmes of work of ECLAC, specifically those of the subprogramme in charge of the implementation of the project?

c) Were there any complementarities and synergies with other work being developed by ECLAC or by beneficiary countries?

***Efficiency***

a) Provision of services and support in a timely and reliable manner, according to the priorities established by the project document;

b) Flexibility and responsiveness of ECLAC to meet the requirements of the project and the needs of the countries involved, reducing or minimizing the negative effects of externalities (for example, those derived from important changes in the management of UN administrative processes).

c) How did the project utilize the technical, human and other resources available in participating countries?

d) To what extent has partnering with other organizations enabled or enhanced reaching of results?

***Effectiveness***

a) How satisfied are the project's main beneficiaries with the services they received?

b) How much more knowledgeable are the participants in workshops and seminars?

c) What are the results identified by the beneficiaries?

d) Has the project made any difference in the behavior/attitude/skills/performance of the clients?

e) Are there any tangible policies that have considered the contributions provided by ECLAC in relation to the project under evaluation?

[6] The questions included here will serve as a basis for the final set of evaluation questions, to be adapted by the evaluator and presented in the inception report.

***Sustainability***

With beneficiaries:

a) How have the programme's main results and recommendations been used or incorporated in the work and practices of beneficiary institutions after completion of the project's activities? What were the multiplier effects generated by the programme?

b) What mechanisms were set up to ensure the follow-up of networks created under the project?

Within ECLAC:

a) How has the project contributed to shaping/enhancing ECLAC's programme of work/priorities and activities? The work modalities and the type of activities carried out? How has ECLAC built on the findings of the project?

Cross-cutting issues

a) Have the project managers effectively taken into consideration human rights and gender issues in the design and implementation of the project and its activities?

b) Has and how has the project contributed to the achievement of the Sustainable Development Goals (SDGs)?

c) What innovative aspects of the project (addressing new topics or using new means of delivery or a combination thereof) proved successful?

d) What adjustments, if any, were made to the project activities and modality, as a direct consequence of the COVID-19 situation or in response to the new priorities of Member States?

**IX. Deliverables**

33. The assessment will include the following outputs:

a) **Work Plan and Inception Report.** No later than 4 weeks after the signature of the contract, the consultant should deliver the inception report, which should include the background of the project, an analysis of the Project profile and implementation and a full review of all related documentation as well as project implementation reports. It should provide a detailed Work Plan of all the activities to be carried out related to the assessment of project 1819AH. Additionally, the inception report should include a detailed evaluation methodology including the description of the types of data collection instruments that will be used and a full analysis of the stakeholders and partners that will be contacted to obtain the evaluation information. First drafts of the instruments to be used for the survey, focus groups and interviews should also be included in this first report.

b) **Draft final evaluation Report**. No later than 12 weeks after the signature of the contract, the consultant should deliver the preliminary report for revision and comments by the Programme Planning and Operations Division (PPOD) of ECLAC and the Evaluation Reference Group (ERG), which includes representatives of the implementing substantive Division/Office. The draft final evaluation report should include the main draft results and findings, conclusions of the evaluation, lessons learned and recommendations derived from it, including its sustainability, and potential improvements in project management and coordination of similar DA projects.

c) **Final Evaluation Report.** No later than 16 weeks after the signature of the contract, the consultant should deliver the final evaluation report which should include the revised version of the preliminary version after making sure all the comments and observations from PPOD and

the ERG have been included. Before submitting the final report, the consultant must have received the clearance on this final version from PPOD, assuring the satisfaction of ECLAC with the final evaluation report.

d) **Presentation of the results of the evaluation.** A final presentation of the main results of the evaluation to ECLAC staff involved in the project will be delivered at the same time of the delivery of the final evaluation report.

**X. Payment schedule and conditions**

34. The duration of the consultancy will be initially for 16 weeks during the months of September – December 2021. The consultant will be reporting to and be managed by the Programme Planning and Evaluation Unit (PPEU) of the Programme Planning and Operations Division (PPOD) of ECLAC. Support to the evaluation activities will be provided by the Natural Resources Division of ECLAC in Santiago.
35. The contract will include the payment for the services of the consultant as well as all the related expenses of the evaluation. Payments will be done according to the following schedule and conditions:

a) 30% of the total value of the contract will be paid against the satisfactory delivery of the inception report which should be delivered as per the above deadlines.

b) 30% of the total value of the contract will be paid against the satisfactory delivery of the draft final evaluation report which should be delivered as per the above deadlines.

c) 40% of the total value of the contract will be paid against the satisfactory delivery and presentation of the final evaluation report which should be delivered as per the above deadlines.

36. All payments will be done only after the approval of each progress report and the final report from the Programme Planning and Evaluation Unit (PPEU) of the Programme Planning and Operations Division (PPOD) of ECLAC.

**XI. Profile of the Evaluator**

37. The evaluator will have the following characteristics:

**Education**

- Advanced university degree (Master's degree or equivalent) in economics, environmental policies, engineering, public policy, development studies, or a related economic science.

**Experience**

- At least seven years of progressively responsible relevant experience in programme/project evaluation are required.
- At least two years of experience in areas related to sustainable development, in particular sustainable energy policy, is highly desirable.
- Experience in at least three evaluations with international (development) organizations is required. Experience in Regional Commissions and United Nations projects, especially Development Account projects is highly desirable.
- Proven competency in quantitative and qualitative research methods, particularly self-administered surveys, document analysis, and informal and semi-structured interviews are required.
- Working experience in Latin America and the Caribbean is desirable.

**Language Requirements**

- Proficiency in English and Spanish is required.

**XII. Roles and responsibilities in the evaluation process**

38. Commissioner of the evaluation

➔ (ECLAC Executive Secretary and PPOD Director).

- Mandates the evaluation.
- Provides the funds to undertake the evaluation.
- Safeguards the independence of the evaluation process.

39. Task manager

➔ (PPEU Evaluation Team).

- Drafts evaluation TORs.
- Recruits the evaluator/evaluation team.
- Shares relevant information and documentation and provides strategic guidance to the evaluator/evaluation team.
- Provides overall management of the evaluation and its budget, including administrative and logistical support in the methodological process and organization of evaluation missions.
- Coordinates communication between the evaluator/evaluation team, implementing partners and the ERG, and convenes meetings.
- Supports the evaluator/evaluation team in the data collection process.
- Reviews key evaluation deliverables for quality and robustness and facilitates the overall quality assurance process for the evaluation.
- Manages the editing, dissemination and communication of the evaluation report.
- Implements the evaluation follow-up process.

40. Evaluator/Evaluation team

➔ (External consultant).

- Undertakes the desk review, designs the evaluation methodology and prepares the inception report.
- Conducts the data collection process, including the design of the electronic survey and semi-structured interviews.
- Carries out the data analysis.
- Drafts the evaluation report and undertakes revisions.

41. Evaluation Reference Group (ERG)

➔ (Composed of representatives of each of the implementing partners).

- Provides feedback to the evaluator/evaluation team on preliminary evaluation findings and final conclusions and recommendations.
- Reviews draft evaluation report for robustness of evidence and factual accuracy.

**XIII. Other Issues**

42. Intellectual property rights. The consultant is obliged to cede to ECLAC all authors rights, patents and any other intellectual property rights for all the work, reports, final products and materials resulting from the design and implementation of this consultancy, in the cases where these rights are applicable. The consultant will not be allowed to use, nor provide or disseminate part of these products and reports or its total to third parties without previously obtaining a written permission from ECLAC.

43. Coordination arrangements. The team in charge of the evaluation comprised of the staff of the Programme Planning and Evaluation Unit of ECLAC and the consultant will confer and coordinate activities on an on-going basis, ensuring at least a monthly coordination meeting/teleconference to ensure the project is on track and that immediate urgencies and problems are dealt with in a timely manner. If any difficulty or problem develops in the interim the evaluation team member will raise it immediately with the rest of the team so that immediate solutions can be explored and decisions taken.

**XIV. Assessment use and dissemination**

44. This assessment seeks to identify best practices and lessons learned in the implementation of development account projects and specifically the capacities of the beneficiary countries to promote digital economy policies. The evaluation findings will be presented to and discussed with ECLAC. An Action Plan will be developed to implement recommendations when appropriate in future development account projects. The evaluation report will also be circulated through ECLAC's internet and intranet webpages (and other knowledge management tools), including circulating a final copy to DESA, as the programme manager for the Development Account, so as to constitute a learning tool in the organization.

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