

Review of Norwegian support to the Global Alliance for Clean Cookstoves 2010-2017

MULTICONSULT

Norad Collected Reviews **5/2018**

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REPORT

Review of Norwegian support to the Global Alliance for Clean Cookstoves 2010-2017

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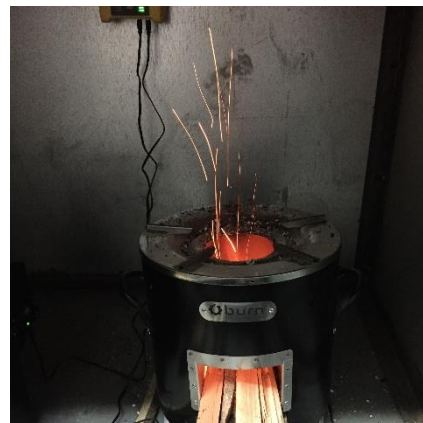
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DOCUMENT

Review of Norwegian support to the Global Alliance for Clean Cookstoves 2010-2017 – Final report

DATE: 02 NOVEMBER 2018

DOCUMENT CODE: 10206138-01-02



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REPORT

PROJECT	Review of the Norwegian support to Global Alliance for Clean Cookstoves 2010-2017	DOCUMENT CODE	10206138-01-02
	Rammeavtale om kjøp av konsulenttenester innenfor Energi og Utvikling 2013-2016	ACCESSIBILITY	Open
CLIENT	Norad	PROJECT MANAGER	Mari Sofie Furu
CONTACT	Inger Anette Sandvand Dahlen	PREPARED BY	Mari Sofie Furu and Erlend Sigvaldsen (Nordic Consulting Group)
		RESPONSIBLE UNIT	1088 Oslo Energianalyse

REV.	DATE	DESCRIPTION	PREPARED BY	CONTROLLED BY
01	02.11.2018	FINAL VERSION UPON COMMENTS FROM REVIEWERS	THE AUTHORS	

EXECUTIVE SUMMARY

The Global Alliance for Clean Cookstoves (GACC) was established by the United Nations Foundation and Shell Foundation in 2010 with a **mission to save lives, reduce black carbon and greenhouse gas emissions, build a commercially sustainable industry, and meet the millennium development goals**.

Since then, the organization has grown from an infant stage to become a global platform with close to 2000 loosely defined partners in 54 partner countries, and permanent presence in eight focus countries. Throughout its existence, GACC has advocated the importance of ensuring access to and adoption of clean cooking solutions for close to three billion people. These people are exposed to health hazard due to smoke and black carbon emissions. Unsustainable cooking methods also has negative impact on the environment, climate change, and household economies – and it is an issue that in particular impacts women.

Norway has supported GACC with a total of approximately NOK 57 million to date. This report assesses GACC's achievements so far, in particular with regard to the specific objectives set for the Norwegian funding agreements. The scope of the review has been limited, allowing for review of a limited selection of background documentation and for field studies in only two of GACC's many partner countries. The report can thus not be considered as a global or exhaustive review of GACC's achievements, strengths and weaknesses.

Summary of findings

The review finds that **GACC's work has contributed to the global development agenda**, including Agenda 2030 and the Paris Climate Agreement, and has through this contributed to securing attention to the issue from the global community.

On the other hand, **GACC's ambitions to create the political momentum sufficient to effectively combat the problem has not been realized**: The level of funding and actual efforts implemented by the international donor community is far short of covering the funding needs; cooking energy has not been sufficiently prioritized in national governments' strategies and budgets; and commercial markets have not developed as foreseen.

As a result of the high complexity of the issue at hand combined with the insufficient funding to support the work to ensure universal adaptation of sustainable cooking energy and practices, **actual progress in this area is insufficient to achieve the Sustainable Development Goals**.

The Norwegian support has been granted through relatively short-term agreements, with specific objectives that change over time. In general, the review identifies clear signs of progress toward several of the targeted Outcomes in the Logframe established for the first Agreement. Norway as a long-standing partner has also strongly contributed to GACC's global achievements, both through the concrete financial support amounting to close to 9% of total funding to date, and as an early and leading donor.

The review finds that the **overall efficiency of GACC's operations is satisfactory**. The efficiency is among other ensured through GACC's emphasis on facilitation rather than implementation. While a full fiduciary assessment is not included in this review, UNF systems appear both appropriate and sufficient to ensure proper use of Norwegian funds. The administrative costs level is found reasonable, but it is noted that financial information reviewed is sparse in detail.

In general, monitoring, evaluation and reporting systems should be strengthened. Reporting efficiency would benefit from a higher level of standardization with regard to formats and requirements applied for the various donors and contributors involved. With regard to operational and financial management accountability, it is noted that a higher detail level of financial information in a consistent format available to all donors would improve transparency.

Support to GACC is relevant for Norwegian international development priorities, including energy sector development, but also health, environment and climate priorities, as well as the humanitarian agenda. GACC is also considered relevant to the global development agenda as well as versus most developing countries' real challenges.

GACC's mandate has an explicit focus on **sustainability elements**. Advances in adaptation of clean cooking can be expected to have mainly positive impact on socio-economic and environmental as well as governance issues.

The sustainability of the results so far is still not solid enough to ensure sustainable 'exit' of GACC. A strong voice and dedicated efforts to ensure robustness of international and national commitment, market sustainability and local capacity to continue the efforts are still required.

Conclusions

The following key takeaways from the review are emphasized:

- The grave consequences of traditional, biomass-based cooking on aspects of health, environment, emissions and livelihoods have been known for decades, but **until GACC was established in 2010, no global, holistic approach to the challenge existed**. International initiatives and donor programmes in the space were fragmented, often sub-parts of other programmes involving subsidized distribution of cookstoves.
- **The main contribution and the key role of the Alliance is its Global leadership to convene stakeholders from across the public-private divide**, advocate holistic market based solutions and create the bridge between the international and national level.
- These advances cannot be attributed solely to GACC, but most players acknowledge that **GACC ignited important global processes by crowding-in and creating a common platform for international, national and local; multilateral, public and private; small and big stakeholders**. GACC's strategy does not claim that GACC be the doer; it explicitly emphasizes the power of the joint contributions of all stakeholders.
- With more stakeholders on board, GACC may to some extent have become a victim of own success: other global players like the World Bank/ESMAP, UNDP and EnDev claim visibility and credit for advances. GACC will need to avoid the pitfall of 'competing' with these, and to define its strategic space and role carefully to maximize its value.
- The Alliance and the global effort have faced several dilemmas. This includes critique for promoting low-impact solutions along with fully 'clean' ones. GACC has not been effective in communicating their stance that 'also imperfect solutions can create benefit'. To ensure continued commitment by international community and bring on higher dedication nationally, it is necessary to strengthen the message related to the actual impact of advances made.
- While several positive advances are achieved it must be acknowledged that **only insufficient and unevenly distributed progress on clean cooking adoption has been achieved**. The latest SDG monitoring report shows that advances on clean cooking are not sufficient to achieve the sustainability goals.
- Further, while **GACC's contributions on country level is evident in some markets where the organization has had strong presence, the scalability of the approach can be discussed**. Focussed search for ways to replicate positive experiences in more markets with less intensive efforts may be necessary to ensure efficiency and get to true global scale.
- **The scalability of the grant funding mechanisms by which GACC channels funding to private players is also unclear**. This type of grants are probably necessary to ignite activity to create momentum in the markets, but markets barriers have shown to be hard-lived. The AlliaOnce has strengthened their internal resources on market development. Ensuring effectiveness of funding channelled to individual companies should be among the key priorities going forward.

We note that GACC's management representatives explicitly acknowledge the need for change. As the organization moves into the third phase of their strategic plan, with new management and strengthened human resources in some key areas, this is a good time to look back to define the way forward: redefining the core role and strategic approaches for GACC, and improving effectiveness building on own and other players' experiences and lessons learned.

Lessons Learnt - Achievements and challenges

The following positive 'lessons learned' reflect on the main strengths and achievements of GACC:

- + **Through GACC, the global community has achieved a global platform** to discuss and plan action that did not exist before 2010, with potential ability to coordinate action beyond national borders.
- + **GACC has created a central pool for mobilization of resources from diverse sources**, dedicated to clean cooking from international and local public, private and other non-government partners.
- + **Convening and bringing the sector together has enabled a more holistic approach** by key players on national and international level. In some countries, GACCs has positively contributed to convene and coordinate.

- + **Building the bridge between international development and national concerns is a key role for the Alliance** – the Alliance have created linkages from international research findings, technology development and implementation experience to national institutions and markets, and channelled international development funding to national initiatives. In addition to own in-country presence, some stakeholders highlighted the **South-south cooperation** in this respect.
- + **GACC's contributions to national capacity building in focus countries**, with prospects of establishing sustainable institutional structures, are key sustainability factors but they also require intensive efforts.
- + **Funding and initiation of solid research, at several levels, has established an evidence base** linking clean cooking and health, environment, gender and climate change. Empirical support for the relationships between clean cookstoves and fuels, and social impacts are emerging.
- + **The integration of access to clean cooking in humanitarian processes appears to have achieved results.** GACC filled a gap where the humanitarian sector had already recognized the importance of ensuring sustainable energy for cooking in refugee settings, but were missing the capacity, knowledge, and solutions.
- + **GACC's role as champion of the international norms and standards process can contribute to transparency, reduce ambiguousness, support market sustainability and protect consumers.**
- + **The networks of market managers and local representatives appear strong and can create trust and open doors.** Building on this experience to map out the future efforts to ensure development in all countries while maintaining leanness and efficiency will be a key challenge going forward.
- + **'Champions' with strong local voices to communicate sellable messages over time** may be as effective in creating impact on user level as centrally driven 'campaigns'.

On the flip side, despite good efforts and intentions and the positive advances that have been achieved, the international community is not on track to achieve universal access to clean cooking solutions by 2030. While the issue is large and complex, GACC may consider the following challenging 'lessons learned' as useful guidance in mapping out its future strategy and approaches:

- ÷ **The arrival of clean cooking both in the international agenda and to some extent in national policies, has not translated into actual funding.** The investment level is still insignificant, compared to the amounts allocated to for example electrification, and resources fall far short of the needs in the sector.
- ÷ **There is no consensus on approaches and solutions**, despite an evident effect on 'convening the sector' and 'increasing international attention to the problem'. GACC's agnostic view on technologies/fuels risks compromising the confidence of some less agnostic stakeholders, and the definition of 'what is clean enough' is still subject to controversy.
- ÷ **GACC has not had enough focus on the fuel side.** To achieve significant impact on reduced deforestation, development of alternative fuels and improved charcoal production to reduce wood resource outtake is necessary.
- ÷ **GACC's measures for success may not be relevant, and impact level monitoring has been weak.** The monitoring has focused on number of cookstoves distributed. Actual adaptation and the resulting impact on areas such as health, deforestation and emissions through use of clean solutions must be proven.
- ÷ **The starting points and the speed at which change happens vary substantially between countries.** In theory, GACC's three-phased approach is rational, but it is difficult to see how it can be followed across the board, as the level of development in the sector varies highly from country to country.
- ÷ **The catalytic effect of the achievements in one country is not automatically catalytic for development in other countries.** While the Alliance has made meaningful contributions in countries where they have worked intensively, equal intensive effort is not possible in all countries that need to address the cooking energy challenge. How scale and more countries can be reached efficiently is a key strategic challenge.
- ÷ **Developing a "commercially vibrant" cookstove sector has been a bigger challenge than foreseen in GACC's ten-year strategy.** While a few, relatively mature markets have reasonable enterprise presence and may be ready to move to Phase III, most countries still lag behind.
- ÷ **Donor and impact investors have other priorities and approaches than commercial enterprises.** To attract impact investor and donor capital, an enterprise must emphasise social outcomes, compared to focusing on

what is most commercially compelling. This may compromise the effectiveness of funds to support business development.

- ÷ **Markets have proven very difficult to penetrate with profitable business models.** Improved market intelligence and transparency, lower costs to reach consumers, production at scale, and consumer finance are all needed for markets to be attractive and profitable.
- ÷ **Thus, while the different funds channelled by GACC have contributed much-needed capital, only a handful of the supported companies appear to have crossed the threshold to attract substantial external investment.** Significant additional funding would be needed to decisively create a cookstove entrepreneur class even in the mature markets.
- ÷ **Private sector and commercial challenges are not unique to the cookstove sector;** fundamentally weak investment frameworks and risky business environments in many countries add to the complexity.
- ÷ **In a market perspective and commercial orientation, clean cooking in humanitarian settings creates particular challenges.** It has been necessary to deviate somewhat from the principles of commerciality in this area. It is nevertheless an important area and we support the efforts going into this area. We also commend the introduction of principles that are inspired by the market orientation but adjusted to the reality of humanitarian settings.
- ÷ **Effective user-level communication and promotion of behavioural change needs local voices.** One-off campaigns have not been sufficiently followed by product availability and repeated messages.

Recommendations:

The following overall recommendations have two purposes: to provide guidance to Norad with regard to the final period of the support and/or possible future support; but also to provide input to GACC's current strategic review process.

- ! **Norwegian continued support to GACC until 2020 (Phase III of the ten-year strategy) is justified.** A global, cross-sector convener of efforts for universal access to clean cooking solutions is still necessary and GACC is well placed to take that role. GACC has a high potential to promote dynamic and catalytic processes for change and strengthening the links between the national and the global level.
- ! **GACC should define its future carefully, and establish a future strategy with clearly pronounced priorities.** GACC can still take a broad, "agnostic" approach and aim at encompassing all actors, but send clear and credible messages as to what works and what does not. In particular, the future strategy ought to focus on scale and replicability with available resources to ensure progress globally not limited to focus markets.
- ! **Rethinking role and work allocation also imply consideration of the strength of partnerships.** GACC can scale efforts and improve effectiveness by close coordination and alignment with large players. The use of grant funds, implementation of behavioural change campaigns etc. are examples of activities that other specialised partners might handle equally well.
- ! **The listed lessons learned related to catalysing business viability and investments are valuable experience to build strategies and tactics in the coming Phase III.** GACC needs to tune in to the reality of a private business operation – and their interests, boldly targeting enterprises with the highest chance of scaling and replicability, avoiding using scarce resources on low-impact models and companies.
- ! **Consider scalability versus the use of resources and size of organization.** The approach to integrate clean cooking in educational curricula, as tested in Ghana, could prove to be an effective and efficient way to communicate the importance of clean cooking solutions to local communities. This illustrates a scalable effort that requires political will that Alliance can help mobilize.
- ! **Strengthen monitoring and evaluation capacity.** There is a need for a framework that is consistent over time and differentiates advances and attribution on project/Alliance level as well tracks sector-wide progress. Ideally, the new M&E framework should be globally acceptable to all donors, and should create evidence of the impact that transition to clean cooking has on livelihoods. A standardized form of reporting must be able to reflect individual differences, particularly the divide between advanced markets vs the most underdeveloped countries.

- ! **Maximize the value of the rich data and analytical resources developed over 8 years as a source of information** for all stakeholders. Better structuring and accessibility could increase the value in terms of better visibility of stakeholder activities and initiatives; and provide valuable information to “up and coming” enterprises on strategies for reaching scale.
- ! **Develop a strong exit-transit strategy.** It is recommended that the organization focus on this over the next year, to establish a clear case for the period beyond 2020 before the current strategy expire. In this new long-term strategy, a stronger focus on entry-and exit strategy in individual countries would be an advantage. Further, new market entries should explicitly build on ‘lessons learned’.

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ABBREVIATIONS

AOP	Annual Operating Plans
BCC	Behavioral Change Campaign
CAP	Country Action Plan
CCAK	Clean Cookstoves Association of Kenya
COP	Conference of Parties (Climate Conference)
CSO	Civil Society Organization
DFID	Department for International Development (UK)
EnDev	Energising Development
ESMAP	Energy Sector Management Assistance Program
EWEC	Every Woman Every Child
GACC	Global Alliance for Clean Cookstoves
GHACCO	Ghana Alliance for Clean Cookstoves
GIZ	The German Development Agency
HAP	Household air pollution
ICIMOD	International Centre for Integrated Mountain Development
IEA	International Energy Agency
ISO	International Standards Organization
LFA	Logframe Analysis
LPG	Liquefied petroleum gas
M&E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs (Norway)
MI	Measles Initiative
MoE	Ministry of Energy (Kenya)
NDC	National Determined Contributions
NGO	Non-governmental organization
NOK	Norwegian Kroner
Norad	The Norwegian Agency for Development Cooperation
ODA	Official development assistance
SAFE	Safe Access to Fuel and Energy
SDGs	Sustainable Development Goals
SE4ALL	Sustainable Energy for All
SME	Small and medium-sized enterprises
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNF	United Nations Foundation
UNHCR	The UN Refugee Agency
VAT	Value added tax
WHO	World Health Organization

1 INTRODUCTION

1.1 Purpose and Scope

This report presents Multiconsult's response to Norad's Award letter dated 13 June 2018, which confirms that Multiconsult is appointed to undertake a review of the Norwegian support to the Global Alliance for Clean Cookstoves (GACC) from its establishment to date. Nordic Consulting Group AS (NCG) participated in the review with a senior consultant.

According to the Terms of Reference (TOR) for the Review (enclosed in ANNEX IV), the purpose of the assignment is to get an external assessment of the Alliance's performance in administration of the Norwegian funding. The review will assess results achieved on a global level, and whether or not the Alliance has reached the immediate goals set for the Norwegian funding. Additionally to the purpose indicated in the TOR, Norad emphasized in the start-up meeting that the Review should ideally provide recommendations to Norad for the last period of the agreed support.

1.2 Approach

The implementation of this assignment in principle follows the "work modality" proposed in the TOR, with some adjustments as agreed with Norad during the start-up meeting.

Document review

- ◆ The Review Team received around 75 documents from Norad pertaining to the different Agreements, as well as additional information received from GACC during meetings and other communication. The list of documents received is enclosed in ANNEX III.
- ◆ The review is additionally based on documentation found on the Alliance's own website¹ and other online resources, as well as documentation received directly from GACC upon request.
- ◆ Due to the rich documentation base, the Review team identified the key documents pertaining to the specific Norwegian funding agreements, and have only briefly consulted other documentation received from Norad. The key documents are marked in the overview and also noted in the detailed assessment of achievements pertaining to each Agreement (ANNEX I).

Interviews and meetings

- ◆ The Review team met or had telephone interviews with a range of partners and stakeholders, GACC staff, and Norad/MFA persons. A list of persons met/consulted is enclosed in ANNEX II.
- ◆ In consultations with Norad and the Alliance, two countries were selected for field visits to allow for more in-depth assessments of the Alliance's work in-country. Kenya and Ghana were visited in early September 2018. Norad participated in the visit to Kenya.
- ◆ The market managers in the respective countries assisted the field visits and assisted the Review team with introduction and logistics, and also participated in some of the meetings.
- ◆ In writing the report, the Team has been in regular contact with GACC management for clarifications.

Review

- ◆ Norad and selected stakeholders were invited to review the draft submitted by the Consultant.
- ◆ Norad, UD, the Embassies in Nairobi and Accra, GACC and the market managers in Kenya and Ghana, and SNV/EnDev submitted comments.
- ◆ The reviewers' comments are considered in the final version, and have resulted in a number of adjustments.

Report structure

The Report starts with a short introduction of the Alliance, its 'modus operandi', and the current management and operational setup as the Alliance moves into the third and last phase of its ten-year strategic plan. The Alliance's work

¹ <http://www.cleancookstoves.org>

is complex and wide-ranging in both geographical and technical sense. An exhaustive description is thus beyond the scope of this Report; and is also not considered necessary for our purpose.

In accordance with the TOR, the OECD-DAC criteria for assessment of development effectiveness create the basis for the main body of the report. Effectiveness is assessed on Global and National level as well as the overall assessment of achievements pertaining particularly to the Norwegian support agreements (Chapter 2.2). The detailed assessment of the latter is included in an annex, as it required much detail. Efficiency is assessed considering various relevant aspects (2.3). Relevance is separately assessed versus the global agenda; the national partners, and Norwegian development policy priorities (2.4). Sustainability elements are for the main part considered as integrated into the other assessments, but a separate summary is nevertheless provided (2.5).

The TOR includes a list of specific questions pertaining to the purpose of the review. We refer specifically to these under the various chapters or sections to indicate where they are relevant and where answers can be found. The assessments are not *limited* to these questions, and more than one section may include relevant assessments to a given question.

Each section concludes with a summary and/or recommendations. The overall findings and concluding reflections are presented in the last chapter, structured as both positive 'lessons learned' and experiences that illustrate the complexity and the many challenges related to the issue that the Alliance is aiming to address. We also provide a few recommendations for the third phase of the current strategy and the final period of current Norwegian support, including some reflections as to the future role of the Alliance beyond the current strategy until 2020.

Terms used

A definition for each OECD-DAC criteria is provided at the start of each of the main body chapters. We refer to the Global Alliance for Clean Cookstoves as either GACC or The Alliance. A list of abbreviations is provided. Beyond this, we seek to explain any ambiguous term in footnotes.

At a few occasions, Alliance documentation refers to 'the sector'. In our view clean cooking encompasses much more widely than the 'sector' concept suggests; in fact its cross-sectoral nature is a part of the reason why the issue is so challenging to address. We therefore rather refer to the 'Clean cooking agenda' as a global issue, or 'industry' as refers to commercial market players, technologies, finance and other actors in the value chain.

The term 'Clean cooking' is subject to some controversy. There is no globally accepted definition of 'clean'. Strong voices advocate that biomass stoves, despite efficiency improvements and reduced impact on health, environment, indoor and global climate, are not 'clean' and therefore do not contribute to Sustainable Development Goal (SDG) 7 achievement. Others claim that 'efficient' cookstoves should count against the access target, which refers to *affordable, reliable and modern energy services*. In line with the Alliance's approach – which advocates that 'efficient' and 'improved' is 'better than no change' – advances and achievements in this report take into account improved biomass stoves. With regard to advances on SDGs, efficient and improved also counts against goal no. 3.9 which refers to mortality rate attributed to household ambient air pollution, and goal no. 15 which refers to conservation and sustainability of, among other resources, forests. However, if clean is limited to LPG, natural gas and electricity, biomass stoves may not be relevant against goal no. 7, which specifically refers to 'clean fuels and technology'.

The TOR several times refers to 'the programme'. Here, 'the programme' is understood as the combined work of the Alliance.

'The Review Team' or 'we' refer to the authors of this report.

Appreciation

The Review team would like to thank all persons who have contributed with information or opinions and participated in discussions. GACC management and field staff have been particularly helpful and forthcoming to all our questions, provided documentation and information upon requests, and dedicated time and resources to ensure a successful review. Sheridan, Dymphna, Patricia, Daniel and Kwesi deserve special thanks for all their efforts.

2 ASSESSMENT

2.1 Program description

As an organization working on a 'global' arena, the Global Alliance for Clean Cookstoves, GACC, has a multifaceted operation and an extensive footprint. The following is a brief introduction to the organization's background, the context in which it operates, the main operational modus, and the Norwegian involvement.

2.1.1 Background and Context

GACC's fundamental justification is the fact that nearly three billion people use traditional and rudimentary cookstoves, woodfuel and other biomass for cooking purposes. These practices cause an estimated 4.3 million premature deaths annually. Impact on livelihoods and health primarily concerns women and young children. Cooking with solid fuels is also an important driver of black carbon emissions and deforestation, and has considerable impact on climate change.

The Alliance was launched at the 2010 UN summit on the Millennium Development Goals in New York as a public-private partnership. **The initial idea was tabled by the United Nations Foundation (UNF) and the Shell Foundation**, with the UNF also taking the responsibility of organisationally hosting the Alliance².

Clean cooking was far from an unknown challenge in 2010, but the initiatives to address the issues had so far been fragmented and none had been able to prove truly scalable, effective approaches. Early initiatives distributing stoves to households for free had proved to have limited sustainability. Other initiatives working with NGOs and women's groups to spark local production and distribution had produced some local results, but without creating real momentum in the development. The clean cooking issue was widely perceived as a particular gender problem, mainly addressed by NGOs and some international donors, and had failed to attract significant policy attention on the country level. Commercial players saw the market as commercially unattractive. International and national funding commitments and investments largely overlooked the issue, despite estimates that significant funding would be necessary to address the problem.

GACC intended to address the need for a comprehensive, holistic efforts to fill the void in global awareness, standards, research, and business models. The new organization brought in a new, holistic, market-based approach: postulating that **sustainability, scale and fast acceleration towards wide-spread adoption of clean and efficient cooking solutions could only be achieved through a thriving global market for clean and efficient household cooking solutions**. The Alliance would function as a connector, catalyst, and facilitator of efforts to overcome market barriers that impede the production, deployment, adoption, and use of clean cookstoves.

Goals and objectives

GACC's global objective or *Mission* is:

OUR MISSION

Save lives, improve livelihoods, empower women, and protect the environment by creating a thriving global market for clean and efficient household cooking solutions.

Figure 1 GACC Mission

A quantitative target of **100 million clean and efficient stoves and fuels by 2020** was strategically selected to be an eye-opener for the international community as well as give faith to the few market players in the space.

²

Ted Turner founded the United Nations Foundation (UNF) as a philanthropical foundation with the aim of supporting aid projects. UNF is today a non-profit operating foundation hosting a number of different programs, with HQ located in Washington.

Strategic approach

GACC's first strategy³ foresaw a gradual adaptation of approach, to follow a logical market development, beginning with establishing the market fundamentals, then encouraging the most promising business and innovation ideas, before mainstreaming and replicating investments and successful business formulas on a larger scale (Figure 2 Three-phased market approach. 10 year Strategic plan, 2012).

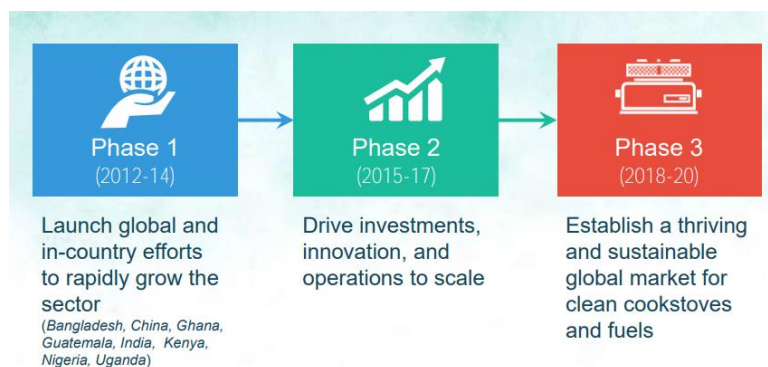


Figure 2 Three-phased market approach. 10 year Strategic plan, 2012

The second strategic fundamental is what GACC sees as its **three pillars of engagement**, namely:

1. **Enhance Demand:** Enhance demand by understanding and motivating potential users, developing improved cookstoves and fuels, providing consumers with options to finance and purchase more efficient cookstoves and fuels, and fostering innovative distribution models to reach remote consumers.
2. **Strengthen Supply:** Strengthen the supply of advanced cookstoves and clean fuels by mobilizing sector financing and investment, facilitating access to carbon finance, enhancing market intelligence, addressing trade barriers and national policies that impede local markets for clean cooking solutions, and building inclusive value-chains that tap stakeholders including women;
3. **Foster an Enabling Environment:** Foster an enabling environment by engaging national and local stakeholders, building the evidence base for the benefits of clean cookstoves and fuels, championing the sector, promoting international standards and rigorous testing protocols, and enhancing monitoring and evaluation.

GACC works through partnerships. Partners include international public and private donors, national governments and institutions, and all types of market players.

GACC also aimed at gradual transition with regard to funding: From primarily relying on grants in the first phase, the global effort would increasingly integrate private investments in the sector in the third.

This overall strategy is summarised in the GACC's Theory of Change:

³ GACC 10-year Strategic Plan, 2012

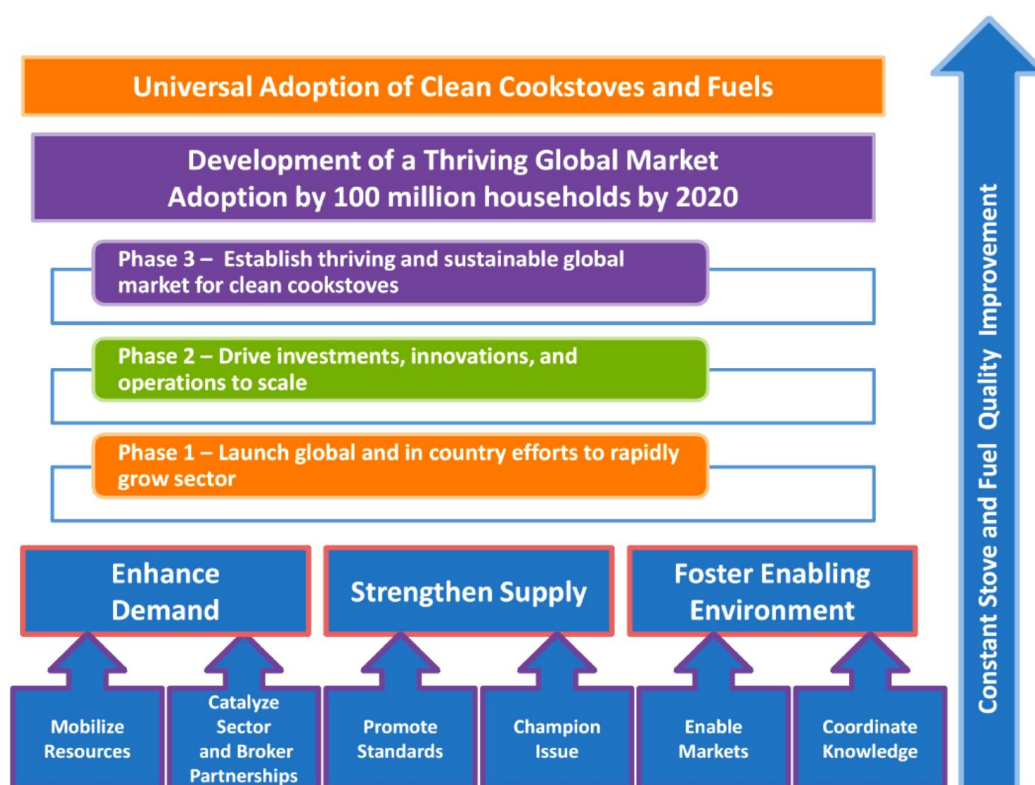


Figure 3 GACC Theory of Change. Source: GACC Business Plan 2012 - 2020

2.1.2 Current Organisation and Operation

At the beginning of the third phase in 2018, the fundamental strategic approach is maintained, although geopolitical and actual market developments imply that modifications and adjustments are necessary on the operational level.

Eight years after its launch, GACC is a growing organization with 32 staff and roughly 1800 registered partners including governments, foundations, entrepreneurs, non-governmental organizations, researchers, carbon project developers, and investors.

The extent and breadth of GACC multifaceted operations of 2018 makes it challenging to summarize its organisation and operation in brief terms. The following lists some of its key operational characteristics:

- **GACC is not a separate legal entity.** All contracts with donors, private investors etc. are entered with the UNF. All funds for GACC is channelled through UNF. The UNF is a public charity registered in the USA working closely with the UN. UNF raise funds for selected initiatives as well as providing advocacy services, building partnerships and connecting various networks and resources. Norad and the Ministry of Foreign Affairs (MFA) currently have several other agreements in place with the UNF, mostly within the areas of health.
- **GACC is ultimately accountable to the Board of Directors of UNF.** This Board typically defer to the GACC Advisory Council as the primary body advising GACC on its operations. The Advisory Council and the Leadership Council advise GACC on its mission, programmatic focus, growth, and development. However, decisions of the UN Foundation Board are the final and controlling.
- **The day-to-day work of GACC is led by a designated GACC-team,** all employed or contracted by UNF. UNF host the GACC secretariat, but GACC does not receive any core support from UNF. This “strategic secretariat” catalyses the activities of the large base of partners at the global, national, and local levels.
- **GACC has high level of activity on the communications side.** A rich website, contributions to articles and media exposure, arranging, contributing or participating in local and international events, and South-South exchange, all contribute to visibility, networking and exchange of experience and knowledge between partners.

- **GACC has local representation and concentrated efforts in selected focus or priority countries**, where the Alliance has some presence on the ground: Market managers, country representatives, or Program managers. The focus countries⁴ are selected based on their potential to achieve results relatively fast. In special, donor driven programmes, GACC also works targeted in some other countries (e.g. Haiti (Canada), Nepal (Norway)). Country-level work is guided by a 'Country Action Plan', supported by Market Assessment studies and other country-level documentation.
- Judging from GACC's website, **national alliances or associations that represent the interest of the sector actors exist on national level in ten partner countries**, including in five focus countries. Additionally, regional associations or alliances exist in West Africa and Latin America. A wide array of country-level studies related to other countries have also been undertaken and are available on GACC's website.
- **GACC is not a direct implementing actor, but sees itself as a facilitator and enabler and shall remain lean.** Rather than running projects to produce or distribute cookstoves, activities are carried out in a partnership model, where public, private, and non-profit partners jointly contribute to the Alliance's goals in their respective geographic and technical areas.
- **GACC channels the majority of available funding through various grant and funding mechanisms** based on competitive/application-based processes and following defined administrative routines and pre-set criteria.
- **Agreements with financing partners follow the partner's preferred set-up.** While un-restricted funds and core funding is sought, most partners so far earmark their funding.
- GACC itself summarises its **operating principles** as follows:
 - Focus on high quality, scalable approaches
 - Be technology and fuel neutral, while emphasizing "clean"
 - Build on lessons from the past without reinventing the wheel
 - Put consumers and users first
 - Attract new partners and strengthen existing ones
 - Utilize a market-based approach, while aiding vulnerable populations
- **GACC plans annual activities and targets in Annual Operating Plans (AOP) and reports achievements in Annual Reports.** The format for annual planning has evolved over years. Quantitative targets on output and/or outcome level are only to a varying degree defined. With changing formats, annual plans fail to create the logical link to previous year's goals and achievements to enable regular follow-up and monitoring.

Moving into Phase III

While the goal of 100 million is within reach, the markets themselves are still immature, small and vulnerable. The Alliance have seen profound changes in the international landscape. The SDGs and the Paris climate agreement has brought new impetus to the global development agenda, while political and military conflict and fragile states have taken humanitarian issues to the forefront of development challenges. Official development assistance (ODA), while still critical to the most fragile and lowest income countries, represents a shrinking proportion of the total resources going to developing countries. New actors entering the donor landscape and political changes in traditional donor countries have led to changes in thematic and geographic priorities. To stay effective, the Alliance has thus had to adapt to a changing development agenda.

GACC is as of 2018 on the threshold to Phase III, where the private sector is envisaged to take a larger role, with "scale" as a key term. GACC's management is new, and the organization is strengthening human resources in some key areas, including market expertise and monitoring and evaluation capacity.

⁴ Bangladesh, China, Ghana, Guatemala, India, Kenya, Nigeria and Uganda.

A key question going forward will be how GACC can adapt to stay effective and relevant. The AOP for 2018 states that this necessitates a shift in the organisations role, from

“An organization focused on the provision of public goods across a variety of areas, to a wide range of stakeholders and beneficiaries, to help bring credibility to an issue and to support the establishment a sector which previously did not exist...”

to

“...a major advocate for the issue, a strategic advisor to donors and investors to facilitate financing for the issue, a capacity builder for government and NGOs, and a supporter of a pipeline of well-positioned, scalable businesses and technologies to ensure a strong cookstoves and fuels market in support of universal adoption by 2030”.

The AOP also signals a resolve to redesign GACC approach to partner engagement and management. Specifically, it will restructure *“the team and ensuring sufficient staff/contractor capacity to deliver against goals and priorities, both at HQ and in-country.”* In the same vein, GACC will develop *“effective tools and indicators, appropriate to Phase 3, to assess and measure market health and organization strength across multiple dimensions, in each country and at the global level.”*

GACC’s planned adaptation of its approach is shown in Figure 4 **Source: GACC AOP 2018** below.

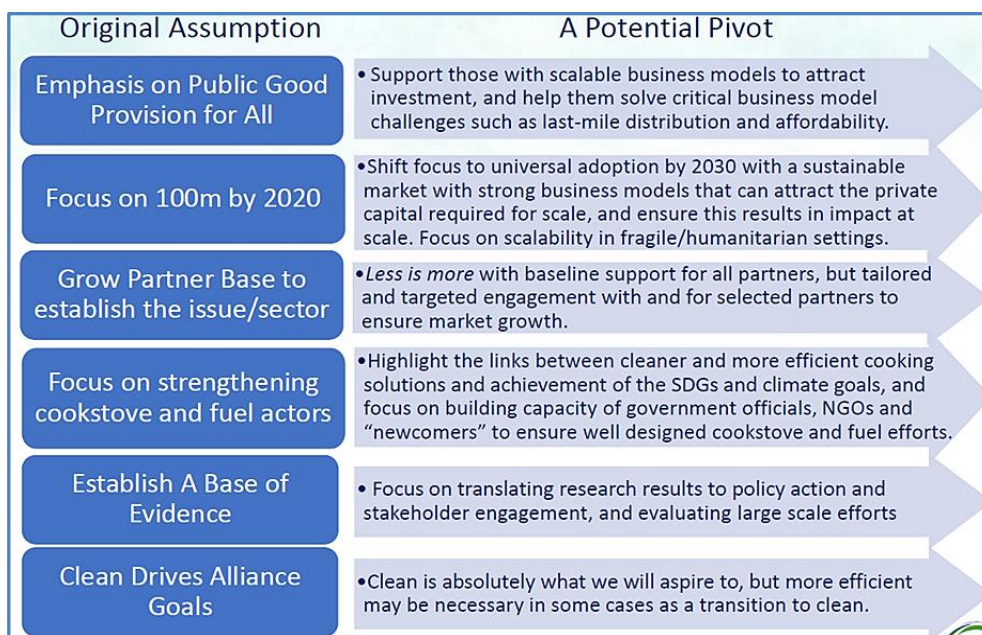


Figure 4 Source: GACC AOP 2018

Lessons learnt so far show that achieving “scale” through the establishment of commercially sustainable markets is a complex and challenging undertaking. Only limited dents have been made in the number of people living without access to sustainable cooking facilities⁵, and progress has been unevenly spread geographically. The critical mass of private sector enterprises and viable business models to seriously scale distribution and fuel supply chains is not reached. This is of course not the responsibility of the Alliance alone, as the global community have underinvested in the industry for a long time. Given the complexity of the matter, it is not surprising that it takes time to create a sound foundation for progress to accelerate. However, while positive achievements are evident, a review of the strategy appears necessary and timely. It is understood that GACC is in the process of undertaking such.

⁵ SDG monitoring report on energy, 2017. More detail under ‘Effectiveness’.

2.1.3 Norwegian Involvement

UNF approached Norway for support to GACC already at the time of the launch in 2010. After favourable assessment by Norad, the Ministry of Foreign Affairs (MFA) approved an initial grant of NOK 3 million for the first phase of the Alliance, from 2011 to 2012.

Norad's justification for support mentions several Norwegian aid priorities, including clean energy, climate, environment, health, and gender, as well as contribution to development of the local private sector⁶.

Norad's assessment pointed out that Norway already had supported several initiatives for dissemination of improved or efficient cook stoves over the years. It was considered the right time to address the issue in a more comprehensive manner. Policy development, gender and other socio-cultural factors were emphasized as a measure to ensure effective implementation⁷, and Norad agreed with the emphasis on sustainable markets as a particularly important aspect.

"If one aims at producing hundreds of millions of stoves, an industry must be created. One must move from an approach of non-profit based models where NGOs have a large role, to a situation where private enterprises are motivated by financial returns in a competitive market."

Norway's political commitment has been consistent, with high-level participation in high level GACC Summits, and continued support to GACC has been highlighted in several strategic notes from the MFA. In 2014, Minister Børge Brende reconfirmed Norway's commitment to support the clean cookstove sector with USD 40 mill.

Norwegian support has been provided through several short-term agreements, together representing support of approximately NOK 57 mill.

- **QZA-10/0979; 2011- 2013:** NOK 3 mill (support to Igniting Change: A strategy for Universal Adoption of Clean Cookstoves and Fuel) plus an addendum for **(QZA-12/758) 2013-2014** of NOK 4.14 mill (special focus on implementation of the country action plans).
- **QZA-14/0567; 2014:** NOK 7,5 mill (supporting GACC in the transition between phase I and II)
- **QZA-15/030; 2015:** NOK 8 mill (supporting GACC in the transition between phase I and II)
- **QZA-16/0357; (2016 – 2018; ongoing):** NOK 31 mill, with an additional grant of NOK 3 mill. Core support but with emphasis on some strategical, prioritised areas.

The fundamental justification for supporting GACC is still valid. In the Decision Document for the last grant agreement (2016), Norad's describes its experience with GACC *"as highly positive, and they have managed to deliver on the expected results set for the various agreements."*⁸ Norad cites two reviews, one partner assessment from Deloitte of the UNF from 2013, and a second, internal review of GACC from 2015. The last review concludes that GACC *"... is a relevant, and suitable strategic partner for Norwegian funding within the cookstove agenda."*⁹ On this basis, **Norway's support was changed from programmatic to 'Core support'** in the current 2-year Agreement (QZA-16/0357).

While 'core support' by its nature is non-earmarked, to be deployed according to overall, approved planning and prioritisation, the Agreement specifically mentions three components or prioritised areas, including the humanitarian area. Deployment of Norwegian core funds is consequently not fully at the discretion of the Alliance. Nevertheless, the current approach gives more flexibility than programmatic and restricted funding.

⁶ Decision Document/Beslutningsdokument QZ0979; Norad; 16.06.2011
⁷ 1000933-3 QZA-0183 QZA-10_0979 Norads anbefaling 928311_5_1
⁸ Decision Document Support to GACC; Norad; August 2016
⁹ Organisational Assessment of GACC; Norad; 2015

2.2 Effectiveness

This Review includes assessment of “effectiveness” at several levels: with regard to i) achievement of goals set for the Alliance as such; ii) achievement of the specific outputs and outcomes agreed as relevant for the Norwegian support; and iii) achievements at country level. The assessment also creates a basis for assessment of Programme Efficiency (Section 2.3).

**“A MEASURE OF THE EXTENT TO
WHICH AN AID ACTIVITY ATTAINS ITS
OBJECTIVES”**
OECD-DAC

2.2.1 Results at global (sectoral) level

Data and information sources

In addition to interviews with both representatives from the Alliance, international and local partners, the assessment of effectiveness on global level primarily relies on research of reports and other publicly available information. This includes not least work plans and Annual reports, research reports and other resources available on the Alliance’s web site and partners’ websites. Some of the relevant documentation has also been provided directly to Norad.

The volume of documentation is very rich. Publications made available by the Alliance are voluminous, colourful and suitable for public communication, awareness building, knowledge sharing and other promotional purposes. However, their usefulness to measure quantitative results versus set targets is limited: There is a general lack of consistency in reporting structure, and results reporting make little reference to the plans that were set at the outset of the reporting period.

In accordance with the Strategic Plan, the Alliance did develop a more detailed Monitoring and evaluation framework with indicators¹⁰. However, it has not been implemented; baselines and target values for the indicators were not established, and reports do not refer to the framework. The review has therefore not considered this framework.

*What is the overall **effectiveness** of the programme in achieving its objectives and results?*

TOR: Scope of the Review

The overall goals of the Alliance are defined as *save lives, reduce black carbon and greenhouse gas emissions, build a commercially sustainable industry, and meet the millennium development goals*.

The Alliance results and progress monitoring does not so far measure the effect of achievements at this level. Full external assessment of impact at this level is beyond the scope of this review.

In terms of concrete Outcomes, **the Alliance’s progress report 2017 shows that around 116 million stoves have been distributed through their partners, of which around 80 million were ‘clean’ or ‘efficient’**. Projections toward 2020 that also include modelled estimates of unreported activities indicate that distribution of clean and/or efficient cookstoves will reach over 200 million. This is an indication of **solid progress toward the targeted 100 million adopted cookstoves**.

Our opinion is that the distribution figure is of limited value with regard to measuring overall effectiveness of the Alliance. This is due to a number of weaknesses in the monitoring system (see section 2.3.2 on reporting quality).

- ◆ While the target refers to *adoption*, the reports refer to *distribution*. **GACC has so far not been able to create credible evidence of adoption as opposed to distribution.**
- ◆ **GACC reports progress on this target as the total on all partners** (i.e. those partners that have reported to GACC). While this is natural considering the nature of the organization and strategy, GACC’s share of the credit for those reported advances is not clear, nor does the reports suggest how to measure and attribute this.
- ◆ There is a controversy related to reporting ‘efficient’ stoves together with purely ‘clean’.

¹⁰ <http://cleancookstoves.org/binary-data/ATTACHMENT/file/000/000/344-2.xlsx>

The International Energy Agency in their 2017 Energy Outlook report notes that important advances have been achieved since 2000, but also illustrates why absolute numbers may not be relevant to measure progress on the global level:

Progress in clean cooking access not keeping pace

Today, an estimated 2.8 billion do not have access to clean cooking facilities. A third of the world's population – 2.5 billion people – rely on the traditional use of solid biomass to cook their meals. Around 120 million people use kerosene and 170 million use coal. There has been some progress: since 2000, the number of people in developing countries with access to clean cooking – principally liquefied petroleum gas (LPG), natural gas and electricity, has grown by 60%, and the number of people cooking with coal and kerosene has more than halved. However, strong population growth in developing countries, especially sub-Saharan Africa, has meant that the number of people relying on biomass for cooking has grown by 400 million people, despite growing awareness of the associated health risks and decades of programmes targeting access to modern cooking.

Figure 5 International Energy Agency, 2017

The development of dynamic markets with strong commercial players has been slower than expected in the Alliance's strategy. Profitable and scalable business models are still to penetrate the markets, and a critical mass of commercially sustainable businesses has not emerged as planned. According to a recent study by Accenture¹¹, there may be several reasons:

- ◆ The lack of available market, financial and customer data limits investments in enterprises.
- ◆ Fragmented markets contribute to more vertical integration of previously specialised enterprises, as enterprises take other segments of the value chain "in house" due to the lack of local alternatives. This increases risk and operational complexity.
- ◆ There is limited recurrent demand, meaning new customers must be generated continuously – this is expensive. Maintaining regular contact with customers and capture usage data past the initial point of sale is challenging – which leads to slow adaptation to user demands. Emerging business models are, however, making positive progress in this regard.
- ◆ Inherently low customer desirability – health is a sufficient selling point only in a few market segments - coupled with the high costs and effort required to ignite demand, limits investment. Enhancing demand requires intensive, expensive and time-consuming efforts, has considerable risk and often uncertain upside.
- ◆ Solutions to ensure affordability are still immature, and lack of access to consumer credit inhibits demand.

Mobilizing capital for the Clean Cooking Agenda has also been an important objective of the Alliance's advocacy work. In 2014, GACC reported that commitments made at the Future Summit on Clean Cookstoves amounted to 413 million USD, including grants and 'investments'. While this sounds impressive, we note that:

- The commitments have not fully been translated into actual contributions.
- Announced figures may blur the reality, as the Alliance is unable to fully track 'funding' and investment, and that financial means may be double-reported.
- The financial figures reported refer to a variety of funding (grants, debt, equity, carbon finance, non-carbon related results-based finance, technical assistance contracts, etc.) originating from range of financiers and flowing to a range of recipients (businesses, recipient country governments, NGOs and INGOs, etc.).
- The IEA estimates that to address the problem globally and achieving universal access will require close to USD 70 billion in cumulative investments until 2030. This is USD 42 billion MORE than the estimated investment in this area in the IEA's New Policies Scenario¹², which in itself is an ambitious scenario, as illustrated in Figure 6.

¹¹ "Financing Growth in the Clean Cookstoves and Fuels Market: An Analysis and Recommendations", Accenture, 2018.

¹² International Energy Agency, World Economic Outlook 2017 Special Report: Energy Access Outlook

Figure 5.3 ▶ Cumulative investment in clean cooking solutions in the New Policies Scenario and Energy for All Case, 2017-2030

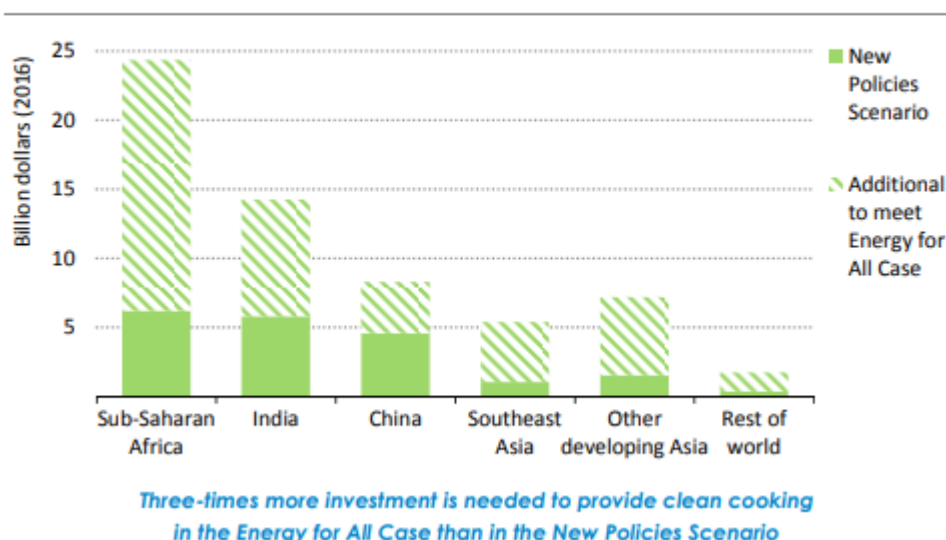


Figure 6 Achieving universal access to clean cooking solutions. Source: IEA¹²

Grants managed by GACC and provided to individual companies through the different funds structure may have had an effect on individual companies, but the scalability and long-term sustainability of the current grant funds approach is not evident. As GACC points out in comments to our draft report, businesses the Alliance tracks attracted less than USD 40 mill of debt and equity in 2016. This falls far short of the billions needed. Regardless of who manages such funds, however, the following challenge should be emphasized:

- ♦ To attract impact investor and donor capital, an enterprise must emphasise social outcomes, compared to focusing on what is most commercially compelling. According to the same Accenture report, this divergence runs deep as it affects many key parts of an enterprise's business and its ability to attract funding, particularly related to product design, business model, and time and effort needed to report specific indicators of interest to funders.

GACC's further comments to the challenge of achieving leverage of grant funds to individual businesses are worth noting. They emphasize that attracting investment is a longstanding challenge for clean cooking businesses, simply because they have yet to demonstrate robust growth, profitability, or consistent financial performance.

They emphasize further that customer acquisition costs relative to margins are extremely high, and that external risks are compounded by unpredictable policy environments, that affect even businesses with robust product demand. As the Alliance points out, the risks of most businesses in this space outweigh the potential financial and impact returns for most investors."

Who can untie this "investment knot", and how? Undoubtedly, risk capital is needed, but an improved investment framework is likewise in demand. One issue compounding risk is the current "market knowledge gap", as there is an almost total lack of reliable market data. As Accenture points out in their report, there is limited visibility of market, financial and customer data, and this hinders investment and increases the risk. Establishing a platform to support collation of data into a centralised repository, organised by a standard approach is one idea promoted by Accenture. The challenge is to do this on a timely basis, combining reliability of data with up to date information. Businesses have little use of two-year-old customer data. A related, but perhaps more realistic idea, is to focus on documenting the interventions that are already in place, or have been tried, in different markets. Improved market information is one area to improve the investment environment for private companies.

In this difficult market, the Alliance deserves credit for what it has done. Interventions building capacity and investment readiness through grants and technical assistance have collectively provided USD 8 mill in grants to 66 businesses. The Alliance estimates that these funds have generating a 10x private capital leverage through debt and equity to the involved enterprises. While this is still too little to have made a major difference at the sector level, it is still a sizable contribution which it is doubtful would have happened without GACC. From an effectiveness perspective,

GACC's funds have contributed. However, there are efficiency concerns that are further discussed under Operational Efficiency (0).

Assess to what extent the Alliance has been able to inspire, influence and inform transformational¹³ change in partner countries, and in the global energy access agenda;

TOR: Scope of the Review

As shown in the more detailed assessments in this report, **GACC has played a positive role in creating a platform to promote the importance of the sector**, establishing an open resource base for research results and experience sharing, and gathering an impressive number of 'partners' that by their partnership confirm their subscription to the Alliance's goals,

It should be noted, though, that the monitoring shortcomings mentioned above may be at the core of the challenge to effectively convene support to clean cooking in the global access agenda. Voices claiming that resources are wasted to promote solutions that generate 'marginal improvements' have criticised GACC's 'fuel agnostic' approach. As an example, The Washington Post questions the effects from the cookstoves promoted¹⁴ by the Alliance:

"The vast majority of the stoves (...) aren't nearly as healthy as promised" (...) "for now it makes no sense to push more stoves into the world that people aren't going to use." "To continue to distribute and promote...stoves that we know will kill people is unethical,"

"It's been five years since Hillary Clinton proclaimed: "Today, we can finally envision a future in which open fires and dirty stoves are replaced by clean, efficient and affordable stoves and fuels all over the world." That future remains a long way off."

GACC navigates a challenging environment with partners promoting different approaches, technologies and access levels. However, **evidence of real results may help to enlighten these controversies**. Thus, strengthening the communication of the real impacts even from 'imperfect' solutions, rather than outputs and activity reporting, is crucial to convene the international community around the importance of clean cooking on the global energy access agenda.

In an interview last summer, Radha Muthiah, then the Alliance's chief executive, said the Alliance was never against propane stoves, but should have been more direct about its openness to a fossil-fuel solution. "We really should have been launched as the Global Alliance for Clean Cooking," she said. "You cannot talk about stoves without talking about fuels. It's half the equation."

Figure 7 Article "Undercooked: An Expensive Push to Save Lives and Protect the Planet Falls Short". Source: Propublica.org

¹³ 'Transformational' here is understood as referring to changes which catalyses further changes. Section 2.2.3 includes an assessment of the extent to which, the extent to which country-level 'transformational' change is achieved.

¹⁴ [Washington Post, 29 October 2015](#)

To what extent does the Alliance contribute to the overall objectives of the Agenda 2030 and the Paris Climate Agreement?

TOR: Scope of the Review

One of GACC's explicit aims was to influence the global development agenda to increase focus on and funding for clean cooking. The SDG process and the Climate Agreement have become the major arenas to exercise such influence. As a multilateral, cross-sectoral stakeholder with excellent connections to the UN system, GACC has contributed to both.

GACC actively mobilized partners and their networks to jointly advocate for the prioritization of clean cooking in the Agenda 2030. The Alliance provided crucial fact-based evidence, thus improving the global understanding of the role clean cooking can play in achieving a broad range of development goals.

GACC was very active in the SDG process. Interviews indicate that GACC played an important role in ensuring that clean cooking was included in the specific targets under the SDG7, "Ensure access to affordable, reliable, sustainable and modern energy for all":

7.1 By 2030, ensure universal access to affordable, reliable and modern energy service

♦ Indicator 7.1.2: *Proportion of population with primary reliance on clean fuels and technology*¹⁵

In addition, GACC lists 9 other SDGs where clean cooking can directly deliver gains, namely SDGs 1, 2, 3, 4, 5, 8, 11, 13, and 15. GACC has been not only a key driver on the clean cooking normative policy front for the SDGs, but has also through programmes and actions directly contributed to SDG achievements.

GACC also actively promoted the issue in the process toward final global endorsement of the SDGs.

With regard to real progress on the SDG, the achievements are less impressive. The main culprit for the slow progress is the international development community at large, as investments and resources have been inadequate to combat the problem efficiently. The latest results as reported by the report "Tracking SDG7: The Energy Progress Report," (2018) shows that **the world is far from being on track to achieve universal access to clean cooking facilities:**

"The share of the global population with access to clean cooking fuels and technologies increased from 58% in 2014 to 59% in 2016. With an additional 84 million of the global population gaining access annually during 2014–16, the annual expansion of access marginally outpaced population growth. This resulted in a very slight decrease of some two million people in the absolute global deficit in access to clean cooking in 2014–16, still leaving the global access-deficit just short of 3 billion."

Since 2010, only 7 countries expanded their access to clean cooking at over 2 percentage points annually, and as many as 15 countries saw a decline in access rate from 2010 to 2016.

The CEO of GACC, Dymphna van der Lans, commented the report¹⁶

"While today's Tracking SDG7 report showed that progress is being made on energy access, it also provided a sobering look at just how far we have to go to reach our clean cooking goals. As the report states, if the current trajectory continues, 2.3 billion people will continue to use traditional cooking methods in 2030. This is unacceptable. It's also further evidence that business as usual is not an option. Given the magnitude of the problem, there has not been enough attention nor enough investment in clean cooking."

It is hard to disagree, but the report also implies that despite GACCs best efforts, progress has been limited on clean cooking adaptation. GACC is a small organization, with roughly 30 staff and limited own resources, focussing on facilitating other actors' activities, mobilising funds and political commitments, and needing these to create achievements. GACC is thus not solely accountable for slow progress. Nevertheless, a key lesson learnt by GACC is that the sector is more complex and challenging than initially envisaged. The SDG result report supports GACCs analysis of how to address the sector challenges: *"Universal access to modern energy cooking services is predicated on a multi-sectoral approach, from technological development, to awareness raising and behaviour change campaign, to private*

¹⁵ "Clean" is defined by the emission rate targets and specific fuel recommendations included in the normative guidance WHO guidelines for indoor air quality: household fuel combustion.

¹⁶ <http://cleancookstoves.org/about/news/05-02-2018-global-alliance-for-clean-cookstoves-statement-on-tracking-sdg7-the-energy-progress-report.html>.

sector development and financing. It is critical to unite all forces and seek guidance from all stakeholders, particularly women, to shift the needle on universal access.”

GACC contributed to and participated in the COP21 process. The Alliance co-hosted a number of events in Paris, presented work at various sessions, and met with prospective and current partners to discuss the role that clean cooking can play as a mitigation strategy. One important event was a one-day workshop in Paris to share information on the most recent research about the benefits of scaling up clean cooking. The evidence clearly supports the case for scaling up clean cooking solutions, not only for alleviating poverty and improve health, but also for mitigating climate change. Black carbon is the second largest contributor to climate change after CO₂, and burning solid fuels for cooking and heating in homes produces approximately 25% of total black carbon emissions.¹⁷ Since Paris, GACC has continued to ensure that clean cooking is a climate change development priority.

GACC has worked actively toward ensuring more countries including clean cooking targets in their NDCs. By 2016, only a small part of countries had included this, and a recent overview is not available. We have therefore not assessed whether GACC has had an effect on this measure.

Summary and recommendations

Through its global work over the last 8 years on clean cooking, GACC has given meaningful contributions to the Agenda 2030 and the Paris Climate Agreement.

In particular, specific mention of cooking energy and inclusion of cooking energy related indicators in the SDG monitoring framework is likely to contribute to sustained focus on the issue.

However, this has not created the political momentum necessary to effectively combat the problem. The level of funding and actual efforts implemented by the international donor community is still insufficient; and commercial markets have not developed and contributed to the advances as foreseen.

Actual progress on the overall objectives is unevenly distributed and barely sufficient to keep up with demographic change. The SDG 7.1 is not on track with regard to solid fuel dependence, and the contributions to other relevant goals related to health and forest conservation need to be better documented.

2.2.2 Goal Achievements – Norwegian Grants

Review progress against the objectives and targets set out in the cooperation agreements, to assess what the results are to date of the activities funded by Norway.

TOR: Scope of the Review

Data and information sources

The assessment of achievements that have been made possible with the Norwegian funding specifically, is based on the reports submitted to Norad referring specifically to Norwegian grants, complemented by the other information sources and interviews as specified above.

The Norwegian support initially required standard requirements for reporting content and format based on the standard form of agreement. Over time, Norad wished to transition to non-earmarked support as the long-term approach to support to the Alliance's work. Consequently, it was considered less meaningful to require specific reporting on Norwegian grants; progress assessment could be made on Alliance level. In the last Agreement period, reporting requirements are therefore more lenient. The Alliance nevertheless delivered a detailed report to Norad also for the first year of the current agreement 2016-2017.

¹⁷ <http://cleancookstoves.org/binary-data/RESOURCE/file/000/000/416-1.pdf>

The reports have long narratives, including a certain level of quantitative data that enable assessment of effectiveness. However, the ability to track progress and achievements is limited by the fact that the Agreements in most cases not include specific monitoring indicators with baselines and target values that are followed up in the reports.

Goals and objectives

The different Agreements and reports do not follow a consistent format for logframe or goal hierarchy. The assessments therefore consider Outcomes or Purposes (terminology varies somewhat) as identified in each Agreement, and summarizes the achievements reported or observed specifically related to these.

The detailed assessments are included in ANNEX I, and include achievements to date to the extent any later developments related to the same targets is available; i.e. not restricted to the achievements at closing and final reporting. We also summarize our assessments of the achievement.

In this section, we summarize our assessments in form of one table summarizing the targets set and our assessment for each Agreement, and one table assessing the achievement of the goals identified in the logframe annexed to the first Agreement.

QZA-10/0979

Period:	2011-2013
Amount:	NOK 3 000 000 Addendum: NOK 4 341 300
Targeted outcomes (purposes)	❖ Develop internationally recognized standards for clean and efficient stoves. ❖ Map the clean cookstove landscape to establish a clear baseline ❖ Complete indoor air quality guidelines. ❖ Assess existing gaps and constraints hindering clean cookstove industry development ❖ Develop a research road map ❖ Support the development of field tests and design of new testing protocols. ❖ Develop and disseminate global communications and awareness materials ❖ Serve as a "public square" for discussions and engagement Addendum ❖ Develop and implement CAPs; ❖ Support development of national alliances Advocacy and awareness building
Comment	From the reports, it is clear that that the Alliance maintained a high activity level, worked actively to achieve the agreed outputs, and achieved much during its first years. Most of the outcomes targeted were either achieved or sound basis for later achievement was laid. This conclusion is also noted by Norad in the closing document. From various discussions with the Alliance representatives and other partners, it becomes clear that the Norwegian early support had a catalytic effect in ensuring a work intensive start of the Alliance work, creating a basis for later successful partner and funds mobilization.

QZA-14/0567

Period:	2014 Dec - 2015 Dec
Amount:	NOK 7 500 000
Targeted outcomes (purposes)	❖ Funds mobilized through the Clean Cookstoves Future Summit; and through assessment of the capital needs of the sector ❖ Enterprise social impact improved through empowerment of women through the value chain ❖ Strengthened capacity of entrepreneurs and enterprises to scale operations ❖ SAFE strategies developed by UNHCR to increase the capability of the Humanitarian sector to provide clean cooking solution to refugee populations

Comment	The Alliance maintained a high activity level and implemented all the agreed components agreed. The sustainability of the outputs has been difficult to assess for several components. There is limited evidence as to the actual effect on social enterprises from the funds provided through two grant programmes. The contribution to increased capital mobilization appears to be limited to the direct grantees, rather than having sparked higher market and investment activity on a broader scale. It should be noted that this period marked the start of the Alliance's work with grant funds for market actors. According to the Alliance's representatives, experience over time has improved the selection of 'winners and losers', ensuring improved goal achievement of the grantees. The involvement in the SAFE work appears to have given meaningful contributions to the challenges related to access to clean, sustainable energy in humanitarian settings.
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QZA-15/0302

Period:	2015-2016 Nov
Amount:	NOK 8 500 000
Targeted outcomes (purposes)	❖ Enterprises reach commercial viability and scale (Spark Fund) ❖ Enterprises implement innovation and growth activities (Small Catalytic Grant): Capital for enterprise development mobilized through strengthened internal capacity of enterprises (Capacity building facility).
Comment	Grantees in the various funds have been required to report only during the grant period, and there is no systematic monitoring to assess long-term effects and sustainability. The assessment above is based on internet search to check if the enterprises are still active; in addition to meetings with a few grantees. There are signs that the importance of the grants decrease with size and for companies with more commercial experience. For the smaller enterprises with weaker commercial profile, the grants appear to have had higher relative importance¹⁸. Judging from the interviews during the field trip, it appears that the funds used for direct support to enterprises appears to have had positive effect; but that the use of funds in this area has been less effective in achieving scalability or as transformative force for the sector, than other focus areas.

QZA-16/0357

Period:	2016 Dec - 2018 Dec
Amount:	NOK 31 000 000 Additional grant (2017): NOK 3 000 000
Targeted outcomes (purposes)	Core support, but listing a few priority areas: ❖ Mainstreaming clean cooking ❖ Strengthen and grow the clean cookstoves sector ❖ Strengthen Alliance governance, systems and operations
Comment	The core funding is highly appreciated and ensures that the Alliance will be able to follow its own strategic priorities and work plans. This is a more flexible approach than several other bilateral and multilateral donors, and decreases the risk that the need for financial contributions dictates the Alliance to deviate, with lessened focus and impact as possible result. The nature of core funding suggests that assessment of achievements should be made on a global level; considering the relative importance of Norwegian funding. Meanwhile, core type support naturally reduces the amount of control with regard to both activities and operational and financial matters. With reference to our assessment below it is our view that the Alliance has proven a sound and responsible organization. As such, overall monitoring of operational and financial procedures combined with overall assessment of advances in the sector and the Alliance's value added is sufficient control mechanism to justify continued core funding and consequently reduced reporting requirements¹⁹.

¹⁸ E.g. Livelyhoods, a charity, referring to WEF funding as crucial in their activities to develop commercial distribution activities locally; versus EcoZoom and Koko Networks, who pride themselves as being fully commercially- and not grant-funded.

¹⁹ Note, however, the considerations and recommendations in 0 with regard to financial reporting.

Achievement of Logframe Outcomes

In addition to the assessments that refer specifically to the agreed targets for Norwegian funding, and to the activities where Norwegian funding is used, the Alliance's representatives emphasize that the long-term relationship and flexibility by the Norwegian counterpart have been instrumental for the organization to develop and keep a high level of activity, and has been catalytic for other funding.

We therefore also find it relevant to assess the "logframe" included in the first Agreement. The logframe is not limited in time and does not include indicators and quantifiable targets. The Outcomes defined in the overall Logframe provided with the first agreement at this level embrace Alliance's focus areas relatively broadly. It should be noted however, that

- ◆ Later agreements or reports do not refer to this Logframe
- ◆ Indicators were not quantified and not limited in time
- ◆ The achievement of the Outcomes are overall and not the result of Norwegian support alone²⁰

In the Logframe, the overall goals are described as:

- ◆ Build a 'robust' Alliance institution
- ◆ Identify the Sector's needs and priorities
- ◆ Champion the Sector: Increase awareness
- ◆ Increase national and multinational commitment
- ◆ Direct Market Support: Help the stove sector develop a thriving global market
- ◆ Research to Support the Stove Sector

Table 1 Degree of achievement of the Outcomes in the QZA-10/0979 Logframe below summarizes these Outcomes, and briefly assesses to what extent they have been achieved to date.

Table 1 Degree of achievement of the Outcomes in the QZA-10/0979 Logframe

TARGETED OUTCOME	ACHIEVEMENTS
➤ Build a 'robust' Alliance institution, with the ability to deliver the Alliance's headline target of 100m homes adopting clean and efficient cookstoves and fuels by 2020	Achieved to a large extent: ✓ GACC is well established with 23 employees, including presence in 8 markets with country representatives/market managers. ✓ The anchoring in the UNF provides a robust and efficient foundation with functioning administrative and formal routines. ✓ To date, GACC has secured funding for its activities amounting to USD 90 million. Of this, approximately 26% is from private and non-governmental sources. ÷ Without own revenue generation, the funding is partly unpredictable and vulnerable to changing priorities of funders. ÷ Private donors funding has decreased, which is a concern toward less dependence on bilateral donors. ÷ Role after 2020 is not clear.
➤ Identify the Sector's needs and priorities – so that the Alliance can target its (limited) resources to the activities that will have the greatest impact.	Achieved to a large extent ✓ A total of 16 Market Assessments conducted, supplied by various studies including consumer segmentation studies, market behaviour studies, ✓ Capital needs study ✓ Need to strengthen clean energy work in humanitarian efforts is identified ÷ No sector wide consensus on 'priorities' with regard to technologies and approaches to follow ÷ Lack of focus on some parts of the sector, including fuels such as charcoal production

²⁰ Norwegian contributions represent 8-9% of total GACC funding until 2018.

➤ Champion the Sector:	Achieved, particularly in early years and in focus countries ✓ Convened players in several countries, increasing policy attention, the lobbying voice of market players ✓ Advocacy and lobbying toward international initiatives including SE4ALL, SDG ✓ Visibility in international and regional events, including own events ✓ Wide Communication, Research activity; South-South cooperation; Ambassadors has contributed to increased awareness internationally (compared to 2010) and improved focus on implementation of policy targets in several partner countries ✓ Humanitarian efforts ✓ Championed development of international standards ÷ Visibility appears to have been reduced in more recent years. This may partly be a side effect of success – more players have entered the arena
➤ Increase awareness about the sector – and its needs – as a way to attract significant additional resources (financial and non- financial)	Partly achieved ✓ See above vs. Advocacy; Communication; Research; Partnerships ✓ Data rich website as reference source for research documentation and market information ✓ Country Action Plans ÷ The problems were not unknown in 2010; and the fact that Clean cooking area receives very little funding relative to the capital flows in Energy and for SDGs overall persists
➤ Increase national and multinational commitment to clean cookstoves	Partly achieved ✓ Some evidence that GACC has contributed to moving from general awareness of the problem to making efforts to address it ✓ Inspired a number of international donor countries to make stronger emphasis on clean cooking ✓ 38 ‘partner countries’ among developing countries ✓ Several countries have included cooking related targets and indicators in their NDCs. For some of these GACC may have played an important lobbying role ✓ There is at least evidence in some focus countries of commitment to the CAPs and the cause ÷ But, clean cooking is still a marginal area for international funding ÷ Limited evidence of effect on national policies outside the focus countries ? Focus countries were already acknowledged the importance; difficult to assess the Alliance determinative influence
➤ Direct Market Support: help the stove sector to develop a thriving global market with the ability to sell tens of millions of clean cookstoves a year	Done, but with uncertain effect ✓ Provided 67 grants for market activities to a total of 57 SME’s, entrepreneurs and NGO ✓ Invited market players to networking; providing information (market assessment, consumer studies etc.) ÷ No clear evidence of effect of grants to encourage market development beyond the grantees ? While efforts to encourage behavioural change vs customers is important, the effectiveness is questioned by a number of stakeholders; quoted as a ‘one-off’ effort, lacking ability to ensure access to the promoted solutions, and not reflecting the realities of local consumers

➤ Research to Support the Stove Sector: Conduct research into fuels, technologies, health, climate, gender and livelihoods – with the aim of proving or strengthening the link between toxic cookstove smoke and a range of health, environment, gender and livelihoods challenges	Achieved to a large extent ✓ 40+ research initiatives ✓ National level case studies ✓ Built sufficient evidence base to support the cause with respect to health effects ✓ Established catalogue and website with product information covering 325 different stove model types ÷ Research has been most focused on health – less research on environmental impact, household economy etc.
➤ Help prove or strengthen evidence that clean cookstoves can save lives, improve livelihoods, empower women and combat climate change	To limited extent ✓ The research of the negative effects of unclean/inefficient cooking creates a strong basis, but ÷ So far weak ability to translate actual achievements into evidence of impact and communicate advances on impact level

Summary and recommendations

The Alliance has actively followed up the Norwegian Agreements, and shown good progress on output level. The *degree* of achievement is difficult to assess due to lack of quantitative targets agreed for the components included in the Agreements.

On Outcome level, it appears that the Alliance has been able to progress well on several of the targeted Outcomes in the Logframe established for the first Agreement.

As a long-standing partner, Norwegian funding has strongly contributed to the achievements, both through the concrete financial support amounting to close to 9% of total funding to date, and as an early and leading donor.

Going forward, the core support nature of the Norwegian grants implies reduced focus on Norway-specific reporting. While it is generally positive that donors refrain from adding to the reporting burden by requiring donor-specific reports and formats, it is our view that the Alliance should strengthen its accountability toward donors through a strong Monitoring and Evaluation system. The M&E system should be consistent over time and allow for quantitative monitoring, in particular on the overall level (see also 4.3.2 on this point).

2.2.3 Results at national level

- To what extent has the Alliance been able to contribute to transformational changes in partner countries and to national strategies of the partner?
- To what extent are local capacities/partners/local government/local NGOs etc. built up and strengthened, and contribute to achieve results?
- To what extent does the programme contribute to more gender balance within the cookstove – and fuels sector at the local and national level both within stakeholders such as, for example, government agencies as well as in small and medium-sized enterprises?
- To what extent are the Alliance’s activities having, or likely to have, a national impact, contributing also to poverty alleviation?
- To what extent are the outcomes sustainable?

TOR: Scope of the Review

Data and information sources

As the scope of this Review does not allow for full country-level assessment of all the countries in which the Alliance has some level of involvement, review visits to two countries were undertaken. In consultation with GACC and Norad, Ghana and Kenya were selected to be given particular focus.

The Review visits allowed for more detailed assessment of achievements in these two countries. The Review team interviewed a range of stakeholders in each country, from politicians and government officials to public institutions, NGOs and private companies. In addition, a telephone interview with representatives for the programme in Nepal, which Norway has contributed directly to, allows for some assessment of achievements in Nepal. The Consultant’s previous experience from the sector in Tanzania is also briefly mentioned as an example of a country where the Alliance has been undertaking only a few activities. In addition to interviews with stakeholders and Alliance representatives, secondary sources from GACC and other websites have been consulted.

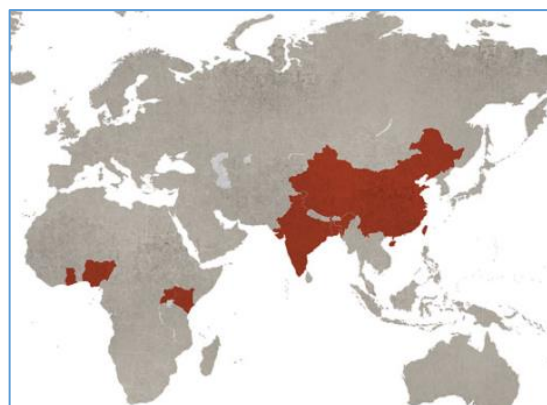


Figure 8 Focus countries for the Global Alliance for Clean Cookstoves: Bangladesh, India, China, Kenya, Ghana, Nigeria, Guatemala, and Uganda

Overall assessment

The Alliance now has 54 ‘National Partner Countries’²¹. **Selection of the eight focus countries has been based on an assessment of the potential impact that can be achieved (Figure 8)**, including criteria such as the country’s ‘readiness’ to take on action, actual progress achieved in the sector, in addition to the size of the market. Donor prioritization also leads to focused efforts in additional countries.

‘Country Action Plans’ have been established for focus countries, supplemented by Market Assessment studies and other documents. The Alliance is represented on the ground by Market managers, country representatives, or Program managers.

Judging from GACC’s website, **national alliances or associations that represent the interest of the sector actors exist on national level in ten countries**, including in five of the Focus countries. Additionally, regional associations or alliances exist in West Africa and Latin America. A wide array of country-level studies related to other countries have also been undertaken and are available on GACC’s website.

The Alliance appears to have played a specific role in focus countries to increase focus on clean cooking in national plans and for some countries including cooking energy related targets in their NDCs.

²¹ Information provided directly by GACC.

To illustrate only two of the countries where the Alliance is involved, the following pages consider the key interventions planned in the Country Action Plans for Kenya and Ghana, respectively, against the actual progress observed in the sector based on the field visits, interviews and document research.

The observations in Kenya and Ghana gave a positive impression of the Alliance's approaches and methodologies on the country level. In particular, the quality of the market managers appears to have been a key success factor.

The key stakeholders in the sector appear to regularly consult the Market Managers, count on them, and bring them into influential arenas. This allows for close cooperation and a trust-based relationship, and stakeholders appear to find their presence, contributions and assistance valuable. **The power to convene, the strength to push for action and progress, and the value as knowledge centre appear to be higher valued than the funding that comes with Alliance presence.**

Some businesses that have been supported by the Alliance provides evidence that there is indeed development in the business sector. Various business models are being tested, including solutions to make solutions more affordable for consumers, such as 'lay-away' schemes²², pay-as-you go²³, and innovative distribution models.

The achievements in Kenya and Ghana can, however, not be directly used as indicators of the Alliance's impact on the country level across all countries where it is active. Ghana and Kenya do stand out as exceptions and the results achieved there cannot be extrapolated to other GACC partner countries, for the following reasons:

- ◆ Development in both countries was relatively advanced compared to the African average, with regard to policy attention, ongoing efforts, market development, and general business awareness. In such an environment, relatively fast effect of additional work may be expected.
- ◆ In term of number of grants from the Alliance, 72% has been absorbed by these two countries alone.
- ◆ Only the focus countries have benefited from Alliance presence, and comparable achievements cannot be expected in all Alliance partner countries.

It is difficult to see evidence that the focus country approach is scalable. The intensive effort that has been required in the focus countries should provide experience to be used to catalyse development in other countries, without having to set up similar local presence. This would imply a fast growing organization, with accordingly funding needs. There is, nevertheless, some evidence of a trickle-down effect to other countries:

- ◆ Inclusion in SDGs and increased focus within global development efforts ensure attention on cooking energy also in country-level development programmes.
- ◆ All partners may be invited to participate in event and South-South exchanges, which are important knowledge, information sharing and networking opportunities.
- ◆ Building strong businesses in some early-moving markets create capacity to expand to other countries.²⁴
- ◆ Products developed are model for other countries' production capacity development.²⁵

²² Several companies use this approach, which allows consumers to pay in small amounts to 'save' up for later purchase of appliances. Once a sufficient amount is saved, the consumer can buy the product.

²³ Koko Network's distribution model for ethanol, where consumers pay any amount of credit they wish and are able to refill ethanol containers at distribution spots at gas stations in Nairobi; and KopaGas' model with digital, remotely controlled meters of fuel and credits connected to LPG cylinders, are a few examples. Both are, however, still at pilot stage and have a way to go to reach scale or prove sustainability and scalability.

²⁴ Burn Manufacturing considering other markets such as Ghana, Uganda, Tanzania is one example.

²⁵ E.g. the Kenyan Jiko stove is a common technology for artisan producers in Tanzania. This includes recent years' improved models.

Summary and recommendations

Higher international focus is likely to have increased also national level policy attention.

In Kenya and Ghana, the Alliance has contributed to convening the sector, strengthen political action and prioritization, and strengthen local alliances' ability to drive change. It is likely that this creates a basis on which further change can happen. As such, the contributions are transformational and with potential to be sustainable.

Contributions to significant, transformational change on country-level without intensive efforts and presence are likely limited.

The Alliance has been able to select some market leaders that may have the capacity to drive market development. While the support may have strengthened these players' capacity, it is unclear to what extent the support has been decisive for their development.

Significant market advances are still necessary to create lasting, significant impact on poverty. Even the most advanced markets have still not reached the tipping point or achieved the necessary momentum to keep up with demographic changes. Therefore, the share of the population that use sustainable cooking solutions has not increased significantly, particularly in Africa.

On the user level, women along with girls are most affected by the negative impacts of unsustainable cooking. It can be assumed that concrete progress in terms of adoption of clean cooking methods certainly will have a significant positive effect on gender and poor populations.

Strengthened small entrepreneurship and artisanal sector will likely benefit women, as they are most present in these sectors rather than in the industrial sector. The use of market tools that particularly target women entrepreneurs is commended by recipients and have had local effects. However, the catalytic effect on general gender strengthening in the sector is not evident. Impact on gender issues on government level is also not evident.



Policy Baseline: The Ministry of Energy (MoE), through the department of Renewable Energy, had already been involved in the cookstoves sector since 1980. Early interventions supported by GIZ had introduced and promoted two different types of improved stoves, which have become known throughout the region. Country Action plan identified five most urgent interventions. The Government was engaged in national and international initiatives to promote the sector, including 'Kerosene Free Kenya' and Sustainable Energy for All. Efforts to establish an interministerial committee to coordinate efforts from all relevant ministries had not been successful.



Technology Baseline: The Kenyan market was seen as a pioneer in the region. A standard on domestic biomass cook stoves existed, and efforts were ongoing to task the Energy Regulatory Commission to enforce the standards.



Market Baseline: A number of cookstove players were active but the industry was fragmented, including artisan cookstove producers, NGOs, and social enterprises. The level of awareness among consumers was relatively speaking higher than in comparable countries¹.



Country Action Plan

The Country Action Plan (CAP) for Kenya (2013) identified a number of remaining barriers despite positive progress, including lack of coordinated effort on the government level, a fragmented cookstove sector, and need to support the standards, testing and labelling process. To address these barriers and achieve the overall goal of 7 million households and institutions to be using clean cookstoves and fuels by 2020, five Priority actions were identified in the CAP:

- 1) Establish a **national cookstoves testing and knowledge center**.
- 2) **Customer segmentation study**
- 3) Develop **financial products** (microloans, fuel saving schemes, carbon finance)
- 4) Establish a strong multi-sectorial working committee, the **Clean Cookstoves Association of Kenya (CCAK)**
- 5) Add cookstoves to large non-stove product distribution/wholesale networks and improve existing cookstove-specific distribution networks



Progress

- ✓ A market manager and a regional manager in Nairobi actively supporting the Alliance's work, the national Association, organizations and businesses active in the sector.
 - Active coordination with other initiatives and programmes, including EnDev
 - 41 partners registered with Alliance
- ✓ Market assessment, Consumer Finance study, Consumer Segmentation study (Priority Action 2) completed, and several research and technology-related studies available on GACC website.
- ✓ 22 grants awarded to 18 different businesses, organizations and institutions.
- ✓ Behavioural Change campaign completed with support from the Alliance.
- ✓ A national standard for cookstoves
- ✓ National testing laboratory established², targeting accreditation for cookstove standard certification (priority action 1).
- ✓ Active Alliance support for initiatives to improve the business environment, including:
 - Removal of a 16% VAT on LPG
 - Reduced import duty on efficient cookstoves from 25% to 10%, and..
 - ..zero-rating VAT on clean cookstoves, raw materials, and their accessories
- ✓ Kenya Clean Cookstoves Alliance established with close collaboration with the Alliance with ca 45 paying members; convening voice of the sector on national level (Priority Action 4).



Current status vs Baseline:

Policy: Responsibility for cooking energy related policies is embedded with the Directorate of Energy, Renewable Energy and Energy Efficiency department. Clean Cooking is integrated in the new Energy Policy (under development) and is a key intervention in Kenya's NDC's. The Ministry of Health is highly aware of the impact on health, and show significant commitment to clean cooking as a health policy issue. The coordination among stakeholders has improved; but is still reported to need strengthening.

Technology: The national standard and testing facility have been established. Several companies are advancing with new technology, including distribution models, improved fuels development, and moving up the 'Tier' ladder³.

Market: A number of strong players and brands have emerged, development of business models and financial solutions is taking place.



Assessment of Alliance role:

- **Transformational change:** The Alliance's emphasis on readiness and previous achievement when selecting focus countries implies that Kenya's cookstove sector would likely have seen progress with or without Alliance support. Nevertheless, the Alliance's policy advocacy work is reported to produce results, and its support to the Association appears as a significant factor to convening the sector and strengthening its voice.
- **Local capacity building:** Capacity building has taken place on several levels: Knowledge and experience sharing in Alliance arranged events and South South cooperation activities; strengthening the CSIR and the Association; as well as grants to local enterprises. Responses from partners and grantees indicate that the Alliance's capability to contribute is well recognized. The local representatives are well respected and contribute to create knowledge and public awareness.
- **Gender balance:** Three Kenyan organizations have received grants from the Women Empowerment Fund. In one instance, it is evident that the support has benefited women entrepreneurs. A general strengthening of gender empowerment and balance is not evident, partly due to missing baseline assessment.
- **National impact – poverty and sustainability:** The Alliance does not control policy and setbacks are seen; the import duties for improved cookstoves recently went back up to 35%. The local Association and some strong market players emerging are positive sustainability signs. Any positive contributions to increased uptake of clean cooking solutions will likely have a positive impact on poverty reduction. Several stakeholders questioned the effect of the Behavioural Change Campaign; implying that higher level of uptake and thus poverty reduction could have been achieved with more successful consumer communication.

¹ The Kenya Market Assessment (2012) reports that between 52% - 69% of consumers across all segments show desire to switch to improved fuels.

² KIRDI – Kenya Industrial Research and Development Institute

³ – – – – –



GHANA



Policy Baseline: Ghana had arguably a relatively strong starting point for Alliance involvement. The Government had taken on to a commitment to scale up use of LPG to reach 50% of the population, through both subsidies and active distribution efforts. The Government had further targeted the fight against deforestation as a priority issue, and was actively working with several major international organizations and initiatives. However, coordination of the sector was weak. The Ghana Alliance for Clean Cookstoves (GHACCO) had been initiated immediately before the Alliance's entry, supported by SNV.



Technology Baseline: A well-known improved efficiency stove was widely known and applied by producers but emission reduction potential was low. Lack of testing facilities reduced consistency of product quality.



Market Baseline: Several cookstove initiatives through the 1980's and 1990's had helped develop a cookstove sector with local players, including several with production capacities of more than ten thousand stoves per year. Access to consumer choices were nevertheless very limited in particular in rural areas. Finance was considered a major obstacle for aspiring consumers. The LPG sector had seen strong growth, with production facilities (cylinders and fuels) established with government support.



Country Action Plan (2013)

The Country Action Plan (CAP) for Ghana (2013) identified a number of remaining barriers despite positive progress, and established priority interventions to be implemented in two phases, by the Government; the Alliance; or partners. The CAP is considered the guiding document by the Energy Commission.



Progress

- ✓ Regional market manager actively engaging with government and other stakeholders with primary focus on Ghana
- ✓ Interministerial committee established with Alliance support
- ✓ Cooking Sector Roadmap 2018-20 established with Alliance support, building on the Country Action Plan .
- ✓ Two national testing and knowledge centres established; one with Alliance support
- ✓ Planned national Energy Efficiency Labelling programme to include cookstoves.
- ✓ 18 Grants to 14 different actors
- ✓ GHACCO supported and strengthened; including a five-year strategic plan, regular progress update reporting
- ✓ 72 MUSD roll-out program targeting 50% penetration of LPG by 2030.
 - National LPG Implementation Committee lead by the National Petroleum Agency
 - Cylinder Recycling Management programme
 - Current LPG penetration > 25%
 - Competitive price of LPG relative to charcoal
- ✓ Piloted a programme to teach benefits of clean cooking in schools; resulting in a decision to include the topic in the national curriculum.
- ✓ Behavioural change campaign completed.



Current status vs Baseline:

Policy: The Energy Commission is assuming implementation for the country roadmap for clean cooking, appearing to be taking a clear leadership. The Clean Cookstoves Action Plan is embedded in the SE4ALL strategy and monitoring framework. Targets for both LPG and efficient cookstoves are included in Ghana's NDCs. The sector enjoys a strong champion in the Second Lady's role as ambassador

Technology: Cookstoves standards to be embedded in the national EE labelling strategy. Safety regulations for LPG under development.

Market Baseline: Demand for LPG is reportedly high; surpassing supply capacity. Largest efficient cookstove producer with capacity to produce 120 000 cookstoves annually; state-owned cylinder factory ensuring local production of cylinders and competitively priced LPG stoves, but struggling to keep up with demand.



Assessment of Alliance role:

- **Transformational change:** Ghana's long awareness of cooking energy as an important policy area, early action in both the improved cookstoves and LPG sector, and other partnerships with e.g. SNV and World Bank indicate that Ghana would likely have achieved progress in the cookstoves sector without Alliance support. Regardless, the Alliance's strength in conveying strong evidence related messages and improving coordination in the sector appears to have strengthened policy-level attention and government-level efforts in the area. Further, the introduction of clean cooking in the national educational curriculum could be a game-changer, and is an example to be considered by other countries.
- **Local capacity building:** The strengthening of the standards and testing capacity in the country is a strong contribution. GHACCO's voice appears still to be limited; implying a temporary need for continued support. The local representatives are highly respected and contribute to create knowledge and public awareness. Based on company visits and interviews, it is difficult to identify evidence that the financial support to a small number of companies has a significant impact on business development beyond the direct support to the grantee.
- **Gender balance:** One positive example of gender effect was identified in the school programme: young boys being active promoters of clean cooking the households.
- **National impact – poverty and sustainability:** Effective implementation of the clean cooking roadmap and the LPG programme will have a significant and lasting effect on poverty, and the Alliance has a clear role in supporting this implementation. However, it is not documented that the Behavioural Change Campaign has been determining for the relatively high consumer-level awareness in Ghana.

2.3 Program Efficiency

*What is the overall **efficiency** of the programme in achieving its objectives and results?*

TOR: Scope of the Review

It follows from the definition that an intervention's efficiency must be judged versus results achieved, i.e. its effectiveness. This implies that efficiency depends crucially on the intervention's objectives. This is surprisingly often forgotten when discussing efficiency. Agencies are routinely criticized for not being "efficient", but while criticism may be well founded in many cases, often organisations are given absurdly ambitious objectives in comparison with the resources made available.

For GACC, the overall quantitative target - that donors and other supporters subscribed to – has been that 100 million households would adopt clean and efficient cookstoves by 2020. GACC's reporting shows that in terms of number of stoves distributed, will likely amount to this number, and surpass it.²⁶ The question *has this been done through converting resources into maximum possible outputs with the minimum possible inputs* is nevertheless difficult to answer. No similar organization or intervention that addresses this area on a similar global scale exists, to which GACC can be compared. The work through partners also obscure the actual *contribution* that GACC makes toward the target. EnDev also counts number of cookstoves, but the nature of the organization is too different for this to be a relevant comparison basis for efficiency. A credible 'business as usual' scenario did not exist in 2010 which could have been used to assess the difference that GACC has made. **In the absence of the counterfactual, GACC relative efficiency cannot be assessed.** The following assessment is therefore not comparative, but addressing a number of areas that could indicate efficiency.

**"A MEASURE OF THE OUTPUTS –
QUALITATIVE AND QUANTITATIVE – IN
RELATION TO THE INPUTS. AN ECONOMIC
TERM SIGNIFYING THAT THE AID USES THE
LEAST COSTLY RESOURCES POSSIBLE IN
ORDER TO ACHIEVE THE DESIRED RESULTS.
THIS GENERALLY REQUIRES COMPARING
ALTERNATIVE APPROACHES TO
ACHIEVING THE SAME OUTPUTS, TO SEE
WHETHER THE MOST EFFICIENT PROCESS
HAS BEEN ADOPTED"**

OECD-DAC

2.3.1 Financial Efficiency

Assess whether the Alliance's indirect and other administrative costs seem reasonable.

TOR: Scope of the Review

GACC funding is mainly channelled through various grant and funding mechanisms based on competitive/application-based processes and following defined administrative routines and pre-set criteria.

- ◆ programmatic support, where donors select programs or activities that are part of, or incorporated into GACC's strategy, business plan and annual work plans.
- ◆ restricted funding for particular purposes. This is the most challenging funding channel for GACC, especially when it is not part of the GACC business plan or annual work plan.
- ◆ In-kind support, which can create challenges, especially when it is corporate support. It gives GACC limited control.

²⁶ Notwithstanding the debate about whether the 100mn is a "good" objective – and if it is correctly measured.

- ◆ Unrestricted core funds, which have been limited. The latest agreement with Norway is called “core funding”, but does include programmatic priorities.

The latest Norwegian agreement with GACC is labelled core funding, and there is no breakdown in the attached budgets on administration costs, except that it is understood that GACC pays 7% of every agreement to UNF as an administration fee. This overhead fee is for hosting GACC, cover expenses of rent, office facilities, procurement services, legal advisory, IT etc. In the Decision Document, Norad²⁷, after consultations with GACC, estimated that the total overhead would come to approximately 9-10 %. In an overview table sent (September 2018) by GACC to the Team, GACC estimates that out of a total spending of USD 89.6 mill (since start-up), 4.8% has been spent on UNF overhead and 2.4% on GACC overhead. This gives a total overhead percentage of 7.2%, which is very reasonable if it covers all types of overhead (Figure 9Figure 9 Overview of different types of GACC funding to date.

Financier categories	Program	GACC OH	UNF OH	Total	
Government Funding	\$ 61 263 487	\$ 1 650 769	\$ 3 454 091	\$ 66 368 348	74 %
Corporate Funding	\$ 19 515 178	\$ 432 221	\$ 681 143	\$ 20 628 543	23 %
Foundation Funding	\$ 1 926 619	\$ 58 062	\$ 122 970	\$ 2 107 650	2 %
Individual Funding	\$ 453 193	\$ 44 651	\$ 260	\$ 498 104	1 %
Total Funding	\$ 83 158 477	\$ 2 185 703	\$ 4 258 465	\$ 89 602 644	100%

Figure 9 Overview of different types of GACC funding to date

However, GACC does not provide detailed accounts of spending to Norad on an annual basis, as reporting requirements under core support is related only to the aggregated budget. The Decision Document says that “... *more detailed information on the Norwegian funding, and which activities they will cover in GACCs overall budget, will only be given in the annual meetings.*” According to the minutes, administrative costs have not been subject to discussions in these meetings.

Assessing administrative costs for GACC is complicated by several issues:

- **GACC is not a separate legal entity with one set of consolidated, audited accounts.** The only full annual accounts are found at the UNF level. Rather, GACC has several programmatic agreements with different donors where each pay for administration according to different systems and principles.
- **Administration is in the case of GACC difficult to split off as a separate activity.** With a strategy based on “facilitation”, most staff have direct operating responsibilities as well administrative functions. Market managers for instance assist in administration of local programmes, as well as doing direct lobbying, networking and advocacy. To do a proper assessment, one would need to do an estimation for each staff regarding administrative versus operating tasks, and split other related costs.

While a better understanding of the actual overhead would be helpful, there is limited benefit of a “deep dive” into historic accounts given the GACC practice of individual, programmatic funding. Data from a finished programme may have no relation to how a new programme will be operated.

Based on Norad’s estimate of 10% overhead costs, the level of administrative costs in GACC compares favourably with most multilateral organizations as well as with the overhead costs in Norwegian CSOs²⁸ DFID²⁹ emphasizes that UNF back office support, tendering facilities, contract and financial management provide assurance and reduced transaction costs. DFID also notes that “*the Alliance continually looks for opportunities to make savings through co-funding arrangements and economies of scale*”. In conclusion, DFID concludes that “*.....the programme’s Value for Money remains robust*”. This suggests a high level of cost consciousness in GACC.

However, it is recommended that GACC for future agreements with Norway provide more detail on the estimated overheads related to the programme. The objective is not to mini-manage GACC, but rather to increase the transparency of how operations are intended conducted.

²⁷ Decision Document GACC, August 2016, Norad

²⁸ Based on a number of recent Organisational Reviews one of the authors have recently done for Norad.

²⁹ DFID Annual Review 2016

Summary and recommendations

Based on available information, the level of administrative costs in GACC appears reasonable.

In future agreements with Norway, GACC should make more detailed financial information available. Ideally, information would follow a common format for all donors, reducing administrative burden with individual reporting.

2.3.2 Operational Efficiency

The TOR raises several specific issues that relate to the operational efficiency of GACC. We comment on these separately in the following. These issues do not necessarily cover every operational aspect of efficiency. Some additional aspects are provided in the overall assessment in 0.

There are also a few caveats related to this assessment. The lack of hard financial data at the overall, consolidated GACC level, implies that the assessment is mostly qualitative. Generalizations across the whole GACC canvas are also risky, due to the very wide scope of interventions. Each programme appears to have different organizational modalities and monitoring approaches. For example, while the DFID programmes are reported in minute detail according to a strict LFA indicator scheme, Norway receives mostly narrative reports. The many investment funds have their own supervision routines. Thus, the following most likely miss some of the nuances of GACCs operations.

Reporting quality

Are the overall reporting and monitoring systems of GACC appropriate to assess progress and to steer decisions; are there any incipient problems?

Are the methodologies for counting and calculating the quantitative outcomes adequate and sufficient?

TOR: Scope of the Review

On the global level, the Alliance produces a large volume of documentation that reveals a high level of activity, and good progress on several arenas. However, as noted above these reports are more useful for public dissemination than development assistance funds management and evaluation. They are limited in detail and to only to some degree refer to the specific plans.

In addition to available information on the Alliance's website, our experience is that the Alliance's representatives have access to an impressive data base of information. When more detailed information has been required, this has been made readily available for the Team. There is no reason to believe that decision-making is not well-informed.

Initially the Norwegian support required standard format reporting on achievements versus work plans, resource use versus budgets, and financial audits, in line with Norad's standard form of agreement with Agreed Programme Summary listing specific Objectives, Outcomes and Outputs.

Over time, Norad wished to transition to non-earmarked support as the long-term approach to support to the Alliance's work. Consequently, it was considered less meaningful to require specific reporting on Norwegian grants; progress assessment could be made on Alliance level. In the last Agreement period, reporting requirements are therefore more lenient.

As noted above (2.1.3) the Agreements have included relatively detailed reporting requirements in line with the standard agreement templates for Norwegian bilateral funds. The Alliance has provided reports to Norad periodically, with a few examples of late submission of reports. In our view, the reporting has only partly adhered to the requirements with regard to content. At one occasion, Norad indicated that reporting could be more consistent with requirements.

Norad started the meeting by thanking GACC for the reports submitted in august, 2014. The reports are in line with the requirements stated in the agreement, and included extensive level of information regarding GACC's activities.
For future reference, Norad requested GACC to visit the requirements in the signed agreement when submitting reports to assure that all reporting requirements are properly addressed and easy to find in the report.

Figure 10 Excerpt from Minutes from Annual Meeting 2014

With this exception, Norad's feedback to the Alliance in annual meetings was generally that the reports were in line with requirements. The reports to Norad are very detailed, but activity oriented and mainly narrative. They contain specific information on activities and to some extent quantitative outputs, as well as qualitative assessments of sustainability. The short duration of each agreement makes it natural that reports are activity oriented with limited accounts on outcome and impact levels. It would nevertheless have been an advantage for post-reviews if specific indicators and baselines for outcome level targets.

In interviews, Norad has informed that the focus on specific requirements and formats was downplayed, as Norad realized that the reporting burden to comply with the many different donors' individual requirements was significant. In the most recent agreement which relates to core funding, the standard reporting requirements are mostly waived.

It is nevertheless the Review Team's opinion that **the reporting approach creates significant challenges in terms of following progress and assessing actual achievements**. This is mainly related to the fact that the Alliance's formats for work plans, strategies and programming as well as annual reporting tend to shift often. While the information is rich on the activity and output levels, reports generally do not specifically refer to concrete plans. The logframe in the first assignment was never explicitly reported upon.

It is further our understanding that GACC reports specifically to their many donors, with varying methodologies and levels of detail. A standard results reporting framework endorsed by all donors would significantly reduce the administrative burden on the organization and increase overall efficiency.

Detailed metrics to measure the progress on the high-level objectives of the Alliance do not, to our knowledge, exist. As mentioned above, a global monitoring framework was attempted developed, but was never implemented. This may be a key reason why there is very little evidence of the effect of the effort with regard to overall objectives.

National Geographic's article from 2017³⁰, while acknowledging the benefits to people, illustrate this:

"The long-term benefits of a cleaner-burning wood stove, even when fully accepted by a household, are uncertain"

The measurement of progress regarding the target of adoption of 100 million cookstoves also has caveats. First, while the use of all partners figures as basis for reporting on sector level, results reporting should explicitly be diversified between sector, Alliance and project level. Currently, GACC's share of the credit for the reported advances is not evident, nor does the progress reporting suggest how to measure and attribute the contribution.

Secondly, GACC has so far not been able to create credible evidence of *adoption* as opposed to distribution. Finally, demographic change makes 'Universal adoption' a moving target, and it could be argued that the rate of adoption rather than number of households is the relevant measure toward universal adoption.

The grantees of the various funds are only required to report during the grant period. Following up grantees on more long-term basis could give useful insight into the sustainability and scalability of the different funds, selection criteria etc.

We have also not seen evaluations of the behavioural change campaigns.

In summary, the lack of structured and consistent format for GACC planning, monitoring and communicating process make it difficult to follow the implementation from year to year, to assess to what extent targets set at plan level have been achieved, and to assess progress toward the overall objective.



Figure 11 Source:
Delivering on the SDG, GACC 2016

³⁰ [National Geographic, 14 August 2017](#)

Summary and recommendations

Measurement on the overall goals to show the actual effect that progress has on saving lives, improving health and livelihoods, reducing emissions and deforestation, and standardized reporting format, would be important tools for the Alliance to solicit continuous support and build sustainable support for the sector with a manageable administrative burden.

The quantitative targets related to cookstoves should be (not abandoned but) modified.

The overall reporting and monitoring systems are not sufficient to enable a structured way to follow the progress on both overall achievements and specific programmes and funds from year to year, including assessing progress toward overall objectives set for the sector as well as quantitative targets.

Coordination and complementarity

To what extent is the programme coordinated and complementary with other programmes of other development partners?

TOR: Scope of the Review

Coordination between stakeholders to avoid duplication and overlaps with other programmes and minimize unnecessary double work is important for efficiency. Until 2010, international coordination in the cookstoves space was limited, efforts were fragmented, and a common strategic approach for developing clean cookstoves and fuel markets was missing.

The Alliance has contributed to improving the coordination in this space. The Alliance's professed "agnostic philosophy" could encompass "everybody" and allowed room for individual donor priorities for funding and engagement. The broad-based partnership approach has been well received by private and public, small and large, civil society and government, donor and beneficiary. Stakeholders, including those representing the UN, value GACC and UNF's convening role, and do not consider the Alliance a competitor but as a complement.³¹ The "Igniting Change" strategy, developed with inputs from 350 key stakeholders and 11 working groups, and the CAPs in focus countries that were developed by local institutions in each country, contributed to stakeholder coordination, as do the Alliance led meetings and fora for discussion.

One major player who has been active since before GACC was established is EnDev, an energy access partnership financed by the six donor countries Netherlands, Germany, Norway, United Kingdom, Switzerland and Sweden. EnDev promotes sustainable access to modern energy services, and works in 25 countries in Africa, Asia and Latin America. According to EnDev, the complementarity with GACC is good, as EnDev implements concrete initiatives in the field and enjoys the overall coordination of the sector and increased attention to the cause that GACC promotes.

Other international initiatives with clean cooking activities include the UN Sustainable Energy for All-initiative (SE4All). Both approach clean cooking from an overall clean energy access perspective.

After the SDG process, clean cooking became more visible on the development agenda, and some international donors initiated their own flagship programmes. Several interviewed stakeholders describe the Alliance now as "being victims of its own success", losing visibility as the sector becomes more crowded. Major development partners like the World Bank have substantial programmes:

³¹ https://ssir.org/articles/entry/accelerating_an_impact_industry_lessons_from_the_clean_cookstove_industry

*"... the World Bank has scaled up its commitments in recent years. It now manages a USD 130 million portfolio in clean cooking and heating across 13 countries – one of the largest such portfolios in the world. Working with partners, and through its Energy Sector Management Assistance Program (ESMAP), the World Bank is taking a multifaceted approach combining innovative market-based strategies, efficient stove technologies, better affordability, development of supply chains, and a focus on consumer behaviour."*³²

To the extent observed, the initiatives taken by the Alliance do not overlap or represent intrusion into the activities of other development partners. So far, the impression is one of complementarity, where other donors relate and design their activities in accordance with principles and norms established by GACC, or cooperate with the Alliance for instance in establishing sector structures in countries like Ghana and Kenya. While GACC has given instrumental support to the nascent local Ghanaian association, EnDev and the Dutch agency RVO have provided funding for making plans and strategies. At some occasions, joint meetings with donors have been held and allowed for exchange and increased transparency. For the future, systematic coordination through regular GACC all-donor meetings would be valuable.

More players and initiatives entering the scene is certainly a great outcome, growing the total amount of resources to the sector through a wide array of initiatives.

Other examples of complementarity include the two companies that got grants from GACC's Humanitarian Fund and the Spark Fund, namely Inyenyeri and Burn. The World Bank signed an agreement in June 2017 with Inyenyeri to buy 1 million carbon credits between 2017 and 2023, meaning it will pay the company for each ton of carbon pollution it prevents with its stoves. This design was built on support given by USAID to Burn Manufacturing³³ related to its cookstoves activities in Kenya and Uganda.³⁴

This understanding of complementarity was emphasised by stakeholders interviewed from different donors. EnDev and the Alliance has for instance recently publicly said that they will intensify their collaboration on subjects like international advocacy and outreach activities, jointly developed integrated approaches, and increased cooperation in policy development support, including in awareness and behavioural change campaigns.³⁵

While having several players is important for energising and spurring the sector on, the Alliance ought in the future to consider a more targeted approach than what they have had so far. Indeed, the many players and the increased visibility of clean cooking now allow the Alliance to be more selective and more focussed on what it sees as the key priorities for its own specific role. Through experience, they may emphasize the best practices and most effective strategies, moving somewhat away from a completely agnostic approach that embraces everybody.

Summary and recommendations

The Alliance has managed programmes that to a large degree are complementary to and appear well coordinated with other (donor) programmes and efforts.

GACC's contributions to increased international attention and commitment to the cookstove agenda, increase the total amount of resources available to lead efforts, benefiting all involved.

With more players implementing projects on the ground, GACC should maintain focus on its core values of convening and facilitation, while assessing more prioritised strategies.

³² <https://www.worldbank.org/en/news/feature/2017/12/21/putting-clean-cooking-on-the-front-burner>

³³ <http://myemail.constantcontact.com/Development-Innovation-Ventures--Innovator-Digest---Issue-4.html?soid=1116591913724&aid=q2Xgnd310M>

³⁴ <https://www.devex.com/news/can-these-stovers-finally-crack-the-clean-cooking-problem-89537>

³⁵ <https://endev.info/content/Global-Alliance-for-Clean-Cookstoves-and-EnDev-intensify-cooperation-to-boost-transformation-of-the-clean-cooking-sector>

Adaptability, flexibility and organisation

To what extent can the programme react to changes in the framework conditions of the partner countries and for the relevant implementing partners?

TOR: Scope of the Review

Are the set-up, the implementation and management structure of the programme adequately adapted to the new global development landscape? What are the strong and weak points of the overall set up, and what could be improved?

TOR: Scope of the Review

As an organisation with an overall, global facilitation mandate, GACC is not primarily set up to react to changes in the framework conditions in particular countries. However, in the countries where GACC has concrete programmes, there is a good degree of inbuilt adaptability to changing frameworks:

- GACC partner country presence allows them to react to local changes, and adapt the efforts to local sector associations. GACC's legitimacy also gives it power to influence the framework conditions if that is found beneficial for the sector.
- However, not all programmes may be adaptable. In some cases, donors may have set strict programming targets in accordance with a dense LFA that allows little room for manoeuvre.

Without knowing each of the programmes, it is difficult to conclude on the individual capacity to change, and whether that is structurally linked to GACCs general mode of operations. For some of the investment funds, like the Clean Cooking Working Capital Fund, there were fewer qualified recipients than initially envisaged. This was perhaps more a case of insufficient preparations than of changing frameworks, but in the case of the Working Capital Fund, it was closed as a result. This can be read both as a case of adapting to change, and as not being able to adapt, as the investment guidelines could not be amended to fit the reality.³⁶ Other programmes within for instance research and development of standards seem very well able to adapt to local developments. **There does not appear to be particularly intrinsic aspects of GACC that obstruct ability to adapt programmes continuously.** If GACC has a national presence, adaption is likely to happen quickly. In other countries, probably not as rapidly.

In the longer run, the existence of legitimate and viable sector associations is the key to a sustained ability to react and impact relevant framework conditions. A strong sector association with good connections to the political, public as well as the private business sector is a necessity to ensure a conducive environment. To create a strong national dialogue on clean cookstoves and fuels, leadership and effective champions are needed. When such strong sector associations exist, GACC centrally will seldom be involved in managing any such reaction processes.

There are few countries where national associations fully play such a role today. As observed during the field visit to Kenya and Ghana, GACC market managers take an active leadership role in the collaborative work on the clean cooking market framework. Establishing viable sector association goes hand in hand with active GACC led dialogue with the government. As the Market Managers in both countries stress – the goal is to make themselves superfluous to these processes, but none of them are there yet.

Both countries offer interesting examples of GACC involvement in processes aimed at changing framework conditions. In Kenya, both private and public stakeholders acknowledge that GACC and the local CCAK drove the process that led to the abolishment of the VAT for clean cooking stoves and the initial reduction of the import duty from 25% to 10%. When the government suddenly this summer increased the import duty again to 35%, GACC and CCAK were quick off the mark in lobbying the different ministries for a reduction. However, this case also illustrates one of **the inherent dilemmas in business framework advocacy, namely that what benefits one producer may not be equally good for another.** Importers of stoves and domestic manufacturers have diametrically opposite views on an issue like import duty.

³⁶ "Financing Growth in the Clean Cookstoves and Fuels Market: An Analysis and Recommendations", Accenture, 2018.

GACC, as a neutral “fuel agnostic” organisation, plays a crucial role as a broker and negotiator in such cases. The link to the global arena makes GACC an important conduit to international experiences and standpoints, filling the national dialogue with otherwise unavailable perspectives. For Ghana ministerial staff, the GACC arranged visit to India was of decisive importance for the development of their own LPG policy. **This is a role that will be key to developing vibrant, national clean cooking markets.**

On the question in the ToR regarding management and implementation structures, GACC is in the process of changing and redefining its organisational chart and a new structure is yet to be finally decided. There are several drivers for an organisational adjustment:

- **The strategy as it is articulated in the AoP 2018 lists a number of “pivots” in operations** as compared to the first two phases. This implies substantial changes, for instance by shifting focus from the 100 mill in 2020, to creating “*sustainable market with strong business models that can attract the private capital required for scale*”. There is more focus on the businesses, and how to help them “*solve critical business model challenges such as last-mile distribution and affordability.*”
- The “pivot” in GACC seems partly due **to the difficulties encountered in creating truly commercially driven, sustainable markets**. Further, while 100 mill stoves will be distributed, their true adoption in daily life is more uncertain.³⁷ The health benefits of the gradually cleaner biomass stoves have also been questioned.³⁸ Actual results have encouraged a rethink of operational GACC strategy.

GACC needs to find a good operational role that is compatible with what other donors and sector stakeholders do.

While the sector is far from being overcrowded, to ensure efficient use of available resources, a certain level of specialisation among stakeholders to avoid overlapping mandates and efforts is required. EnDev, for instance, intends to invest in efforts supporting the growth and professionalization of smaller local entrepreneurs, aiming to promote these to the higher impact categories. Thus, GACC says in the AoP 2018 that as other donors primarily support small/medium scale efforts, GACC “*should focus our attention on scale and impact*”. That seems as a sensible conclusion, and GACC now considers what type of organisation that can most effectively support that role.

EnDev in their comments to our draft report³⁹ makes the very valid point that a holistic approach should be based on a vision about **transition pathways** comprising a broad set of tools and fuels combinations. Such pathways should be designed and supported in an integrated manner by the major stakeholders in a sector. EnDev’s concern that poor markets, especially remote and rural, will only very slowly develop is clearly valid. People with little economic incentives will not easily transition to fuel/tool models that increase their energy expenditures. However, the sector will need larger dynamic locomotives as well as a growing class of smaller entrepreneurs. Partners like EnDev and ESMAP/World bank are well positioned to complement GACC activities in comprehensive country approaches, covering a range of producers.

GACC has generally a very flexible organisational approach, putting together different types of operative teams depending on programme and donor. Thematic specialists in GACC are included when required, and/or partners within the specific fields are called upon in case that is needed. There is always a senior director responsible, and the CEO acts as the second executive responsible. Most implementation is done by external partners. This has allowed GACC to stay small with on average about 30 employees. The main drawback with such an organisation is that it precludes deep knowledge in prioritised areas. In a future with more narrow focus, GACC may want to rebalance its organisation to reflect these priorities.

Interviews with GACC management indicate that they will move more staff resources to the markets and investment work. They also intend to expand, from the current 32 employees to a possible 45 within a year. Part of this growth will be due to more staff in Africa, as the intention is to increase the number of local market managers. The other reason for growth in staff is the programme starting in Haiti, where GACC will organise more deeply. GACC insists that this is not a deviation from their strategy of facilitation, and rather a pilot that can illustrate alternative ways for GACC to work.

Notwithstanding the Haiti programme, the two other organisational changes indicated, namely more resources on markets, and more to local African staff, seem very sensible. This ought to prepare GACC well for future challenges in

³⁷ <https://nonprofitchronicles.com/2015/11/01/if-clean-cookstoves-are-the-answer-whats-the-question/>

³⁸ <https://www.bbc.com/news/magazine-38160671>

³⁹ “Comments RVO-EnDev to GACC review NORAD”, EnDev, oktober 2018

the development landscape. Of course, a basic assumption is that GACC keeps its main strategy of being a facilitator and not an implementer. That facilitation role is perhaps the key comparative advantage that GACC has compared to other international donors.

Summary and recommendations

In countries with GACC presence, the Alliance shows good ability to react to changing framework conditions. The long term effectiveness of GACC country specific operations depends on leaving behind strong, national businesses and stakeholder associations.

GACC plays a crucial role in linking the national cookstove sector to the global arena.

GACC's intention of strengthening organisational resources focussing on market and investments, and local appointments in Africa, is considered sensible. As primarily a facilitator, GACC is well adapted to the international development landscape.

2.3.3 Fiduciary issues

Assess UN Foundations system to assure that Norwegian funds are spent on agreed activities

TOR: Scope of the Review

Norway's support to GACC is channelled through the United Nation Foundation (UNF), and UNF is Norad's agreement partner as GACC is not a legal entity. UNF, on the other hand, is a public charity registered in USA. It works closely with the UN and the UN Office of Partnerships that links the UN with other organizations around the world. The UNF mobilize funding and expertise from business and non-governmental organizations to address issues such as climate change, global health, peace and security, women's empowerment, poverty eradication and energy access. Norway has supported several other programmes organized under the UNF umbrella within health, education and energy, as for instance Every Woman Every Child (EWEC), Sustainable Energy for All (SE4ALL), and the Measles Initiative (MI) programmes.

As UNF is the agreed secretariat for the GACC, channelling support to the GACC operations is done according to UNF rules and regulations. All financial proceedings, accounting and reporting on GACC operations and Norwegian supported activities are done at the UNF level. Grants, consultancies and other expenditures are administered following the UNF financial regulations and procedures through the UNF finance staff.

The Team has not had the possibility to investigate these UNF routines for spending of incoming grants in any detail. That would require a very different resource input and level of assessment. **However, available secondary sources express satisfaction with the financial management routines as they are established by UNF:**

- **Deloitte⁴⁰ did a partner assessment of UNF in 2013** and concluded that the Norwegian support to GACC should be continued. UNF has an extensive review and approval process before a payment can be executed, and Deloitte notes that the external auditor of UNF consider the financial management and accounting practices as "best practice". The partner assessment states that the financial management system in place is very robust and thorough.
- **Norad conducted an internal Organisational Assessment of GACC in 2015**, which concludes that *"The Alliance, hosted by the UNF, has transparent and efficient systems in place for follow-up, and financial management."* Norad notes that internal financial controls as well as oversight of subcontractors and grantees includes several solid practices.
- **DFID⁴¹ in the latest publicly available Annual Review (2016)**, voice basic satisfaction with the quality of financial management. Financial performance is managed and monitored by key staff on both the Alliance

⁴⁰ UN Foundation Partner Assessment Report; Deloitte; July 2013

⁴¹ Annual review GACC, DFID, 2016

and UNF teams. According to DFID: “GACC carries out internal financial controls as well as oversight of subcontractors, and grantees ensures that funds are being expended responsibly”.

- **Charity Navigator⁴²** is USA's largest and most-utilized evaluator of charities. The ratings aim at showing givers how efficiently a charity will use support, how well it has sustained its programs and services over time, and their level of commitment to good governance. It rates charities from 1 to 100, and UNF had a rating of 90.7 as per October 2018. This gives UNF the top 4 stars, with a quality rating of “Exceptional”, meaning it exceeds industry standards and outperforms most charities in its cause.

All sources point out that UNF has an extensive review and approval process before a payment is executed. During the programme period, various programme managers, supported by internal GACC contracts team, monitor finances monthly and make decisions on when and how to disburse funds, to allow for efficient implementation of the agreed work-plan activities (DFID). Most of the funds utilized by GACCs sub-partners are decided on a competitive basis, through mechanisms with pre-set criteria, and strict routines. The grants/funds are open for all relevant stakeholders to apply.

UNF has been able to attract grants from a wide range of different donors, both public and private. **Without intimate knowledge of the actual UNF processes, it is difficult to provide a complete clean bill of health to UNF financial systems, but the indications are that these are both appropriate and sufficient to ensure proper use of Norwegian funds.**

The one issue that Norad has brought up with UNF and GACC in several meetings, is the fact that GACC activities are not visible in the UNF audited accounts. In the Minutes from the latest Annual Meeting from 2017, it is stated that the “Alliance will talk to UNF finance team about providing a letter as an addendum or notes in the audited statements to the UNF audited financials that includes details on where the Alliance funding fits into the broader budget”.

The Team fully supports this intent, and will reiterate the Mandate given to the Norwegian delegation **in this case as a recommendation:**

Would it be possible for UNF to include a note in the audited statements informing what programmes/recipients are covered in the statements, and possibly information on income, expenditure and outgoing balance – so we have some information on GACCs financial status, not only UNF?

Summary and recommendations

Secondary sources indicate that UNF systems are both appropriate and sufficient to ensure proper use of Norwegian funds.

UNF should include a note in the audited statements informing what programmes/recipients are covered in the statements, including information on income, expenditure and outgoing balance – so that Norway has some information on GACCs financial status.

⁴² <https://www.charitynavigator.org/index.cfm?bay=search.summary&orgid=5547>

2.3.4 Overall Efficiency

In terms of spending, close to USD 90 million has been spent by or channelled through GACC over the 8 years of existence. This may seem as a significant amount of funding, but must be seen against the holistic, geographically and thematically broad approach. Before GACC, the results achieved in terms of clean cooking adaptation were not particularly impressive. This can perhaps justify spending so much money on a global convener of the sector. In the absence of a good comparator, it is not possible to say whether this is cost-efficient or not.

In efficiency theory, adding an extra organizational layer between a donor and the recipient can be an inefficient way of distributing resources – unless that layer adds real operational value. That tends to be the case primarily in sectors where complex value chains lead separate stakeholders into pursuing their own ideas, with limited learning across the sector and with limited pooling of resources for a common goal. In clean cooking, there are demand issues, supply issues and enabling environment issues. These needs to be tackled - or at least assessed – together, which very few donors and partners can do on their own. Although this is circumstantial, by its holistic strategy, GACC has thus contributed to “efficiency” also on the operational level.

The organizational model chosen by GACC has general characteristics that tend to be beneficial for efficiency – if results are forthcoming. These are:

- Catalytic strategy – not implementing, but facilitating organization. Light organizational footprint on the ground. To keep that footprint light, it is important to have sound country exit strategies, moving resources to where it is most needed.
- Extensive use of partners – utilizing partners “comparative advantage”.
- Most funds used by sub-partners are granted based on a competitive process.
- Administration utilizing economies of scale, through linking with UNFs administrative infrastructure. GACC has never had more than roughly 35 employees.

While these strategies will likely deliver on the 100 mill clean cookstoves objective, it is questionable if the market underpinning the “100 million” will be as strong as the initial GACC strategy assumed it would be in 2020. In general, the market in 2018 appears to struggle with sustainability and commerciality, and the private sector engagement looks vulnerable and limited in scale in many countries.⁴³ The operational goals of the GACC thus need to be revisited in the third phase of the strategy, and this implies changes also to the operational modalities.

We do not have sufficient information to assess the efficiency of all of GACCs programmes and interventions. However, a general comment can be made with regard to the many funds that GACC has administered. These are the Spark fund, the Catalytic Small Grant Fund, the Pilot Innovation Fund, the Women’s Empowerment Fund, the Capacity Building Facility, the Fuels Capacity Building Program, and the Clean Cooking Working Capital Fund. The question is what impact the many types of funds may have had on efficiency:

- As many of the same companies are found on the lists of the different funds, there is a danger of overlap and double work with regard to assessments and appraisals. The same goes for the whole processing, contracts, agreements and follow up, where different procedures for each fund can multiply the administration burden unnecessarily. This goes for both recipient and GACC.
- It is open for discussion whether the splitting of capital access into small packages depending on donor defined purposes, is efficient for the recipient company. Normally, a company needs a long term capital source through all of the different phases, from piloting to expansion.

Thus, GACC ought to consider to what extent their current fund structures is an efficient way of organising funding to promising private companies. There is clearly a need for risk capital funds – that is not the issue. However, GACC might want to better align its approach with commercial financing approaches in the third, private sector driven phase. That implies a longer term business model, supporting companies with a range of capital instruments as they pass through the different growth phases. Financial instruments supporting risk management for **commercial investments based on viable business models**, following the principles of financial institutions and venture funds may be a more efficient and effective way of organising capital support.

⁴³ <https://www.propublica.org/article/cookstoves-push-to-protect-the-planet-falls-short>

Finally, the earmarking of funds from donors may have efficiency consequences. For donors, as well as a channelling platform like GACC that funds projects, the efficiency issue can be phrased as "the challenge of selecting the right projects, partners and initiatives that can deliver satisfactory results in accordance with the mandate" (effectiveness). In this sense, efficiency requires lean and focused project selection processes with clear decision-making routines.

However, institutions with many involved stakeholders may experience tensions particularly in programming and project identification phases as they all want to influence the choice of projects. To a certain degree, it seems GACC due to its funding modality may have been hit by a good dose of "donor diversity". GACC has not themselves been fully in charge of selecting and prioritizing projects. While this is again circumstantial, the heavy earmarking done by GACC donors may have led the Alliance to implement projects they would otherwise not have considered.

Generally, strong doses of donor earmarking can seriously harm an implementing organizations efficiency. Norwegian core funding type support, is a positive exception from the rule with regard to Alliance's funding partners.

Summary and recommendations

Despite mentioned limitations to measure efficiency in relative terms, the review finds the overall efficiency of GACC satisfactory, with a strategy based on facilitation and working through partners. Efficiency needs to be protected also in the third phase.

Areas with potential for improvements include a) Administration and management of investment funds, and in b) reducing influence on strategic approach and priorities by strict donor earmarking.

Future Norad support should continue to be core support.

2.4 Relevance

“THE EXTENT TO WHICH THE AID ACTIVITY IS SUITED TO THE PRIORITIES AND POLICIES OF THE TARGET GROUP, RECIPIENT AND DONOR”

OECD-DAC

2.4.1 The International Development Agenda

What is the specific additional value of the Alliance for international initiatives in support of SDG7?

TOR: Scope of the Review

GACC has played two roles in relation to the SDGs. The first is partly normative, influencing how stakeholders understand clean cooking in relation to the SDGs. GACC undoubtedly contributed to a wider appreciation of the importance of clean cooking through an array of research and advocacy initiatives. When DFID decided to support the GACC in 2010, the decision was based purely on the health aspect, according to DFID. However, through the evidence collected by GACC, DFID broadened its perspective, better understanding the cross sectoral benefits with environment, gender and climate change. GACC contributed decisively to the building of a convincing development case for clean cooking. In addition, there is general agreement on GACCs “rally cry”, that large scale clean cooking adaptation requires a holistic approach, covering demand, supply and a conducive enabling framework. The GACC funded research and the work on standardisation have all contributed to a more determined global position on the imperative of clean cooking adaptation.

The second additional value for the SDGs has come through the programmes of GACC, albeit with more restrained success – at least at the global level as the SDG Tracking Report from 2018 makes clear. However, there are promising developments in countries like Bangladesh, Nepal, Kenya and Ghana, with the initiation of domestic sector organisations and the embers of more vibrant commercial participation. Additionally, the piloting efforts of GACC have been relevant to the process of addressing the intricate issues of clean cooking. Different types of funds and private/public partnerships have contributed value, perhaps mainly in illustrating how complex it is to develop a viable commercial sector.

In the future, GACC, due to its status as a global network with partners from the private as well as the public sphere, is well positioned to continue to provide value added to SDG7. Raising finance is a major headache for attaining the SDGs. Investment needs for the SDGs in developing countries are estimated to be in the order of USD 3.3 to 4.5 trillion per year – which when compared to the USD 132 billion in ODA in 2015 leaves a substantial financing gap⁴⁴. Organisations that cross the public-private divide are essential to processes aiming at raising joint financing to the SDGs.

Indeed, **the SDGs process has if anything made GACC even more relevant to the international development processes, than it perhaps was in 2010, due to the need for functioning and operative cross sectoral global platforms**. There are several multilateral initiatives like ESMAP and EnDev that works hard with promoting clean cooking, but none have the same broadness and depth of “partnership” with the whole sector as what GACC has. As most interviewed stakeholders point out, a global champion of clean cooking adaptation is needed more than ever.

⁴⁴ “OECD Development Co-operation Report 2016: The Sustainable Development Goals as Business”; OECD, 2016



Source: Delivering on the SDGs, GACC 2016

Summary and recommendations

As a private-public cross sectoral global organisation, GACC is assessed as relevant to the SDG process. GACC has contributed to the international SDG initiatives through both normative and operational inputs.

2.4.2 Norwegian policies and priorities

Assess what is the added value of the Alliance for Norway as a development partner, and for international initiatives in support of the Agenda 2030 and the Paris Agreement as well as partner countries.

TOR: Scope of the Review

The elements of Climate change, Renewable energy, and Environment, are combined as one topical area in Norwegian policies related to international cooperation and development assistance. Cleaner cooking in general and the Alliance's stated mission in particular touch into all three main elements. The 2018 allocation of a total of 570 million Norwegian Kroner (NOK) for renewable energy and the announced almost two-fold increase for 2019 shows that this area is a consistently prioritized area.

Norway's Clean Energy For Development initiative has provided the directions for energy sector assistance. The Parliamentary Proposition⁴⁵ for 2018 states Norwegian central and specific principles for Norwegian development assistance in this area, including:

⁴⁵ Prop. 1 S (2017–2018) for budsjettåret 2018 — Utgiftskapitler: 100–172 Inntektskapitler: 3100

- ◆ Norway shall represent “a central contribution to reduced climate gas emissions while also contribute to access to sustainable development for all, private sector development, job creation, economic and social development, better education and improved health”;
- ◆ The efforts shall be guided by the 2016 Paris Agreement and the individual countries’ National Determined Contributions⁴⁶;
- ◆ All Norwegian contributions to and efforts to support the achievement of the SDGs shall consistently emphasise climate and environment concerns. The assessment above with regard to global priorities and international initiatives therefore also feeds in to this assessment;
- ◆ Efforts shall be directed toward the establishment of functioning markets, partnership with the private sector investing in business development in developing countries;
- ◆ The main channels for Norwegian contributions in the area include bilateral assistance in focus countries for the Renewable Energy for Development initiative (Mozambique, Myanmar, Nepal, Tanzania and Uganda); cooperation with international development banks; and support to international initiatives.

The Alliance’s main strategic approaches are well in line with the first four principles. Reference is made to the assessment of GACC’s contributions to the international development agendas (previous section). GACC’s market approach and emphasis on the role of the private sector in driving development resounds particularly well with Norwegian principles. The Alliance outreach includes four out of five Norwegian focus countries: one (Uganda) is a focus country, the Alliance is directly involved in one (Nepal), and two other are listed as National Partner Countries.

The Clean Energy For Development initiative emphasizes that Norway shall concentrate efforts within areas where we as a nation has unique knowledge and experience (such as hydropower, energy sector regulation, among others). Meanwhile, other prioritised policy areas, where Norway does not, or only to little extent, have direct experience or a strong competence base, shall be targeted through multilateral cooperation and support to international initiatives. The support to the Alliance in the clean cookstoves area is well in accordance with this principle.

The Humanitarian area is another important focus for Norwegian international cooperation. The Alliance’s specific focus on bringing access to clean and sustainable energy in the form of clean cooking to refugee populations effectively integrates energy related objectives to this area.

Summary and recommendations

Support to the Global Alliance for Clean Cookstoves is well in line with key Norwegian priorities and principles, embedded in Parliamentary Provisions and the Clean Energy for Development initiative.

Focus on climate change, environment and renewable energy; market development and private sector; and integration of health and humanitarian sectors in the energy cooperation resounds well with Norwegian approach.

GACC works in several countries prioritised for Norwegian energy cooperation, but also many others.

2.4.3 Partner country relevance

Assessment of relevance on country level is usually referred to the alignment of interventions with national political priorities.

In selecting focus countries, the Alliance’s focusses on ‘readiness’ in order to ensure their receptiveness to the Alliance’s work, and increase the probability of results achievement. All focus countries have had a level of political engagement and track record before the entrance of the Alliance.

It may however be argued that in the cooking energy perspective, the above definition of relevance may be too narrow. Relevance of intervention versus real, identified challenges related to cooking energy may be a more relevant parameter, regardless of explicit attention and prioritization of the issue.

As noted above it is evident that improvements in cooking practices and technologies are highly relevant for several well-documented, key challenges and priorities in developing countries. Most developing countries acknowledge the

⁴⁶ Intended National Determined Contributions (INDCs) is a term used under the United Nations Framework Convention on Climate Change (UNFCCC) for efforts by each country to reduce national emissions and adapt to the impacts of climate change.

SDGs and the goals of SE4ALL. Deforestation; Sustainable natural resource management; Health; and Economic growth are concerns that range high on political agendas in developing countries. Clean cooking affects a crucial component in all these areas.

As such, the goal of *increasing* policy level attention, getting the issue *higher up on the agenda* and *increasing efforts* appears *highly relevant* in all 38 Alliance National Partner Countries. GACC's strength as convener, promoting the cause in general and improving the coordination of national stakeholders, is important in this respect.

Judging by the visited countries, there is clear evidence that GACC through strong Market managers has relatively successfully built its own relevance through building credibility.

Summary and recommendations

GACC's relevance on country level is defined both in terms of the extent the Alliance's priorities and approaches resound with national policies and strategies, and in terms of the extent to which it is able to influence political agendas and strengthening stakeholder coordination.

From an international perspective, challenges related to access to and adoption of clean cooking solutions is undoubtedly highly relevant in all the countries where the Alliance is active, regardless of the actual focus that the area is given in national policies and plans.

2.5 Sustainability

Sustainability refers both to the robustness of achievements, i.e. whether benefits are likely to continue on the long-term after Alliance exit; and to whether the activities and projects may have positive or negative impact on Socio-economic and Environmental factors, Gender, or Governance.

In terms of the latter, addressing clean cooking implicitly has mainly positive impacts. The Alliance specifically focuses on governance in their lobbying and influential work toward increased responsibility and accountability for the issue of clean cooking at public policy and institutional levels.

With regard to socio-economic and environmental factors, to the extent the Alliance contributes to increased adoption of clean cooking methods, they may also contribute to:

- ◆ Reduced time spent on wood collection and better time for alternative activities that may enhance productivity and/or education
- ◆ Improved household economies (relevant for groups who currently spend money on expensive fossil or solid biomass fuels)
- ◆ Improved health and thus stronger resilience of populations and reduced loss of productivity
- ◆ All the above factors in particular benefit for women and girls
- ◆ Reduced outtake of wood fuel resources and reduced deforestation (relevant in areas of scarce wood resources and where deforestation is an explicit threat)
- ◆ Reduced emissions of black carbon and other particular matter, with positive environmental and climate effect

On the down-side, clean cooking often implies cultural and social change that may be seen as threats by local populations, such as change of eating and cooking habits. The change to 'modern' technologies by for example young women may be met with scepticism by older peers.

With regard to governance, increased funding sources, multiple initiatives on the ground inherently put higher requirements for good governance, financial management and transparency to stay efficient. Selective processes of beneficiaries of grants and other benefits require openness and fair play. These elements can be challenging in many of the countries where the Alliance is active, and it is necessary to maintain a high focus on governance. We emphasize that we have not identified any concrete examples of bad governance in these processes.

***“MEASURING WHETHER THE
BENEFITS OF AN ACTIVITY ARE LIKELY
TO CONTINUE AFTER DONOR
FUNDING HAS BEEN WITHDRAWN.
PROJECTS NEED TO BE
ENVIRONMENTALLY AS WELL AS
FINANCIALLY SUSTAINABLE”
OECD-DAC***

The Alliance has a clear and explicit focus on these issues, and includes assessments of socio-economic and environmental impact in regular reporting. The health and environmental aspect is in itself an explicit part of GACC's purpose. Special grants for women empowerment and entrepreneurship is an example. As mentioned above, however, the extent to which GACC has been able to establish results-monitoring systems and routines that prove the real impact and sustainability on this level is limited. GACC is now taking action toward strengthening this ability.

The extent to which the results achieved are likely to continue, strongly depend on the ability of the Alliance to

- ◆ Ensure that international stakeholders and national governments' commitments to the issue of clean cooking is robust. It is likely that a strong voice to promote the issue will continue to be necessary for still a period. The extent to which continued commitment can be expected is also depending on the ability to show the impact of increased cooking; for national governments, concrete socio-economic factors such as household economy and health are important; on the national level, concrete impact on poverty reduction, SDG achievement, and reduced deforestation and climate emissions, will be important measures.
- ◆ Market sustainability. The fundamental idea of a dynamic and thriving cookstove industry would imply that the markets are commercially attractive, able to attract sufficient investment and continuous technology, financial and business improvement without external (grant) support. If and when achieved this would set a promising perspective for lasting change. Development of technical standards and ensuring national application is a strong contribution. The Alliance explicitly focuses on development of strengthening local resources, empowerment and capacities. Nevertheless, market sustainability in this sense, unfortunately still has a long way to go.
- ◆ The extent to which local communities can take over the agenda as GACC exits. The Kenya example illustrates a process where the local Association gradually can build a significant voice to be politically influential, effectively represent the bridge from the international community (through GACC centrally) and the national level to allow exchange of experience, new research, and regional cooperation. While Kenya is on a good way, it is still premature for it to completely to take over the agenda; further, other countries likely lay significantly behind in terms of this ability. In this sense, the local capacity generally appears too weak to ensure sustainability as of yet.

GACC's exit strategy/long term organizational approach is not yet defined. It is recommended that the organization focusses on this over the next year, to establish a clear case for the period beyond 2020 before the current strategy expires. In this new long-term strategy, a stronger focus on entry-and exit strategy in individual countries would be an advantage; to avoid increasing resource use in new markets without at the same time considering downscaling in more mature markets with local associations or alliances. Further, new market entries should explicitly build on 'lessons learned'.

Summary and recommendations

GACC's mandate and agenda has an explicit focus on sustainability elements

Advances in adaptation of clean cooking can be expected to have mainly positive impact on socio-economic and environmental as well as governance issues.

The sustainability of the results so far is still not solid enough to ensure sustainable 'exit' of GACC. A strong voice and dedicated efforts to ensure robustness of international and national commitment, market sustainability and local capacity to continue the efforts are still required.

Going into the last year of the ten-year strategy, GACC should make efforts to develop a strong case for the next five-to ten year period. Focus should be made on exit strategies and -timing in more mature markets to free capacity for more markets, building on the experiences gained.

3 CONCLUSIONS AND LESSONS LEARNED

What are the strengths and weaknesses of the programme from the perspective of the development partners, the partners and the review team? Are there any bottlenecks and shortcomings requiring action?

What are the main lessons learnt of the programme?

TOR: Scope of the Review

The grave consequences of traditional, biomass-based cooking on aspects of health, environment, emissions and livelihoods have been known for decades, but **until GACC was established in 2010, no global, holistic approach to the challenge existed**. International initiatives and donor programmes in the space were fragmented, often sub-parts of other programmes involving subsidized distribution of cookstoves, and truly sustainable and scalable approaches had not been found. As the former chief of GACC, Radha Muthiah, says: “Everybody focused on the problems, but few on the solutions. We changed that. We focused on solutions, and that changed the sector.”⁴⁷

The main contribution and the key role of the Alliance is its Global leadership to convene stakeholders from across the public-private divide, advocate holistic market based solutions and create the bridge between the international and national level. Clean cooking has become acknowledged as key to achieve the SE4ALL Access to Energy target, and is an integrated component of the SDGs. Research on the area is strengthened, and donor efforts have increased somewhat over the past decade.

These advances cannot be attributed solely to GACC, but most players acknowledge that **GACC ignited important global processes by crowding-in and creating a common platform for international, national and local; multilateral, public and private; small and big stakeholders**. GACC’s strategy does not claim that GACC be the doer; it explicitly emphasizes the power of the joint contributions of all stakeholders to promote and develop the sector.

With more stakeholders on board, GACC may to some extent have become a victim of own success: other global players like the World Bank/ESMAP, UNDP and EnDev claim visibility and credit for advances. GACC will need to avoid the pitfall of ‘competing’ with these, and to define its strategic space and role carefully to maximize its value in the years to come.

The Alliance and the global effort have faced several dilemmas. This includes critique for promoting low-impact solutions along with fully ‘clean’ ones. GACC has not been effective in communicating their stance that ‘also imperfect solutions can create benefit’. To ensure continued commitment by international community and bring on higher dedication nationally, it is necessary to strengthen the message related to the actual impact of advances made.

This Review further finds that:

Support to GACC is relevant for Norwegian overall international development priorities, including energy sector development but also health, environment and climate priorities, **and has given meaningful contributions to the international development agendas**. Efforts toward **universal adoption of sustainable cooking methods is highly relevant for most developing countries**, and the focus countries explicitly include cooking energy as an element in policies and strategies; albeit to varying degree and level of political commitment and dedication.

While some positive advances are achieved (e.g. international support, increased visibility of the issue and evidence of its importance; policy-level development on national level, and institutional strengthening as well as some market development in a number of countries), it must be acknowledged that **only insufficient and unevenly distributed progress on clean cooking adoption has been achieved**. The latest SDG monitoring reports showing that advances on clean cooking are not sufficient to achieve the sustainability goals, are indeed sobering. The lessons learned noted below highlight some of the challenges that hinder success.

Further, while **GACC’s contributions on country level is evident in some markets where the organization has had strong presence, the scalability of the approach is not evident**. Focussed search for ways to replicate positive experiences in more markets with less intensive efforts may be necessary to ensure efficiency and get to true global scale.

⁴⁷ Interview with the Team 29/9-2018

While we support the fundamental idea that a market-based approach is necessary, **the scalability of the grant funding mechanisms by which GACC channels funding to private players is unclear**. This type of grants have certainly been positive contributions for some players, and are probably necessary to ignite activity to create momentum in the markets. As noted below, markets barriers have shown to be hard-lived. Still, with respect to the above concern about GACC spending efforts on their key strategic areas, it is not obvious who is the best placed to manage such funds. The Alliance has strengthened their internal resources on market development. Ensuring effectiveness of funding channelled to individual companies should be among the key priorities for the team going forward.

The operational level appears well managed. **The management has kept the organization lean and staying loyal to its overall strategy and market-oriented development approach**. We note that the organization is growing, and emphasize the risk of decreased efficiency by taking on too much implementation responsibility. We note that the transparency of the current UNF hosting arrangement does not allow for a complete assessment related to financial and fiduciary issues, but have identified no particular concerns.

GACC management representatives explicitly recognize the need for change. As the organization moves into the third phase of their strategic plan, with new management and strengthened human resources in some key areas, this is a good time to look back to define the way forward: redefining the core role and strategic approaches for GACC, and improving effectiveness building on own and other players' experiences and lessons learned. This process has started, and its outcome will only be evident over the next 1-2 years.

The following summarizes what we consider key "lessons learned" from GACC's first eight years. They are categorized as "achievements" and "challenges".

Lessons Learnt - Achievements and challenges

In a rapidly changing context, GACC has delivered according to mandate since starting out in 2010. These also represent the main strengths and achievements of GACC:

- + **Through GACC, the global community has achieved a global platform** to discuss and plan action that did not exist before 2010, with potential ability to coordinate action beyond national borders.
- + **GACC has created a central pool for mobilization of resources from diverse sources**: bringing clean cooking higher on the global agenda, GACC has contributed to increased resources dedicated to clean cooking from international and local public, private and other non-government partners.
- + **Convening and bringing the sector together has enabled a more holistic approach** by key players on national and international level. In some countries, GACCs has positively contributed to convene and coordinate.
- + **Building the bridge between international development and national concerns is a key role for the Alliance** – the Alliance have created linkages from international research findings, technology development and implementation experience to national institutions and markets, and channelled international development funding to national initiatives. In addition to own in-country presence, some stakeholders highlighted the **South-south cooperation** in this respect.
- + **GACC's contributions to national capacity building in focus countries**, with prospects of establishing sustainable institutional structures, are key sustainability factors but they also require intensive efforts.
- + **Funding and initiation of solid research, at several levels, has established an evidence base** linking clean cooking and health, environment, gender and climate change. Empirical support for the relationships between clean cookstoves and fuels, and social impacts are emerging. This creates a solid foundation for the now crucial need for effective communication of positive impact where progress on adoption has taken place.
- + **The integration of access to clean cooking in humanitarian processes appears to have achieved results**: GACC filled a gap where the humanitarian sector had already recognized the importance of ensuring sustainable energy for cooking in refugee settings, but were missing the capacity, knowledge, and solutions.
- + **GACC's role as champion of the international norms and standards process can contribute to transparency, reduce ambiguousness, support market sustainability and protect consumers**, ensuring progress in the development and introduction of ISO and national standards combined with consistent approaches for testing, product labelling, and performance reporting.
- + **The networks of market managers and local representatives appear strong and can create trust and open doors**. At least in Kenya and Ghana, GACC has successfully recruited staff with ability to effectively advocate

the clean cooking issue on political arenas, supported by internal networking and access to Head office resources. Building on this experience to map out the future efforts to ensure development in all countries while maintaining leanness and efficiency will be a key challenge going forward.

- + **‘Champions’ with strong local voices to communicate sellable messages over time** may be as effective in creating impact on user level as centrally driven ‘campaigns’.

Despite good efforts and intentions, the achievements are not sufficient and the international community is not on track to achieve universal access to clean cooking solutions by 2030.

Some of GACC’s visions from the first strategy – increasing funding and investment manifold and kick starting a global, energetic commercial response based on viable business models – have not been achieved. Going forward, the Alliance can consider a number of challenges as useful guidance in mapping out the future strategy and approaches:

- ÷ **The arrival of clean cooking both in the international agenda and to some extent in national policies, has not translated into actual funding.** The investment level is still insignificant, compared to the amounts allocated to for example electrification, and resources fall far short of the needs in the sector.
- ÷ **There is no consensus on approaches and solutions,** despite an evident effect on ‘convening the sector’ and ‘increasing international attention to the problem’. GACC’s agnostic view on technologies/fuels risks compromising the confidence of some less agnostic stakeholders, and the definition of ‘what is clean enough’ is still subject to controversy.
- ÷ **GACC has not had sufficient focus on the fuel side.** To achieve significant impact on reduced deforestation, development of alternative fuels and improved charcoal production to reduce wood resource outtake is necessary. GACC’s low focus on this area may have compromised the potential impact of global efforts.
- ÷ **GACC’s measures for success may not be relevant, and impact level monitoring has been weak.** The monitoring has focused on number of cookstoves distributed. Stakeholders are not convinced that this is a relevant measure of success. Real adaptation and the impact is has on areas such as health, deforestation and emissions through use of clean solutions must be proven.
- ÷ **Starting point and the speed at which change happens vary substantially between countries. In theory, the three-phased approach is rational,** but it is difficult to see how it can be followed across the board, as the level of development in the sector varies highly from country to country (e.g. Ghana vs. Tanzania). While some focus countries may be ready for Phase III, advances are also necessary in more countries, which are have less experience and where barriers may be deep rooted and hard-lived.
- ÷ **The catalytic effect of the achievements in one country is not automatically catalytic for development in other countries.** While the Alliance has made meaningful contributions in countries where they have worked intensively, equal intensive effort is not possible in all countries that need to address the cooking energy challenge. How scale and more countries can be reached efficiently is a key strategic challenge.
- ÷ **Developing a “commercially vibrant” cookstove sector has been a bigger challenge than foreseen in GACC’s ten-year strategy.** While a few, relatively mature markets have reasonable enterprise presence and may be ready to move to Phase III, most countries still lag behind.
- ÷ **Donor and impact investors have other priorities and approaches than commercial enterprises.** To attract impact investor and donor capital, an enterprise must emphasise social outcomes, compared to focusing on what is most commercially compelling. This may compromise the effectiveness of funds to support business development.
- ÷ **Markets have proven very difficult to penetrate with profitable business models.** Improved market intelligence and transparency, lower costs to reach consumers, production at scale, and consumer finance are all needed for markets to be attractive and profitable.
- ÷ **Thus, while the different funds channelled by GACC have contributed much-needed capital, only a handful of the supported companies appear to have crossed the threshold to attract substantial external investment.** Significant additional funding would be needed to decisively create a cookstove entrepreneur class even in the mature markets. It is not evident that a global player as GACC is the best-placed organization to implement such programmes.

- ÷ Private sector and commercial challenges are not unique to the cookstove sector; fundamentally weak investment frameworks and risky business environments in many countries add to the complexity.
- ÷ In a market perspective and commercial orientation, clean cooking in humanitarian settings creates particular challenges. It has been necessary to deviate somewhat from the principles of commerciality in this area. It is nevertheless an important area and we support the efforts going into this area. We also commend the introduction of principles that are inspired by the market orientation but adjusted to the reality of humanitarian settings.
- ÷ Effective user-level communication and promotion of behavioural change needs local voices. One-off campaigns have not been sufficiently followed by product availability and repeated messages.

Recommendations:

Based on the findings from the document reviews, data research, interviews, and field visits as reported in this report, the review team highlights eight overall recommendations. A few additional, specific recommendations are provided for consideration by Norad and/or GACC.

- ! Norwegian continued support to GACC until 2020 (Phase III of the ten-year strategy) is justified. A global, cross-sector convener of efforts for universal access to clean cooking solutions is still necessary and GACC is well placed to take that role. GACC has a high potential to promote dynamic and catalytic processes for change and strengthening the links between the national and the global level. Norway can further support the effective mobilization of necessary resources to the space by speaking the cause on international arenas.
- ! GACC should define its future carefully, and establish a future strategy with clearly pronounced priorities. GACC can still take a broad, “agnostic” approach and aim at encompassing all actors, but send clear and credible messages as to what works and what does not. In particular, the future strategy must focus on scale and replicability with available resources to ensure progress globally not limited to focus markets. GACC has only ‘scratched the surface’ in some countries; significant resources are necessary before the clean cooking is properly embedded and institutionalized.
- ! Rethinking role and work allocation also implies consideration of the strength of partnerships. GACC can scale efforts and improve effectiveness by close coordination and alignment with large players, including ESMAP, UNDP. The use of grant funds, implementation of behavioural change campaigns etc. are examples of activities that other specialised partners might handle equally well.
- ! The listed lessons learned related to catalysing business viability and investments are valuable experience to build strategies and tactics in the coming Phase III. GACC needs to tune in to the reality of a private business operation – and their interests, boldly targeting enterprises with the highest chance of scaling and replicability, avoiding using scarce resources on low-impact models and companies.
- ! Consider scalability versus the use of resources and size of organization. The approach to integrate clean cooking in educational curricula, as tested in Ghana, could prove to be an effective and efficient way to communicate the importance of clean cooking solutions to local communities. This illustrates a scalable effort that requires political will that Alliance can help mobilize, and that once established can be sustainable and effectively communicate clean cooking to large groups. It will be necessary to identify more scalable activities to achieve results while avoiding inflating the ‘lean’ organization.
- ! Strengthen monitoring and evaluation capacity. There is a need for a framework that is consistent over time and differentiates advances and attribution on project/Alliance level as well tracks sector-wide progress. Ideally, the new M&E framework should be globally acceptable to all donors, and should show not only results on output level, but to create the evidence of the impact transition to clean cooking has on livelihoods, national and global concerns. That said a standardized form of reporting must be able to reflect individual differences, particularly the divide between advanced markets vs the most underdeveloped countries.
- ! Maximize the value of the rich data and analytical resources developed over 8 years as a source of information for all stakeholders. Better structuring and accessibility could increase the value in terms of
 - better visibility of stakeholder activities and initiatives,
 - valuable data to inform “up and coming” enterprises on strategies for reaching scale,
 - increase visibility of successful and growing enterprises,

CONCLUSIONS AND LESSONS LEARNED

- a reference point for information on international and national standards, testing and labelling practices and stove types and performance data, through the catalogue and website, and
- sharing of market, technology, health, and other research findings with a wide cohort of partners ensuring maximum use of the findings.

! **Develop a strong exit strategy.** It is recommended that the organization focus on this over the next year, to establish a clear case for the period beyond 2020 before the current strategy expire. In this new long-term strategy, a stronger focus on entry-and exit strategy in individual countries would be an advantage; to avoid increasing resource use in new markets without at the same time considering downscaling in more mature markets with local associations or alliances. Further, new market entries should explicitly build on 'lessons learned'.

ANNEX I. EFFECTIVENESS ON AGREEMENT LEVEL – ACHIEVEMENT OF TARGETS

Annex I includes details pertaining to Section 2.2.2

QZA-10/0979

The decision to enter into a funding arrangement with UNF to support GACC in its initial phase was made after a dialogue between the Alliance and the Ministry of Foreign Affairs and based on recommendations from Norad. The Decision Document refers to the overall goals of the Alliance. A “logframe” including outcomes, outputs, activities and risks was established and is included as an Annex to the Agreement. The logframe is not limited in time and does not include indicators and quantifiable targets.

In the Logframe, the overall goals are:

- Build a ‘robust’ Alliance institution
- Identify the Sector’s needs and priorities
- Champion the Sector: Increase awareness
- Increase national and multinational commitment
- Direct Market Support: Help the stove sector develop a thriving global market
- Research to Support the Stove Sector

The final report does not assess the achievement of these overall goals, but of outcomes that are described in the Agreement’s “Agreed Project Summary”, as shown in the table below. The report is detailed and specific, and clearly documents the Alliance’s implementation of these components.

In mid-2013, an addendum to the Agreement was established. A few documents are missing with regard to this Addendum, including a decision document. The Addendum does not specify other outcomes than the main Agreement. The intention may have been to consider the outcomes in the main Agreement’s Logframe; but the annexed budget identifies three specific activities for the fresh funding. A mid-year report was provided, but no Final report (the Final report of 2014 refers to the next agreement, QZA/14-0567).

The Mandate for the February 2015 meeting refers to another agreement QZA/12-0758, but it is understood that this refers to this Addendum I.

Project number	Agreement Date	Closing Date	Amount	Key information sources
QZA-10/0979	2011-0622 Addendum: 2013-06-01	03.05.2013 Addendum: 2014-06-01	NOK 3 000 000 (USD 500 000) Addendum: NOK 4 341 300	Decision Document (2011-06-18) Agreement with Annexes (2011-06-22) Final report to Norad (2012-12-11) Alliance Results Report 2014 Addendum No. 1 to Contract (2013-07-02) Midyear report to Norad (2013-12) Mandat for møte februar 2015 (2015-01-30)
Targeted outcomes (purposes)		Results achieved		
❖ Develop internationally recognized standards for clean and efficient stoves. ❖ Map the clean cookstove landscape to establish a clear baseline ❖ Complete indoor air quality guidelines. ❖ Assess existing gaps and constraints hindering clean cookstove industry development ❖ Develop a research road map ❖ Support the development of field tests and design of new testing protocols.		During the Alliance's first two years, the organization was formally established with a Board and staff in place. The organization has since then grown to employ a total staff of 27 by 2017. The Organization's strategy was finalized in 2012, and work was started on all areas referred to as the Agreement's purpose. In these first years, the Alliance was successful in mapping the sector landscape through nine working groups, and launched a process to conduct market studies. A template was developed, allowing for a certain extent of comparison across. This established the basis for further mapping, resulting in a total of ca 20 country or region market assessment studies completed to date, complemented by special analyses such as consumer related studies, mapping of financial requirements and opportunities, and so forth. While the global sector cannot be said to have been fully mapped, it is our view that the Alliance has substantially contributed to a better overview of the sector and its gaps and constraints, useful for practitioners at all levels. The alliance was represented in the Guideline Development Group for the development by the World Health Organization (WHO) of the indoor air quality guidelines related to household fuel		

❖ Develop and disseminate global communications and awareness materials ❖ Serve as a "public square" for discussions and engagement	combustion to supplement earlier indoor air related guidelines, and the guidelines were published in 2014. Thus, this outcome can be considered fully achieved. The research roadmap was developed, identifying the focus areas for the Alliance's research related efforts targeted at assessing the gaps in available research, and build a robust evidence base of the importance to address the cooking energy issue. In the same period, research activities were started, through announcement of competitive grants to research institutions. To date, research activities in 23 countries have resulted in a large number of studies covering both global and general as well as country specific issues. Research in this areas must by its nature cover significant time spans, and the results of research on the impact on health have come out more recently. The research is actively used to solicit attention to the cause on international and national level. The Alliance's work to establish internationally recognized standards and testing protocols is considered by a range of stakeholders as one of Alliance's most important contributions. While standards are published by the International Standards Organization (ISO), the contribution by the Alliance to prepare the ground for the process, ensuring commitment and support from stakeholders, appears to have been significant and possibly determining. The first guidelines for rating cookstoves against tiers of performance for a series of performance indicators, including efficiency (fuel use), emissions (CO and particulate matter 2,5), indoor emissions, and safety, were published in 2012, while the Harmonized laboratory test protocols were only launched in 2018. Further protocols and guidelines are under development. The outcome is considered achieved. Through the Agreement period and after, the Alliance maintained a high communications activity level. Outcomes of sector mapping, research, and other activities are disseminated in articles, media and the GACC website in a variety of forms including press releases, articles, factsheets, videos and reports in several languages, and contents are referred in participation in various events such as forums, conferences, workshops and round-tables. In addition to participating in events, the Alliance has initiated several events, forums and conferences targeting the clean cooking issue specifically, such as the Rio+ side event arranged during the Agreement period. The Alliance is still actively arranging or engaging in events, and are also convening a significant number of webinars.
Addendum ❖ Develop and implement CAPs; ❖ Support development of national alliances ❖ Advocacy and awareness building	Based on the mid-year report, as well as observations in Kenya and Ghana, the work was actively undertaken: Three country action plans (Kenya, Ghana, Bangladesh) were completed. The CAPs for Kenya and Ghana have clearly been used actively by the Alliance and national partners. In February 2015, it was also noted by Norad that Guatemala CAP had been completed. Thus, achievements were reached; however as he targeted number of CAPs was not specified, the <i>extent</i> to which the outcome was achieved cannot be concluded; National Alliances were initiated in the same three countries as above. The alliances in Kenya and Ghana are now well-established and operational. In Bangladesh, a Household Energy Platform was initiated, and finally officially launched in 2016. Thus, achievements were reached but again as he target was not quantified, the <i>extent</i> to which the outcome was achieved cannot be concluded. With regard to impact, it appears evident that the establishment of these Alliances has been an effective means of convening the sector, giving it a stronger voice and attention on the political level, as confirmed by most of the stakeholders in Kenya and Ghana; The Awareness building activities were planned for the second part of the agreement period. Without a final report it is unclear how these funds were spent; however from other reports (e.g. Annual report 2014 it is clear that awareness building was effectively given high priority during the year, for example through the work to define 'adoption'; disseminate information about the sector developments etc. In addition to the planned and funded activities, the mid-year report refers to support for capacity building to Spark Grantees, and a number of other smaller accomplishments. It is unclear whether Norad funding was used directly to fund these activities; however it witnesses that the Alliance was actively working in all focus areas through the support period.
Remarks	From the reports, it is clear that that the Alliance maintained a high activity level, worked actively to achieve the agreed outputs, and achieved much during its first years. Most of the outcomes targeted were either achieved or sound basis for later achievement was laid. This conclusion is also noted by Norad in the closing document. From various discussions with the Alliance representatives and other partners, it becomes clear that the Norwegian early support had a catalytic effect in ensuring a work intensive start of the Alliance work, creating a basis for later successful partner and funds mobilization.

QZA-14/0567

The first support period was followed up by a new Agreement in 2014. The overall goals were maintained as for previous periods, but the funds were earmarked for four specific activities, including funds to support market development through grants to enterprises.

Another agreement followed in 2015, referred to as the second tranche of commitments made during the Cookstoves Future Summit. The 2015 agreement ensured continuity of the 2014 agreement, and also aimed at supporting the transition into the more market-oriented Second Phase of the Strategic Plan. Specifically, the Norwegian funds contributed to funding mechanisms aimed at driving investments and strengthening capability of the sector to scale production, distribution and adoption. The agreement period was extended due to delayed Norwegian disbursement and consequent late disbursement to grantees.

Project number	Agreement Date	Closing Date	Amount	Key information sources
QZA-14/0567	2014-12-11	2015-12-1	NOK 7 500 000 (2014-JUN – 2015-FEB)	Funding request for USD 2mill (2014-11-07) Funding agreement NOK 7,5 m, (up to max USD 1 mill) (2014-12-11) Final report to Norad 2014 (2016-06-16) Alliance Results Report 2014
Targeted outcomes and main components		Results achieved		
❖ Funds mobilized through the Clean Cookstoves Future Summit; and through assessment of the capital needs of the sector ❖ Enterprise social impact improved through empowerment of women through the value chain ❖ Strengthened capacity of entrepreneurs and enterprises to scale operations ❖ SAFE strategies developed by UNHCR to increase the capability of the Humanitarian sector to provide clean cooking solution to refugee populations		❖ The Clean Cookstoves Future Summit was reported as a success by the Alliance. A special webpage was established, and reports that 413 mill USD was pledged, either as grants, commitments to the sector, or committed investments. As such, the outcome appeared to be achieved. However, it is unclear from the report how these categories are defined. According to GACC, they relate to a variety of forms of funding (grants, debt, equity, carbon finance, non-carbon related results-based finance, technical assistance contracts, etc.) coming into the sector from a range of funders (donor governments, multilaterals, private sector investors, corporates who are donors, carbon credit buyers, private foundations, etc.) and a range of types of recipients (businesses, recipient country governments, NGOs, etc.). The Alliance admits inability to track and justify such 'commitments' as well as actual 'investments' fully. Further, after some time, it became clear that the pledges did not fully materialize. The Alliance still considers lack of funding as a key risk to the achievement of their objectives. Nevertheless, a certain level of funding was effectively mobilized. Additionally, with 400 delegates and significant media exposure (60+ articles, 15 press releases, Twitter), the Summit was an additional contribution to increased awareness about clean cooking issues. ❖ The Gender Empowerment component included development of tools and methodology for training of female producers as well as analysis of success factors for women in the value chain. The targeted beneficiaries were 5 Spark Fund II grantees were supported by two implementing partners⁴⁸. According to the Final report to Norad, the grantees were supported to develop tools to analyse the barriers and opportunities in the value chain particularly rated to the role of women; and in the Five Year Report (2015) it is reported that a total of 300 women had been trained through various Alliance activities (not necessarily restricted to this component). There remains no evidence in the form or report as to what longer-term impact and sustainability of these activities. The Review team's interview with one of the grantees, EcoZoom, did not reveal any clear indication that the support had been transformative, or that the enterprise had specifically used the results of the support to improve their social impact through strengthening womens' role in the value chain. While this is only one example, the Review Team has not been presented to a longer term evaluation assessment of the particular activity and can, despite efficient delivery of the proposed activities, not confirm the effectiveness of this component. ❖ The Social Enterprise Boost Program also focused on training and capacity building, particularly targeted toward strategy and business model development, with the aim of strengthening the case for scaling up business, delivered to a reported 95 social enterprises. Again, the activity was delivered on time and according to plan. The Review team did not meet with social enterprises who specifically referred to the training programme. As above, lack of documentation provided that gives evidence to the longer-term outcomes, we cannot verify whether the component has given longer term results. ❖ The UN Refugee Agency (UNHCR) SAFE (<i>Safe Access to Fuel and Energy</i>) Steering Committee launched the Global SAFE Strategy in 2014. The Alliance supported the Committee's further work to develop two of a total of five national SAFE strategies to enable coordinated, predictable, timely, and effective response to the fuel and energy needs of crisis-affected populations. The Norwegian funding was specifically used for establishment of the SAFE website as a resource library to allow partners review and learn from implemented projects in various countries. The Five Year report		

⁴⁸ ELScosults and Value for Women

	(2015) refers to a total of 175 humanitarian aid workers trained and 82 organizations totally reached. Further, the Alliance is to date still participating in the Humanitarian Work Group. SAFE is still highly active, as judged by the regular updates on the website and frequent events and announcements. While the Review team has not seen any reports that refers to the advances in the humanitarian sector, e.g. number of people in refugee camps with access to sustainable cooking solutions, and while the SAFE network was already established before the Alliance came into being, it appears that the support and cooperation by the Alliance has strengthened the attention to the issue and is very active in SAFE activities. GACC has been instrumental in ensuring the inclusion of clean energy and clean cooking in updated SAFE guidelines for "best practice" humanitarian assistance. ❖ The final component was related to the effort to mobilize funding and investments into the sector, through an analysis of the capital requirements to enable the sector to achieve global goals; and high-level scenarios of how such capital commitments could be deployed. A capital pitch deck developed was used to present the opportunities in the sector to potential developers. A number of interest confirmations from institutional investors was reported. Meanwhile, the quality of the report was questioned by the Alliance. In conclusion, the activity was implemented but the effects in terms of materialized capitalized investments are difficult to assess directly.
Overall remarks	The Alliance maintained a high activity level and implemented all the agreed components agreed. The sustainability of the outputs has been difficult to assess for several components. There is limited evidence as to the actual effect on social enterprises from the funds provided through two grant programmes. The contribution to increased capital mobilization appears to be limited to the direct grantees, rather than having sparked higher market and investment activity on a broader scale. The involvement in the SAFE work appears to have given meaningful contributions to the challenges related to access to clean, sustainable energy in humanitarian settings.

QZA-15/0302

Project number	Agreement Date	Closing Date	Amount	Key information sources
QZA-15/0302	2015-09-21	2016-11-01 (including no-cost extension to 2016-06-01)	NOK 8 500 000 (2015-JUL – 2015-DEC)	Decision Document Grant Letter
Targeted outcomes		Results achieved		
❖ Enterprises reach commercial viability and scale (Spark Fund) ❖ Enterprises implement innovation and growth activities (Small Catalytic Grant): ❖ Capital for enterprise development mobilized through strengthened internal capacity of enterprises (Capacity building facility).		All three activities specified in the Agreements were implemented within the defined period. Of the four Spark Fund grantees, three reached the planned milestones. In 2018, internet research reveals that all four are still active in the market and, while business focus may have shifted some, still involved in the clean cooking sector. It appears that the Alliance was strong in identifying businesses that were able to scale and grow. The enterprises have not been interviewed directly and the Review cannot confirm how important or determining the support was for their development. 7 enterprises selected for the SCG, and competence building partners were identified for each. Internet research provides clear evidence that at least 3 are still active in the sector. 3 of the grantees appear inactive but this has not been verified. The Capacity Building Facility provided support to two grantees through a cooperation agreement with Acumen Fund. Both of these enterprises are still highly active; and considered leaders in their fields. According to one of the grantees, Burn Manufacturing (Kenya), two rounds of support from the Alliance catalysed other support, among other an important contribution by the industrial conglomerate GE.		
Remarks		Grantees in the various funds have been required to report only during the grant period, and there is no systematic monitoring to assess long-term effects and sustainability. The assessment above is based on internet search to check if the enterprises are still active; in addition to meetings with a few grantees. There are signs that the importance of the grants decrease with size and for companies with more commercial experience. For the smaller enterprises with weaker commercial profile, the grants appear to have had higher importance⁴⁹. Judging from the interviews during the field trip, it appears that the funds used for direct support to enterprises appears to have had positive effect; but that the use of funds in this area has been less effective in achieving scalability or as transformative force for the sector, than other focus areas.		

⁴⁹ E.g. Livelihoods, a charity, referring to WEF funding as crucial in their activities to develop commercial distribution activities locally; versus EcoZoom and Koko Networks, who pride themselves as being fully commercially- and not grant-funded.

It should be noted that this period marked the start of the Alliance's work with grant funds for market actors. According to the Alliance's representatives, experience over time has improved the selection of 'winners and losers', ensuring improved goal achievement of the grantees.

QZA-16/0357

In the to-date last agreement, the focus of Norwegian support shifts to that of core financing, taking the view that the Alliance is best placed to prioritize the use of funds to where it is most needed and will have most effect. Instead of specifying areas and outputs, the Agreement refers to the Annual Operational Plan 2017 and Phase II Strategic Roadmap for details. This is in contrast to many of Alliance's financial supporting partners, in particular governments providing bilateral funding, and multilateral organizations. The core support is highly appreciated by the Alliance, in fact "unrestricted funding" is a specific target in the organizational logframe.

In contrast to this seemingly open-ended support, the Decision document does highlight specific areas where funds will be used, as well as specific targeted outputs. In addition to the core funding, the Decision document confirms the intention to start activities in Nepal, as well as in work to ensure improved capacity in humanitarian sector to provide clean cooking solutions for people in refugee camps and other humanitarian settings. The decision to start up activities in Nepal, is an example of the dilemma facing the Alliance in responding to specific priorities among their funding partners; versus ensuring consistency in approach and focus areas.

An additional grant was agreed in 3Q of 2017. Again, while Decision document repeats the focus areas and expected outputs; the Addendum does not include any such information.

Project number	Agreement Date	Closing Date	Amount	Key information sources
QZA-16/0357	2016-12-08 Additional - grant 2017	Planned: 2018-12	NOK 31 000 000 Additional grant: NOK 3 000 000	Decision document Agreement (2016-12-08) BD Additional Grant (2017-10-12) Interim Report to Norad 2016-2017 Annual Operational Plan 2017 Phase II Strategic Roadmap ⁵⁰ Interim report to Norad 2017
Targeted outcomes		Results achieved		
❖ Mainstreaming clean cooking ❖ Strengthen and grow the clean cookstoves sector ❖ Strengthen Alliance governance, systems a		With reference to the Decision document, the reporting directly to Norad, Alliance Annual Reports, and field visits, confirms that the following outputs have been achieved. The assessments related to the likely longer-term effect are on account of the Review team. The Alliance continued working with ISO standard processes. The ISO website is evidence that a high activity level is maintained: the first standard was announced, and several supporting documents and protocols are underway. While the work is undertaken through the usual ISO process with several stakeholders, the Alliance has contributed to the work. It is also likely that the Alliance's awareness creation and lobbying activities were crucial in getting the technical committee working on household fuels and cooking solutions was established in the first place. The Alliance further reports work with National standards bodies to adapt international standards into national, necessary to ensure country level implementation of the standards. As mentioned above, this area appears to be one where valuable contributions by the Alliance are evident and a basis for lasting impact has been created. With regard to the SDGs, the Alliance actively engaged to ensure that cookstove relevant indicators were included in the framework. One indicator, number 7.1.2, is defined as "Proportion of population with primary reliance on clean fuels and technology". Further, number 3.9.1 refers to HAP: "Mortality rate attributed to household and ambient air pollution". Additionally, the Alliance uses the SDG framework actively to communicate how adoption of clean cooking solutions can effectively help the delivery of 10 out of the 17 SDGs. The results of the health related research; after processes that were started in the Alliance's first years, has started to come out. The evidence base to support the Alliance's awareness building and advocacy work appears sound. According to the Alliance's staff, the focus on research will now be scaled down, and the remaining work will target country-level research to strengthen the case toward specific governments.		

⁵⁰ <http://cleancookstoves.org/binary-data/RESOURCE/file/000/000/338-1.pdf>

	Over the past years, behavioural change campaigns have taken place in the focus countries; including Kenya, Ghana, and Nepal and three other countries. The effect of the campaigns receives varying rating from stakeholders. In Kenya, a number of stakeholders claimed that the campaign's focus was wrong and did not achieve good results; while others refer to it as a useful way to spread information about available solutions, the impact of current practices, and the benefits of clean solutions. The level of consumer awareness in Kenya is higher than in many other countries; at the same time, the sector development was already among the most advanced in Africa. It is nevertheless likely that the campaign has had a level of long-term effect and has supported sector development. The work toward the humanitarian sector appears to have been effective. The SAFE Steering committee and working groups already existed before the Alliance came into being, but the Alliance has been an important partner since 2014, and is a part of the Steering Committee. The SAFE website actively refers to calls for proposals for grants assisting humanitarian agencies to include and institutionalize energy access in the humanitarian response system. The Alliance refers to a total of 175 humanitarian personnel trained components in humanitarian settings. The Energy expert roster has been established according to plan. A process to transfer the administration to NORCAP has been initiated; The Interim Report confirms that the "Smokeless Kitchens in Nepal" project (later changed to the 'Nepal Health Demonstration Project') effectively started, with the establishment of partnership with ICIMOD⁵¹, WHO⁵² and the Nepal Bureau of Standards and Metrology and of an Advisory Committee, hiring of a Local coordinator, and market and consumer related studies implemented. Nepal is not a Focus Country, but the GACC website indicates that the activities in Nepal are ongoing. It can thus be confirmed that the Alliance delivered according to plan; but it is too early to measure the actual effect of this work that started less than 3 years ago. In the dialogue leading up the Agreement activities it was indicated that similar activities might be expanded to include e.g. Rwanda and Ethiopia. This is not reported upon to date; and the Review team is not aware of studies or activities beyond the initial 2012 Market Assessments in these countries. In addition to the above, which was pre-defined in the dialogue and Decision document, the Interim Report also refers to other activities the Alliance focused on in 2016-2017, including South-South cooperation and emphasis on development of NDCs, enterprise development through e.g. Spark + and CSG in four countries, work toward potential investors in the sector, and focus on reporting advances in the sector through the Annual Report 2017. Finally the 2017 Clean Cooking Forum in India that the Alliance hosted further contributed to convening the sector at a international level. According to the Interim Report, the Forum showed clear signs that the sector had matured significantly from the launch of the Alliance and compared to the 2015 Forum.
Overall remarks	As shown above, the core funding is highly appreciated and ensures that the Alliance will be able to follow its own strategic priorities and work plans. This is a more flexible approach than several other bilateral and multilateral donors, and decreases the risk that the need for financial contributions dictates the Alliance to deviate, with lessened focus and impact as possible result. Meanwhile, core type support naturally reduces the amount of control with regard to both activities and operational and financial matters. With reference to our assessment below it is our view that the Alliance has proven a sound and responsible organization, and that overall monitoring of operational and financial procedures combined with overall assessment of advances in the sector and the Alliance's value added is sufficient control mechanism to justify continued core funding and reduced reporting requirements.

⁵¹ International Centre for Integrated Mountain Development
⁵² World Health Organization

ANNEX II. INTERVIEW AND FIELD MISSION AGENDA

A. PRE-AND POST-MISSION INTERVIEW SCHEDULE

Dates	
14 August 2018: 9:30 AM – 10:00 AM EST 3:30 PM – 4:00 PM Oslo	GACC Dymphna van der Lans (CEO), Kip Patrick (Senior Director, Global Partnerships & Communications) • Overview of Alliance • Alliance strategy • Norad core support to the Alliance
16 August 2018: 8:00 AM – 9:00 AM EST 2:00 PM – 3:00 PM Oslo	GACC Donee Alexander (Senior Director, Evidence & Impacts) • Child survival health research
24 August 2018: 9:00 AM – 10:00 AM EST 3:00 PM – 4:00 PM Oslo	GACC Peter George (Director, Investment) • Enterprise development through capacity building programs including Spark Fund, Pilot Innovation Fund, GSBI Boost Program, Catalytic Small Grants Program in Kenya and Uganda • Capacity Building Facility
28 August 2018: 9:00 AM – 10:00 AM EST 3:00 PM – 4:00 PM Oslo	GACC Krista Riddley (Senior Director, Gender & Humanitarian), Kathleen Callaghy (Senior Associate, Humanitarian) Proposed Topics: • Humanitarian Clean Cooking Fund (ongoing work) • Safe Access to Fuel and Energy (SAFE) working group and workshops
18 September 2018: 9:30 AM – 10:30 AM EST 3:30 PM – 4:30 PM Oslo	GACC Dymphna van der Lans, Kip Patrick • Follow-up and deeper dive conversation
21 September 14:00 – 15.00 Oslo	EnDev/ RVO Marcel Raats • EnDev/GACC cooperation

21 September 2018 9:00 AM – 10:00 AM EST 3:00 PM – 4:00 PM Oslo 6:45 PM – 7:45 PM Kathmandu	GACC GACC Donee Alexander (Senior Director, Evidence & Impact), Julie Ipe (Director, Demand & Behavior Change), Karuna Bajracharya (Market Manager, Nepal), Neeraja Penumetcha (Program Manager, Technology, Impacts, and Analytics) Nepal program (ongoing work)
24 September 12:00 – 13:00 Oslo	DFID Robert MacIver DFID support and experience
24 september 18 14:00 Oslo	Norad Mari Martinsen and Ørnulf Strøm Early experiences and Norwegian relevance
25 September TBD	UD Hans Olav Ibrekk Norwegian relevance and international experience
28 September 2018 1:30 PM – 2:15 PM EST 8:30 pm – 9:15 PM Oslo	GACC Radha Muthiah, former Alliance CEO; Dymphna van der Lans, Kip Patrick Alliance history with Norad

B. Nairobi, KENYA

Date	Time	Organisation / Person
3rd September	9am-10am	GACC Daniel & Patricia Briefing
	11am -12pm	Burn Manufacturing Peter Scott -CEO & Founder
	2pm – 3pm	CCAK Anne Songole -Coordinator
	3.15am -4.15am	KIRDI Prof. Gatebe -Chief Research Scientist
	9am -10am	GIZ

4th September		Anna Ingwe – GIZ/ Endev Program Manager
	10.30am to 11.30am	Ministry of Energy Dan Kithinji -Director Bioenergy John Maina- Senior Assistant Director
	12pm to 1pm	Ministry of Health Dr. Mwitari – Deputy Director of Public Health
5th September	9am to 10am	Ecozoom Oli Raison – CEO
	11.30am to 12.30pm	Bright-green Renewable Energy Lisan Chebet _Founder
	2.30pm to 3.30pm	Norwegian Embassy Mr. Einar Telnes
6th September	9am to 10am	Koko network Greg Murray -CEO & Founder Ed Agnew
	11.30am to 12.30pm	Livelihood Claire Baker -Director of Development
	2pm to 3pm	Practical Action (also co-chair of ImC) Jechoniah Kitala – Energy & PAC Manager
	4pm to 4.30pm	GACC Daniel & Patricia

C. Accra, GHANA

Date	Time	Organisation / Person
10th September	9 am	GACC Kwesi Sarpong Susie Mensah
	10 am	Energy Commision Kofi Agyarko - Director for REEECC Paula Edze - Snr. Program Officer/SEforALL National Coordinator Energy Commission

		Julius Nyarko - Principal Programme Officer
	2 pm -3 pm	SNV Duiker Harm - Country Director Alex K. Donyinah - Senior Energy Advisor Philippe Baudez - Energy Focal Point
	3:30 pm - 4:30 pm	GHACCO Lukumanu Aminu - CEO Raymond Kussorgbor - Programme Coordinator Ersamus Osei Essah - GHACCO Member Sara Naa Agbey - GHACCO Chair Lovans Tekyei Owusu - Executive Board Member Dawson Jack - Reg. Coordinator Gr. Accra Kenneth Amoateng - GHACCO Member
11th September	8:30 am – 10 am	Cook Clean Nicholas S-A. Manu CEO & Founder
	10:30 am -11:30 am	INSPOCCE schools Samuel Narh Kodji - Municipal Director of Education, Ga West Municipal Education Office, Amasaman Frank Fabian Aidoo - Panel Member for Drafting of INSPOCCE Teachers Students Manual. Liaison officer for INSPOCCE for Ga West MEO (A) First Community : Sarpeiman M/A 1 Basic School (Head Teacher, Facilitator/Teachers, School Peer Educators) (B) Second Community: Ga Odumase/Amanfro M/A Basic School (Head Teacher, Facilitator/Teacher/ Supervisor for Community Based Peer Educators Home Economics Teacher/ Facilitator, Patron for School Peer Educators Club)
	1:30 pm – 2:30 pm	CSIR-IIR Dr. Willian Owusu Oduro - CEO Gloria Asante - Snr. Research Scientist Kofi Ampomah - Research Scientist Christiana Aggrey - Technical Officer

	3:30 pm – 4:30 pm	Ghana Cylinder Frances Awurabena Asiam CEO Sandra- Secretary William Lumor - Technical Operator
12th September	10 am	National Petroleum Agency /MoE Alpha A. Welbeck Joseph Wilson Research Manager Tijani Research Officer
	12 noon	World Education
	2 pm	NORAD/Norwegian Embassy Meeting Øyvind Johansen Minister Counsellor
	3:15 pm	Courtesy Call on Second Lady H. E.Samira Bawumia – Second Lady of the Republic of Ghana Emmanuel Tsum Asiamah - Senior Aide/ Project Coordinator Kwame Ofri-Danso - Special Aide

A. Dar Es Salaam, TANZANIA

Date	Time	Organisation / Person
14th September	9 am	KOPAGAS Tausy - customer relationship manager

ANNEX III. LITTERATURE LIST

No.	Received document file name	Document topic/content	Doc dato
KEY DOCUMENTS			
1.	1000933-12 Undertegnet kontrakt Norad og UNF 983666_1_1.pdf	Contract one-year start-up phase June 2011-June 2012, NOK 3.000.000	2011-06-22
2.	1000933-28 Final Report GACC 2012 1075316_1_1.pdf	Rapport til Norge vs \$500,000 unrestricted grant support	2012-11-06
3.	1000933-22 Final Report to Norway for the Global Alliance for Clean Cookstoves 1069410_1_1.pdf	Rapport til Norge vs \$500,000 unrestricted grant support	2012-11-08
4.	1000933-36 AVSLUTNINGSDOKUMENT GACC 1130791_1_1.pdf	QZA-10/0979 Avslutningsdokument	2013-05-03
5.	1401450-2 RE_Proposal 1333857_1_1.pdf	Email with attachments: Project description and application form <i>Market-Based Approaches to Clean Cooking</i> USD 2 mill	2014-11-07
6.	1401450-6 Decision document FINAL - GACC 09.12.14 1338145_3_1.pdf	QZA-0183 QZA-14/0567 NOK 7,5 mill	2014-12-10
7.	1401450-10 RE_Signed Grant Agreement - Norwegian support to Global Alliance for Clean Cooksto 1340465_1_1.pdf	QZA-14-0567 Grant letter NOK 7,5 mill (USD 1 mill)	2014-12-11
8.	Alliance-Norad signed proposal 4 2 15.pdf	QZA-15/0567 Søknad	2015-03-31
9.	QZA-14/0567 Alliance Proposal for Second Tranche of Summit Commitment.msg.pdf	QZA-14/0567 Søknad m cover email	2015-04-02
10.	1401450-30 RE_Final reports for Global Alliance for Clean Cookstoves -- QZA-0183 QZA-14_0567 1404888_1_1.pdf	Report to Norad 2014 activities	2015-06-16
11.	1401450-34 Decission Document, Second Tranch of summit committment 1407563_5_1.pdf	QZA-0183 QZA-15/0302 beslutningsdokument. Ikke datert/signert	2015-09
12.	1401450-40 Kopi av signert avtale, 09.10.2015 1444221_1_1.pdf	QZA-0183 QZA-15/0302 Grant letter	2015-09-21
13.	1601071-3 Report of the first 5 years 1585312_1_1.pdf	FIVE YEARS OF IMPACT 2010 – 2015 – GACC report	2016
14.	1401450-54 Final Report and Financials for Alliance Grant 1525273_1_1.pdf	QZA-15/0302 narrative report and financials incl. cover email	2016-05-20
15.	1401450-58 Avslutningsdokument 1575020_1_1.pdf	QZA-0183 QZA-15/0302 Avslutningsdokument	2016-11-01
16.	1601071-11 Avtale undertegnet 1602566_1_1.pdf	QZA-16/0357 Grant agreement NOK 31 million	2016-12-08
17.	3 - Compiled AOP 2017 Feb 24 Final.pdf	Annual Operational Plan Alliance	2017
18.	Funding request for 2017 Core Support.pdf	Funding request for 2017 Core Support – additional NOK 3 mill for QZA 16/0357	2017-08-23

19.	Norad Request for Funds_14m_Signed.pdf ▼	Request for second disbursement QZA-16-0357 Aug 2017	2017-08-28
OTHER DOCUMENTS RECEIVED FROM NORAD			
1.	Alliance Proposal detailed budget 3 31 15.xlsx	QZA-14/0567 Budsjett	2015-03-311
2.	1000933-1 Global Alliance for Clean Cookstoves - one pager final 927030_1_1.pdf	UNF's GACC presentation	2010
3.	1000933-1 Global_Alliance_Outcomes_Paper 927031_1_1.pdf	UNF/Shell Establishing the Alliance	2010
4.	Alliance ISO Standards Process.pdf	GACC work process with ISO standards	2013?
5.	Exec Summary Gender Report.pdf	Scaling Adoption of Clean Cooking Solutions through Women's Empowerment: A Resource Guide	2013?
6.	Investment Strategy.pdf	Strategy document related to market-based approach; includes a list of grantees for enterprise development	2013?
7.	Pilot Innovation Fund_Final.pdf	Fund description and description of some grantees	2013?
8.	Spark Grant Facility_Final.pdf	Facility description and description of some grantees	2013?
9.	1401450-56 Final Minutes December 1st 2015 1575006_1_1.pdf	QZA-0183 QZA-14/0567 Minutes from Final Meeting (ref. 40.)	2015
10.	Financial Update for Board.pdf	Overview of donors and contributions – agreed and pending	2016?
11.	Global Alliance for Clean Cookstoves AOP 2016 for Norad.pdf	2016 ALLIANCE ANNUAL OPERATING PLAN (AOP)	2016?
12.	2017 Budget.pdf ▼	Alliance 2017 Summary forecast total USD 11 mill	2017 no date
13.	1601071-3 GACC Partnership assessment 1585307_3_1.pdf ▼	Norad Organizational assessment of GACC	2018?
14.	1601071-11 Part II General Conditions 1602567_1_1.pdf	Part II til QZA-16/0357 Grant agreement	2016-12-08-1
15.	1601071-11 Part III Procurement 1602568_1_1.pdf	Part III til QZA-16/0357 Grant agreement	2016-12-08-2
16.	1000933-3 QZA-0183 QZA-10_0979 Norads anbefaling 928311_5_1.pdf	Anbefaling om støtte 2010	2010-06-17
17.	1000933-4 Notat m-påtegning av statssekretær Ingri 940766_1_1.pdf	Tilråding om støtte NOK 3 mill	2010-08-25
18.	1000933-8 Log Frame Analysis for Global Alliance for Clean Cookstoves draft final 2 978300_2_1.pdf	Log frame 2011	2011-04-05
19.	1000933-8 19.05.11 - Beslutningsdokument UNF 977889_11_1.pdf	Beslutning om støtte på 3 mill til etableringsfasen QZA-0183, QZA-0979	2011-06-18
20.	1000933-18 UNF_IgnitingChangeReport_4.2MB 1023354_1_1.pdf ▼	A Strategy for Universal Adoption of Clean Cookstoves and Fuels – Strategidokument Describing the way forward for the Alliance	2011-11

21.	1000933-18 Draft Business Plan Preread European Partner meeting January 24 1023355_1_1.pdf ▼	Alliance Draft Strategic Business Plan 2012 2020 Output of support early years	2012-01?
22.	1000933-18 Notat - rapportering Feb. 2012 1023357_2_1.pdf ▼	Endring i rapporteringskrav 2012	2012-02-12
23.	1000933-26 Godkjenning av final report 1075312_1_1.pdf ▼	Godkjenning. Alle midler benyttet (før alt er utbetalt)	2012-11-28
24.	1000933-33 Norway Concept Note - February 2013 Final 1102669_1_1.pdf	Request for \$500 000 project funding Kenya <i>Rejected?</i>	2013-02
25.	Gender Strategy updated March 2013 - external.pdf	Gender and Empowerment Strategy	2013-03
26.	ISO-TC285_N0001_Announcement_of_ISO_TC_285.pdf	Announcement on the Establishment of ISO TC 285, Clean cookstoves and clean cooking solutions	2013-07-03
27.	N2 - Announcement and Draft Agenda for the 4-8 November 2013 TC 285 Meeting.pdf	ISO TC 285 meeting announcement	2013-07-03
28.	Kenya invite.pdf	Invitation to learning trip to Kenya October 28 - November 1, 2013	2013-09-16
29.	thank you.pdf	Summing up meeting	2013-09-17
30.	KC UNF letter.pdf	Explanation of relationship GACC-UNF	2013-11-17
31.	Request for Core Support - Global Alliance for Clean Cookstoves.pdf	Request for 34 000 000 core funding 2016-2018 (cover email)	2013-11-23
32.	1401450-3 Norad's Assessment and feedback on initial proposal from Global Alliance for Clean C 1333879_5_1.pdf	Feedback on draft request for USD 2 mill. dated 2014-11-07	2014-12-03
33.	1401450-13 Mandat - Norads innspill i møter med GACC - februar 2015 1354026_3_1.pdf	Mandat møte Februar 2015: 1. Avslutning - Avtale QZA-0183 QZA-12/0758; 2. Status – ny avtale QZA-0183 QZA-14/0567	2015-01-30
34.	1401450-14 QZA-0183 QZA-14_0567 Møtereferat for statusmøte ny avtale mellom GACC og Norad 1356902_3_1.pdf	QZA-0183 QZA-14/0567 Minutes status-meeting for the new agreement between GACC and Norad, and closure of previous agreement (QZA-12/0758)	2015-02-11
35.	1401450-22 RE_ Norway budget modification request 1373974_1_1.pdf	Email re re-allocation request (\$55,236)	2015-03-25
36.	CBF for Norway.doc.pdf	Pkt 3,4 og 5 i søknadsskjema	2015-03-31
37.	CSGF for Norway.doc.pdf	Pkt 3,4, 5 og 6 i søknadsskjema	2015-03-31
38.	1401450-45 Mandat Avsluttende møte for avtale 1401450_30.11.2015 1468131_1_1.pdf	QZA-0183 QZA-14/0567: Mandat – Avsluttende møte 01.12.2015 med Global Alliance for Clean Cookstoves	2015-08-10
39.	1401450-5 Revised attachments! 1333900_1_1.pdf	Reviderte vedlegg til proposal (5)	2015-11-14
40.	1401450-53 RE_ Follow up items from Norad meeting 1499096_1_1.pdf	QZA-0183 QZA-14/0567 Minutes from Final Meeting after Norad comments	2015-12-01

41.	1401450-46 Follow up items from Norad meeting 1476673_1_1.pdf	QZA-0183 QZA-14//0567: Oppfølgingspunkter – Avsluttende møte 01.12.2015. Included in 40. also	2015-12-05
42.	1401450-47 Request for non-cost extension GACC 18.12.2015 1477713_1_1.pdf	No-cost extension until 01MAR2016 and reallocation 26.000USD Kenya->Uganda	2015-12-18
43.	1401450-48 Beslutningsdokument for Addendum 1 til QZA-0183 QZA-15-0302 1477944_1_1.pdf	QZA-0183 QZA-15/0302 Beslutningsdokument for Addendum no. 1 Non-cost extension	2015-12-22
44.	1401450-52 RE_ Addendum 1 to agreement QZA-0183 QZA-15_0302 between Norad and UNF 1485231_1_1.pdf	QZA-0183 QZA-15/0302 Addendum no. 1 Non-cost extension	2015-12-22
45.	1401450-55 Mandat til årlig møte 17.06.2016 1574943_1_1.pdf	QZA-0183 QZA-15/0302 Mandat – Avsluttende møte	2016-06-16
46.	1601071-2 Summary of Donor Meeting final 1579012_1_1.pdf	Dialogue with Bilateral and Multilateral Donors October 26, 2016	2016-10-26
47.	1601071-1 Mandat for dialog 1578875_3_1.pdf	Mandat for dialog om støtte for aktiviteter innenfor GACC strategiske plan over en 2 års periode.	2016-11-08
48.	Alliance request for core support.pdf	Request for 34 000 000 core funding 2016-2018	2016-11-10
49.	1601071-5 Decision Document – 07.12.16	QZA-16/0357 Decision document	2016-12-07
50.	1601071-18 BD Additional grant NOK 3 mill. sept 1692747_3_1.pdf	QZA-16/0357 Beslutningsdokument Additional grant 3 mill NOK	2017-10-12
51.	1601071-22 Signed version of the GACC - NORAD Addendum 11.14 1727048_1_1.pdf	QZA-16/0357 Addendum 3 million NOK	2017-10-12
52.	1601071-23 Mandate for formal meeting GACC nov 1734951_2_1.pdf	QZA-16/0375 Mandat for møte 30NOV2017	2017-11-29
53.	1601071-24 Meeting Minutes from November 30, 2017 Meeting between Norad and the Global Alliance 1740835_1_1.pdf	QZA-16/0375 Referat møte 30NOV2017	2017-12-06
54.	2017-12-18 1331 - Draft interim report for Global Alliance for Clean Cookstoves		2017-12-18
55.	1601071-3 DFID 2016 1585317_1_1.pdf	DFID Annual Review - Summary Sheet	2018-02
OTHER DOCUMENTATION REVIEWED (Not exhaustive)			
56.	Cookstoves Future Summit Post-Summit report	Cookstovesfuturesummit.org	
57.	Article: “Can-these-stovers-finally-crack-the-clean-cooking-problem”	Devex.com	
58.	Article: “Global Alliance for Clean Cookstoves and EnDev intensify cooperation to boost transformation of the clean cooking sector”	EnDev	
59.	Delivering on the SDGs through Clean Cooking	Global Alliance for Clean Cookstoves	
60.	Article “Undercooked: An Expensive Push to Save Lives and Protect the Planet Falls Short”	Propublica.org	

61.	Article: <i>"Cookstoves push to protect the planet falls short"</i>	Propublica.org	
62.	Business/Entrepreneurs' websites	Various sources https://global.bioliteenergy.com/ https://www.burrobrand.biz/kitchen/	
63.	Global Alliance for Clean Cookstoves website	www.cleancookstoves.org	
64.	Safe Access to Fuel and Energy (SAFE) website	www.safefuelandenergy.org	
	NATIONWIDE MAPPING OF STAKEHOLDERS IN THE CLEAN COOK STOVE VALUE CHAIN IN GHANA	UNDP, SNV, GHACCO, EC	
	GACC 10-year Strategic Plan, 2012	Global Alliance for Clean Cookstoves	2012
65.	Kenya Market Assessment (2012)	Global Alliance for Clean Cookstoves	2012
66.	Ghana Market Assessment (2012)	Global Alliance for Clean Cookstoves	2012
67.	UN Foundation Partner Assessment Report	Deloitte; July 2013	2013
68.	Kenya Country Action Plan (2013)	Global Alliance for Clean Cookstoves	2013
69.	Ghana Country Action Plan (2013)	Global Alliance for Clean Cookstoves	2013
70.	Results report 2012	Global Alliance for Clean Cookstoves	2013
71.	WHO guidelines for indoor air quality: household fuel combustion	WHO	2014
72.	Article: <i>"Do smoke-free stoves really save lives?"</i>	BBC	2015
73.	Results report 2014	Global Alliance for Clean Cookstoves	2015
74.	Article: <i>"These cheap clean stoves were supposed to save millions of lives – What happened?"</i>	Washington Post, 29 October 2015	2015
75.	Market Enabling Roadmap	Global Alliance for Clean Cookstoves	2015
76.	Annual review GACC	DFID, 2016	2016
77.	Annual Operational Plan 2016	Global Alliance for Clean Cookstoves	2016
78.	Article <i>"If 'clean' cookstoves are the answer, what's the question?"</i>	nonprofitchronicles.com	2016
79.	OECD Development Co-operation Report 2016: The Sustainable Development Goals as Business	OECD	2016
80.	ODI Insights: Aligning objectives – International climate commitments and national energy strategies	Overseas Development Institute	2016
81.	SDG monitoring report on energy, 2017		2017
82.	Charity navigator (charity evaluator rating of UNF)	Charitynavigator.org	2017
83.	Annual Operational Plan 2017	Global Alliance for Clean Cookstoves	2017
84.	Results report 2017	Global Alliance for Clean Cookstoves	2017
85.	2017 World Energy Outlook Special Report	International Energy Agency	2017

86.	Article: <i>“Three Billion People Cook Over Open Fires — With Deadly Consequences”</i>	National Geographic	2017
87.	Article: <i>“Putting-clean-cooking-on-the-front-burner”</i>	World Bank	2017
88.	“Financing Growth in the Clean Cookstoves and Fuels Market: An Analysis and Recommendations”	Accenture	2018
89.	CCAK Business Plan 2018-2020	Clean Cookstoves Association of Kenya	2018
90.	CCAK 5-year Strategic Plan 2018-2022	Clean Cookstoves Association of Kenya	2018
91.	Annual Operational Plan 2018	Global Alliance for Clean Cookstoves	2018
92.	Prop. 1 S (2017–2018) for budsjettåret 2018 — Utgiftskapitler: 100–172 Inntektskapitler: 3100	Regjeringen.no	2018
93.	Strategic Evaluative Review of the Energising Development Partnership Programme	Swiss Resource Centre and Consultancies for Development	2018

ANNEX IV. TERMS OF REFERENCE

Terms of Reference Review of the Norwegian support to Global Alliance for Clean Cookstoves 2010-2017

I. Background

The Global Alliance for Clean Cookstoves (Alliance) was launched in 2010 as a public-private partnership hosted by the UN Foundation, with a mission to *'save lives, improve livelihoods, empower women, and protect the environment by creating a thriving global market for clean and efficient household cooking solutions'*ⁱ. The Alliance has an ambitious 10-year goal to foster the adoption of clean cookstoves and fuels in 100 million households by 2020.

Traditional open fires and inefficient cookstoves using solid fuels cause a range of harmful impacts that impede economic and social development and lead to significant loss of life in the developing world. Clean cookstoves and fuels have the potential to reduce deaths from smoke-related illnesses, mitigate climate change, and lower air pollution. They can provide new sources of livelihoods for women while reducing the risk and drudgery of fuel collection, and can lower household expenditures on cooking fuel.

Together with a wide range of partners, the Alliance is working to address the market barriers that impede the production, deployment, and use of clean and efficient cookstoves and fuels in developing countries. The Alliance's partner base has grown significantly since the launch, now including 1800ⁱⁱ partners representing national – and international partners, UN agencies, non-governmental organizations (NGOs), investors, foundations, academic institutions, entrepreneurs, trade associations, women cooperatives etc.

To allow for maximum impact in the field, the Alliance has prioritized eight countries for deeper in-country engagement – **Bangladesh, China, Ghana, Guatemala, India, Kenya, Nigeria, and Uganda**. These focus countries serve as a learning lab for best practices and toolkits shared with other implementing partner countries. In these countries, the Alliance works with - and through national alliances, established with support from the Alliance. Regional cookstove alliances also help further the cause, and expand national – and regional markets for clean cookstoves and fuels, and disseminating information on clean cooking solutions. The national alliances also convene in-country partners and other sector stakeholders and advocate for national and regional policies to further enable clean cookstove and fuel markets worldwide. Since 2017, the Alliance has begun to expand its focus countries to include Nepal and Haiti, and more in-depth engagement will continue in these countries in the coming years as the programs are established, grown, and scaled-up.

Through the Alliance and its partners' efforts, an estimated 116 million stoves and fuels have been distributed since 2010, including 80.9 million clean and/or efficient stoves.

II. Norwegian support to GACC from 2010 – 2017

Norway has cooperated with the Alliance since 2010, through four separate agreements, totalling NOK 57.3 million. The Norwegian engagement within the cookstove – and fuel sectors has a long history, however

previously mainly through bilateral efforts. Due to varying results reported from previous programs and initiatives it was deemed necessary to rethink how to best work with the cooking and cookstove sector, within the overall energy access agenda. The Alliance was considered a relevant partner to raise the issue of cooking on the global development agenda.

The increased momentum in the sector created by the Alliance after its launch, and its emerging partner base, helped increase the understanding of the complexity of the sector, and not least the potential benefits of tackling the issue in a more holistic manner. This led the Norwegian government to commit to increased engagement by then Minister of Foreign Affairs during the Cookstove Future Summit in 2014. A strategic document for continued Norwegian support to the cookstove - and fuel sector was drafted (2014-2017). The Alliance was one of the partners identified in the strategy for continued funding to ensure the increased Norwegian commitments would be met.

The current agreement is structured as core support, while the preceding agreements have all been more specific and thematic based:

- **QZA-10/0979 - The Global Alliance for Clean Cookstoves:**
General support to the launch and support to the first phase of the Alliance's work. Activities under this Agreement existed of carrying out market analysis of efficient and clean cookstoves, stakeholder outreach programmes, program design in the 8 priority countries and development of the Alliance's strategy report; *"Igniting Change – a Strategy for Universal Adoption of Clean Cookstoves and Fuels"*.
Original agreement totalling NOK 3 mill., with an additional grant of NOK 4.3 mill. approved in 2013.
- **QZA-14/0567 and QZA-15/0302 - The Global Alliance for Clean Cookstoves:**
Support to the project: *'A market based approach to clean cooking'*. Activities included support to the Cookstove Future Summit 2014, preparing the key components for Phase II implementation (2015-2017), strengthening enterprises and entrepreneurs, and assist these entities to scale their operations in the Alliance's focus countries, integrate gender in cooking value chain, and support the SAFE network (capacity building in cooking/fuels in humanitarian settings).
Agreement total NOK 16 million.
- **QZA-16/0357 - The Global Alliance for Clean Cookstoves Core support:**
Core support to the Alliance to enable them to carry out activities set out in their three-phased strategy for universal adoption of clean cookstoves and fuels. The Norwegian funds to be allocated within the following three focus areas: Humanitarian - provision of clean, efficient cooking facilities in refugee settings, urban clean cooking in Nepalese cities and finally support to enterprises to allow for scaling their business models; cookstove production to drive supply.
Original agreement totalling NOK 31 million, with an additional grant of NOK 3 million. Activities under this agreement still under implementation.

Norad is considering continued support to the Alliance, however as the total Norwegian funding has reached a certain threshold it is deemed pertinent to carry out a review before entering into dialogue on future support. The purpose of the review is presented in detail immediately below:

III. Purpose of the review

The main purpose of the review is to get an external assessment of the Alliance's performance in administration of the Norwegian funding over the last 7 years. Furthermore, the review will assess results

achieved, and whether or not the Alliance has reached the immediate goals set for the Norwegian funding to the Alliance. The development effectiveness of the Norwegian support to the Alliance will be evaluated - and rated based on the OECD-DAC criteriaⁱⁱⁱ. The review will also provide evidence based information of results and present lessons learnt.

The review serves to:

- review progress against the objectives and targets set out in the cooperation agreements, to assess what the results are to date of the activities funded by Norway;
- assess the strengths and weaknesses of the Alliance in meeting its objectives and targets (effectiveness and efficiency), to identify the perceived bottlenecks and shortcomings, the necessary remedial actions, to compile the lessons learnt and make recommendations based on these;
- assess what is the added value of the Alliance for Norway as a development partner, and for international initiatives in support of the Agenda 2030 and the Paris Agreement as well as partner countries;
- assess to what extent the Alliance has been able to inspire, influence and inform transformational change in partner countries, and in the global energy access agenda;
- contribute to reporting and accountability for the development partner;
- promote learning;
- and provide a basis for future dialogue and planning of follow-up measures.

IV. Scope of the review

The global development landscape in which the Alliance is operating has changed significantly since the launch in 2010. Agenda 2030 was adopted in 2015, with 17 Sustainable Development Goals (SDGs) aiming to end poverty, protect the planet, and ensure prosperity for all as part of a new sustainable development agenda. SDG 7 is specifically addressing universal energy access, energy efficiency and renewable energies.

In addition, the Paris Climate Accord (Paris Agreement) was also agreed on in 2015, acknowledging the importance of upscaling and distributing renewable energy, as well as the need for universal access to energy through renewable energy solutions. Both the Agenda 2030 and the Paris Agreement provide the strategic direction and are the central pillars of international development cooperation for the coming years.

The Alliance has already reacted to the changes in the global development landscape, by emphasizing more climate related aspects of their work, and being a continuous active voice in the global discourse on the SDGs and the Paris Accord.

It is important to identify the specific strengths of the Alliance in this new global landscape, compared to other initiatives. The review shall also contribute to fine-tuning the dialogue on future support, and to serve as a base for future decision making by Norad.

Some of the main questions that shall be answered by the review are, but not necessarily be limited to:

- To what extent does the Alliance contribute to the overall objectives of the Agenda 2030 and the Paris Climate Agreement?
- What is the specific additional value of the Alliance for international initiatives in support of SDG7?
- To what extent has the Alliance been able to contribute to transformational changes in partner countries and to national strategies of the partner?

- To what extent are the Alliance's activities having, or likely to have, a national impact, contributing also to poverty alleviation? To what extent are the outcomes sustainable?
- To what extent are local capacities/partners/local government/local NGOs etc. built up and strengthened, and contribute to achieve results?
- To what extent can the programme react to changes in the framework conditions of the partner countries and for the relevant implementing partners?
- To what extent is the programme coordinated and complementary with other programmes of other development partners?
- What are the strengths and weaknesses of the programme from the perspective of the development partners, the partners and the review team? Are there any bottlenecks and shortcomings requiring actions?
- To what extent does the programme contribute to more gender balance within the cookstove – and fuels sector at the local and national level both within stakeholders such as, for example, government agencies as well as in small and medium-sized enterprises?
- What is the overall effectiveness and efficiency of the programme in achieving its objectives and results?
- Are the set-up, the implementation and management structure of the programme adequately adapted to the new global development landscape? What are the strong and weak points of the overall set up, and what could be improved?
- Are the overall reporting and monitoring systems of GACC appropriate to assess progress and to steer decisions; are there any incipient problems? Are the methodologies for counting and calculating the quantitative outcomes adequate and sufficient?
- What are the main lessons learnt of the programme?
- Assess whether the Alliance's indirect and other administrative costs seem reasonable
- Assess UN Foundations system to assure that Norwegian funds are spent on agreed activities.

The review shall cover the total period of Norwegian support, from 2010, until end 2017.

V. Implementation

i. Methodology

The review will be a combined desk study, including a thematic case study, and a field visit to two of the Alliance's 8^{iv} priority countries (listed above) to be decided in dialogue with Norad.

The team is expected to have extensive meetings/interviews with relevant stakeholders (a list of suggested partners to be interviewed included as annex to this ToR) in the clean cookstove – and fuels field, and consult with a variety of partners to assess the Alliance's advocacy role, on the global and national level. During the field visit, the team shall meet with relevant government actors, non-governmental actors, private sector, beneficiaries, development partners engaged in the sector and other stakeholders.

Norad and the Alliance will assist the review team with relevant documentation^v to be reviewed for the purpose of the review. Norad might consider joining the team during parts of the field-visit and meetings to be arranged.

The review team shall perform their assessments in accordance with the OECD-DAC criteria.

VI. Timetable for preparation, field visit and finalization of report

The review-assignment will be initiated at the time of **signing the contract**, and be carried out in the second quarter of 2018.

A **start-up meeting** with Norad shall be held as soon as possible after the signing of the contract, where the consultant will present a brief Mission Preparation Note (see details below).

The required level of input is estimated to be a **total of up to seven (7) weeks** (including at least one (1) week field visit) within the above period.

A **final report** shall be shared no later than two weeks after receiving comments to the draft report.

VII. Team and Qualifications

The evaluation team must consist of **2 to 3 consultants including a team leader**, and has to cover a range of experiences and qualifications described below. Some of them are mandatory for all team members, and some of the required expertise and qualifications can be covered by individual team members, in a complementary way. The profile of the team as a whole will be assessed for the assignment.

VIII. Required qualifications:

IX. a) General qualifications (mandatory for all team members):

- At least Master's degree in energy related sciences and studies or a multidisciplinary field relevant to the cookstoves – and fuels sector.
- Minimum of 5 years of relevant experience with development cooperation in the energy and/or environment/climate sector.

X. b) Specific qualifications - Team leader:

- Minimum 10 years of relevant experience for this type of assignment.
- Minimum 5 years of team leader experience.

XI. c) Specific methodical expertise and experience (complementing between all team members):

- Thorough knowledge and relevant experience in reviews or evaluations of development projects/programmes, data gathering and analysis.
- Documented relevant experience with evaluation of complex multi-donor programmes.
- Minimum of 5 years of relevant experience in institutional development, advocacy work, partnerships, and cooperation management in international processes and initiatives (Se4ALL, MDGs, Agenda 2030, Paris Agreement etc.).
- Minimum of 10 years of relevant experience in the application of OECD-DAC criteria for evaluation.
- At least one of the team members must demonstrate relevant and extensive expertise and experience from the cookstoves - and fuels sector.

XII. Budget

The assignment has an upper limit of NOK 650 000 (excl. of VAT).

XIII. Deliverables

The following are the expected outputs of the assignment:

- **A Mission Preparation Note (MPN)** – shall be submitted to Norad prior to the start-up meeting, for discussion and approved during this meeting. The MPN shall include key issues identified, areas of need for clarification in the ToR, a detailed work-plan and proposed detailed table of content for the report.
- The **draft report** shall be submitted latest three (3) weeks after the field visit. Relevant stakeholders will be given one week to provide their comments to the draft report.
- The review team will then have two (2) weeks to review comments received, and revise the draft before submitting a **Final Report**.
The final report shall be in English, and preferably not exceed 40 effective pages, excluding an executive summary and relevant annexes.

ⁱ <http://cleancookstoves.org/about/our-mission/>

ⁱⁱ Partnership is voluntary and free, so any organization working in the cookstove – or fuel sector can join the Alliance as a partner. As an Alliance Partner, one can access funding, capacity building, networking and exchange of experience with other actors engaged in the sector. Partners report yearly on their results in the sector. These results form part of the results shared by GACC as the overall sectors achievements towards the goal of 100 mill. Household adoption goal by 2020.

ⁱⁱⁱ Efficiency, Effectiveness, Impact, Relevance and Sustainability.

^{iv} In the current Agreement between Norway and GACC Nepal has been included as a focus country, and would therefore be eligible for field visit if deemed pertinent.

^v A list of relevant documents will be prepared by Norad prior to the start-up meeting.

ANNEX I:

List of stakeholders/actors to be interviewed (not limited too):

- Representatives of the Norwegian Ministry of Foreign Affairs
- Representatives of Norad
- United Nations Foundation
- Other development partners active in the sector (UK, Netherlands, USA, Germany, Sweden etc.)
- EnDev
- ESMAP/WB
- WHO
- Climate and Clean Air Coalition
- ICIMOD
- Contactpersons of local cooking alliances (where relevant).
- Etc.