# United Nations Development Programme (UNDP)

# Global Environment Facility (GEF)

# Ministry of Industrialisation & Enterprise Development (MoIED), The Government of Kenya

# Development and Implementation of a Standards and Labelling (S&L) Programme in Kenya with Replication in East Africa

**(GEF Project ID: 2775 – UNDP PIMS ID 3513)**

# Terminal Evaluation Report

**July 23, 2015**

# ACKNOWLEDGEMENTS

The Evaluators wish to express their gratitude for the time and effort expended by all project participants and stakeholders during the evaluation process. They provided valuable insights, shared their perspectives, and provided a warm welcome to the project they have shaped over the past several years. In particular, the Evaluators wish to thank the UNDP Country Office, the Project Management Unit, and the Ministry of Industrialisation and Enterprise Development (MoIED). Clear effort was made by the National Project Manager to facilitate the TE visit and plan the meetings efficiently. His cooperation in providing assistance and documents made it possible to collect most of the necessary information, and interview stakeholders, during the one-week mission. It is our hope that this report will be of some small use, not only in evaluating the events of the past but in helping to shape the future of energy efficiency standardisation and labelling in Kenya and other countries in the East African region.

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# ABBREVIATIONS

| | |
|---|---|
| APR | Annual Progress Report |
| CEEC | Centre for Energy Efficiency and Conservation |
| CEO ER | GEF Chief Executive Officer Endorsement Request |
| CDM | Clean Development Mechanism |
| CDR | Combined Delivery Report |
| CFL | Compact Fluorescent Lamp |
| CO | UNDP Country Office |
| EA | Executing Agency |
| EAC | East African Community |
| ERB | Electricity Regulatory Board |
| ERC | Energy Regulatory Commission |
| EE | Energy efficiency |
| EU | European Union |
| GDP | Gross Domestic Product |
| GEF | Global Environment Facility |
| GHG | Greenhouse Gas |
| GoK | Government of Kenya |
| IA | Implementing Agency |
| IEC | International Electrical Commission |
| ISO | International Standards Organisation |
| KAM | Kenya Association of Manufacturers |
| KEBS | Kenya Bureau of Standards |
| KIRDI | Kenya Industrial Research and Development Institute |
| KPLC | Kenya Power and Lighting Company |
| KRA | Kenya Revenue Authority |
| Log-frame | Logical Framework |
| MEPS | Minimum Energy Performance Standards |
| MoEP | Ministry of Energy and Petroleum |
| MoIED | Ministry of Industrialisation & Enterprise Development |
| MTI | Ministry of Trade and Industry |
| MTR | Mid-Term Review |
| NEMA | National Environment Management Authority |
| NGO | Non-governmental Organisation |
| PIR | Project Implementation Report |
| PMU | Project Management Unit |
| ProDoc | UNDP Project Document |
| PS | Principal Secretary |
| PSC | Project Steering Committee |
| RIS | Regulatory Impact Statement |
| RSC | UNDP Regional Service Centre |
| TE | Terminal Evaluation |
| ToR | Terms of Reference |
| TRAC | Target for Resources Allocation from Core |
| UNDP | United Nations Development Programme |
| UNDP-GEF project | UNDP-implemented, GEF-financed project |
| UNFCCC | United Nations Convention on Climate Change |
| USD | United States Dollars |

# EXECUTIVE SUMMARY

## Project description

The UNDP-implemented, GEF-financed project, "Development and Implementation of a Standards and Labelling (S&L) Programme in Kenya with Replication in East Africa", received GEF CEO Endorsement in December 2008 with the goal of sustainably reducing greenhouse gas (GHG) emissions through reducing energy (electricity)-related $CO_2$ emissions in Kenya and the EAC countries by improving the energy efficiency of selected appliances and equipment in residential, commercial and industrial sectors.

The project sought to achieve its objectives by introducing nationally-developed energy standards and labels, and their adoption through compulsory regulations on the sale of specific industrial and residential appliances, as well as voluntary agreements with retailers and dealers on the use of energy efficient appliances for their commercial use, such as display refrigerators.

Through examination of the available documents and interviews with stakeholders, it is clear that the awareness and understanding of energy efficiency standards and labels in Kenya has increased compared with the start of the project, at both the Government and private sector levels. Stakeholders now have an awareness of energy efficiency labelling. There is an energy efficiency label design in place that is considered to be more easily understandable by local consumers than other international labels, such as the EU or Chinese labels, and has been used in the training workshops for stakeholders and market players.

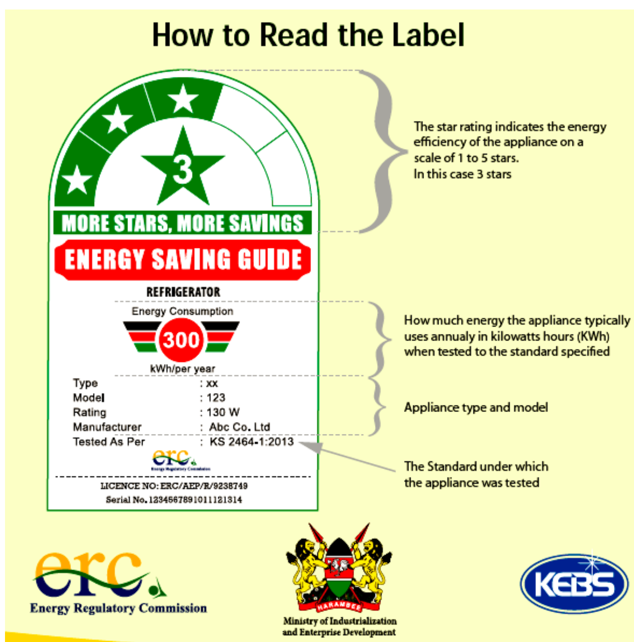

Figure 1: Kenyan energy efficiency label

The project has also encouraged and put in place an enabling environment for work by other development agencies, such as USAID (as noted in an interview with the Team Leader Energy, Environment and Climate Change at UNDP, Nairobi). MEPS regulations have been approved by the Cabinet Secretary, Ministry of Energy and Petroleum (MoEP), for gazettement as of 6th July 2015. However, the implementation of labelling, voluntary agreements and legislation enabling direct energy savings has not happened within the project timeframe. As no actions have been executed at the product level, no attributable energy savings have occurred as a result of the project and therefore no GHG reductions.

**Table A: Project Summary Table**

| Project Title: | Development and Implementation of a Standards and Labeling Programme In Kenya | | | |
|---|---|---|---|---|
| GEF Project ID: | 2775 | | at endorsement (US$) | at completion (US$) |
| UNDP Project ID: | PIMS 3513 | GEF financing: | 2,000,000 | 1,291,684 |
| Country: | Kenya | IA/EA own: | 250,000 | 61,749 |
| Region: | East Africa | Government: | 8,208,332 | 212,153 |
| Focal Area: | Climate Change | Other: | 302,570 | -- |
| FA Objectives, (OP/SP): | To remove barriers to market transformation of energy efficient products and services | Total co-financing: | 8,769,902 | 273,903 |
| Executing Agency: | Ministry of Industrialisation and Enterprise Development | Total Project Cost: | 10,760,902 | 1,565,587 |
| Other Partners involved: | Kenya Association of Manufacturers, Kenya Bureau of Standards | ProDoc Signature (date project began): | | May 2009 |
| | | (Operational) Closing Date: | Proposed: Dec 2013 | Actual: Dec 2014 |

Project expenditures were considerably lower than were budgeted at the design phase.

# Key Findings

As of this terminal review, the MEPS standards have been gazetted, MEPS regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015. Label designs have been adopted. There are no MEPS testing facilities in Kenya or the EAC. Apart from voluntary labels following the EU format, there are no mandatory labels in place on appliances. Voluntary agreements (E3 Accords) have not been signed despite the willingness of energy users, because of a lack of agreement among project stakeholders. The project has not contributed to a reduction in GHG emissions but can be expected to contribute in the future, when the approved regulations are implemented and enforced.

**Table B: Summary of Outcomes and Results**

| Project Strategy (Objectives, outcomes, outputs) | Results as assessed at Terminal Evaluation |
|---|---|
| **PROJECT GOAL:** The goal of the proposed initiative is to reduce Kenya's energy-related $CO_2$ emissions by improving the energy efficiency of selected appliances and equipment in the residential, commercial and industrial sectors. | There have been some steps taken towards mechanisms to improve energy efficiency, most notably the development of Minimum Energy Performance Standards (MEPS) and the proposal of mandatory MEPS regulations. The MEPS have been gazetted and hence exist as standards. Regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015. Thus, no implementation has taken place within the project timeframe, no energy efficiency improvements have resulted, and, consequently, no $CO_2$ reductions have been achieved. Similarly, voluntary agreements have been developed, but no implementation has taken place, and therefore no $CO_2$ reductions have been achieved. An energy efficiency label has been designed reflecting colors of the Kenyan flag, but appliances on the market do not yet bear this label. |

| | |
|---|---|
| **DEVELOPMENT OBJECTIVE** The objective is to remove the barriers that are currently hampering the rapid and widespread uptake of energy efficient motors in the industrial sector; refrigerators in the residential sector; display refrigerators in the commercial sector; air- conditioners in the commercial sector; and lighting in the residential, commercial and industrial sectors. | The lack of compulsory regulations within the project timeframe hindered the progress of the implementation of most of the components of the S&L project – some of them are automatically dependent (i.e. Outcome 6), while others could have been implemented without the need for compulsory regulations but the PSC chose to delay until the regulations were approved (such as Outcome 4). |
| **OUTCOME 1** *Selection and adoption of international test procedures, minimum energy performance standards and label classifications* | Minimum energy performance standards have been adopted and include associated testing procedures. The testing procedures have not, however, been adopted or implemented as there are no labs in Kenya equipped to carry them out and no agreement is in place with labs outside Kenya. The label design has been chosen. Labels have not been adopted and appliances are not yet classified according to the adopted MEPS. |
| **OUTCOME 2** *Development & implementation of a verification & enforcement system* | A verification and enforcement system has not yet been implemented as the MEPS regulations have not been passed within the project timeframe. The regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015, but they leave some ambiguity with respect to enforcement, in particular with respect to testing when no qualified facilities have been designated and with respect to procedures once a non-compliant shipment is seized at import. The regulations stipulate procedures and penalties for non-compliant products. Kenya Revenue Authority (customs), is not in a position to apply such penalties. In accordance with KRA's normal practice, a non-compliant shipment would be seized and destroyed. KRA reports that it is not in a position to enforce the regulations as of the TE.<br><br>Appropriate arrangements have not yet been made for the various agencies (KRA, KEBS) to carry out enforcement of the regulations. |

| | |
|---|---|
| **OUTCOME 3**<br>*Awareness-raising campaign for standards and labels, targeting distributors, retailers and end-users.* | - Workshops and training were carried out by national and international consultants throughout the duration of the project.<br>- The target groups for the awareness campaigns were not accurately specified at the design stage, hence the lack of differentiation between awareness-raising for importers and distributors and that for the general public.<br>- In addition, the PSC agreed at early stages of project implementation to postpone the campaigns directed at consumers, as reported in the MTR (October 2012):<br><br>"*While the PSC agrees with the feelings of the larger stakeholder, the awareness raising was not aggressively undertaken for various reasons. First and most important is that the standards and labels were not yet in place. The PMU and technical team felt that if this was done before the Standards and Labels (at least drafts) were in place, there would be public apathy that would result in negative results when the standards and label are ready and introduced in the market. A technical decision with the approval of the project technical committee was therefore made to have the aggressive awareness raising deferred until the required standards are in place.*"<br><br>As of the Terminal Evaluation, the Standards are in place, regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015, and draft labels have been developed but awareness-raising has been largely limited to importers and retailers. |
| **OUTCOME 4**<br>*Development of voluntary agreements for efficient commercial display refrigerators and hotel air conditioners.* | The draft voluntary agreements were developed, and market actors displayed a willingness to engage in these agreements. However, agreement among project stakeholders could not be reached on the principle of using voluntary agreements. In particular, the legal department of the Energy Regulatory Commission (ERC) was opposed to voluntary agreements on the basis that they would be redundant once the (mandatory) regulations were issued.<br><br>The use of voluntary agreements, as understood from the ProDoc, serves a purpose distinct from the MEPS and regulations. The voluntary agreements are meant to encourage energy efficiency for products used by large dealers and retailers as part of their business (e.g. display refrigerators), while the regulations are for labelling of products to be sold and used by end-users. This point was raised during the TE mission to key stakeholders, most notably ERC, and they readily agreed. In spite of this, no voluntary agreements have been signed. The PMU did not seek alternatives for signature of the voluntary agreements, even though precedents exist. Manufacturers have voluntary agreements with the Centre for Energy Efficiency and Conservation on their use of energy. |
| **OUTCOME 5**<br>*Policy support & policy framework* | Please see Outcome 2 for status of regulations. The purpose of this Outcome is unclear in the ProDoc. The indicator for its completion, that "Centre for Energy Efficiency and Conservation at KAM is successfully operating and continues to receive active Government support" was already in place before the project submission to GEF.<br><br>The second indicator, "Energy efficiency activities taken up in other countries" was not achieved through the project. |
| **OUTCOME 6**<br>*Learning and replication* | While there has been some communication with the member governments of the EAC since the beginning of the project, this outcome depends on the successful implementation of the S&L project in Kenya, which has not yet been achieved. |

## Project ratings

### Table C: Project Ratings

| **Evaluation Ratings:** | | | |
|---|---|---|---|
| **1. Monitoring and Evaluation** | ***rating*** | **2. IA & EA Execution** | ***rating*** |
| M&E design at entry | MU | Implementing Agency Execution (UNDP) | MS |
| M&E Plan Implementation | MU | Executing Agency Execution (MoIED) | MS |
| Overall quality of M&E | MU | Overall quality of Implementation / Execution | MS |
| **3. Assessment of Outcomes** | **rating** | **4. Sustainability** | **rating** |
| Relevance | R | Financial resources: | ML |
| Effectiveness | MS | Socio-political: | ML |
| Efficiency | U | Institutional framework and governance: | ML |
| Overall Project Outcome Rating | MS | Environmental : | L |
| | | Overall likelihood of sustainability: | ML |

## Project Design

The project design suffers from several shortcomings. The most critical of these is an apparent lack of sequential and causal planning of project outcomes and outputs. As an example, the lack of gazetted regulations within the project timeframe, necessary for mandatory adoption of the MEPS, has been cited as a reason for lack of achievement of project outcomes and outputs; however, the adoption of regulations is not explicitly stated as being either an outcome or output in the project log-frame. It is only mentioned implicitly under Output 2.4, “Establishment of a legal enforcement system for follow-up on non-compliance with regulations.” The MTR notes that public awareness-raising was delayed until at least draft of the standards and regulations was available. At TE mission (February 2015), standards are available and draft regulations are available, yet public awareness-raising has still not been carried out for the same reasons cited in the MTR (see Outcome 4, Table B above).

The project design was clearly over-ambitious with respect to spreading implementation to the EAC countries. Within Kenya, dissemination and public awareness-raising have not occurred because regulations have not been passed within the project timeframe. Voluntary agreements have not been signed because consensus on their purpose and the suitable legal framework for their implementation could not be reached, although some of the users of commercial appliances, such as display refrigerators, have indicated a willingness to sign.

## Project M&E Design & Implementation

The project document and logical framework use the same targets and indicators for several outputs, making it difficult to differentiate progress across project outputs. In the case of Outcome 5, “Policy Support and Policy Framework”, the target indicator is the “Centre for Energy Efficiency and Conservation at the Kenya Association of Manufacturers is successfully operating and continues to receive Government support”. However, the CEEC’s existence and operation predate the project. Further, it is unclear how CEEC, as a manufacturers’ association, even if it did not exist prior to the project, can be an indicator of policy. Otherwise, the project follows a standard M&E design.

The project has had a Mid-Term Review and Terminal Evaluation (the present document) as scheduled. It has also produced annual progress reports, though these seemed more procedural than operational tools for monitoring and evaluation of the project. Although the project was not on target to achieve its outcomes, the annual reports do not raise alarms in this respect.

With the coming of the new constitution, GoK introduced a requirement that requires that a 'Regulatory Impact Statement (RIS)' must be undertaken for acceptance of the Draft Regulations. This RIS was undertaken in November 2014. The RIS focused on the future impact of the regulations, in order to satisfy requirements for the introduction of new regulations.

The conclusion at TE is that the monitoring component of the M&E plan was implemented, but there was no evaluation or assessment of the results of the audits and monitoring reports generated. The lack of response to monitoring results led to significant shortcomings in project outcomes, some of which could have been avoided if actions were taken in due time. For these reasons, the M&E implementation and overall M&E are rated as "Moderately Unsatisfactory".

**Project Implementation (IA & EA Execution)**

According to the ProDoc, the MoIED (formerly the Ministry of Trade and Industry) will serve as the overall Executing Agency (EA) for the UNDP-GEF programme, whereas UNDP is considered to be the host country Implementing Agency (IA),

The project has implemented aspects of the awareness-raising campaign, has provided training, has successfully developed MEPS, and has prepared draft regulations, which have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015.. The lack of implemented regulations within the project timeframe has been cited as a main cause of the lack of public awareness campaigns and lack of implementation of a labels scheme (even on a voluntary basis), despite regulations not being explicitly stated as part of the project Outcomes or Outputs at the design phase.

Development of the regulations only began in mid-2013. Given the importance of the regulations to the project, it would have been expected that they either started earlier, or there were means for other aspects of the project to progress while the regulations were in development.

In the MTR report, the MTR consultant provides a summary of the priority issues for the remaining implementation period, as well as recommendations of actions to address them, and the stakeholders responsible to act on the recommendations. The "use of logical framework" is listed as one of eight priority issues as follows:

> *Priority issue: Use of logical framework*
> *Summary: There is evidence that the logical framework is not used to its full capacity as the main tool to implement the programme. In fact, most stakeholders of the programme were not aware of the logical framework.*
> *Recommendations/Priority actions: It is important that all stakeholders of the EESL programme be trained to make better use of the logical framework so that the quality of implementation can be enhanced going forward.*
> *Responsible stockholders: UNDP, PMU*

The situation remains unchanged at Terminal Evaluation. Most stakeholders are unaware of the overall framework, and the specific project goals. This was even more problematic because interviews during TE were in some cases held with representatives who were unaware of the present status of their entities' own involvement in the implementation of the project. One high-level stakeholder insisted that MEPS are enforced, have been enforced since they have been gazetted and that it is not possible today to import into Kenya equipment or appliances which do not conform to the MEPS – none of these statements are true. This stakeholder represents one of the organisations responsible for enforcement. Neither PSC meeting minutes, nor APRs, nor interviews with stakeholders reflect an understanding of the under-performance of the project or its status with respect to its targets, even on the most quantitative issues such as number of trainees from each segment.

The project was approved by GEF in December 2008. The ProDoc was signed by UNDP and the Principal Secretary (PS) of the Ministry of Industrialisation in May 2009. The signature of the PS of the Ministry of Finance followed in August 2009. A project manager was appointed almost one year later, in May 2010. The project did not then actually commence until March 2011. An "S&L Implementation Status & Proposal for Acceleration" report, dated 30 May 2010 (officially released in June 2011) states:

> *The Standards and Labelling Programme which is being executed by the Ministry of Industrialisation is now in its 23rd month since the Project Document/Contract was signed. Before this, the project document had spent 6 months at the Ministry offices awaiting the PS signature. In other words, it has been almost three years since the GEF Secretariat approved the project. This project has experienced worrying delays; to date, the project has not achieved much within the almost two and half years that it has been in existence. This situation is of great concern as we approach GEF 2011 mind-year [sic] Project Implementation Review (PIR); this project faces imminent closure by GEF if drastic measures are not taken to fast-track activities approved under the current annual work plan.*

It is unclear what drastic measures were taken. Procurement was shifted to UNDP to avoid the Government's slow procurement process. Good cooperation between the UNDP and the PMU under the MoIED was evident during the TE. Representatives from the MoIED and other stakeholders reported their satisfaction with UNDP procurement.

The main shortcomings in the execution of the project are: the severe delay at the start (March 2011 start for a project that the GEF approved in December 2008); lack of corrective actions taken to compensate for the delay; lack of alternatives sought to pursue the Voluntary Agreements and to achieve outcomes in the absence of mandatory regulations; lack of awareness and engagement of key stakeholders; almost complete lack of replication or involvement from EAC countries (it is acknowledged that this was perhaps too ambitious, but the ProDoc is quite specific about EAC country engagements going as far as assigning national project coordinators in each country); and lack of utilisation of project finances (in particular, lack of materialisation of project co-finance has meant the project did not make use of all the resources available to try to reach its goals).

That the project was able to develop MEPS, propose regulations, and follow up thoroughly until the regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015 (two years from the date of regulations' development), despite the very late start, is commendable. Had the project started promptly, it may have achieved most of its outcomes.

For the period of actual work, March 2011 – December 2014, and given the effort exerted by the project team to achieve project outcomes beyond the project timeframe (i.e. obtaining approval on regulations post project end-date), the EA execution receives rating of "Moderately Satisfactory", corresponding to moderate shortcomings resulting from lack of clear understanding of the work required to undertake a project of this size and importance, lack of sufficient stakeholders' involvement early enough to achieve the critical milestone of approving the regulations within the project timeframe.

The Implementing Agency (IA) has made efforts to rectify the trajectory of the project, including several visits by the UNDP-GEF Regional Technical Advisor, critical PIR reviews, and, at one point, a letter threatening to terminate the project if steps were not taken. What steps were later taken, remains unclear. With its main role of oversight, supervision, and monitoring and evaluation of the project, the IA has demonstrated significant shortcomings in its implementation role. Annual progress reports that lack substance and do not correspond to the state of the project, even if they do accurately catalogue the activities of the year, should not have been accepted. As the IA is responsible for disbursing funds, it carries particular responsibility with respect to the lack of consistency in financial reporting between project entities, lack of utilisation of project resources, and lack of co-finance.

In light of the efforts reported to have been undertaken by country representatives, and the involvement of regional advisors throughout the duration of the project, IA Execution receives a rating of “Moderately Satisfactory”, corresponding to there being shortcomings in execution resulting from lack of prompt, effective and decisive response to continuously reported warning signs, yet balanced by continuous support to the project and project team (the GoK), making the impact of the shortcomings moderate, and giving higher potential for the success in enforcing the recently approved regulations.

The trials of the EA and the IA to overcome the difficulties faced are acknowledged. Nevertheless, over the period of the entire project, the implementation has been waiting for a milestone which could not be achieved during the project timeframe, leading to unachieved outcomes, and no reductions in $CO_2$ emissions. The assessment of the Overall Execution based on what has been achieved at the time of the TE mission reveals significant to major shortcomings. However, during the TE assignment, the MEPS regulations have been approved (July 2015), and the milestone hindering the progress of many outcomes is now reached, paving the way to the enforcement of the MEPS and utilisation of the developed labels. For this recent achievement, the Overall Execution receive rating of “Moderately Satisfactory”, corresponding to there being considerable shortcomings but a high potential for fast developments on belated achievements in the near future.

**Project Relevance**

The project is highly relevant to Kenya and EAC countries, as effectively argued in the ProDoc. The countries are hungry for energy to fuel their development. Increased efficiency is the most cost-effective means of reducing the gap between the available and desired energy.

**Project Effectiveness**

The project’s effectiveness is rated as “Moderately Satisfactory”. The major outcomes of the project have not been achieved, but the utilization of mandatory Kenyan energy labels on imported appliances can be expected to be achieved in the near future, given that ERC has already started the process of implementing and enforcing the approved regulations (as per the letter to UNDP dated July 7, 2015).

**Project Efficiency**

According to the guidance for conducting TEs, project efficiency is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. Project efficiency is rated as “Unsatisfactory”, where the funds spent has not resulted in $CO_2$ reductions. The outcomes achieved given the allocation of five and a half years and US$ 1.6 million of project funds indicate a low efficiency of utilisation of resources. That significant funds remains unspent indicates that the project did not utilise the resources available to it.

**Overall Project Rating**

The project receives an overall rating of “Moderately Satisfactory”, corresponding to there being “moderate shortcomings in the achievement of the project objectives”. There are MEPS, there are regulations (approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015), and there is awareness among the major stakeholders. But there are no voluntary agreements, no public awareness, and no replication in EAC countries.

Overall, the Government of Kenya (GoK) has energy efficiency and labelling of appliances on its agenda, and took the initiative of being in charge of running the PMU after the project lifetime to sustain its results. Nevertheless, for reasons related to project design and execution, the project has not put in place a functioning standards and labels programme within the project timeframe.

Therefore, as can be assessed at the time of TE, the project did not realise energy savings and there are no corresponding GHG emissions reductions, which is the overall target of the project, but the recent developments (approval of regulations in July 2015) indicate that the project could achieve some of its goals in the near future. Given that ERC has already started the process of implementing and enforcing the approved regulations (according to the letter to UNDP dated July 7, 2015), the project receives an overall rating higher than it would receive if the TE assessment is based on the presently achieved outcomes.

**Project Sustainability**

Project sustainability is rated as “Moderately Likely”, given the passage of the MEPS regulations. The registration of appliances under the regulations and the enforcement of compliance are revenue-generating activities for the various bodies involved and are part of their existing mandates and functions. Therefore, with the passage of the regulations, the project can be expected to continue.

## Key Recommendations

- The modalities of enforcement of the approved regulations must be agreed upon between the various enforcement agencies (Kenya Revenue Authority, Anti-Counterfeit Authority, Kenya Bureau of Standards), with clear steps and roles for each, and actions to be taken as part of enforcement.
- Establishment of a testing facility, or establishment of agreements with interim testing facilities, should be a priority.
- Proceeding immediately with voluntary agreements or declarations in some form as possible, and dissemination of labels and awareness-raising, should be prioritised.

## Lessons Learned

- Effective and detailed project design is imperative to the success of a project. The S&L project lacked a clear roadmap of sequential and causal activities.
- Effectiveness of M&E design and implementation is crucial to maintaining the project on-track, identifying deviations and taking corrective actions
- The Project Steering Committee must “steer” the project to effective outcomes, and must, in turn, be guided by the PMU and IA to have a clear vision of the immediate and ultimate outcomes, outputs and objectives of the project.

- Frequent turnover of PSC members is highly detrimental to project success, and, while it is largely beyond the control of the project, commitment of the various stakeholders to appoint personnel with institutional longevity to the project is an indicator of chances for success and should be sought early in the process.
- Although projects may be under Nationally Implemented/Executed modalities, UNDP must exert considerable oversight and monitoring in order to help achieve project goals. This is perhaps one of greatest 'value-adds' that UNDP can offer developing countries – providing the impetus to government agencies to act in a coordinated manner towards agreed-upon outcomes.
- The process of replication in other countries is difficult and will take almost as much time and effort as the initial task, as the main hurdle is getting individuals and organisations to adopt new behaviour. As such, it is unrealistic to expect that a project can be developed in a single country and replicated in several others within the project timeframe.
- A timeline for project implementation showing the sequence and schedule for activities should be a core part of every project design. Updates on the timeline and percentages of completion of the various tasks should be an element of every major progress report.
- The financial reporting of a project should be coherent. The obstacles leading to inconsistent reporting should be studied and eliminated: i.e. time-spans, currency exchange sources, definition of items to be included, etc., should be unified and used by all reporting parties.
- Multi-stakeholder involvement, both from private and public sectors, enhances the sense of project ownership, and contributes positively to the success of national programmes.

# 1. INTRODUCTION

## 1.1 Purpose of the Evaluation

This report presents the Terminal Evaluation of the UNDP-implemented, GEF-financed project (PIMS 3513), "Development and Implementation of a Standards and Labelling (S&L) Programme in Kenya with Replication in East Africa". The Terminal Evaluation is a requirement for compliance with the project's monitoring and evaluation framework and UNDP/GEF policies and procedures as a full-size UNDP-GEF project. The purposes of the evaluation are to assess the results achieved through the project in relation to the outcomes and outputs set out at inception, and to draw lessons that can both improve the sustainability of benefits from the present project and aid the overall enhancement of UNDP programming. This report presents the findings of a desk review of project documents and an evaluation mission carried out in Kenya, February 16-20, 2015.

## 1.2 Scope and Methodology

The scope of work is the evaluation of the project outcomes and outputs with reference to those established at the project onset. The evaluation considers the relevance, effectiveness, efficiency, sustainability and impact of the project in accordance with UNDP Guidance for Conducting Terminal Evaluations of UNDP-implemented, GEF-financed projects. The evaluation was conducted by an international consultant.

The overall scope and methodology are guided by the scope and methodology provided in the ToR (Annex A). The evaluation is based on interviews with stakeholders and in-country observers (Annex B), a review of project documents (Annex D), and collection and evaluation of data from various sources, such as the Project Management Unit under the Ministry of Industrialisation and Enterprise Development (MoIED), and the UNDP Country Office in Nairobi. Interviewees were selected to represent the majority of stakeholders and observers. Data collection from all sources was performed with the goal of gaining better understanding of the project's progress and answering the evaluation questions in Annex E.

The Terminal Evaluation considers the adequacy of the overall project concept and design and the extent to which the project has achieved its stated targets. The Terminal Evaluation also considers what remains to be done, gaps in implementation and new opportunities that have developed or been exposed as a result of the project.

The timeliness of performance is evaluated, as is the use of funds and co-finance.

Finally, the Terminal Evaluation considers the effect on Government, the overall assessment and perception of the situation in Kenya at the start and end of the project, the effect the project has had on policy and development within Kenya, mainstreaming of UNDP principles and an assessment of development co-benefits.

## 1.3 Structure of the Evaluation Report

The body of this report is structured around three main chapters: a description of the project and its context (Chapter Two); the findings of the evaluation (Chapter Three); and the conclusions (Chapter Four). The Annexes provide information on the Terms of Reference, sources consulted, information collected and evaluation questions.

The project description (Chapter Two) presents a summary of project facts, such as start date, duration, the context in which the project started its objectives and stakeholders.

Chapter Three presents the findings of the report with respect to project design, implementation, monitoring, risk management and reporting. It provides quantitative evaluation of several aspects of the project, as required by UNDP guidelines.

Chapter Four presents the conclusions, recommendations, and lessons learned from the project. These include actions that might be taken now to help ensure the sustainability and continuity of project achievements, as well as steps that can be taken to help improve the design and implementation of future projects.

# 2. PROJECT DESCRIPTION & DEVELOPMENT CONTEXT

## 2.1 Project start and duration

GEF CEO Endorsement of the project was in December 2008 with an end-date of December 31, 2013. The ProDoc was signed by UNDP and the Principal Secretary (PS) of the Ministry of Industrialisation in May 2009. The signature of the PS of the Ministry of Finance followed in August 2009. The first national project manager was hired in May 2010, and project activities commenced in March 2011.

In October 2013, the project applied for a no-cost extension until 31 December, 2014. Following correspondences between the UNDP Country Office (CO) and UNDP Regional Service Centre (RSC), the extension was granted until June 2015, targeting the expenditure of all funds by the 1st quarter and use of the 2nd quarter of 2015 for the Terminal Evaluation. The extension request was approved on the basis that, henceforward, no GEF funds would be used for any PMU costs, which were to be paid by the UNDP CO and the GoK. The extension was indicated to be a one-time, final extension.

The delay in hiring of the project manager and commencement of project activities is unexplained and negatively impacted the project, preventing it from achieving outcomes that could otherwise have been achieved.

**Table 1: Project Summary Table**

| Project Title: | Development and Implementation of a Standards and Labelling Programme In Kenya | | | |
|---|---|---|---|---|
| GEF Project ID: | 2775 | | at endorsement (US$) | at completion (US$) |
| UNDP Project ID: | PIMS 3513 | GEF financing: | 2,000,000 | 1,291,684 |
| Country: | Kenya | IA/EA own: | 250,000 | 61,749 |
| Region: | East Africa | Government: | 8,208,332 | 212,153 |
| Focal Area: | Climate Change | Other: | 302,570 | -- |
| FA Objectives, (OP/SP): | To remove barriers to market transformation of energy efficient products and services | Total co-financing: | 8,769,902 | 273,903 |
| Executing Agency: | Ministry of Industrialisation and Enterprise Development | Total Project Cost: | 10,760,902 | 1,565,587 |
| Other Partners involved: | Kenya Association of Manufacturers, Kenya Bureau of Standards | ProDoc Signature (date project began): | | May 2009 |
| | | (Operational) Closing Date: | Proposed: Dec 2013 | Actual: Dec 2014 |

Stakeholders interviewed during the Terminal Evaluation emphasised that the project timeline has been negatively affected by external factors, principal among which were the change of government in 2013, the subsequent reshuffling of ministries and the reduction of their number from 44 to 18. The PMU was moved as the Ministry of Industry and Trade split and was merged to become the Ministry of Industrialisation and Emerging Enterprise.

Other factors were cited as affecting the understanding of stakeholders of the project goal and the ability of the Steering Committee to manage the obstacles efficiently, such as the frequent turnover of Principal Secretaries, project coordinators and project managers over the course of the project.

According to the timeline obtained from the PMU, the project has been under four different PSs. The first PS left the chair in July 2010 (only two months after the project started). Six months later, in January 2011, the Ministry of Industrialisation sent a letter to the Country Director at UNDP, notifying a change in project coordination in the form of a move from the Director of Industries to the Industrialisation Secretary's Office.

Later in January 2012, a third PS was assigned. He remained in this position until June 2013 (1.5 years). There was a gap of two months before the forth PS was assigned in August 2013, which was followed by the assignment of a new National Project Manager in December 2013.

## 2.2 Problems the project sought to address

The project fits into the GEF Climate Change Focal Area, where it addresses "Operational Programme 5, Removal of barriers to energy efficiency and conservation". In particular, the project focuses on the "GEF Strategic Priority CC-1, Transformation of markets for high-volume products and processes", emphasising the introduction of appliance standards and labelling as a means to achieve such transformation.

The objective of the project aimed to remove the following barriers to the market transformation of energy efficient products and services:

Barrier (1): The lack of product energy efficiency test procedures, standards and labels
Barrier (2): The lack of adequate verification procedures for product (energy) quality
Barrier (3&4): The need to inform distributors, retailers and end-users about appliance and equipment energy efficiency

The project sought to achieve its objectives by introducing nationally-developed energy standards and labels, and their adoption through compulsory regulations on the sale of specific industrial and residential appliances, as well as voluntary agreements with retailers and dealers on the use of energy efficient appliances for their commercial use, such as display refrigerators.

## 2.3 Immediate and development objectives of the project

The immediate objectives of the project at its inception are summarised in the outcomes below from the Project Document and CEO ER.

***Outcome 1:*** *Selection and adoption of international test procedures, minimum energy performance standards and label classifications*

- Main target: Overcoming barrier (1)
- In this outcome, an inventory will be made of the most appropriate international appliance energy performance test procedures, minimum energy performance standards (MEPS) and energy label schemes for adoption in Kenya.

***Outcome 2:*** *Development & implementation of a verification & enforcement system*

- Main target: Overcoming barrier (2)

- This outcome addresses the lack of adequate verification procedures for product (energy) quality. It includes the addition of energy performance compliance-checking with the pre-export inspections currently in place for Kenya, building of capacity for KEBS and KRA (customs) for intervening with shipments of second-hand products, and the improvement of trade inspections with importers and distributors

***Outcome 3:*** *Awareness-raising campaign for standards and labels, targeting distributors, retailers and end-users*
- Main target: Overcoming barriers (3) & (4)
- This outcome includes the provision of information, in cooperation with the main importers and the power utility, about the costs and benefits of energy efficient products, information about test procedures and minimum energy performance standards, and an explanation of energy labels and classification (for home appliances and motors). A training programme will be prepared for distributor and retail staff, to help them inform end-users about the benefits of purchasing efficient products, as well as help them understand the business opportunities of selling efficient appliances.

***Outcome 4:*** *Development of voluntary agreements for efficient commercial display refrigerators and hotel air conditioners*
- Main target: Overcoming barriers (3) & (4), specifically focusing on display refrigerators and air conditioners in the commercial sector.
- For display refrigerators and for hotel air conditioners, a discussion will be initiated with the key purchasing parties about voluntary compliance with a minimum energy performance level.

***Outcome 5:*** *Policy support & policy framework*
- Main target: Cross-cutting, where it targets multiple barriers in policy, legal and institutional frameworks.
- The outcome will review and, where necessary, refine the policy framework and the institutional arrangements necessary for the widespread uptake of energy efficient appliances in the Kenya market. Once the decision has been made to adopt energy-efficiency labelling requirements and standards, rules must be established for all the subsequent steps in the process: i.e. analysis, public input, compliance testing, certification, marketing and promotion, enforcement, monitoring, and revision. This is a time-consuming venture that evolves over the years as the initial strategy is refined.

***Outcome 6:*** *Learning and replication*
- Main target: Replication activities into the other EAC countries.
- This outcome is to improve the understanding (i.e. learning) of energy efficient product market transformation, followed by the dissemination of experience and lessons-learned to promote rapid implementation throughout Kenya and the other EAC countries (Burundi, Rwanda, Tanzania and Uganda). Lessons from the implementation of components 1 to 6 will be used to develop an improved understanding on what conditions have to be in place for larger-scale dissemination of the market transformation activities.
- The EAC Secretariat will be involved as well as the existing committees on Energy and Standards harmonisation.

## 2.4 Baseline indicators established

As part of the project design, an incremental cost matrix was developed, listing the baseline and alternative for each of the project's outcomes. Table 1 lists the baseline scenario and proposed alternatives.

## Table 2: Baseline and alternatives for each outcome

| Project Outcomes | Baseline | Proposed Alternative |
|---|---|---|
| **OUTCOME 1**<br>*Selection and adoption of international test procedures, minimum energy performance standards and label classifications* | Under the baseline scenario, it is not anticipated that international test procedures, minimum energy performance standards and label classifications will be identified, adopted and introduced in Kenya. | International test procedures, minimum energy performance standards and a minimum of three EU label classifications will be identified, adopted and introduced in Kenya. |
| **OUTCOME 2**<br>*Development & implementation of a verification & enforcement system* | As test procedures, minimum energy performance standards and label classification are not anticipated to be implemented under the baseline scenario; there will be no need – and consequently no action – for the development and implementation of a verification and enforcement system under the baseline scenario. | • Product energy performance compliance will be added to existing – and possibly expanded – pre-export inspections.<br>• Establishment of trade inspections to enhance distributor and retailer compliance checking on counterfeits and fraudulent products.<br>• Capacity strengthening of inspectors of second-hand product imports.<br>• Establishment of a legal enforcement system for follow-up on non-compliance with regulations. |
| **OUTCOME 3**<br>*Awareness raising campaign for standards and labels, targeting distributors, retailers and end-users.* | Under the baseline scenario, no specific awareness-raising on standards and labels is anticipated, although some general awareness-raising on energy conservation and energy efficiency will be undertaken that can be considered relevant parallel activities. | • Awareness-raising campaign for standards and labels targeting distributors, retailers and end-users will be undertaken.<br>• Importers, distributors and retailers will be made aware of appliance energy efficiency and minimum energy performance standards.<br>• Activities will be replicated in other EAC countries. |
| **OUTCOME 4**<br>*Development of voluntary agreements for efficient commercial display refrigerators and hotel air conditioners.* | No voluntary agreements between Government(s) and purchasers of commercial display refrigerators and hotel air-conditioners are anticipated under the baseline scenario. | • Analysis of appropriate levels of energy performance standards for commercial refrigerators and hotel air conditioners.<br>• Discussions between DTI and MofE in Kenya and key procurers of commercial refrigerators and hotel air conditioners (bottlers, breweries and hotel chains) of a voluntary agreement on energy performance levels.<br>• Propose – and if agreed – implement the voluntary agreement(s). |
| **OUTCOME 5**<br>*Policy support & policy framework* | In the context of the existing energy policies in Kenya and the other EAC countries, activities for refining and fine-tuning energy policies to include energy efficiency and energy conservation measures will be undertaken under the baseline scenario. It is, however, anticipated that this will be rather slow and will hardly focus on standards and labels. These activities will however assist the here presented initiative. | • Refining and putting in place a policy and implementation framework that increases the uptake of energy efficient equipment and appliances by major market players in the residential, commercial and industrial sectors.<br>• Strengthening of the capacity of individuals and institutions that are involved in creating the enabling policy setting and implementation environment for increased uptake of energy efficient equipment and appliances. |

| | | |
|---|---|---|
| **OUTCOME 6**<br>*Learning and replication* | • No structured learning and dissemination of activities in the baseline scenario.<br>• Limited ability to learn from projects both within Kenya and the other EAC countries. | • Closely follow the implementation of activities under components 1 to 6 in Kenya and prepare a programme for replication of these activities in the other EAC countries.<br>• The impact of the market transformation activities will be closely measured and monitored making use of pre-determined indicators that will be finalised during project inception.<br>• Dissemination of lessons-learned and replication of experiences into the other EAC countries. |
| **IMPACT**<br>*Monitoring and Evaluation* | No monitoring of impacts on $CO_2$ emission reductions will occur. | • To design a baseline, indicators and means of verification for monitoring impacts on $CO_2$ emission reductions<br>• Implement the impact monitoring and evaluation scheme on an annual basis. |

In August 2011, a baseline study was carried out, the objective of which was to evaluate the baseline of the "Start of the Project Situation". The ToR stated that:

> *An initial baseline survey was undertaken in 2004 during the Development Phase of the S&L Programme. This may no longer be valid as the market dynamics may have changed over time. The execution of the project started in June 2010, during which project preparatory activities have been undergoing. The Project Management Unit intends to update and determine the current baseline status upon which future project evaluation will be undertaken. The year 2009 will be taken as the base year and the 6 categories of the products under consideration*."

The consultant's report shows that the base year was taken as 2010 instead of 2009, but it served to update the outdated baseline of 2004. The report catalogues the numbers of appliances and their rated power, but does not include data for energy consumption of the various appliances. It includes data on the imported number of appliances but cites lack of data for energy use. The report does not include any measurements of energy consumption. The report also did not comment on the state of energy standards and labelling at the time. While it is clear that Kenya did not have a standards and labels programme, it seems that it was considered within some circles of Government or there was interest. The report does not assess awareness levels at the time, or the preparation or capacity of the various Government entities to engage in and carry out a standards and labels programme.

The 2010 baseline study mentions that the 2004 baseline survey was taken during the "development phase of the S&L programme", but it does not clarify what that development phases resulted in, what purposes there were, etc.

So, it is clear that, in the baseline, S&L was not an entirely alien concept in Kenya. It had been considered in some capacity within various national bodies. At the same time, there was no applied S&L programme. The consumption levels and efficiencies of equipment sold in Kenya at the time are not clear. The developments that could have been expected in the absence of GEF intervention are similarly unclear.

## 2.5 Main stakeholders

The main stakeholders of the project are listed in the following table, along with their proposed functions at project inception:

**Table 3: Main stakeholders and their function**

| Main stakeholders (similar type of organisations in Burundi, Rwanda, Tanzania and Uganda are considered stakeholders as well) | Function |
|---|---|
| Ministry of Industrialisation & Enterprise Development (MoIED) – *Formerly Ministry of Trade and Industry* | Efficiency standards, labelling, education and awareness, certification, compliance |
| Kenya Bureau of Standards (KEBS) | Certification and accreditation, labeling efficiency standards, policy, regulation |
| Kenya Association of Manufacturers (KAM) | Education and awareness, energy audits, coordination |
| Ministry of Energy & Petroleum (MoEP) – *Formerly Ministry of Energy* | Energy policy, regulations, support for a centre on energy efficiency and conservation |
| National Environment Management Authority (NEMA) | Enforcement of standards as part of statutory environmental audit. Standards development |
| Kenya Power and Lighting Company (KPLC) | Education and awareness, R&D, finance, standards and labelling, energy audits |
| Kenya Industrial Research and Development Institute (KIRDI) | Education and awareness, R&D, standards development, baseline studies |
| Universities and NGOs | Education and awareness, energy audits, labeling, R&D |
| Users of equipment and appliances (companies and consumers) | Labeling, efficiency standards, education & awareness, energy audits, finance |
| Energy Regulatory Commission (ERC) – *Formerly Electricity Regulatory Board (ERB)* | Education and awareness, regulation, energy management, policy, finance, certification |
| Financial sector | Finance |
| The National Treasury – *Formerly Ministry of Finance* | Financial incentives, regulation |
| Consumer organisations | Education, awareness |

## 2.6 Expected results

The expected project outcomes are listed in the project log-frame. The expected results for GHG reductions, as documented in the ProDoc at the design stage, are presented in the following table:

**Table 4: Expected direct and indirect GHG reductions (as taken from the ProDoc)**

| **Measure** | **Emission Reduction (Mt $CO_2$)** |
|---|---|
| Direct | 1.41 |
| Direct post-project | None |
| Indirect bottom-up | 3.5 |
| Indirect top-down | 9.8 |
| **Total** | **14.75** |

It should be noted that indirect top-down and bottom-up emission reductions are not additive. They are different estimation procedures for the same parameter. Therefore, the total emission reductions which could have been expected to be achieved by the project should have been between 4.91 to 11.21 Mt $CO_2$, not 14.75 Mt$CO_2$ as stated in the ProDoc.

Other results, listed in the form of specific outcomes and outputs, are included in this report under the following section, along with their status, as reported by the consultant at the time of performing the Terminal Evaluation.

The GHG reductions appear very ambitious. The ProDoc does not provide details of how the GHG reductions were calculated, making it impossible to verify the calculations. At the time of Terminal Evaluation, there are no emissions reductions attributable to the project, neither from mandatory regulations nor from voluntary agreements.

# 3. FINDINGS

## 3.1 Progress towards results (*Project results*)

The project has been credited by most stakeholders with raising considerable awareness through a series of workshops and interactions with Government bodies and private entities in the industrial and commercial sectors. It has also been credited with paving the way for later activities. In particular, the UNDP CO reported that it is in the process of hiring a consultant to undertake a feasibility study for the establishment of a national testing facility in Kenya, which will be equipped to test energy efficiency characteristics of appliances and equipment.

The UNDP CO also reported that USAID has offered to provide USD 250,000 (17 Million KES) of grant resources to the Government of Kenya, for the purpose of expanding the scope of standards and labels to include three more appliances (likely cookers, televisions and microwaves), and establishing the testing facility.

Table 4, below, summarises the project's progress on achievement of its outcomes.

**Table 5: Summary of Project Results (based on the log-frame)**

| Project Strategy (Objectives, outcomes, outputs) | Results as assessed at Terminal Evaluation |
|---|---|
| **PROJECT GOAL:**<br>The goal of the proposed initiative is to reduce Kenya's energy related $CO_2$ emissions by improving the energy efficiency of selected appliances and equipment in the residential, commercial and industrial sectors | There have been some steps taken towards mechanisms to improve energy efficiency, most notably the development of Minimum Energy Performance Standards (MEPS) and the approval of mandatory MEPS regulations. However, no implementation/enforcement has taken place within the project timeframe, no energy efficiency improvements have resulted, and consequently, no $CO_2$ reductions have been achieved. Similarly, voluntary agreements have been developed, but no implementation has taken place, and therefore no $CO_2$ reductions have been achieved. |
| **DEVELOPMENT OBJECTIVE**<br>The objective is to remove the barriers that are currently hampering the rapid and widespread uptake of energy efficient motors in the industrial sector; refrigerators in the residential; display refrigerators in the commercial sector; air- conditioners in the commercial sector; and lighting in the residential, commercial and industrial sectors. | The lack of the compulsory regulations within the project timeframe hindered the progress of the implementation of most of the component of the S&L project, some of them are automatically dependant, i.e. outcome 6, while others could have been implemented without the need for compulsory regulations, but the PSC chose to delay until the regulations are approved, such as outcome 4. |
| **OUTCOME 1**<br>*Selection and adoption of international test procedures, minimum energy performance standards and label classifications* | Minimum energy performance standards have been adopted and include testing procedures. The testing procedures are not adopted or carried out as there are not labs in Kenya equipped to carry them out and no agreement is in place with labs outside Kenya. The label design has been chosen. Labels are not adopted and appliances are not yet classified according to the adopted MEPS. |

| | |
|---|---|
| **OUTCOME 2**<br>*Development & implementation of a verification & enforcement system* | A verification and enforcement system is not yet implemented as the MEPS regulations have not been passed within the project timeframe. The regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015, but they leave some ambiguity with respect to enforcement, in particular with respect to testing when no qualified facilities have been designated and with respect to procedures once a non-compliant shipment is seized at import. The Regulations stipulate procedures and penalties, and, Kenya Revenue Authority (Customs) would normally seize and destroy non-compliant shipments.<br><br>Appropriate arrangements are not yet made for the various agencies (KRA, KEBS) to carry out enforcement of the regulations. |
| **OUTCOME 3**<br>*Awareness raising campaign for standards and labels, targeting distributors, retailers and end-users.* | - Workshops and trainings were carried out by national and international consultants throughout the duration of the project (See List of Consultants under Section 3.2).<br>- The target groups for the awareness campaigns were not accurately specified at the design stage, hence the lack of differentiation between awareness raising for importers and distributors and that for the general public.<br>- In addition, the PSC agreed at early stages of project implementation to postpone the campaigns directed to the consumers, as reported in the MTR (October 2012):<br><br>"*While the PSC agrees with the feelings of the larger stakeholder, the awareness raising was not aggressively undertaken for various reasons. First and most important is that the standards and labels were not yet in place. The PMU and technical team felt that if this was done before the Standards and Labels (at least drafts) were not in place, there would be public apathy that would result in negative results when the standards and label are ready and introduced in the market. A technical decision with the approval of the project technical committee was therefore made to have the aggressive awareness rising deferred until the required standards are in place.*"<br><br>As of the Terminal Evaluation, the Standards are in place, regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015, and draft labels have been developed, but awareness raising has been largely limited to importers and retailers. |
| **OUTCOME 4**<br>*Development of voluntary agreements for efficient commercial display refrigerators and hotel air conditioners.* | The draft voluntary agreements were developed, and market actors displayed a willingness to engage in these agreements. However, agreement among project stakeholders could not be reached on the principle of using voluntary agreements. In particular, the legal department of the Energy Regulatory Commission (ERC) were opposed to voluntary agreements on the basis that they would be redundant with the Regulations, once issued.<br><br>The use of voluntary agreements, as understood from the ProDoc, serves a purpose distinct from the MEPS and regulations, where the voluntary agreements are meant to label the products used by dealers and retailers in their work (e.g. display refrigerator), while the regulations are for labelling of products to be sold and used by end-users. This point was raised during the TE mission key stakeholders, most notably, ERC, and they readily agreed. In spite of this, no voluntary agreements have been signed. The PMU did not seek alternatives for signature of the voluntary agreements even though precedents exist. Manufacturers have voluntary agreements with the Centre for Energy Efficiency and Conservation on their use of energy. |

| | |
|---|---|
| **OUTCOME 5**<br>*Policy support & policy framework* | Please see Outcome 2 for status of regulations. The purpose of this Outcome is unclear in the ProDoc. The indicator for its completion, that “Centre for Energy Efficiency and Conservation at KAM is successfully operating and continues to receive active Government support” was already in place before the project submission to GEF.<br><br>The second indicator, “Energy efficiency activities taken up in other countries” was not achieved through the project. |
| **OUTCOME 6**<br>*Learning and replication* | While there has been some communication with the governments of EAC since the beginning of the project, this outcome depends on the successful implementation of the S&L project in Kenya, which has not yet been achieved. |

### 3.1.1 Project design

***Sequential, causal planning of outcomes, outputs, and their interdependency***

The project design does not reflect a sequential planning of outcomes, outputs, and activities. At the time of Terminal Evaluation, many of the shortcomings of the project are blamed on lack of regulations within the project timeframe (where the approval by the Cabinet Secretary, MoEP, for gazettement came on 6th July 2015). At the time of the MTR, shortcomings were similarly explained as awaiting MEPS and at least draft regulations (draft regulations were available as of late-2013). The project design does not explicitly mention development of regulations outside of general statements such as “development and implementation of a system of verification and enforcement”.

The ProDoc seems to confuse MEPS, regulations and labeling. It explicitly states that MEPS may be voluntary or mandatory:

> *Energy Performance Standards are a set of regulations prescribing minimum energy performance for appliances and equipment in the market. They can be mandatory or voluntary Energy Efficiency Labels.*

Thus, at the project design stage, regulations did not seem to play the pivotal role they are currently considered to play, although the project has specific goals for compliance. This ambiguity has been detrimental to progress of the project.

If the regulations are considered central to achievement of project outcomes, then they should have been given much higher priority and initiated much earlier than they were. The argument has been made at the time of TE that MEPS must be in place in order to issue regulations. Certainly, the development of the MEPS could have been accelerated if their absence was considered such a hindrance to the project. If regulations were considered so pivotal to the project, then their delay or lack of adoption (no project can guarantee if or when a government will pass regulations) should have been cited as a major risk factor for the project. Instead, the table of assumptions and risks seems to list bland items and, in many cases, includes poor assumptions or general, non-critical risks, or items that are neither material assumptions nor risks, e.g. “successful implementation of the proposed initiative”.

Alternatively, the project may have considered how to achieve its major outcomes in the absence of regulations, through awareness and voluntary compliance. There are elements of this thinking in the project design, but, again, there is ambiguity in the intentions of the project design.

The project design similarly faces problems in establishing target indicators, with many outcomes sharing identical indicators and some indicators even contradicting each other (e.g. training of 30% of KRA staff is considered a sufficient indicator on one output, and training of 50% required on another output).

Overall, the project design seems to establish general notions of what the project should do but not specific steps of how to implement it. Lack of clarity in the identification of clear, sequential steps (and associate timeline) with clear interdependencies, associated risks and clear targets has been of major detriment to the project.

***Expected outcomes vs. project timeline***

The main issue with the project timeline is a delay of almost two years in actual project start (the 2011 annual report cites March 2011 as the actual start of activities). Given that MEPS regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015, then the development of MEPS and regulations have taken approximately four years, leaving one year (from the original time line in the ProDoc) for enforcement and awareness-raising. This would have put the project in a considerably better position than it is now.

Alternatively, more aggressive management of the timeline would also have benefited the project. Given the above, it seems that, with the exception of replication in other countries, the timeline anticipated at project design was reasonable and could have been achieved if not for unnecessary delays. It should also be noted that the Government reshuffle during the project implementation period wasted considerable time. Given the late start, the project should be commended for reaching this stage in the remaining time. The issue is that the project should not have started so late.

With respect to replication, the timeline was clearly too ambitious in expecting that a system would be established in Kenya and replicated in EAC countries within the project timeframe. In order to accomplish this development, the other countries would have had to proceed essentially in parallel to development in Kenya for a significant portion of the project. While some notions of such development can be seen in the ProDoc (e.g. appointment of coordinators in various EAC countries), there is a lack of clarity on how this replication was to be achieved.

Stakeholders have indicated that the Kenyan Government follows a lengthy procedure to review and approve new regulations. It took KEBS almost two years (from July 2011 to May 2013) to develop the MEPS. The gazette was issued 16 months later (October 2014).

The development of the regulations started in August 2013, three months after the MEPS were finalised. The proposed regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015. Although some of the stakeholders expected the official approval by April - June 2015, others referred to previous experiences with other regulations taking five to seven years to be approved.

***Redundancies in the logical framework***

The same baseline indicator is used for almost all outcomes and outputs. Redundancies occur in the final target indicators and the sources of verification in a way that makes the classification of outcomes/outputs as met and unmet dependent primarily on the basis of their titles.

For example, all outputs of Outcome 6 share the baseline indicator and sources of verification, and exchange the final targets already listed for the outcome. The 3 outputs of Outcome 1 also share the same baseline indicator and sources of verification. Output 1.2 and 1.3 also share the same set of final target indicators. This applies to other outcomes, which makes it difficult to accurately breakdown the achievements at the time of performing the Terminal Evaluation.

### 3.1.2 Progress

The overall progress of the project is reviewed in light of the progress it achieved in each of the following aspects:

***Introducing the concepts of standards and labels to stakeholders:***
The workshops held for stakeholders are reported to have been generally effective, with high participation rate from dealers, retailers and distributors. The training sessions held for staff members in the various organisations involved in the implementation of the project were also reported to have covered the main participants, with minor comments on the need to have had more specialised training on actual implementation before the regulations come out: i.e. how will the Customs Authority handle incoming goods that do not have the pre-shipment documents? How will the Government guarantee that the labels are not counterfeited or that the components inside the appliances conform with the label on the outside?

***Introducing the concepts of standards and labels to the public:***
Labels have been selected through a process which involved distributors and consumer surveys. The labels closely resemble those used by some other countries – for example, Malaysia. Australia and New Zealand. The label was thought by stakeholders to be easier to understand than the EU labels. However, the project delayed mass-media awareness and introduction until the regulations were put in place. The idea was to avoid generating publicity without first having the labels on the appliances. This approach led to the project neglecting public awareness campaigns.

***Standards and labels development and implementation:***
The ProDoc refers to that MEPS and labels will be introduced to three categories of appliances; motors, domestic refrigerators, and air-conditioners. When calculating the direct impacts, it adds two more categories to the list; promotion of CFL lighting, and voluntary agreements for display refrigerators. The MEPS developed and gazetted under the project included the originally selected appliances (motors, domestic refrigerators and air-conditioners), as well as self-ballasted lamps for general lighting purposes, and double-capped fluorescent lamps. Developing MEPS for more appliances than originally planned indicates the diligence of the stakeholders. Standards exist but are not in use as they awaited regulations. Labeling is not practiced, similarly awaiting regulations. MEPS regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of $6^{th}$ July 2015.

***Voluntary agreements:***
Voluntary agreements were developed. They evolved to be called “E3 Accords” (Equipment Energy Efficiency Accords) but were not used. The main obstacle that hindered the achievement of this outcome was that ERC considered such agreements contradictory to the mandatory national energy regulation already in place, and potentially in conflict with the developed standards and labelling regulations under this project.

At Terminal Evaluation, the project has reported taking the following steps:

a. The project engaged a consultant who carried out a study and test measurement to determine consumption levels. A validation workshop was held and three organisations identified that could sign voluntary agreements with the industries/hotels. The organisations are MoE, CEEC and ERC. The project could not sign as it did not have any legal mandate and also expected project to end in 2013.
b. Since the term “voluntary agreements” did not have the right connotations, the stakeholders agreed to change the name to “E3 Accords”.
c. Discussions were held with CEEC and MoE. CEEC declined since its focus was on the Energy Accord (which was discontinued in 2014 due to the new EM regulations). MoE pointed out such a role could only be undertaken by ERC, as MoE’s role is more focused on policy formulation.

d. The project initiated discussions with the ERC Renewable Energy Department, headed by Robert Parvel, a member of the PSC. The Department was very positive about the agreements. Final agreements were sent to the ERC to await review by the Legal Department.
e. The ERC legal Department raised the issue of conflict with the new EM regulations. A meeting was held with ERC, S&L and the consultant in February 2014 (he agreed despite the fact that he had fulfilled his contract about one year before). The S&L team presented the salient differences between the E3 Accords and the EM regulations.
f. Eventually, in November 2014, the ERC Renewable Energy Department informed the PMU that the Legal Department had finally refused consent to the agreement to be signed by the Commissioners. With project closure in December 2014, there was no time explore other avenues.

There seemed to be lack of agreement between the main stakeholders on the value of introducing voluntary agreements to the commercial entities that have potential to be more efficient in their own use (lighting, display refrigerators, etc.). There is a clear misconception, confusing the target signatories for voluntary agreements, with the entities mandated under the existing mandatory energy regulations (obliging that ERC undertakes energy audits for entities consuming more than 180,000 kWh/year of energy), and with the MEPS (applicable to the appliances sold in the Kenyan market). When presented in this manner during the TE meeting with ERC, ERC representatives reported that such agreements would be very effective. A representative from the ERC Legal Department was not present, and the documents submitted for review do not provide sufficient information on why the Legal Department at ERC refused to sign.

Given that ERC was the sole objecting stakeholder, the implementing parties would have been expected to seek alternative routes, such as signing the agreements between an entity other than ERC and the users of the target appliances (e.g. commercial display refrigerators). This is despite KAM being an important stakeholder, and KAM’s Centre for Energy Efficiency and Conservation having in place voluntary agreements with manufacturers on energy reduction, making the implementation of similar agreements for labelling potentially easier than creating a framework from scratch with ERC. Other alternatives, such as voluntary declarations by the users were also not investigated.

During the final discussions with the Government of Kenya on the government’s future plans, it was reported that the GoK considers the concept of Voluntary Agreement to be very useful. It has worked very well in other countries such as Australia, Denmark etc., and is usually laced with some incentives. However, with the experience of the E3 Accords, which failed to generate momentum and was discontinued after the EM regulations, it may be prudent to focus on adopting the MEPS developed for the equipment targeted.

***GHG reductions (direct and indirect impacts):***
The project has not resulted in any direct emissions reductions. The project will not result in any direct post-project emissions reductions, as defined by the GEF guidelines, as it has not put in place any revolving financial mechanisms to fund implementation of emission reductions after the end of the project.

The project is likely to result in emission reductions once MEPS are implemented and labels are in place. The emission reductions figures presented in the ProDoc seem ambitious but the calculation basis is not presented and hence they could not be verified.

***Replication effect in other EAC countries:***
Replication was an over-ambitious target of the project. For the less developed countries among EAC, they may not have the luxury of regarding S&L as a priority, and hence may not be able to dedicate

resources to it. The programme is not yet functioning in Kenya in order to be replicated. Still, some regional contact has occurred, such as:

- Meeting held between EAC Energy Secretary Team and a delegation from MoIED, KEBS and PMU. The meeting culminated in a regional workshop in Nairobi.
- Trainings in Ghana and Australia were held.
- The East Africa Business Council also invited the programme to its regional workshop in Dar Es Salaam.
- CLASP invited the Programme to make a presentation during the International S&P Workshop in Pretoria, and expressed interest in working with S&L Kenya.
- Uganda has expressed interest in implementing its own S&L scheme, and started a national S&L development programme in 2009 with financial support from the EU Energy Initiative Partnership Dialogue Facility (EUEI-DF) and German Technical Corporation (GIZ).

Kenya has precedent (for example, in leading agreements on genetically modified crops) in leading the harmonisation of standards within EAC and has interest in playing a similar role on MEPS and labels. Given that the MEPS have been in place for a year, the harmonisation of MEPS could have begun with other countries but has not. While no replication has occurred to date, once the Kenyan programme is in place it can be expected to influence other countries within the EAC.

### 3.1.3 Logical Framework Analysis and Results

An assessment of achievements, with a breakdown per outcome and output, is provided in the following table, following the final indicators and sources of verification identified at the project design stage.

**Table 6: Achievements as assessed at TE for each outcome and output (based on the Log-frame)**

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **PROJECT GOAL:** The goal of the proposed initiative is to reduce Kenya's energy related $CO_2$ emissions by improving the energy efficiency of selected appliances and equipment in the residential, commercial and industrial sectors | • Kenya has a high energy intensity per unit GDP compared to many of its trading partners.<br>• Opportunities for improving energy efficiency lie in the supply of more efficient models of electric and non-electric appliances and equipment.<br>• Based on the extent of usage, degree of consumption and energy conservation potential, main equipment and appliances include motors, boilers, heaters and furnaces, freezers, ventilation and lighting in the industrial sector and air conditioning, refrigeration, water heaters and cooking stoves in the commercial and residential sectors. | • Average energy efficiency of electricity consuming appliances in the commercial and residential sectors has been increased by 20% for the products selected for targeted interventions<br>• MEPS introduced for energy efficient motors (efficiency class 2 – 90% compliance); domestic refrigerators (EU C-level – 100% compliance); air-conditioners (EU C-level – 100% compliance).<br>• Labels will be introduced for energy efficient motors (efficiency class 1 – 30% response); domestic refrigerators (EU A/B-levels – 10% response); air-conditioners (EU A/B-levels – 10% response.<br>• Voluntary agreement (using Australian MEPS levels) for commercial display refrigerators will be introduced (50% response).<br>• Energy efficiency recognised in national polices and activities started in all the countries of the EAC | • Target industrial end-user surveys (energy audits)<br>• Monitoring reports that will be prepared at 12 months intervals assessing the situation against the baseline at the inception of project.<br>• National Development Plans and other government planning reports. | • The national energy labelling system is not yet under implementation. The majority of appliances on the market in Kenya do not have labels. Some have labels from the country of origin.<br>• Kenyan labels have been developed through a process which involved distributers and consumer surveys. The new design is used in training and awareness material but, being part of the regulations, they have not been officially implemented.<br>• Voluntary agreements were developed but not adopted by the project due to lack of agreement among the stakeholders, in particular ERC legal department, on its appropriateness in light of the developed compulsory regulations, and its potential conflict with already existing energy management regulations (managed by ERC, in terms of enforcement and monitoring to ensure compliance).<br>• The project has had no significant influence on activities in other EAC countries, due to the lack of implementation at the national level (within Kenya). |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **DEVELOPMENT OBJECTIVE**<br>The objective is to remove the barriers that are currently hampering the rapid and widespread uptake of energy efficient motors in the industrial sector; refrigerators in the residential; display refrigerators in the commercial sector; air- conditioners in the commercial sector; and lighting in the residential, commercial and industrial sectors. | Having a national energy efficiency and conservation strategy that incorporates a judicial mix of investment in supply side capacity, improving operational efficiency of existing power generating stations, reduction of transmission and distribution losses, and promotion of end-use efficiency. | • Volume of sales of energy efficient equipment and appliances in the five categories has been increased by 40% by the end of the project | • Project implementation and progress reports.<br>• Dealer surveys.<br>• Market surveys.<br>• Information from the revenue authority | • The lack of the compulsory regulations within the project timeframe hindered the progress of the implementation of most of the components of the S&L project: some of them are automatically dependent (e.g. Outcome 6), while others could have been implemented without the need for compulsory regulations but the PSC chose to delay until the regulations were approved (e.g. Outcome 4).<br>• Since the adoption of the MEPS and labels has not yet started. Therefore, no sales volume of energy efficient equipment occurred as a result of the project. |
| **OUTCOME 1**<br>*Selection and adoption of international test procedures, minimum energy performance standards and label classifications* | • No standard and label programme in existence at present. | • National Test Procedures adopted by Bureau of Standards<br>• Label scheme identified and adopted<br>• Printed labels | • Bureau of Standards committee minutes and reports<br>• Publication by KEBs and consumer groups | • MEPS were developed by KEBS and gazetted in October 2014.<br>• MEPS regulations have been developed and approved by the Cabinet Secretary, MoEP, for gazettement as of $6^{th}$ July 2015..<br>• Therefore, the development component was achieved, but no adoption occurred within the project timeframe.<br>• Kenya does not have the capacity to test products. Agreements with international testing labs are not in place. Specifics of implementation, such as printing, distribution, etc. are not clear with all stakeholders. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 1.1:** *Selection and adoption of international test procedures for appliance energy efficiency in Kenya* | • As above. | • Inventory of appropriate test procedures<br>• Adoption and use of relevant test procedures for appliances and equipment<br>• Voluntary agreement (using Australian MEPS levels) for commercial display refrigerators will be introduced (50% response). | • Project implementation and progress reports.<br>• Reports from the Bureau of Standards.<br>• Documents from the Revenue Authorities.<br>• Labels placed on appliances in retail shops.<br>• End-user surveys. | • Testing procedures have been developed as part of the development of the standards, but they have not yet been adopted.<br>• ERC Legal Department has not approved the voluntary agreements. The project has not sought other avenues. |
| **Output 1.2:** *Selection and adoption of appropriate international label classification* | • As above. | • MEPS will be introduced for energy efficient motors (efficiency class 2 – 90% compliance); domestic refrigerators (EU C-level – 100% compliance); air-conditioners (EU C-level – 100% compliance).<br>• Labels will be introduced for energy efficient motors (efficiency class 1 – 30% response); domestic refrigerators (EU A/B-levels – 10% response); air-conditioners (EU A/B-levels – 10% response<br>• Voluntary agreement (using Australian MEPS levels) for commercial display refrigerators will be introduced (50% response). | • As above. | • MEPS have been introduced but there is no compliance as they are not yet mandatory and the project has rejected voluntary initiatives.<br>• Labels have not been introduced as they are part of the draft regulations which have been approved in July 2015, and started the process of implementation post project end-date..<br>• Voluntary agreements have not been introduced. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 1.3:** *Selection and adoption of three minimum energy performance standards and one quality standard* | • As above. | • MEPS will be introduced for energy efficient motors (efficiency class 2 – 90% compliance); domestic refrigerators (EU C-level – 100% compliance); air-conditioners (EU C-level – 100% compliance).<br>• Labels will be introduced for energy efficient motors (efficiency class 1 – 30% response); domestic refrigerators (EU A/B-levels – 10% response); air-conditioners (EU A/B-levels – 10% response<br>• Voluntary agreement (using Australian MEPS levels) for commercial display refrigerators will be introduced (50% response).<br>• CFL quality standards introduced from ELI | • As above. | • As above. |
| **OUTCOME 2** *Development & implementation of a verification & enforcement system* | • No standard and label programme in existence at present.<br>• No enforcement of energy efficiency products. | • A legal enforcement system has been designed and (pilot) tested for imports and local sales.<br>• Inspectors at Bureau of standards trained in energy efficiency compliance and regulations<br>• 30% of Revenue Authority staff involved in trade inspections will be made aware and trained in energy efficiency regulations, compliance checking of energy efficient products and banning inefficient domestic refrigerators. | • Pre-shipment schedules and inspection reports.<br>• Project implementation and progress reports.<br>• Notices from Revenue authorities or Bureau of Standards.<br>• KRA inspection reports.<br>• Documentation on the legal enforcement system | • The regulations are have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015. The enforcement system is only loosely designed, with issues such as what is to be done with non-compliant shipments still unresolved.<br>• No enforcement of MEPS can take place prior to the government's approval to the proposed regulations, which occurred post project end-date (July 2015).<br>• Only 10 persons from KRA staff have been trained throughout the project lifetime. According to the figures reported by a KRA representative during the TE, KRA has 1,400 staff members. This means that only 0.7% were trained from the targeted 30%. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 2.1:** *Integration of product energy performance compliance checking with Kenyan pre-export inspections Kenya* | • No standard and label programme in existence at present. | • Pre-shipment inspections that are currently being carried out on equipment and appliances from the 5 categories will add energy efficiency as part of the pre-inspection. | • Pre-shipment schedules and inspection reports.<br>• Project implementation and progress reports.<br>• Pre-shipment inspection documents.<br>• Documentation on the legal enforcement system | • Energy efficiency is not yet part of the pre-inspection regime. |
| **Output 2.2:** *Capacity building at the KRA for inspection of second-hand product imports* | • No standard and label programme in existence at present.<br>• No training on S&L. | • 30% of Revenue Authority staff involved in trade inspections will be made aware and trained in energy efficiency regulations, compliance checking of energy efficient products and banning inefficient domestic refrigerators. | • Training reports<br>• Revenue authority reports<br>• Certificates of attendance<br>• Kenyan pre-inspection documents (from KEBS and KRA) | • Only 10 persons from KRA staff have been trained throughout the project lifetime. According to the figures reported by a KRA representative during the TE, KRA has 1,400 staff members. This means that only 0.7% were trained from the targeted 30%. |
| **Output 2.3:** *Establishment of trade inspections, for distributor and retailer compliance checking on counterfeits and fraudulent products.* | • No standard and label programme in existence at present. | • All pre-inspections that are currently being carried out on equipment and appliances from the 5 categories will add energy efficiency as part of the pre-inspection.<br>• Throughout the project lifetime 50% of KRA staff involved in trade inspections will be made aware and trained in energy efficiency regulations, compliance checking of energy efficient products and banning inefficient domestic refrigerators. | • Pre-shipment inspection reports.<br>• Project implementation and progress reports.<br>• Kenyan pre-inspection documents (from KEBS and KRA) | • As above.<br>• Only 10 persons from KRA staff have been trained throughout the project lifetime. According to the figures reported by KRA representative during TE, KRA has 1,400 staff members. This means that only 0.7% were trained from the targeted 50%.<br>• Note that Output 2.3 seems to contradict the target of 30% under Output 2.2. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 2.4:** *Establishment of a legal enforcement system, for follow-up on non-compliance with regulations.* | • As above. | • All pre-inspections that are currently being carried out on equipment and appliances from the 5 categories will add energy efficiency as part of the pre-inspection.<br>• Throughout the project lifetime 50% of KRA staff involved in trade inspections will be made aware and trained in energy efficiency regulations, compliance checking of energy efficient products and banning inefficient domestic refrigerators. | • Pre-shipment inspection reports.<br>• Project implementation and progress reports. | • As above. |
| **OUTCOME 3** *Awareness raising campaign for standards and labels, targeting distributors, retailers and end-users.* | • As above. | • At the end of the project the top-10 retailers and distributors will be fully aware of the energy efficiency benefits of the equipment and appliances from all 5 categories and will be able to transmit energy efficiency benefits to consumers and (industrial) end-users<br>• Compared with the baseline, at the end of the project 40% of the urban, electricity consumers (residential and commercial) are aware of the benefits of energy efficient domestic refrigerators, air conditioners and CFLs.<br>• Compared with the baseline, at the end of the project 50% of appropriate staff in the industrial sectors will be aware of the benefits of energy efficient motors and will know how to act on improving the energy efficiency in their industrial environments.<br>• Energy efficiency awareness in other EAC countries has increased | • Distributors and retailer surveys, including urban retailer shops.<br>• Information and awareness packages in other EAC countries.<br>• Regional end-user and market survey in the other EAC countries to determine EE awareness. | • Retailers have received awareness training. Attempts were made to speak to retailer representatives as part of the TE but they could not be reached.<br>• Public consumer awareness has not been undertaken.<br>• The figures to support awareness in industry are not available.<br>• The project has held a regional workshop but has not otherwise had regional influence. It is unlikely this workshop alone has had any significant impact. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 3.1:** *Informing importers, distributors and retailers about appliance energy efficiency in Kenya* | • As above. | • Material developed and applied for informing importers and import authorities.<br>• At the end of the project the top-10 retailers and distributors will be fully aware of the energy efficiency benefits of the equipment and appliances from all 5 categories and will be able to transmit energy efficiency benefits to consumers and (industrial) end-users | • As above. | • Some promotional materials have been developed (flyers, leaflets, brochures, calendars, notebooks, pens, etc.) and were circulated during workshops, public shows and industry fairs<br>• Two websites were developed: www.slp.or.ke and www.slp.go.ke<br>• The project has participated in the Nairobi International Trade Fair and Industrialisation Week, and has participated in other public forums that highlighted S&L.<br>• The MTI also carried out sensitisation through the 'Greening Kenya Initiatives' in different parts of the country.<br>• Production of a TV advert, currently uploaded on a private YouTube channel for internal use, and planned to go public once the regulations are gazetted.<br>• Production of radio adverts is ongoing. The latter is in 7 local languages and English.<br>• Articles and interviews reported in media.<br>• As above. |
| **Output 3.2:** *Development and delivery of a training programme for distributor and retailer staff in Kenya* | • As above. | • Training delivered in major towns.<br>• At the end of the project the top-10 retailers and distributors will be fully aware of the energy efficiency benefits of the equipment and appliances from all 5 categories and will be able to transmit energy efficiency benefits to consumers and (industrial) end-users | • As above. | • Training has been delivered to retailers and distributors in major towns.<br>• As above. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 3.3:** *Awareness raising in other East African countries* | • As above. | • Awareness on S&L created among government, trade authorities, Bureau of standards, importers and traders.<br>• At the end of the project the top-10 retailers and distributors will be fully aware of the energy efficiency benefits of the equipment and appliances from all 5 categories and will be able to transmit energy efficiency benefits to consumers and (industrial) end-users | • At the end of the project the top-10 retailers and distributors will be fully aware of the energy efficiency benefits of the equipment and appliances from all 5 categories and will be able to transmit energy efficiency benefits to consumers and (industrial) end-users<br>• Distributors and retailer surveys, including urban retailer shops.<br>• Information and awareness packages in other EAC countries.<br>• Regional end-user and market survey in the other EAC countries | • There has not been any activity of significance in EAC countries. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **OUTCOME 4**<br>*Development of voluntary agreements for efficient commercial display refrigerators and hotel air conditioners.* | • As above. | • Appropriate levels of energy consumption for commercial display refrigerators in Kenya have been set based on international levels and experiences before the end of the first year of the project.<br>• If appropriate 2-4 voluntary agreements will be designed and entered into. | • Minutes of meetings with market actors involved in commercial display refrigerators.<br>• Project files.<br>• Draft and final voluntary agreements. | The status of this outcome is unusual, where market actors were reported to have been willing to cooperate and agreed to sign voluntary agreements with the government. Voluntary agreements were drafted. ERC was envisioned to be the counterpart to energy consumers. However, ERC's Legal Department did not approve of the Voluntary Agreements, though the specific reason remains unclear. The project did not seek other alternatives (such as signature with other entities, or soliciting voluntary declarations from users of commercial display refrigerators). |
| **Output 4.1:**<br>*Analysis of appropriate target levels for the energy performance of commercial display refrigerators and hotel air conditioners* | • As above. | • Appropriate levels of energy consumption for commercial display refrigerators in Kenya have been set based on international levels and experiences before the end of the first year of the project.<br>• Air conditioners energy consumption standards established.<br>• If appropriate 2-4 voluntary agreements will be designed and entered into. | • Project files.<br>• Draft and final voluntary agreements. | • As above. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 4.2:** *Discussion of a voluntary agreement with stakeholders, including the two key procurers of display refrigerators and the hotel sector; main suppliers of these products; the national utility and the government of Kenya (DTI and MofE).* | • As above. | • Appropriate levels of energy consumption for commercial display refrigerators in Kenya have been set based on international levels and experiences before the end of the first year of the project.<br>• A minimum of 3 meetings will be conducted in years 2, 3 and 4 of the project implementation between the PMU and the 2-4 main market actors involved in commercial display refrigerators.<br>• If appropriate 2-4 voluntary agreements will be designed and entered into | • As above. | • As above. |
| **Output 4.3:** *Proposing – and if agreed – implementing a voluntary agreement* | • As above. | • As above. | • As above. | • As above. |
| **OUTCOME 5** *Policy support & policy framework.* | • As above. | • The Centre for Energy Efficiency and Conservation at KAM is successfully operating and continues to receive active Government support.<br>• Energy efficiency activities taken up in other countries. | • National Development Plans and budget<br>• Other Government planning reports.<br>• Project files.<br>• CEEC annual reports. | • The Centre for Energy Efficiency and Conservation at KAM was operating prior to project start.<br>• The project has had no significant impact on energy efficiency activities in other countries. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 5.1:** *Refining and putting in place a policy and implementation framework that increases the uptake of energy efficient equipment and appliances by major market players in the residential, commercial and industrial sectors* | • As above. | • Energy efficiency recognized in national polices and activities started in all the countries of the EAC. | • National Development Plans and other Government planning reports.<br>• Project files.<br>• CEEC annual reports. | • Energy efficiency has been recognised in national policies in Kenya, independently of the project.<br>• The project has had no significant impact in other countries. |
| **Output 5.2:** *Strengthening of the capacity of individuals and institutions that are involved in creating the enabling policy setting and implementation environment for increased uptake of energy efficient equipment and appliances* | • As above. | • Targeted officers in ministries of trade and Energy and those involved in S&L programme fully exposed and experienced in S&L application and benefits | • Training reports<br>• Project files.<br>• Study tour reports<br>• M&E reports. | • S&L have not been applied, hence officers and others have not been exposed to or experienced S&L application and benefits. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **OUTCOME 6** *Learning and replication* | • As above. | • A rollout programme for the other EAC countries designed.<br>• The EAC countries actively involved in the S&L programme<br>• A monitoring plan developed at the outset of the project implementation to extract information needed for appropriate steering of the project's implementation.<br>• All countries in the EAC actively involved in creating awareness and sharing lessons learned from Kenya on Energy Efficiency Standards and Labels. | • Regional market survey<br>• Monitoring plan.<br>• Lessons learned reports.<br>• Project files, monitoring reports | • Although channels for communication with EAC countries were developed, and a discussion is ongoing regarding the potential for exchanging experience and harmonising standards, codes and regulations, the outcome depends on the completion of previous outcomes (from 1 to 5), which were not achieved within the project timeframe. |
| **Output 6.1:** *Preparing a programme for replication of activities implemented under components 1 to 5* | • As above. | • A rollout programme for the other EAC countries designed.<br>• A monitoring plan developed at the outset of the project implementation to extract information needed for appropriate steering of the project's implementation. | • As above. | • As above. |
| **Output 6.2:** *Introduction of the test procedures, standards and labeling schemes in the other East African countries via the EAC cooperation on standards* | • As above. | • A monitoring plan developed at the outset of the project implementation to extract information needed for appropriate steering of the project's implementation<br>• A rollout programme for the other EAC countries designed. | • As above. | • As above. |

| Project Strategy (Objectives, outcomes, outputs) | Baseline Indicators | Final Target Indicators | Sources of Verification | Achievements as assessed at Terminal Evaluation |
|---|---|---|---|---|
| **Output 6.3:** *The impact of the market transformation activities will be monitored, evaluated and used for steering the initiative's implementation.* | • As above. | • Up to 50% of the Kenya-based interventions will be adopted in the EAC mainly by use of the EAC standards platform.<br>• A monitoring plan developed at the outset of the project implementation to extract information needed for appropriate steering of the project's implementation<br>• A rollout programme for the other EAC countries designed. | • As above. | • As above. |
| **Output 6.4:** *Provide support to disseminate the learning and replication experiences in the EAC countries.* | • As above. | • A minimum of 1 regional workshop and 2 site visits held to share experiences.<br>• A monitoring plan developed at the outset of the project implementation to extract information needed for appropriate steering of the project's implementation<br>• A rollout programme for the other EAC countries designed. | • As above. | • A regional workshop was held. Otherwise as above. |

## 3.2 Adaptive Management of the Project

The project has managed to adapt to significant changes in Government throughout its operational period. The formation of Technical Working Groups (TWGs) for MEPS development was also critical. Yet, no adaptive management has been displayed with respect to achieving project outcomes in the absence of regulations until project end-date, and ERC's refusal to enter into voluntary agreements. Effective adaptive management could have contributed to a greater achievement of project outcomes.

During the Terminal Evaluation mission, stakeholders commented positively on the management of the PSC, but noted the influence of the frequent turnover of its members as one of the reasons that negatively affected the development of the discussions carried out during the meetings, and following up from one meeting to the next. This turnover included the frequent changes in holders of the Principal Secretary position, whereby four different PSs managed the project at different stages, as well as the representation of the different stakeholders in the PSC. For example, the Ministry of Finance is reported to have had five different representatives in the PSC since the project started. The TE interviews also indicated that the changes in representation applied to most stakeholders (e.g. KAM, KRA), where their PSC representatives at the time of the TE had not been involved since project start, and were not aware of the developments which took place prior to their involvement.

### 3.2.1 **Project finance and co-finance**

The status of project finance and co-finance were assessed through UNDP's Combined Delivery Reports (CDRs) and the project's financial reporting in the Expenditure Details Reports, Account Activity Analysis (AAA), and the Annual Progress Reports (APRs). Table 6 below presents a summary of the reported values throughout the project duration.

There appear to be significant discrepancies between the four reporting tools, in addition to discrepancies with the figures reported at the February 2015 PSC meeting. The UNDP CO advised that the TE report should adopt the CDRs, and consider them to be official UNDP financial documents.

According to the MTR:

> *to date [October 2012], neither UNDP nor GoK have provided any cash co-financing to the programme. This has meant that all project management costs (estimated at 88.6% of total expenditures so far) have been covered by GEF funds. So, going forward, it is clear that both UNDP and GoK must contribute cash funding to the programme. Additionally, the programme is entering a phase where cash expenditures will rise through awareness campaigns, trainings and test equipment.*

In terms of financial planning and monitoring, the MTR reported that:

> *programme management expenditures are accounted as expenditures under Outcomes 1 to 6. This make progress monitoring hard to do, meaning that it is difficult to get the correct feedback necessary to make timely adjustments to programme implementation.*

At TE, Government co-finance has not materialised in the amounts anticipated. The original ProDoc valued project resources at US$ 10 million, with Government co-finance of about US$ 8 million. This never materialised, and co-financing (total TRAC funds, as obtained from the CDRs) by the end of the project was only US$ 273,903.05 (17% of the total project expenditures).

**Table 7: Financial data obtained from the CDRs, Expenditure Details, AAAs, and APRs**

| Financial period | CDR Expenditures | | | | | Expenditure detail amount | | | AAA Report Expenditures | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | GOK Expenditure(Revenue) | | UNDP Expenditure (A-I-A) | | Total Expenditure per year | Both UNDP & GOK Expenditures | | Total Expenditure per year | Both UNDP & GOK Expenditures | | Total Expenditure per year |
| | TRAC | GEF | TRAC | GEF | Both Funds | TRAC | GEF | Both Funds | TRAC | GEF | Both Funds |
| June - Dec 2010 | - | | - | 171,587.93 | **171,587.93** | - | 171,602.85 | 171,602.85 | - | **171,587.93** | **171,587.93** |
| Jan - Dec 2011 | - | 149,710.04 | - | 112,519.53 | **262,229.57** | - | 242,850.20 | 242,850.20 | - | 260,871.68 | **260,871.68** |
| Jan - Dec 2012 | 50,151.94 | 157,784.36 | (639.01) | 93,226.96 | **300,524.25** | 50,246.28 | 253,903.63 | 304,149.91 | 49,512.93 | 251,011.32 | **300,524.25** |
| Jan - Dec 2013 | 82,382.22 | 86,505.61 | 35,356.31 | 197,971.78 | **402,215.92** | 117,752.44 | 285,130.27 | 402,882.71 | 116,672.81 | 285,543.10 | **402,215.91** |
| Jan - Dec 2014 | 79,618.98 | 82,536.62 | 27,032.61 | 239,841.80 | **429,030.01** | 107,034.09 | 318,131.38 | 425,165.47 | 107,034.09 | 323,832.37 | **430,866.46** |
| **Total GEF Funds** | | 476,536.63 | | 815,148.00 | **1,291,684.63** | | 1,271,618.33 | **1,271,618.33** | | 1,292,846.40 | **1,292,846.40** |
| **Total TRAC Funds** | 212,153.14 | | 61,749.91 | | **273,903.05** | 275,032.81 | | **275,032.81** | 273,219.83 | | **273,219.83** |
| **Total Project Expenditures** | | | | | **1,565,587.68** | | | **1,546,651.14** | | | **1,566,066.23** |

**Annual Progress Reports (APRs) Data**

| Financial Period | TRAC | GEF | Both Funds |
|---|---|---|---|
| June - Dec 2010 | - | 175,948.00 | 175,948.00 |
| Jan - Dec 2011 | - | 205,640.00 | 205,640.00 |
| Jan - Dec 2012 | 70,601.00 | 205,654.00 | 276,255.00 |
| Jan - Dec 2013 | 97,003.00 | 270,312.00 | 367,315.00 |
| Jan - Dec 2014 | 99,817.00 | 332,886.00 | 432,703.00 |
| **Total Fund** | **267,421.00** | **1,190,440.00** | **1,457,861.00** |

The project has, overall, spent significantly less than budgeted, leading to the conclusion that unspent funds could have been utilised to help achieve outcomes or at least advance elements supportive to the project.

It is noted that GEF caps a project's expenditure on project management costs at 5%. In addition, the no-cost extension granted to this project in 2013 was conditioned on the demand that GEF funds were no longer to be spent on operating the PMU. Activity 7 in the project CDRs is reported to capture the PMU costs. From the CDR reports submitted for TE review, the following is concluded:

- The PMU costs account for 16% of the total project costs, with zero spending in 2011-2012, then almost equal spending in 2013 and 2014.
- 96% of the total PMU cost came from UNDP TRAC funds (Fund 04000), while only 4% is from GEF Funds (Fund 62000).
- In 2014, only US$ 4,175.27 was spent from GEF funds on PMU costs.

The following is a list of contracted consultants and their contract values under the project. Where values were in Kenyan Shillings they have been converted to dollars using a representative figure for the year. Where values were in US dollars, nothing is entered in the Kenyan Shillings column.

**Table 8: Consultants contracted for the project and the contract values**

| LIST OF CONSULTANTS CONTRACTED UNDER THE STANDARDS AND LABELING PROGRAMME | | | | | |
|---|---|---|---|---|---|
| **S/No.** | **TITLE** | **NAME** | **AMOUNT (KShs)** | **AMOUNT (USD)** | **Year** |
| 1 | Baseline Study | BEA International | 681,500 | 8,352 | 2011 |
| 2 | Formation of MEPs and Labels Network and Standards and Label - Harmonisation within EAC Countries | Mr. Francis Gachuri | 1,064,729 | 13,048 | 2011 |
| 3 | Policy and Regulatory framework Review for implementation of Energy Efficiency Standards and Labels in Kenya | Charles Munene | 569,640 | 6,981 | 2011 |
| 4 | Preparation of voluntary Agreements for Energy Efficient Display Refrigerators and Air Conditioners | Rencon Associates Ltd | 2,278,936 | 26,811 | 2012 |
| 5 | Consultancy services for Training Needs Assessment for Implementing Partners | Eng. Kiremu Magambo | 1,102,740 | 12,973 | 2012 |
| 6 | International consultant for MEPS and Labels. | Theo Covary | | 16,500 | 2012 |
| 7 | National counterpart to international consultant for MEPs and Labels. | James Wakaba | 1,310,000 | 15,412 | 2012 |
| 8 | Awareness Raising | James Wakaba | 910,000 | 10,581 | 2013 |
| 9 | Pre-shipment Inspection | Henry Mokaya | 602,400 | 7,005 | 2013 |
| 10 | Website Development | Kenya Web | 593,300 | 6,899 | 2013 |
| 11 | Mid-Term Review | Sanju Deenapanray | | | 2013 |
| 12 | Communication consultancy services | Ceaser Awuor Handa | 464 380.00 | 5,400 | 2013 |
| 13 | National Counterpart to International Consultant in preparation and Delivery of Training for Energy Standards and Labels | Kiremu Magambo | 910,000 | 10,581 | 2013 |
| 14 | International consultants for preparation and delivery of Training for Energy Standards and Labels | Intenational Institute for Energy Conservation (IIEC) | | 61,670 | 2013 |
| 15 | Impact Assessment of Energy performance Standards and Labels Implementation. | Kiremu Magambo | 1,274,000 | 14,477 | 2014 |
| 16 | Preparation and delivery of training on Energy Standards and Labels for appliance dealers, retailers and importers. | Susannah Munyiri Ochieng | 815,325 | 9,265 | 2014 |
| 17 | Consultant for preparation and delivery of training on Energy Standards and Labels for KEBS, ACA, NEMA and KRA staff (inspectors). | Lawrence Muma | 501,640 | 5,700 | 2014 |
| 18 | Awareness-raising for Energy Efficiency Standards and Labels in Industries in Kenya | KAM | 14,470,000 | 164,432 | 2014 |
| | **Total** | | | **396,088** | |

Some general observations were made during the TE mission regarding the proportionality between the size and importance of assignments and the amounts listed for consultancy contracts. An example of this is comparing the contract value for the MEPS consultancy (US$ 16,500) with that of the Voluntary Agreement consultancy (US$ 26,811). The PMU reported this to be due to the nature of each assignment: e.g. for Voluntary Agreements, several components were combined (including data collection in supermarkets and hotels, Life Cycle Assessment, and developing a formula for cut-offs), leading to a larger figure, while the consultancy for MEPS focused on benchmarking and analysis of existing MEPS worldwide, not on the development of the actual MEPS (which was the task of the Technical Working Group).

For capacity building, to accommodate the fact that training sessions for different groups were happening at different times, the project targeted training by two different consultants, under two relatively small contracts.

While it is not within the scope of the TE to evaluate the ToRs for the various assignments, it appears as though, given the availability of funds and the significant outcomes and outputs to be achieved, an initiative could have been undertaken to assign the achievement of certain tasks, such as large-scale training, to help meet project outcomes.

### 3.2.2 Monitoring systems

The project document and logical framework use the same targets and indicators for several outputs, making it difficult to differentiate project progress. In the case of Outcome 5, "Policy Support and Policy Framework", the target indicator is the "Centre for Energy Efficiency and Conservation at the Kenya Association of Manufacturers is successfully operating and continues to receive Government support". However, the CEEC's existence and operation pre-date the project. Further, it is unclear how CEEC, as a manufacturers' association, even if it did not exist prior to the project, can be an indicator of policy. Otherwise, the project follows a standard M&E design.

The project has had a Mid-Term Review and Terminal Evaluation (the present document) as scheduled. It has also had annual progress reports, though these seem more procedural than operational tools for monitoring and evaluation of the project. Although the project was not on target to achieve its outcomes, the annual reports do not raise alarms in this respect.

An audit of the project for UNDP, covering the period between 2009 and 2012, was undertaken. It was carried out by Ernst & Young, and states the following as part of its scope:

> *Review of overall management of the project's implementation, monitoring and supervision. The audit included review of work plans, progress reports, project resources, project budgets, project expenditure project delivery,…*

With respect to "Review of project progress", the audit reports "*no findings noted*", despite the fact that the MTE in October of the same year states: "*At the mid-point, the project is behind schedule compared to the timeline planned originally*".

There are discrepancies between UNDP CDRs and finances in the other project Annual Reports (AAAs and APRs). The reason behind this was reported during TE interviews as resulting from the adoption of varying time periods, varying closing dates (with some reports omitting journals or correction vouchers done early the following year, while others capture these items and close in March), currency exchange rates (average annuals verses month to month and year to year), etc.

With the coming of the new constitution in Kenya, GoK introduced a new requirement that a 'Regulatory Impact Statement (RIS)' must be undertaken for any proposed regulation. This RIS was undertaken in November 2014 for the MEPS regulations.

The conclusion at TE is that the monitoring component of the M&E plan was implemented, but there was no evaluation or assessment of the results of the audits and monitoring reports generated. The lack of response to monitoring results led to significant shortcomings in project outcomes, some of which could have been avoided if actions had been taken in due time. For these reasons, the M&E implementation and overall M&E are rated as "Moderately Unsatisfactory".

### 3.2.3 Risk management

Risks were not properly identified at the project design stage. Those identified did not materialise. The main risks the project was exposed to were related to the delay at the start (for unclear reasons, potentially difficulty in hiring a project manager) and perhaps some delay during the Government reshuffle. The process of transferring funds from UNDP to Treasury could sometime take up to two months. The time delays were not handled effectively so as to allow the project to overcome them.

Overall, it is not apparent that the project suffered excessively from any risks. Due to the nature of the project, the main risk was the lack of control on the timeline required for the regulations to be developed and approved by the Government of Kenya. The delays resulting from the bureaucratic procedures were neither tackled efficiently at the time of project design and development, nor managed creatively during the progress of the project.

The Mid-Term Review, which was carried out between July and September 2012, reported that the project design has lacked detailed analysis of the risks, and was behind schedule compared to the timeline planned originally. The Terminal Evaluation concludes the same in February 2015, which reflects lack of dramatic changes in the management of risks and timeline before and after the MTR.

The following table lists the assumptions and risks identified at the time of project design, and their influence on the project, as assessed at the Terminal Evaluation, noting that the risk that presented the most significant impediment to the project was not identified at the outset.

**Table 9: Assessment of the assumptions/risks for each outcome**

| Project Strategy (Objectives, outcomes, outputs) | Assumptions/ Risks | Influence on the project as assessed at Terminal Evaluation |
|---|---|---|
| **PROJECT GOAL:**<br>The goal of the proposed initiative is to reduce Kenya's energy related $CO_2$ emissions by improving the energy efficiency of selected appliances and equipment in the residential, commercial and industrial sectors<br>**DEVELOPMENT OBJECTIVE**<br>The objective is to remove the barriers that are currently hampering the rapid and widespread uptake of energy efficient motors in the industrial sector; refrigerators in the residential; display refrigerators in the commercial sector; air- conditioners in the commercial sector; and lighting in the residential, commercial and industrial sectors. | Electricity tariffs will reflect real costs. | Electricity tariffs in Kenya are high and should encourage energy savings. |
| | Compliance with introduced standards and adequate responses to labels. | The compliance assumption has not materialised, since the labels have not been introduced on the market. |
| | Government support to the proposed initiative will remain strong from beginning to end of the 5-year project implementation | Government support does not seem to have waned but has not been well coordinated. |

| | | |
|---|---|---|
| **OUTCOME 1**<br>*Selection and adoption of international test procedures, minimum energy performance standards and label classifications* | Bureau of Standards (pro)active involvement in the proposed initiative. | KEBS involvement is evidenced by the developed MEPS, which were published in the Kenyan Gazette in October 2014. |
| | Compliance with introduced standards and adequate responses to labels. | The compliance assumption has not materialised, since the labels have not been introduced on the market. |
| **OUTCOME 2**<br>*Development & implementation of a verification & enforcement system* | Bureau of Standards (KEBS), Revenue authority and trade authorities (KRA), (pro)actively involved in the proposed initiative. | These entities have been proactive though, in particular with respect to KRA, questions remain open about how they will enforce regulations, such as:<br>- How to handle the non-compliant appliances arriving to the Kenyan ports (does KRA destroy the goods, seize them, or re-export to country of origin)?<br>- How to handle appliances arriving without pre-shipment inspection certification, in the absence of a testing facility in Kenya?<br>- In case the testing facility exists, who will be responsible for the shipment until the testing procedure is applied and proves the goods to be in compliance or not in compliance with the MEPS regulations - KEBS (being in charge of testing) or KRA (being in charge of imports)? |
| | Government support for setting up – and implementing – a legal enforcement system. | Regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015. Although the achievement of this milestone comes post project end-date, but the time taken is well within the expected length of time for issuance of regulations, if not less than the usual. Thus, Government support was granted for setting up the system, and is anticipated to continue until enforcement is in place and the labels are adopted. |
| **OUTCOME 3**<br>*Awareness raising campaign for standards and labels, targeting distributors, retailers and end-users.* | Interested consumers and end-users. | The awareness-raising efforts undertaken focused on stakeholders and excluded consumers and end-users (the wider public) until after the MEPS regulations are approved by the Government, and labels are mandatory. The project has developed materials, including television adverts. |
| | Market actors are willing to cooperate in providing this information. | The assumption materialised and was found to be accurate. Stakeholders reported that the response of the different market actors (distributors, dealers, retailers, stocking agents, etc.) to the labels was positive and encouraging. |

| | | |
|---|---|---|
| **OUTCOME 4**<br>*Development of voluntary agreements for efficient commercial display refrigerators and hotel air conditioners.* | The 2-4 main market actors are willing to cooperate. | While market actors were willing to cooperate, no voluntary agreements were signed. |
| **OUTCOME 5**<br>*Policy support & policy framework* | Government will continue commitment in energy efficiency | Government commitment to energy efficiency in general does not seem to have hampered the project. |
| **OUTCOME 6**<br>*Learning and replication* | Platform for EAC standardizations functions properly and is actively involved in the proposed initiative. | The assumption has not materialised, due to the lack of implementation of the regulations within the project timeframe, and lack of efforts to spread components of a functioning system to other EAC countries thus far. |
| | Successful implementation of the proposed initiative. | As above. |

### 3.2.4 Reporting

The efforts made by the PMU to maintain sufficient record-keeping are acknowledged, especially in the context of a relocation from one building to another, which took place in the middle of the project, as part of broader ministerial changes. It is also noted that the national project manager changed in 2013, and some of the documents from earlier stages of the project seem to have been overlooked in the hand-over.

Given the circumstances, the conclusion is that the reporting structure has generally been in place and the documents exist, but lacking proper organisation to allow for easy access and timely review by external evaluators.

## 3.3 Management Arrangements

### 3.3.1 Overall project management

As discussed under Section 3.2: Adaptive Management of the Project, the project went through many changes at the PS and PSC level, resulting in lack of engagement in the overall objectives of the project. The TE interviews revealed that most stakeholders were not aware of the expected outcomes of the project. Other stakeholders suggested that a new fund should be obtained to spread the knowledge of standards and labels among EAC members, not knowing that replication is one of the original outcomes mandated under the already-existing GEF funds.

The MTR (October 2012) provided a summary of the priority issues for the remaining implementation period, as well as recommendations of actions to address them, and the stakeholders responsible to act on the recommendations. The “use of logical framework” is listed as one of eight priority issues as follows:

> *Priority issue: Use of logical framework*
> *Summary: There is evidence that the logical framework is not used to its fully capacity as the main tool to implement the programme. In fact, most stakeholders of the programme were not aware of the logical framework.*
> *Recommendations/Priority actions: It is important that all stakeholders of the EESL programme be trained to make better use of the logical framework so that the quality of implementation can be enhanced going forward.*
> *Responsible stockholders: UNDP, PMU*

The situation remains unchanged at the time of Terminal Evaluation.

During the TE interviews, one of the stakeholders attributed the lack of momentum at the beginning of the project to the time taken by stakeholders to understand energy efficiency aspects and receive sufficient training on what their role would be in project implementation.

Project management can be commended on issuing MEPS and making rapid progress on regulations (in comparison with timelines mentioned by stakeholders for other regulations), despite the changes in Government and the PSC. Nevertheless, the lack of awareness of specific outcomes among stakeholders, lack of achievement of specific outcomes, and lack of adaptive management reflect the shortcomings of project management.

### 3.3.2 Quality of executive of Implementing Partners

The main executing parties of the project are the Ministry of Industrialisation and Enterprise Development (MoIED), KEBS and KAM. The following charts represent the timeline of the development of the MEPS, and the timeline of the development of the regulations.

| **Activities for MEPS development** | 07/11 | Q4-11 | Q1-12 | Q2-12 | Q3-12 | Q4-12 | 05/13 | 10/14 |
|---|---|---|---|---|---|---|---|---|
| Selection of Consultants | | | | | | | | |
| MEPS Contract | | | | | | | | |
| Report on selected MEP | | | | | | | | |
| validation workshop | | | | | | | | |
| Nomination of TWG members | | | | | | | | |
| First Meeting for TWG | | | | | | | | |
| Formal Handover of document to KEBS | | | | | | | | |
| 1st Label meeting | | | | | | | | |
| 1st Meeting KEBS TCs | | | | | | | | |
| Approval of MEPS Lighting | | | | | | | | |
| Standards Balloting Stage | | | | | | | | |
| Standards Gazettment Date | | | | | | | | |

| **Activities for the development of MEPS Regulations** | 08/13 | Q4-13 | Q1-14 | Q2-14 | Q3-14 | Q4-14 |
|---|---|---|---|---|---|---|
| Stakeholder workshop | | | | | | |
| Expert Retreat on regulations | | | | | | |
| Presentation to ERC Commissioners | | | | | | |
| Gazette notice for public comments on Draft regulations | | | | | | |
| Notice on Daily newspapers for comments | | | | | | |
| Deadline for receiving comments | | | | | | |
| Stakeholders workshop | | | | | | |
| Presentation of final draft to ERC Commissioners | | | | | | |
| Presentation to the Ministry of Energy & Petroleum | | | | | | |
| Submission to AG office from MoEP | | | | | | |
| Letter of clarification from AG to MoEP | | | | | | |
| Meeting with AG officers for clarification | | | | | | |

KEBS carried the responsibility of developing the MEPS, and is the body to be in charge of managing the pre-shipment inspections and local testing, if and when applicable. KEBS successfully developed the standards and achieved the desired outcome, but it took a long time, which resulted in delays in achieving other outcomes. MoIED was in charge of developing the regulations and following through until they are approved by the Government of Kenya. Passing of regulations requires that there be MEPS which are to be regulated.

As shown above, the project had to endure the lengthy process of developing the standards, followed by a lengthy process required for the development of the regulations. It is noted that the first activity in the development of the regulations occurs after the MEPS had been finalised and were waiting for the gazette publication, which should have been accounted for in the project timeline at the design stage.

With regards to KAM, its functions under the project included: education, awareness, energy audits, and coordination. The project implementation involved many activities for awareness and training purposes. The reported workshops and studies involved national and international consultants, and were generally coordinated by the PMU, under the MoIED. In 2014, during the no-cost extension period, KAM received a sum of KES 14,470,000 for a consultancy assignment titled "Awareness Raising for Energy Efficiency Standards and Labels in Industries in Kenya". The justification for the delay in performing its role was reported as being a procedural delay, i.e. the partnership agreement for this assignment was initiated in 2012, but the change of PS required a due procurement process to be followed. The procurement process was undertaken in 2013, and KAM was selected. The Agreement had to be reviewed by KAM and MoIED legal teams, where the assignment was executed between February and December 2014.

Setting aside the two major outcomes (the standards and regulations), considerable effort is reported to have been exerted by the main implementing party and PMU to achieve the project outcomes. These efforts were unfortunately not matched with the same level of diligence from other stakeholders, whose lack of cooperation resulted in shortcomings in achieving project outcomes, and therefore a lower rating than would have been possible.

The development of VAs, for example (Outcome 4), was hindered by ERC's objection, while the project team reportedly went out of their way to obtain ERC's Legal Department consent, on one occasion by changing the name, on another by hiring a consultant to make an indicative assessment, etc. Another example is the training of KRA staff, who would be responsible for the implementation of regulations, and are key to the success of the project. The project submitted evidence for having invited KRA to send 5-10 inspectors in the 6 main entry towns. Unfortunately for all the towns, fewer than 10 appeared. With such hindsight, the project undertook combined training for inspectors, the result of which is that only 0.7% of KRA staff were trained throughout the project lifetime, instead of the targeted 30-50%.

### 3.3.3 Quality of support provided by UNDP

As the project is executed under a national execution modality (Nationally Implemented), UNDP's main roles are monitoring, support and oversight.

UNDP played an important role by taking up project procurement after delays in procurement undertaken though the EA. All stakeholders commented that the UNDP process was reasonable and much faster than the Government process.

With respect to overseeing the project development in light of the considerable delays, UNDP reported having numerous meetings with Government trying to address the problems bedevilling the project. The UNDP-GEF Regional Technical Advisor made three trips to Kenya in efforts to address operational challenges affecting the project. The RTA issued critical PIR ratings, highlighting some of the difficulties the project faced. At one point UNDP, through the Resident Representative's Office sent a letter to the GoK, indicating intentions to close the project if a number of issues were not addressed. It is unclear what the outcome of this letter was or what actions were taken.

However, there continue to be roles which were not efficiently performed. As noted earlier, the annual reports seem to catalogue the activities of the year but provide no context to the achievement of overall outcomes. The Progress Delay Report is clear in warning of the termination of the project for lack of progress. Similarly the MTR notes that project outcomes are unlikely to be achieved by 2013 but perhaps by 2015. There has been a clear lack of adaptive management, with the project essentially unable to progress while it waits for first the MEPS and then the regulations.

The main responsibility of UNDP is to monitor project execution, but the multiple discrepancies in the financial reporting of the project (whether comparing the CDRs with other reports, or comparing the different version of CDRs submitted for TE review), make the evaluation process inaccurate. Similarly, the lack of co-finance (according to the CDRs) is cause for concern. That members of the PSC are not aware of specific project outcomes within the log-frame is similarly cause for concern.

While some measures to put the project back on track have been reported, UNDP could have taken decisive action to make sure the execution of the project responds to the alarms and warnings highlighted since it started and throughout its operation. Concerns were raised but the project proceeded inefficiently nonetheless. Hence, overall, UNDP's role in supporting the project is deemed moderately unsatisfactory.

## 3.4 *Impact, Co-Development Benefits, & Mainstreaming Of UNDP Principles*

The project has had an impact on raising awareness around energy efficiency and, in particular, standards and labels. It has put in place MEPS, and an approved regulations for MEPS enforcement. The MoIED has taken over the project management unit as of January 2014. The various Government agencies and stakeholders are in some state of preparedness to enforce regulations, even if they are not fully prepared to enforce immediately. Thus, the project has had an impact.

The project is relevant to Kenya. Kenya needs energy to fuel its development agenda and energy efficiency promises to be one of the most accessible and effective means of providing the required energy. Hence the project is very much in support of UNDP's development goals.

The project does not have a specific gender component but, as most household appliances are used primarily by women, the project has potential to target women for awareness-raising and education on energy efficiency. The project, once the use of energy efficiency equipment begins, can be expected to reduce GHG emissions and thus contribute to overall sustainability. It has not to date had any GHG impacts (i.e. zero emissions reductions).

# *4. CONCLUSIONS & RATINGS*

The project has had an impact on raising awareness of energy efficiency standards and labels in Kenya. It has taken the important steps of creating MEPS and approving regulations (July 2015). Nevertheless, the project has suffered considerably shortcomings in implementation which have meant that most project outcomes are not achieved at the time of the TE. The most notable of these shortcomings have been a delay of almost two years between project approval and commencement of project activities; a lack of adaptive management which has led to the project sitting and waiting for passage of MEPS and regulations, before undertaking other activities in earnest even when they could be undertaken without regulations; and under-utilisation of funds which has led to some project reports perhaps not being as effective as they could have been.

## 4.1 Project evaluation and ratings

**Table 10: Summary of evaluation ratings of the project**

| **Evaluation Ratings:** | | | |
|---|---|---|---|
| **1. Monitoring and Evaluation** | ***rating*** | **2. IA & EA Execution** | ***rating*** |
| M&E design at entry | MU | Implementing Agency Execution (UNDP) | MS |
| M&E Plan Implementation | MU | Executing Agency Execution (MoIED) | MS |
| Overall quality of M&E | MU | Overall quality of Implementation / Execution | MS |
| **3. Assessment of Outcomes** | **rating** | **4. Sustainability** | **rating** |
| Relevance | R | Financial resources: | ML |
| Effectiveness | MS | Socio-political: | ML |
| Efficiency | U | Institutional framework and governance: | ML |
| Overall Project Outcome Rating | MS | Environmental : | L |
| | | Overall likelihood of sustainability: | ML |

### Project Design

The project design suffers from several shortcomings. The most critical of these seems to be a lack of sequential and causal planning of project outcomes and outputs. As an example, the lack of gazette regulations within the project timeframe, necessary for mandatory adoption of the MEPS, has been cited as a reason for lack of achievement of project outcomes and outputs, however, the adoption of regulations is not explicitly stated as either an outcome or output in the project log frame. It is only mentioned implicitly under Output 2.4 “Establishment of a legal enforcement system for follow-up on non-compliance with regulations.” The MTR notes that public awareness raising was delayed until at least draft of the standards and regulations are available. At TE mission (February 2015), standards are available and draft regulations are available, yet public awareness raising has still not been carried out for the same reasons cited at MTR (see Outcome 4, Table B above).

The project design was clearly over-ambitious with respect to spreading implementation to the EAC countries. Within Kenya, dissemination and public awareness raising have not occurred because regulations have not been passed within the project timeframe. Voluntary agreements have not been signed because consensus on their purpose and the suitable legal framework for their implementation could not be reached, although some of the users of commercial appliances, such as display refrigerators, have indicated a willingness to sign.

**Project M&E Design & Implementation**

The project document and logical framework use the same targets and indicators for several outputs making it difficult to differentiate project progress. In the case of Outcome 5, "Policy Support and Policy Framework" the target indicator is the "Centre for Energy Efficiency and Conservation at the Kenya Association of Manufacturers is successfully operating and continues to receive Government support". However, the CEEC's existence and operation predate the project. Further, it's unclear how CEEC at a manufacturer association, even if it did not exist prior to the project, can be an indicator of policy. Otherwise, the project follows a standard M&E design.

The project has had a Mid-Term Review and Terminal Evaluation (the present document) as scheduled. It has also had annual progress reports though these seemed more procedural than as tools for monitoring and evaluation of the project. Although the project was not on-target to achieve its outcomes the annual reports do not raise alarms in this respect.

With the coming of the new constitution, a new requirement was introduced stating that a 'Regulatory Impact Statement (RIS)' must be undertaken for acceptance of the Draft Regulations, which would not be signed unless accompanied by an RIS. This RIS was undertaken in November 2014, but the assignment did not cover the training activities or other components of the project. The developed RIS focused entirely on the future impact of the regulations, in order to be used by policy-makers to pursue financial incentives from Treasury or Development Agencies, for the implementation of the regulation upon gazetting.

The conclusion at TE is that the monitoring component of the M&E plan was implemented, but there was no evaluation or assessment of the results of the audits and monitoring reports generated. The lack of response to monitoring results lead to significant shortcomings in project outcomes, some of which could have been avoided if actions were taken in due time. For these reasons, the M&E implementation and overall M&E are rated as "Moderately Unsatisfactory".

**Project Implementation (IA & EA Execution)**

According to the ProDoc, the MoIED (formerly the Ministry of Trade and Industry) will serve as the overall Executing Agency (EA) for the UNDP-GEF programme, whereas UNDP is considered to be the host country Implementing Agency (IA),

The project has implemented aspects of the awareness raising campaign, has provided training, and has successfully developed MEPS, has prepared draft regulations, which have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6$^{th}$ July 2015. The lack of enforced regulations within the project timeframe has been cited as a main cause for lack of public awareness campaigns and lack of implementation of a labels scheme (even on a voluntary basis), despite regulations not being explicitly stated as part of the project Outcomes or Outputs at the design phase.

Development of the regulations only began in mid-2013. Given the importance of the regulations to the project, it would have been expected that they either start earlier, or there are means for other aspects of the project to progress while the regulations were in development.

In the MTR report (October 2012), the MTR consultant provides a summary of the priority issues for the remaining implementation period, as well as recommendations of actions to address them, and the stakeholders responsible to act on the recommendations. The "use of logical framework" is listed as one of eight priority issues as follows:

> *Priority issue: Use of logical framework*
> *Summary: There is evidence that the logical framework is not used to its full capacity as the main tool to implement the programme. In fact, most stakeholders of the programme were not aware of the logical framework.*
> *Recommendations/Priority actions: It is important that all stakeholders of the EESL programme be trained to make better use of the logical framework so that the quality of implementation can be enhanced going forward.*
> *Responsible stockholders: UNDP, PMU*

The situation remains unchanged at Terminal Evaluation. Most stakeholders are unaware of the overall framework, and the specific project goals. This was even more problematic because interviews during TE were in some cases held with representatives who are unaware of the present status of their entities' own involvement in the implementation of the project. One high-level stakeholder insisted that MEPS are enforced, have been enforced since they have been gazetted and that it is not possible today to import into Kenya equipment or appliances which do not conform to the MEPS. The stakeholder represents one of the organizations responsible for enforcement. Neither PSC meeting minutes, nor APRs, nor interviews with stakeholder reflect an understanding of the underperformance of the project or its status with respect to its targets, even on the most quantitative issues such as number of trainees from each segment.

The project was approved by GEF in December 2008. The ProDoc was signed by UNDP and the Principal Secretary (PS) of the Ministry of Industrialization in May 2009. The signature of the PS of the Ministry of Finance followed in August 2009. A project manager was appointed in May 2010. Still, the project did not commence until March of 2011. An "S&L Implementation Status & Proposal for Acceleration" report, dated 30th May 2010 (officially released in June 2011) states:

> *The Standards and Labeling Programme which is being executed by the Ministry of Industrialization is now in its 23rd month since the Project Document/Contract was signed. Before this, the project document had spent 6 months at the ministry offices awaiting the PS signature. In other words it has been almost three years since the GEF Secretariat approved the project. This project has experienced worrying delays; to-date, the project has not achieved much within the almost two and half years that it has been in existence. This situation is of great concern as we approach GEF 2011 mind-year [sic] Project Implementation Review (PIR); this project faces eminent closure by GEF if drastic measures are not taken to fast-tract activities approved under the current annual work plan.*

It's unclear what drastic measures were taken. Procurement was shifted to UNDP to avoid the Government's slow procurement process. Good cooperation between the UNDP and PMU under the MoIED was evident in the TE. Representatives from the MoIED and other stakeholders reported that their satisfaction with UNDP procurement.

The main shortcomings in the execution of the project are: the severe delay at the start (March 2011 start for a project GEF approved in December 2008); lack of corrective actions taken to compensate for the delay; lack of alternatives sought to pursue the Voluntary Agreements and to achieve outcomes in absence of mandatory regulations; lack of awareness and engagement of key stakeholders; almost complete lack of replication or involvement from EAC countries (it is acknowledged that this was perhaps too ambitious, but the ProDoc is quite specific about EAC country engagements going as far as assigning national project coordinators in each country); lack of utilization of project finances, in particular lack of materialization of project co-finance has meant the project did not make use of all the resources available to try to reach its goals.

That the project developed MEPS, proposed regulations, and followed up thoroughly until the regulations have been approved by the Cabinet Secretary, MoEP, for gazettement as of 6th July 2015 (two years from the date of regulations' development), despite the very late start, is commendable. Had the project started promptly, it may have achieved most of its outcomes.

For the period of actual work, March 2011 – December 2014, and given the effort exerted by the project team to achieve project outcomes beyond the project timeframe (i.e. obtaining approval on regulations post project end-date), the EA execution receives rating of "Moderately Satisfactory", corresponding to moderate shortcomings resulting from lack of clear understanding of the work required to undertake a project of this size and importance, lack of sufficient stakeholders' involvement early enough to achieve the critical milestone of approving the regulations within the project timeframe.

The TE consultants also note the considerable effort exerted by the main implementing party and PMU to achieve the project outcomes, The efforts were unfortunately not met with the same level of diligence from other stakeholders, whose lack of cooperation resulted in quantifiable shortcomings in achieving project outcomes, and therefore a lower rating than would have been possible. Examples for this is ERC's hindering the progress of Voluntary Agreements without clearly identified objectives which the MoIED can help solving, and KRA's lack of participation in trainings to which staff they were invited, leading to training of only 0.7% instead of the targeted 30-50%.

The Implementing Agency (IA), with its main role as oversight, supervision, and monitoring and evaluation of the project, has had major shortcomings in its execution. Annual progress reports that lack substance and do not correspond to the state of the project, even if they do accurately catalogue the activities of the year, should not be accepted. As the IA is responsible for disbursing funds, it carries particular responsibility with respect to the lack of consistency in financial reporting between project entities, lack of utilization of project resources, and lack of co-finance.

In light of the efforts reported to have been done by country representatives, and the involvement of regional managers throughout the duration of the project, IA Execution receives rating of "Moderately Satisfactory", corresponding to there being shortcomings in execution resulting from lack of prompt, effective, and decisive response to continuously reported warning signs, yet balanced by continuous support to the project and project team (the GoK), making the impact of the shortcomings moderate, and giving higher potential for the success in enforcing the recently approved regulations.

The trials of the EA and the IA to overcome the difficulties faced are acknowledged. Nevertheless, over the period of the entire project, the implementation has been waiting for a milestone which could not be achieved during the project timeframe, leading to unachieved outcomes, and no reductions in $CO_2$ emissions. The assessment of the Overall Execution based on what has been achieved at the time of the TE mission reveals significant to major shortcomings. However, during the TE assignment, the MEPS regulations have been approved (July 2015), and the milestone hindering the progress of many outcomes is now reached, paving the way to the enforcement of the MEPS and utilisation of the developed labels. For this recent achievement, the Overall Execution receive rating of "Moderately Satisfactory", corresponding to there being considerable shortcomings but a high potential for fast developments on belated achievements in the near future.

**Project Relevance**

The project is highly relevant to Kenya and EAC countries as effectively argued in the ProDoc. The countries are hungry for energy to fuel their development. Increased efficiency is the most cost effective means of reducing the gap between the available and desired energy.

**Project Effectiveness**

The project's effectiveness is rated as "Moderately Satisfactory". The major outcomes of the project have not been achieved but the utilization of mandatory Kenyan energy labels on imported appliances can be expected to be achieved in the near future, given that ERC has already started the process of implementing and enforcing the approved regulations (as per the letter to UNDP dated July 7, 2015).

**Project Efficiency**

According to the guidance for conducting TEs, project efficiency is a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. Project efficiency is rated as "Unsatisfactory", where the funds spent has not resulted in $CO_2$ reductions. The outcomes achieved given the allocation of five and a half years and US$ 1.6 million of project funds indicate a low efficiency of utilization of resources. That significant funds remains unspent indicates that the project did not utilize the resources available to it.

**Overall Project Rating**

The project receives an overall rating of "Moderately Satisfactory", corresponding to there being "moderate shortcomings in the achievement of the project objectives". There are MEPS, there are regulations (approved by the Cabinet Secretary, MoEP, for gazettement as of $6^{th}$ July 2015), and there is awareness among the major stakeholders. But there are no voluntary agreements, no public awareness, and no replication in EAC countries.

Overall, the GoK has energy efficiency and labelling of appliances on its agenda, and took the initiative of being in charge of running the PMU after the project lifetime to sustain its results. Nevertheless, for reasons related to project design and execution, the project did not put in place functioning standards and labels programme within the project timeframe..

Therefore, as can be assessed at the time of TE, the project did not realize energy savings and there are no corresponding GHG emissions reductions, which is the overall target of the project, but the recent developments (approval of regulations in July 2015) indicate that the project could achieve some of its goals in the near future. Given that ERC has already started the process of implementing and enforcing the approved regulations (according to the letter to UNDP dated July 7, 2015), the project receives an overall rating higher than it would receive if the TE assessment is based on the presently achieved outcomes.

**Project Sustainability**

Project sustainability is rated as "Moderately Likely" given the passage of the MEPS regulations. The registration of appliances under the regulations and the enforcement of compliance are revenue generating activities for the various bodies involved and are part of their existing mandates and functions. Therefore, with the passage of regulations, the project's outcomes can be expected to continue.

# 5. RECOMMENDATIONS & LESSONS LEARNED

## Key Recommendations

- The modalities of enforcement of the approved regulations must be agreed upon between the various enforcement agencies (Kenya Revenue Authority, Anti-Counterfeit Authority, Kenya Bureau of Standards), with clear steps and roles for each, and actions to be taken as part of enforcement.
- Establishment of a testing facility, or establishment of agreements with interim testing facilities should be a priority.
- Proceeding immediately with voluntary agreements or declarations in some form as possible, and dissemination of labels and awareness raising, should be prioritized.

## Lessons Learned

- Effective and detailed project design is imperative to the success of the project. The S&L project lacked a clear roadmap of sequential and causal activities.
- Effectiveness of M&E design and implementation is crucial to maintaining the project on-track, identifying deviations, and taking corrective actions
- The Project Steering Committee must "steer" the project to effective outcomes, and must in-turn be steered by the PMU and IA to having clear vision of the immediate and ultimate outcomes, outputs, and objectives of the project.
- Frequent turnover of PSC members is highly detrimental to project success, and while it is largely beyond the control of the project commitment of the various stakeholders to appoint personnel with institutional longevity to the project is an indicator of chances for success and should be sought early in the process.
- Although projects may be under Nationally Implemented/Executed modalities, UNDP must exert considerable oversight and monitoring in order to help achieve project goals. This is perhaps the one of greatest values that UNDP can offer developing countries - providing the impetus to government agencies to act in a coordinated manner towards agreed upon outcomes.
- The process of replication in other countries is difficult and will take almost as much time and effort as the initial task as the main hurdle is getting individuals and organizations to adopt new behavior. As such, it's unrealistic to expect that a project will be developed in a country and replicated in several others within the project timeframe.
- A timeline for project implementation showing the sequence and schedule for activities should be a core part of every project design. Updates on the timeline and percentages of completion of the various tasks should be an element of every major progress report.
- The financial reporting of a project should be coherent. The obstacles leading to inconsistent reporting should be studied and eliminated, i.e. time-spans, currency exchange sources, definition of items to be included, etc, should be unified and used by all reporting parties.
- Multi-stakeholder involvement, both from private and public sectors, enhances the sense of project ownership, and contributes positively to the success of national programmes.

# ANNEX A – TERMS OF REFERENCE (TOR)

**UNDP-GEF TERMINAL EVALUATION**
**TERMS OF REFERENCE**

**STANDARDS AND LABELING PROGRAMME IN KENYA**

## 1. INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP-implemented, GEF-financed projects are required to undergo a terminal evaluation upon completion of implementation.

The Ministry of Industrialization and Enterprise Development (MoIED), in partnership with the United Nations Development Programme (UNDP), seeks the services of an International Consultant (s) to undertake a Terminal Evaluation for the Standards and Labeling (S&L) Programme in Kenya (PIMS 3513). The project started in June 2010 and is currently in the final year of implementation.

These terms of reference (TOR) set out the expectations for the Terminal Evaluation (TE) of the S&L Project.

The essentials of the project to be evaluated are as follows:

### PROJECT SUMMARY TABLE

| | | | | |
|---|---|---|---|---|
| Project Title: | Development and Implementation of a Standards and Labeling Programme In Kenya | | | |
| GEF Project ID: | 54346 | | *at endorsement (Million US$)* | *at completion (Million US$)* |
| UNDP Project ID: | 57345 | GEF financing: | 2,000,000 | |
| Country: | Kenya | IA/EA own: | 250,000 | |
| Region: | East Africa | Government: | 8,760,902 | |
| Focal Area: | Climate Change | Other: | 302,570 | |
| FA Objectives, (OP/SP): | To remove barriers to market transformation of energy efficient products and services | Total co-financing: | 9,063,472 | |
| Executing Agency: | Ministry of Industrialization And Enterprise Development | Total Project Cost: | 10,760,902 | |
| Other Partners involved: | Kenya Association of Manufacturers, Kenya Bureau of Standards | ProDoc Signature (date project began): | | May 2010 |
| | | (Operational) Closing Date: | Proposed: Dec 2013 | Actual: Dec 2014 |

# 2. PROJECT BACKGROUND INFORMATION AND OBJECTIVES

The Standards and Labeling (S&L) Programme is a 5-year initiative designed to remove barriers to market transformation of energy efficient products and services in Kenya, with replication effects in the 4 other East African Community (EAC) countries of Burundi, Rwanda, Tanzania and Uganda.

The goal of the Programme is to reduce energy (electricity) related $CO_2$ emissions in Kenya and the EAC Countries by improving the energy efficiency of selected appliances and equipment in Residential, Commercial and Industrial Sectors. This will be achieved by market transformation towards high-energy efficient appliances through the introduction of Minimum Energy Performance Standards (MEPS) and Energy Efficiency Labels.

The main objective of the project is to remove the barriers to rapid and widespread uptake of energy efficient motors in the industrial sector; refrigerators in the residential; display refrigerators in the commercial sector; air-conditioners in the commercial and residential sectors; and lighting in the three sectors.

Energy Efficiency Standards & Labeling are a highly cost-effective means to assist countries reduce energy demand and GHGs while stimulating economic growth. This project seeks to transform the Kenyan and East Africa electrical equipment and appliances market by providing information that assists consumers to make informed and rational decisions based on life cycle costs rather than initial investment cost of equipment and appliances. Introduction of Minimum Energy Performance Standards (MEPS) will bring about significant improvement by phasing out inefficient electrical appliances and equipment from the market.

This project is being implemented with budget support from the Global Environment Facility (GEF), the United Nations Development Programme (UNDP) and the Government of Kenya. UNDP is the GEF Implementing Agency and the Government's lead executing agency is the Ministry of Industrialization and Enterprise Development. Other Implementing Partners are the Kenya Bureau of Standards (KEBS), Energy Regulatory Commission and the Kenya Association of Manufacturers (KAM).

The project is being executed through four principal components:

i. Energy Efficiency awareness Creation, Knowledge build-up and Capacity Building
ii. Development and Adoption of Minimum Energy Performance Standards and Labels
iii. Conducive Policy and Policy Instruments on Energy Efficiency and Standards and Labeling and
iv. Monitoring and Evaluation

The project has the following outcomes:

1 Selection and Adoption of International Test Procedures, Minimum Energy Performance Standards and Label Classification
2 Development and Implementation of a Verification and Enforcement System
3 Awareness raising campaign for Standards and Labels targeting Distributors, Retailers and End users
4 Development of Voluntary Agreements for Efficient Commercial Display Refrigerators and Hotel Air Conditioners
5 Policy Support and Policy Framework
6 Learning and Replication

# 3. OBJECTIVE AND SCOPE

The project was designed to remove the barriers to rapid and widespread uptake of energy efficient appliances. This would promote market transformation through energy performance standards and labels.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

The objective of the TE is to gain an independent analysis of the progress of the project. The TE will identify potential project design problems, assess progress towards the achievement of the project objective, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP-GEF projects), estimate the greenhouse gas emission reductions attributable to the project, and make recommendations regarding specific actions that should be taken to sustain the impacts of the project beyond its lifetime. The project performance will be measured based on the indicators of the project's logical framework (see Annex A) and climate change mitigation Tracking Tool.

# 4. EVALUATION APPROACH AND METHOD

An overall approach and method[1] for conducting project terminal evaluations of UNDP-supported, GEF-financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact,** as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (Annex C) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The TE must provide evidence based information that is credible, reliable and useful. The review team is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular Ministry of Industrialization and Enterprise Development, Kenya Bureau of Standards, Energy Regulatory Commission, Kenya Association, the GEF operational focal point, UNDP Country Office, UNDP-GEF Technical Advisor based in the region and key stakeholders. Interviews will be held with the following organizations and individuals at a minimum:

- UNDP/GOK staff who have project responsibilities;
- Executing agencies (including but not limited to senior officials and task team/ component leaders;
- The Chair of Project Steering Committee
- Project stakeholders, to be determined at the inception meeting; including, government agencies, manufacturers organization and NGOs
- National Consultants previously involved with S&L activities in Kenya

The team will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the team considers

**[1] For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, Chapter 7, pg. 163**

useful for this evidence-based review. A list of documents that the project team and UNDP Country Office will provide to the team for review is included in Annex B of this Terms of Reference.

## 5. EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based on expectations set out in the Project Logical Framework/Results Framework (see Annex A), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact.** The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in Annex C.

| **Evaluation Ratings:** | | | |
|---|---|---|---|
| **1. Monitoring and Evaluation** | ***rating*** | **2. IA& EA Execution** | ***rating*** |
| M&E design at entry | | Quality of UNDP Implementation | |
| M&E Plan Implementation | | Quality of Execution - Executing Agency | |
| Overall quality of M&E | | Overall quality of Implementation / Execution | |
| **3. Assessment of Outcomes** | **rating** | **4. Sustainability** | **rating** |
| Relevance | | Financial resources: | |
| Effectiveness | | Socio-political: | |
| Efficiency | | Institutional framework and governance: | |
| Overall Project Outcome Rating | | Environmental : | |
| | | Overall likelihood of sustainability: | |

## 6. PROJECT FINANCE / CO-FINANCE

The Evaluation will also assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal report.

| Co-financing (type/source) | UNDP own financing (mill. US$) | | Government (mill. US$) | | Partner Agency (mill. US$) | | Total (mill. US$) | |
|---|---|---|---|---|---|---|---|---|
| | Planned | Actual | Planned | Actual | Planned | Actual | Actual | Actual |
| Grants | | | | | | | | |
| Loans/Concessions | | | | | | | | |
| • In-kind support | | | | | | | | |
| • Other | | | | | | | | |
| Totals | | | | | | | | |

## 7. MAINSTREAMING

UNDP-supported, GEF-financed projects are key components in UNDP country programming, as well as regional and global programs. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

## 8. IMPACT

The evaluators will assess the extent to which the project has achieved impacts or progressing towards the achievement of impacts. Greenhouse gas mitigation estimates for the project must be derived using the official GEF methodology for energy efficiency projects: http://www.stapgef.org/revised-methodology-for-calculating-greenhouse-gas-benefits-of-gef-energy-efficiency-projects-version-1-0/

## 9. CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions**, **recommendations** and **lessons**.

## 10. IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Kenya. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, coordinate with the Government etc.

## 11. TIMEFRAME

The total duration of the review will be 4 weeks, starting 20 October 2014 according to the following plan:

| Activity | Timeframe |
|---|---|
| Preparation and desk research | 20 - 25 October 2014 (6 days) |
| Review mission and debriefing | 26 Oct - 2 Nov 2014 (8 days) |

| | |
|---|---|
| Draft review report and GEF Tracking Tool | 3 Nov - 7 Nov 2014 (5 days) |
| Finalisation of report and GEF Tracking Tool | Nov 8 - Nov 15 2014 (7 days) |

## 12. TERMINAL EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

| Deliverable | Content | Timing | Responsibilities |
|---|---|---|---|
| Inception Report | Review team clarifies timing and method of review | No later than 2 weeks before the review mission | Review team submits to SLP, UNDP Country Office and UNDP-GEF Technical Advisor |
| Presentation | Initial Findings | End of review mission | To PMU, MoIED and UNDP Country Office |
| Draft Final Report & GEF Tracking Tool | Full report (as template in annex E) with annexes | Within 3 weeks of the review mission | Sent to SLP, MoIED and UNDP CO, reviewed by RTA, PCU, GEF OFP… |
| Final Report & GEF Tracking Tool | Revised report with audit trail detailing how all received comment have (and have not) been addressed in the final review report). | Within 1 week of receiving comments on draft | Sent to SLP, MoIED, UNDP CO and UNDP-GEF Technical Advisor. |

## 13. QUALIFICATIONS

The international consultant must have prior experience in evaluating similar projects. Experience with GEF-financed climate change mitigation projects is an advantage. The consultant selected should not have participated in the project preparation and/or implementation and should not have conflicts of interest with project-related activities.

The consultant must present the following qualifications and experience:

- ✓ Minimum 5 years of relevant professional experience in the evaluation sector, preferably in developing countries;
- ✓ Knowledge of GEF focal area objectives and projects;
- ✓ Previous experience with results-based monitoring and evaluation methodologies;
- ✓ Proven technical knowledge in Standards and Labeling Approaches, energy efficiency technologies and practices; and
- ✓ Ability to calculate and validate GHG emission reductions

## 14. PAYMENT MODALITIES AND SPECIFICATIONS

| % | Milestone |
|---|---|
| **20** | Following submission and approval of the 1st draft final evaluation report and GEF Tracking Tool, complete in all assessments and free of any factual or grammatical errors (timeliness will impact payment schedule) |
| **80** | Following submission of Final TE Report with all comments incorporated, in two hard copies and 1 Microsoft Word electronic copy, complete in all assessments and free of any factual or grammatical errors (time taken will impact final payment and a proportional fee will be deducted from the final agreeable amount if any of the deadlines are not met). Approved by RTA, UNDP CO and MME |

## 15. APPLICATION PROCESS

Applicants are requested to apply online http://jobs.undp.org) before 10 October 2014. **All applications including P11 form, CV, technical and financial proposals should be submitted by email**: **consultants.ken@undp.org indicating the following reference "International or National Consultant for S&L Terminal Evaluation" by 16:30 on 10 October 2014. Incomplete applications will be excluded from further consideration.**

**Recommended Presentation of Proposal:** Introduction about the consultant/CV; Proposed methodology and workplan, financial proposal, including proposed fee and all other travel-related costs (such as flight ticket, per diem, for international consultant, etc.).

**Criteria for Evaluation of Proposal:** The selection will be made based on the educational background and experience on similar assignments. The price proposal will weigh as 30% of the total scoring.

## 16. ANNEXES in the ToR:

- **Annex A: Project Logframe/Result Framework**
- **Annex B: List of Documents To Be Reviewed**
- **Annex C: Terminal Evaluation Rating Scale**
- **Annex D: Co-Financing Table**
- **Annex E: Evaluation Questions**
- **Annex F: Table Of Contents For The Terminal Evaluation Report**
- **Annex G: List Of Stakeholder's Names To Be Consulted**
- **Annex H: Evaluation Consultant Code Of Conduct And Agreement Form**
- **Annex I: Ethics Statement**

# ANNEX B – MISSION ITINERARY

**List of interviews held during the mission (February 16 – 20, 2015)**

| Time | Organization | Name of delegate | Title |
|---|---|---|---|
| **Monday, 16th February** | | | |
| 10:00 | PMU of SLP, MoIED | Joseph Njuguna | National Project Manager, SLP |
| 10:30 | MoIED | Amb. Dr. Joseph Kiplagat | Director, Industrial Information & Research / SLP Project Coordinator |
| 11:00 | UNDP, Nairobi Office | David Githaiga | Team Leader Energy, Environment & Climate Change |
| 12:00 | Freelancer | Susanne Ochieng | National Consultant (training contract) |
| 14:30 | ERC | Caroline Kimathi | Assistant Manager, Licensing & Compliance |
| | | Eustace Murithi | Technical Officer, EE & Conservation |
| **Tuesday, 17th February** | | | |
| 09:00 | NEMA | Jane Nyandika | |
| 11:00 | KIRDI | Joseph Kamau | |
| 13:00 | KEBS | Charles Gachahi | Director, Standard Development & Trade |
| 15:00 | Histoto | Andrew Karuga | Former National Project Manager (3.5 years) |
| **Wednesday, 18th February** | | | |
| 9:00 | ACA | Dr. John Akton, PhD (IDS) | Agency Executive Director |
| | | Fredrick Chepkwony | Senior Research Officer |
| 11:00 | PMU mid-week review | Joseph Njuguna | National Project Manager, SLP |
| **Thursday, 19th February** | | | |
| 9:00 | MoIED | Dr. Wilson Songa, MBS | Principal Secretary |
| 11:00 | KRA | Samuel Limo | Scientist |
| 12:00 | CIN (NGO) | Samuel Ochieng | Chief Executive |
| 13:00 | KAM | Martha Cheruto | Executive Officer, Energy Services |
| 14:30 | PSC meeting | Attended by the TE consultant | |
| **Friday, 20th February** | | | |
| 9:00 | UNDP Country Office | Fernando Abaga Edjang | Deputy Country Director (Programmes) |
| | | Zeinabu Khalif, PhD | Program Analyst, Energy, Environment and Climate Change Unit<br>United Nations Development Programme, Kenya |
| 10:30 | Kenya Power Company | John Kinandi | |
| **Phone interviews** | | | |
| 3 | Frigorex | Mr. Keys | |

# ANNEX C – LIST OF PERSONS INTERVIEWED

## List of persons interviewed (in person) during the mission – in alphabetical order

Andrew Karuga
Former National Project Manager, SLP

Caroline Kimathi
Assistant Manager, Licensing & Compliance
Energy Regulatory Commission (ERC)

Charles Gachahi
Director, Standard Development & Trade
Kenya Bureau of Standards (KEBS)

David Githaiga
Team Leader Energy, Environment & Climate Change
UNDP County Office, Nairobi

Eustace Murithi
Technical Officer, EE & Conservation
Energy Regulatory Commission (ERC)

Fernando Abaga Edjang
Deputy Country Director (Programmes)
UNDP County Office, Nairobi

Fredrick Chepkwony
Senior Research Officer
Anti-Counterfeit Agency (ACA)

Jane Nyandika
National Environment Management Authority (NEMA)

Dr. John Akton, PhD (IDS)
Agency Executive Director
Anti-Counterfeit Agency (ACA)

John Kinandi
Kenya Power Company

Joseph Kamau
Kenya Industrial Research and Development Institute (KIRDI)

Amb. Dr. Joseph Kiplagat
Director, Industrial Information & Research / SLP Project Coordinator
Ministry of Industrialization & Enterprise Development (MoIED)

Joseph Njuguna
National Project Manager, SLP
Project Management Unit (PMU), Ministry of Industrialization & Enterprise Development (MoIED)

Martha Cheruto
Executive Officer, Energy Services
Kenya Association of Manufacturers (KAM)

Samuel Limo
Scientist
Kenya Revenue Authority (KRA)

Samuel Ochieng
Chief Executive
Consumer Information Network (CIN)

Susanne Ochieng
National Consultant

Dr. Wilson Songa, MBS
Principal Secretary
Ministry of Industrialization & Enterprise Development (MoIED)

Zeinabu Khalifa
Programme Analyst, Energy, Environment and Climate Change Unit, UNDP Kenya
UNDP County Office, Nairobi

# ANNEX D – LIST OF DOCUMENTS REVIEWED

Documents named in red were not obtained

| # | Document name/description | Date | Source |
|---|---|---|---|
| | **Documents required in the ToR** | | |
| a | Project documents | | |
| a-1 | SLP project timeline | - | GEF website |
| a-2 | Letter of Endorsement (LOE) | April 2005 | GEF website |
| a-3 | Final Project Document (ProDoc) | June 2007 | PMU |
| a-4 | CEO Endorsement Report (CEOER) - Endorsement date is Dec 2008 | Nov 2008 | GEF website |
| | GEF Agency Approval | May 2009 | |
| a-5 | Project Delay Status & Proposal for Acceleration | May 2010 | PMU |
| | ProDoc Signature (project start date) | May 2009 | |
| | Extension approval letter | | PMU (hard copy) |
| b | Project Inception Workshop Report | July 2010 | PMU |
| c | Project implementation reports (APR/PIR's) | | |
| c-1 | Project implementation report (Excel form - 2010) | | PMU |
| c-2 | Project implementation report (Excel form - 2011) | | PMU |
| c-3 | Project implementation report (2012) | | PMU (table only) |
| c-4 | Project implementation review (2013) | | PMU |
| c-5 | Project implementation review (2014) | | PMU |
| d-I | Annual work plans | | |
| d-I-1 | Annual Work Plan (July 2010 - Jun 2011) | Jul 2010 | PMU |
| d-I-2 | Annual Work Plan (Jan-Dec 2011) | Jan 2011 | PMU |
| | Annual Work Plan (2012) | | PMU (hard copy) |
| | Annual Work Plan (2013) | | PMU (hard copy) |
| d-I-3 | Annual Work Plan (July 2014 - Jun 2015) | - | PMU |
| d-II | Annual progress reports | | |
| d-II-1 | Standard annual progress report Jun-Dec 2010 | 2010 | PMU |
| d-II-2 | Standard annual progress report 2011 | 2011 | PMU |
| d-II-3 | Standard annual progress report 2012 | 2012 | PMU |
| d-II-4 | Standard annual progress report 2013 | 2013 | PMU |
| d-II-5 | Standard annual progress report 2014 | 2014 | PMU |
| d-III | Quarterly progress reports | | |
| d-III-1 | Quarterly progress report (Q1-2011) | | PMU |
| d-III-2 | Quarterly progress report (Q3-2011) | | PMU |
| d-III-3 | Quarterly progress report (Q4-2011) | Mar 2012 | PMU |
| | Quarterly progress reports for Q1, Q2, Q3 and Q4 (2012) | | PMU (hard copy) |
| d-III-4 | Quarterly progress report (Q1-2013) | | PMU |
| d-III-5 | Quarterly progress report (Q2-2013) | | PMU |
| d-III-6 | Quarterly progress report (Q1-2014) | | PMU |
| d-III-7 | Quarterly progress report (Q2-2014) | | PMU |

| | | | |
|---|---|---|---|
| d-III-8 | Quarterly progress report (Q3-2014) | | PMU |
| d-III-9 | Quarterly progress report (Q4-2014) | | PMU |
| d-IV | Monthly progress reports | | |
| d-IV-1 | Monthly progress report - October 2010 | Oct 2010 | PMU |
| d-IV-2 | Monthly progress report - January 2011 | Jan 2011 | PMU |
| d-IV-3 | Monthly progress report - March 2011 | Mar 2011 | PMU |
| d-IV-4 | Monthly progress report - April 2011 | Apr 2011 | PMU |
| d-IV-5 | Monthly progress report - June 2011 | Jun 2011 | PMU |
| d-IV-6 | Monthly progress report - July 2011 | Jul 2011 | PMU |
| d-V | Other implementation reports | | |
| d-V-1 | Project Management Plan 2012 | | PMU |
| d-V-2 | Three years summary report (Jun 2010 - Oct 2013) | Nov 2013 | PMU |
| d-V-3 | Handover notes (NPM) | Nov 2013 | PMU |
| e | Annual audit reports (Certified financial statements) | | |
| | Ernst & Young financial audit report (Jan 2009 - Dec 2012) | Dec 2012 | PMU (hard copy) |
| | Monthly statements of cash position (Jun-Dec 2011) | Dec 2011 | PMU (hard copy) |
| | Monthly statements of cash position (Jan-Dec 2012) | Dec 2012 | PMU (hard copy) |
| f | Workshop Reports | | |
| f-1 | Regional Energy Efficiency Workshop | Oct 2010 | PMU |
| f-2 | A Report on the International study visit to Australia and Thailand | Dec 2011 | PMU |
| f-3 | Policy Review Validation Workshop | Feb 2012 | PMU |
| f-4 | S&L Regional Workshop | Oct 2012 | PMU |
| f-5 | Training for Appliances Dealers in 4 cities | Jul 2013 | PMU |
| f-6 | Training & Awareness Program for Dealers, Retailers & Importers (Apr-Oct) | Oct 2014 | PMU |
| f-7 | Training organized by UNDP in 6 cities | Nov 2014 | PMU |
| f-8 | Training in Philippines on testing (2 trainees from KEBS) | Dec 2014 | PMU |
| | Document about workshop with display fridge suppliers | | |
| g | The Mission Reports and Lessons learnt study | | |
| g-1 | Mission Report (National Counterpart to International Trainer) | July 2013 | PMU |
| g-2 | Mission report summary (Ghana visit) | Sept 2013 | PMU |
| g-3 | Ghana Trip Report (description and lessons learnt) | Sept 2013 | PMU |
| h | M&E Operational Guidelines, and all monitoring reports prepared by the project; | | |
| h-1 | Policy & Regulatory Framework Review for implementation of EE S&L in Kenya | 2011 | PMU |
| h-2 | Mid-Term Evaluation (MTE) Report | Oct 2012 | PMU |
| h-3 | Evaluation of S&L Training Module 1&2 | Jul 2013 | PMU |
| h-4 | Report on Proposals for Implementation of MEPS | Feb 2014 | PMU |
| i | Financial Operations & Procedures Manual for S&L Project | | |
| i-1 | Financial Operations & Procedures Manual for S&L Project (Ver1.0) | | PMU |
| i-2 | Financial Operations & Procedures Manual for S&L Project (Ver2) | Oct 2010 | PMU |
| j | Evaluation Report Template and Quality Standards | | UNDP website |
| k | UNEG Quality Checklist for Evaluation Reports (2010) | | UNEG website |
| l | UNEG Code of Conduct for Evaluation in the UN System (2008) | | UNEG website |

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|---|---|---|---|
| m | Evaluation Policy of UNDP (2011) | | UNDP website |
| n | Guidance for conducting TEs of UNDP-Supported, GEF-Financed Projects (2012) | | UNDP website |
| o | Norms for Evaluation in the UN system (2005) | | UNEG website |
| p | Project operational guidelines, manuals and systems | | PMU (hard copy) |
| q | Minutes of Steering Committee meetings | | PMU (hard copy) |
| r | Minutes of Project Coordination Unit meetings | | PMU (hard copy) |
| r-1 | Meeting between NPM and KEBS | Aug 2011 | PMU |
| r-2 | Meeting between NPM and ERC | Jan 2013 | PMU |
| r-3a | Meeting between NPM and ERC | Oct 2013 | PMU |
| r-3b | Comparison between E3 accords and Energy management regulation | | PMU |
| r-4 | Meeting between NPM and ERC | Jan 2014 | PMU |
| s | Guidelines for GEF Agencies in Conducting Terminal Evaluations | | GEF website |
| t | The GEF Monitoring & Evaluation Policy (2010) | | GEF website |
| u | Kenya MEPS Standards | | PMU (hard copy) |
| v | National Energy Policy (5th draft) | Aug 2012 | PMU |
| w | Draft MEPS Regulations (Appliances' Energy Performance Regulations) | 2014 | PMU |
| x | Impact Assessment Study | Nov 2014 | PMU |
| y | Baseline study | Aug 2011 | PMU |
| | **Additional documents required for the Terminal Evaluation** | | |
| 01 | Voluntary Agreements Final Draft | Mar 2013 | PMU |
| 02 | Kenya Gazette (including MEPS in pages 2977-2978) | Oct 2014 | PMU |
| 03 | List of consultants contracted under S&L programme | | PMU |
| 04 | Reports or documents prepared by consultants hired under the project. | | |
| 04-1 | Training Needs Assessment (TNA) 2012 | Jan 2012 | PMU |
| 04-2 | Development of plan to introduce harmonized S&L in EAC region | Feb 2012 | PMU |
| 04-3 | Preparation of Voluntary Agreements for Display Refrigerators & ACs | Jan 2013 | PMU |
| 05 | Consumer awareness material and documented efforts | | |
| 05-1 | Consumer awareness flyer | | PMU |
| 05-2 | How to read the label flyer | | PMU |
| 05-3 | Appliances' labels and MEPS awareness flyer | | PMU |
| 05-4 | SLP leaflet | | PMU |
| 05-5 | SLP brochure | | PMU |
| 05-6 | Promotional calenders for 2015 | | PMU |
| 06 | Significant timelines and dates | | PMU |
| | Turnover of Principle Secretaries of MoIED (with dates of assignment of each PS) | | |
| | Turnover of PSC members (Ministry of Finance Representation) | | |
| | Timeline for the development of MEPS | | |
| | Timeline for the development of Regulations | | |
| 07 | Combined delivery reports | | |

| | | | |
|---|---|---|---|
| 07-1 | Combined Delivery Report (Jan-Dec 2010) | Jun 2011 | PMU |
| 07-2 | Combined Delivery Report (Jan-Dec 2011) | May 2012 | PMU |
| 07-3 | Combined Delivery Report (Jan-Dec 2012) | Feb 2013 | PMU |
| 07-4 | Combined Delivery Report (Jan-Dec 2013) | Feb 2014 | PMU |
| 07-5 | Combined Delivery Report (Jan-Dec 2014) | Jan 2015 | PMU |
| 07-5a | Combined Delivery Report (Jan-Jun 2014) | Jul 2014 | PMU |
| 07-5b | Combined Delivery Report (Jan-Sept 2014) | Jan 2015 | PMU |
| 08 | Project Terminal Report | Mar 2015 | |
| 09 | Letter from ERC to UNDP (approval of regulations) | July 2015 | UNDP |

# ANNEX E - EVALUATORS' DECLARATIONS

The evaluator hereby declares that all possible measures have been taken to ensure that:

- The presented information is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
- The report discloses the full set of evaluation findings along with information on their limitations and is accessible to all affected by the evaluation with expressed legal rights to receive results.
- The anonymity and confidentiality of individual informants is protected.
- Maximum notice is presented, as well as minimum demand on time.
- People's right not to engage is respected, equally to people's right to provide information in confidence.
- Sensitive information cannot be traced to its source.
- In the instance of uncovering evidence of wrongdoing while conducting evaluations, such cases will be reported discreetly to the appropriate investigative body.
- Sensitivity to beliefs, manners and customs is maintained, as well as integrity and honesty in the relations with all stakeholders.
- In line with the UN Universal Declaration of Human Rights, issues of discrimination and gender equality shall be reported.
- Knowing that evaluation might negatively affect the interests of some stakeholders, the evaluation shall be conducted such that its purpose and results are communicated in a way that clearly respects the stakeholders' dignity and self-worth.

Last but not least, the evaluator hereby declares responsibility for their performance and their product(s), including the clarity, accuracy and fairness of the written and/or oral presentation of study limitations, findings and recommendations.