End-Review NORCAP

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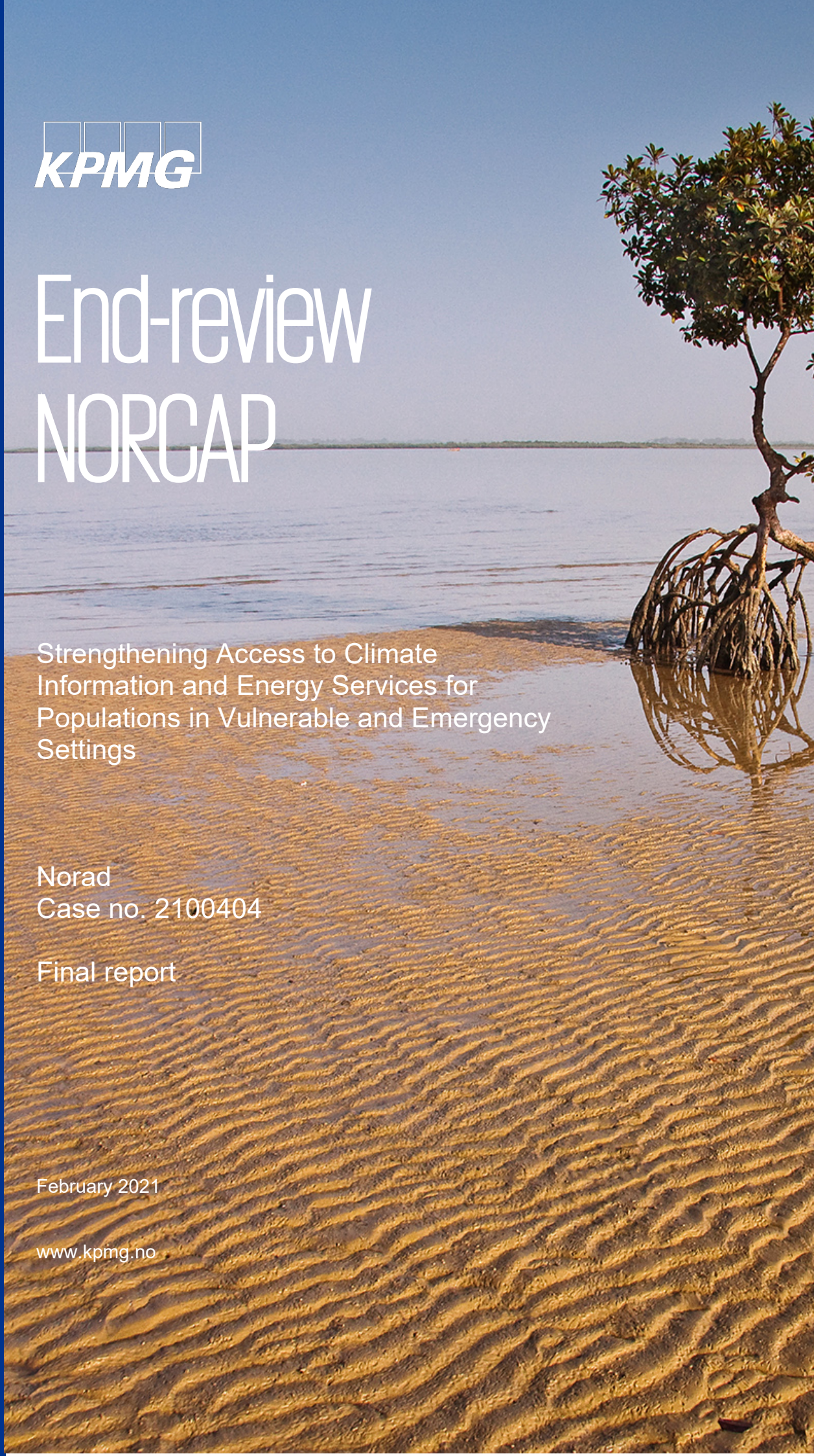

End-review NORCAP

Strengthening Access to Climate Information and Energy Services for Populations in Vulnerable and Emergency Settings

Norad
Case no. 2100404

Final report

February 2021

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Acknowledgement

This end-review has been prepared by KPMG Norway International Development Advisory Services for Norad.

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The review team would like to thank the partners, deployees, NORCAP and Norad staff who made themselves available for interviews and who responded to the surveys for the review.[1]

[1] Full list of stakeholders interviewed is included in Annex 4.

Acronyms

ACMAD	African Centre of Meteorological Application for Development (based in West Africa)
FAO	Food and Agriculture Organization
GCF	Green Climate Fund
GFCS	Global Framework for Climate Services (WMO)
GPA	Global Platform for Action on Sustainable Energy in Displacement Settings | UNITAR
ICPAC	IGAD Climate Prediction and Applications Centre (East Africa)
INGO	International Non-Governmental Organizations
MET	Meteorological Services
NFCS	National Framework for Climate Services
NGO	Non-Governmental Organizations
NMHS	National Meteorological and Hydrological Services
OECD	Organisation for Economic Co-operation and Development
OECD DAC	OECD Development Assistance Committee
RCC	Regional Climate Centre
ToC	Theory of Change
ToR	Terms of reference
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme (UN)
WMO	World Meteorological Organisation (UN)

Note: NORCAP does not use the term "deployee" any longer, but instead uses the term "expert on mission" to describe experts placed at partner organizations.

Summary

The purpose of this review is to assess the outcomes and impacts of the project – *Strengthening access to climate information and energy services for populations in vulnerable and emergency settings* – funded by the Norwegian Agency for Development Cooperation (Norad) and implemented by NORCAP (Norwegian Refugee Council's global provider of expertise). The review, among other aspects, emphasizes documentation of achievements according to the impact goal, with specific examples. The end-review will also serve as input into the dialogue on potential continued support to NORCAP by Norad.

In 2018 Norad and Norwegian Refugee Council (NRC) signed a grant agreement regarding the project RAF-3015 RAF-17/0047. The project is a continuation of RAF-3015 RAF-14/0075 but includes a new component on energy services (the former only covered climate services). The total project allocation is NOK 151.5 million and the project period is from 01 January 2018 to 30 June 2022 (after four addendums). The fourth addendum worth NOK 30.1 million which included a six-month cost extension until June 2022, was approved while this review was underway.

NORCAP is a specialized global provider of expertise to the humanitarian, development and peace-building sectors. It is operated by the Norwegian Refugee Council (NRC) and largely funded by the Norwegian government. NORCAP manages a pool of professionals and experts, who are recruited for deployments predominantly to the UN system, humanitarian International Non-Governmental Organizations (INGOs) but also government institutions. NORCAP has evolved from being a standby roster, with available expert for emergencies situations, to being an organization with ambitions of acting more as a strategic partner, even developing projects with partners at national, regional and global level to strengthen partner organizations' capacity and to building bridges between the humanitarian, development and peacebuilding sectors.

Implementation has so far resulted in an 89% budget outturn (actual vs. budget) between January 2018 and September 2021, and 70 experts have been deployed on 100 missions totaling 725 person-months provided to 23 partners. Support has mainly been given to United Nations High Commissioner for Refugees (UNHCR), World Food Programme (WFP), and Food and Agriculture Organization (FAO), but also to seven different Meteorological Services (MET) offices, regional climate centers and other partners.

1.1 Key findings

The NORCAP climate and energy services project is relevant for Norwegian development policies and to partners benefitting from the project. NORCAP's deployment model is unique and fills a capacity gap at partner organizations. Despite some room for improvement, NORCAP is recognized in this review as a sound deployment organization, its core function i.e. in terms of building rosters of experts, hiring experts for specific missions and placing them at partners. The efficiency of NORCAP is also demonstrated through high budget outturns (actual expenditure vs. budget) according to plan, although there have been yearly addendums to the project agreement which makes planning less strategic, but comes across as *ad hoc* at times.

Despite demonstration of results, there are risks related to impact, sustainability and value for money. The case study on NORCAP's partnership with IGAD Climate Prediction and Applications Centre (ICPAC) demonstrates that lasting benefits can be generated through the project, such as organizational adjustments and improvements in service provision. Interviews and surveys further document that NORCAP deployments create value for partner organizations. At the same time, the review also reveals some notable challenges to sustainability – and in terms of results achievements, the review has identified some weaknesses in the model. At the heart of the theory of change, is the assumption that deploying experts will increase capacity and awareness within partner organizations, which in turn will lead to better services and a green shift in operations. Accessing funding for the climate and energy projects, concepts and initiatives that deployments are generating, has proven to be difficult however. Currently, the results to date are costly and do not provide sufficient value for money i.e. few end-users benefit from the project to date despite millions being spent on deployments. It should be noted that there are results that are not well captured by the project (for instance, capacity improvements are difficult to quantify) and that impact can lag.

To capitalize on NORCAP contributions and improve results, other levers have been identified through this review, which could increase effectiveness, impact and sustainability of the project. Two factors – *resources and time* – appear particularly significant for delivering impact and lasting results. Impact hinges on investing more time in already initiated processes, through additional and longer-time deployments. However, addressing the resource issue is identified as the most significant factor affecting the impact and sustainability of the project. This is not something NORCAP can solve on its own, and not something Norad can address by simply increasing allocations to or adjusting modalities within the NORCAP project. The suggestion is not to attach cash to each deployment as that could lead to perverse incentives, but to align the support to NORCAP with other efforts and funding streams. The resource challenge could for instance be addressed by Norad through a strategic, portfolio-based approach to its wider set of partnerships and grant schemes, ensuring that programs feed into and reinforce one another. The mobilization of private sector actors' contributions and investments in meeting humanitarian energy and resilience needs appears to be necessary, and financial support from Norway/ Norad to work streams and initiatives where deployments are made (typically to WMO, the UNDP resilience hub, UNICEF, WFP etc.) could significantly strengthen the impact of NORCAP deployments.

Criteria	Rating	Evidence	Key findings
Relevance **Is the project doing the right things?**	★★★★★☆	Strong	The project is relevant to Norwegian development policies and effort. Partners report that the deployments are relevant and the project is relevant to end-users/ beneficiaries although this is less documented. The project concept and theory of change could have been better articulated to identified risk such as lack of funding of projects that deployees support.
Coherence **Is the project fit for purpose?**	★★★★☆☆	Strong	The project is complementary to and adds value to other projects with its focus on energy and climate services. However, Norad could be better at using its unique position to encourage collaboration between donors to support some of the programs implemented by the experts.
Effectiveness **Is the project achieving its objectives?**	★★★☆☆☆	Strong	The project is delivering well on its outcomes. However, there are delays on the delivery of outputs in both components, especially in climate services. The project has included gender indicators at output level and an accelerator program has been deployed to increase women on the roster. Shortcomings in the results framework have been identified and there is scope for improving gender measurement at outcome level and impact on female end-users.
Efficiency **Are resources well used?**	★★★☆☆☆	Strong	The project implementation and expenditure are mostly executed according to plan and budget. The limited time horizon and yearly addendums reduce the possibility for long-term, strategic planning for the project. Currently, value for money is at risk as not many end-users reportedly benefit from the project – but the are other effects not well captured that might justify the expenditure.
Impact **What difference does the project make?**	Not scored	Weak	The impact of the project is not measured and there is limited evidence supporting that impact will occur at scale. Currently, there are no indicators in the results framework for measuring resilience. No impact assessments have been conducted under the project, but the impact to date is considered low. As for the energy outcome, there is not sufficient evidence to suggest that investments in energy will take place and it seems unlikely that investments can be attributed to deployments. It is important that NORCAP finds cost-effective ways of measuring impact with its key partners – and how NORCAP can piggy-back on partner led assessments or complement efforts by partners to capture some of this evidence.

Criteria	Rating	Evidence	Key findings
Sustainability **Will the benefits last?**	★★☆☆☆☆	Weak	Experts predominantly fill competence gaps within partner organizations. Deployed experts are rarely matched with permanent staff that can directly learn and acquire skills and capacity, with the risk that once the expert leaves, the knowledge leaves with them. The review confirms this as a key concern with regard to sustainability. Notable challenges to sustainability are identified, and sustainability appears to be affected by two key elements: resources and time. NORCAP could benefit from integrating an increased emphasis on institutional change processes in project planning and design.
Risk and cross-cutting issues **Are risks and cross-cutting issues managed?**	★★★★☆☆	Satisfactory	The risk management tool of the project is in place and reported on annually. During consultations however, it is revealed that there is room for improving the risk framework with regards to partner engagement. The project covers all cross-cutting issues with annual reporting.

Note: See methodology section for a detailed explanation of the project and evidence rating scales. The project is rated on a scale from 1 (highly unsatisfactory) to 6 (highly satisfactory) and evidence is raked from 1 (weak) to 4 (strong).

1.2 Key recommendations

1.2.1 Norad

Several actions Norad can take to address risks related to impact, sustainability and value for money have been identified:

1. **There is a need for measures to improve coherence and alignment:**
   a) **Improved portfolio management.** Norad should seek alignment between the deployments and other Norwegian development partnerships and grant schemes. There is a need to ensure that NORCAP missions feed into other Norwegian initiatives and vice versa. If these broader potential benefits are not harvested, impact will be limited. Both partners and experts highlight how lack of funding and resources currently at partner institutions curb results and impact. NORCAP should be used more strategically as one of several tools and vehicles for impact, promoting synergies with all for-development programs (there are for instance two secondees to AU on Blue Economy, relevant for Oceans 4 dev), enterprise for jobs (energy) and strategic partnerships grant schemes and other larger funds such as the Green Climate Fund (GCF) and smaller funds such as Sustainable Energy Fund for Africa (SEFA) funded by Norad.
   b) **Core funding advocacy**: Use Norway's position to push for the project priorities within the organizations supported by NORCAP through Norwegian core and project contributions. This might not be the right lever for all, but there are stakeholders that conveyed that it is important that these types of projects are funded though core budgets to be scaled, mainstreamed and sustainable. Given that Norway is an important donor to many of the institutions receiving support through NORCAP, Norway is in a unique position to advocate for increased focus on climate and energy services in operations.
   c) **Norad should consider which measures can be taken to increase the coordination of funding streams from other donors such as SIDA and Danida.** Rather than designing concepts and/ or developing strategic partnerships, for example with private sector actors, deployed energy experts spend a lot of their time chasing donor opportunities and developing proposals for funding. Higher level of earmarked/ thematically focused funding and direct support through partner agreements and donor dialogue with UN agencies could ease access to funding, and thus enable deployees to use their time more strategically.

2. **There is a need for longer project period for implementation.** Due to several cost-extensions and a delayed new application process, the possibility to implement a long-term strategy for the project is reduced. With the new application process currently in process, it is recommended that the strategic decisions for the project are in focus. These processes will have a trickle-down effect vis-à-vis the partners when they also plan for their own climate and clean energy agendas. That way, it will benefit the development of missions and the work done by the experts. New phases also need to be agreed and approved earlier than today i.e. before a current phase is ending to ensure overlap. Norad also need to continue encouraging NORCAP to diversify its funding so that NORCAP is less dependent on one source of funding.

1.2.2 NORCAP

NORCAP has suggested both a thematic and geographic expansion of the project, but should make careful and strategic considerations around a focused project together with Norad.

1. **NORCAP has unfinished business in most geographical and institutional deployment locations.** The work on renewable energy solutions and climate services has initiated change processes among NORCAP partners in Africa, both at regional and country level. Many of these are in early stages. A lot of evidence is this review suggests that NORCAP should consolidate rather than expand. Before moving on to new territories, geographically or thematically, there seems to be a need to increase efforts to ensure impact and sustainability within the current portfolio and partnerships.
2. **NORCAP should ensure that joint strategic considerations are made together with partners before deployments.** One of the findings from the review is that the results of the experts' contributions are very different depending on operational contexts. The UNHCR case study documents how the enabling environment is very different and how results differ greatly even within an organisation due to particularities of countries, country offices, field offices and regional offices. This is not to suggest that deployments should only be made in environments with 'favourable' conditions, but such contextual analysis should be consciously performed and needs to inform pre-conditions or counterpart contributions by partners, mission objectives, skills sets defined as relevant and selection of deployees,
3. **NORCAP should ensure exit planning is included and conducted from the onset of partnerships and deployments.** This is related to the recommendation above, as the review finds that such exit planning is not normally done. Having a perspective on an exit strategy, and possible 'back-casting' events from an exit scenario could be a useful strategic exercise to inform the process of defining missions and selecting the right deployee profiles for the different assignments. Exit planning could also be conducted and continued in the introduction phase of a deployment. Plans for capacity building and perspectives on long-term transitions of responsibilities and follow-up should be outlined and shared between the deployee and the partner organization.
4. **NORCAP should improve the result framework and theory of change articulation**. Several shortcomings have been identified during this review that should be improved relating to measuring impact, arbitrary and lack of ambition in targets, missing middle indicators (lower outcomes), contribution/ attribution challenges and double counting and some results and effects could be better captured – as well as spelling out the assumptions in the underlying of the theorie(s) of change and the roles of recipient partners, other development partners and Norad.
5. **The communication between NORCAP, experts and partners during development of missions and terms of references should be improved**. Interviews conducted with both climate services deployments in ICPAC and energy experts deployed at UN agencies provide similar descriptions of work situations where deployed experts are asked to take on a range of tasks and responsibilities that are not included in their terms of reference or directly relevant to the deliveries experts are expected to deliver on. NORCAP should ensure that open elements (contribute to other deliveries within the department) are not included in job descriptions, and that terms of references are revisited after deployments commence and fine-tuned in dialogue between deployed experts, supervisors and NORCAP.
6. **Further funding coordination.** NORCAP has made efforts to understand how to fund energy services in humanitarian settings and worked with World Meteorological Organization (WMO) on the Global Framework for Climate Services (GFCS). Plans and proposals developed by NORCAP resources have reportedly secured additional funding, both directly and indirectly and proven

valuable, but more could be done by NORCAP to ensure that funding opportunities are tapped into and tailored to the needs of the humanitarian sector and climate services.

7. **Cooperation and coordination with WMO need to be reviewed.** The first phase of the project was launched as a direct response to a need for support to processes run by the WMO, and coordination and cooperation with WMO is reported to have been handled well during the first years of deployments. WMO even assisted in interviewing and assessing the first experts for the climate services roster. Reportedly however, due to challenges with the supervision, lack of priority and to many initiatives which would not be followed up on by WMO, NORCAP and WMO do not work in a close partnership any longer. Given that Norad funds WMO as well and that WMO is the authoritative body on climate services and recipient partners of support by Norad are members of WMO and WMO has a mandate to build capacities of its members, it is important to see how this relationship can be revitalized.

Contents

2. Introduction and background

Norway's efforts in the field of climate and energy have long been focus for the Norwegian Agency of Development Cooperation (Norad), increasingly so over the past years. According to the Proposition to the Storting 1 in 2017-2018 Norway should contribute to the global response in disaster risk reduction, with specific focus on climate services and alerts. Further it also states that better energy services could improve the livelihood in refugee camps and for people affected by natural disasters.

NORCAP was founded by the Norwegian Refugee Council in 1991 during the crisis in Iraq when the UN needed experts and capacity urgently. Today, while NRC is one of the world's leading humanitarian organizations, NORCAP is one of the world's leading providers of expert capacity. In 2020, NORCAP collaborated with 57 partners in 76 countries through a total of 549 experts. Most of their efforts were focused on the African continent.

In 2009 the Global Framework of/for Climate Services (GFCS) was established, and the secretariat was set under the World Meteorological Organization (WMO) in 2011. Norway has supported this effort since 2011. However, due to lack of presence on the ground for WMO they needed partners to implement their efforts and the framework. In 2015 NORCAP started an effort on climate services through work with national authorities, regional institutions and international organizations to provide expertise within climate services. WMO was a close collaborating partner in establishing this effort. Norad allocated NOK 24.2 million for the project between 2015-2017. In 2018 they added a second component for clean energy services. Today NORCAP is the largest global supplier of energy specialists to the humanitarian sector.

In 2018 Norad and NRC signed a grant agreement regarding the project RAF-3015 RAF-17/0047, this is a continuation of RAF-3015 RAF-14/0075 including a new component on energy services. The total project allocation is NOK 120.1 million and the project period is 01 January 2018 to 31 December 2021 (after signed addendums). During the current review a new application was submitted for an addendum until June 2022, with a proposed budget of NOK 30 million.

NORCAP implements the project by deploying experts within two different components, climate (Outcome 1) and energy (Outcome 2), to local partners and institutions.

1. The **impact** objective of the project is to improve resilience of populations in vulnerable and emergency settings.
2. The planned **long-term outcomes** of the program are:
   - **Long-term outcome 1:** "vulnerable populations in target areas have increased access to, and improved use of, better climate services and climate information".
   - **Long-term outcome 2**: "populations in emergencies have better access to clean, sustainable energy services".
3. **The program seeks to ensure (outcome):**
   - *Climate Services:* Institutions are better equipped to provide improved information to user groups on extreme weather events, including floods and droughts and climate change.
   - *Energy Services:* Those serving energy needs of vulnerable populations have a better understanding of energy use and needs in target areas, and how to improve and deliver clean energy services.
4. The **outputs** are:
   - *Climate Service:*
     - Experts deployed to Regional Climate Centers (RCC), National Meteorological and Hydrological Services (NMHS), public agencies and non-governmental organizations (NGO), working on climate services.
     - NMHS have the necessary tools/skills to produce and deliver climate services.
     - Funding for capacity building is sustainable to allow long term planning in target institutions.
     - Climate information services are developed with input from, and equally available to, both genders.

- *Energy services:*
  - Areas that need, and can benefit from, energy experts are understood and defined.
  - An energy roster can supply highly skilled expertise to humanitarian contexts.
  - Knowledge about how to make energy efficient and cost-efficient decisions is improved.
  - Humanitarian organizations have the knowledge and expertise needed to switch to clean fuel
  - Coordination in the sector is improved.
  - Knowledge and expertise delivered by NORCAP experts is gender sensitive.

5. **Target groups**
   - *Partners* are entities directly benefitting from the project by having a deployed expert from NORCAP. These include government agencies, sub-regional authorities and humanitarian agencies responsible for disaster risk management, hydro-meteorological services and energy services in emergency settings.
   - *Institutional beneficiaries* are intermediaries benefiting from support given to NORCAP partners. For instance, national agencies benefiting from improved climate services from a regional office due to NORCAP deployment to the regional office.
   - *End-users* benefitting from the climate component are communities and actors at risk due to hydro-meteorological hazards and the effects of climate change, including farmers, pastoralists, fishermen and health workers. For the energy component are the final beneficiaries those lacking energy services.

2.1 Objective

The purpose of the review is to provide **an independent assessment of the outcomes and impacts of the program** as well as insights and **lessons learned** that will inform the decision to continue or discontinue support after the completion of the project period (June 2022).

2.2 Scope of work

This is and end-review, not an evaluation which is more comprehensive, asks more questions and applies more rigorous methodologies.[2] **The review covers the period 02 January 2018 to 31 December 2021.** Key data sources include relevant program and project documentation, Key Informant Interviews and surveys. The geographical focus of the review has been Africa.

As per the ToR, review includes, but not limited to the following activities:

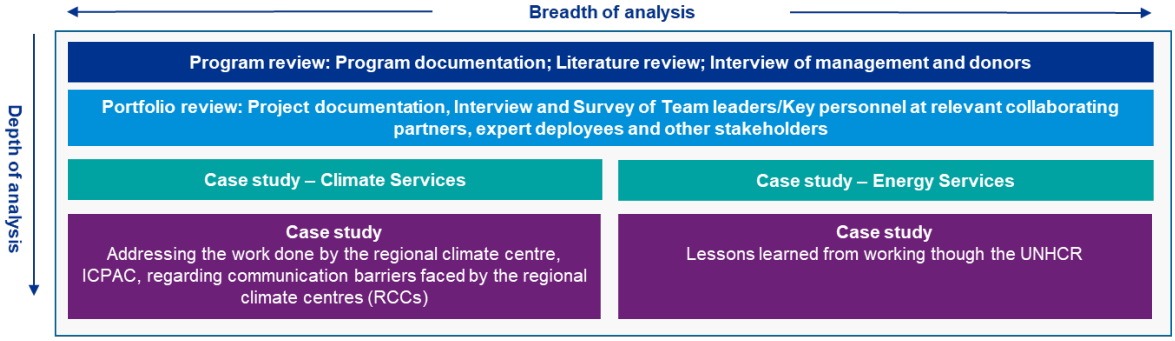
3. Document and assess key results/ achievements of the Project. The assessment shall consider achievement of the agreed/ original project goals and objectives. The OECD/DAC review criteria can be used, if deemed relevant, in the assessment of achievements/key results
4. Identify strengths and weaknesses of expert deployments as a way to address these thematic areas/challenges and suggest lesson, and recommendations for a potential new phase of support. Such recommendations should include reflections on which level in the organization support is most efficient as well as which organizations utilize the support in the most efficient manner.
5. Review reporting and other requirements related to the Grant support and how these requirements have been met.
   - Describe how the budgets of the project has been spent and assess whether the expenditures are justifiable when compared to the plans, progress and outputs.
6. Risk management and cross cutting issues:
   - Assess the risk management system designed for the project and how risks were handled during implementation.
7. Assess how cross cutting issues (impacts on environment/climate, gender and human rights as well as anti-corruption) was considered and managed during project planning and implementation.
8. Assess if there have been, or is likely to occur, any unexpected results/impacts (positive or negative) of the project.

[2] https://www.norad.no/en/evaluering/om-evaluering/ulike-typer-evalueringer-/

3. Methodology

3.1 Overall approach

The review builds on a combination of literature review, interviews with key stakeholders, two surveys of deployees and collaborating partners, focus group discussions and visits to two NORCAP deployment countries. The multi-method approach is meant to add adequate breadth and depth to the analysis (see Figure below). A complete description of the methodology is found below and in the inception report.



3.2 Data collection and analysis

Review matrix. A review matrix has been developed based on the questions in the terms of reference and presented in the inception report. The review matrix is consistent with the OECD DAC framework (relevance, coherence, effectiveness, efficiency, impact, and sustainability). The questions for each category are developed based on our experience and lessons learned on best practice for program reviews, the questions specified in the ToR and the preliminary findings from reviewing key documentation and interviews with Norad and NORCAP during the inception phase.

3.2.1 Data collection

1. **Policy documents**: Relevant Norwegian policy and program documents as shared by Norad
2. **Project documentation:** Including but not limited to project agreement, application document, decision document, progress reports, financial reports and theory of change, results framework and outputs produced as shared by NORCAP and Norad.
3. **Key Informants:**
   - Norad project counterpart staff in Oslo
   - Selected NORCAP project staff in Oslo
   - Selected NORCAP Experts
   - Key counterpart personnel at relevant collaborating partners within the climate component such as, Regional Climate Centers, national organizations such as ministries and national meteorological and hydrological services, and United Nations (UN) organization working with climate services
   - Key counterpart personnel at relevant collaborating partner institutions and organizations within the clean energy component such as UN agencies, international NGOs and Global Platform for action on sustainable energy in displacement settings).

3.2.2 Data analysis and instruments

1. **Desk study analysis:** a desk study of relevant policy, program and project documents.

2. **Surveys:**
   - An online survey has been distributed to all the experts in the program since 2018. The survey was distributed as the initial round of interviews was being completed and helped ensure triangulation of data finding. The response rate was good (68%).
   - An online survey of partners has been distributed to a selection of contact points provided by NORCAP. The respondents were are at different organizational levels within their organization and all the partners who have received deployees were represented. The response rate was lower than for deployees (39%), but the representation of the different respondents was well distributed between the different type of partners.

Table 1: Summary from survey. *) RR= Response Rate

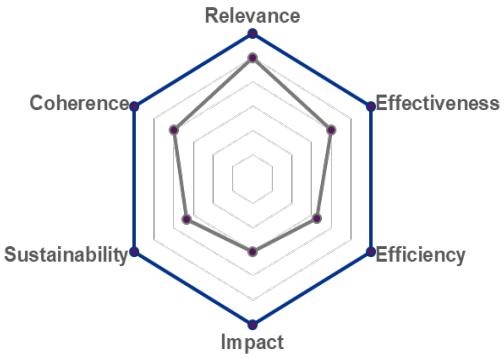
Respondents of survey	Experts (N=64) (RR=68%)	Partners (N=22) (RR=39%)
Climate Services	30	9
Clean Energy Services	34	13

3. **Semi-structured interviews:** One of the main instruments was semi-structured interviews.
4. **Focus groups:** We have conducted four focus group discussions with deployees and partners to ensure more strategic, forward looking discussions as well as feedback on results from the surveys.
5. **Case studies:** Two case studies were compiled to provide a vertical/ deeper analysis for the end-review and to capture the impact at partner level (see details on case studies selection in inception report).
   - Case study 1: Onsite visits were conducted by consultant to assess the climate services with ICPAC. ICPAC is one of the partners in climate services that have recied the most experts and the case study is shedding light on lessons from working with ICPAC in the Horn of Africa and East Africa.
   - Case study 2: Focus on lessons from working on energy in humanitarian settings with UNHCR. Country visits were conducted by consultant to assess the experience with deployees at UNHCR in Tanzania and Kenya. Further, 1 focus group was conducted with experts who have been deployed to UNHCR. Then an interview with 2 contacts from UNHCR head office in Geneva. A focus group with country office staff was organized, but only one country office joined.
6. **Onsite visits:** Country visits to Kenya and Tanzania.

3.3 Project and evidence scoring

An evaluation scoring tool aligned with best practices to assess and to clearly communicate findings from the review has been used. To facilitate comparison and provide an indicative level of goal achievement, a rating scale (1-6) is utilized to assess the project on each of the evaluation criteria and communicate findings from the review.

Grade	Description	Score
Highly satisfactory	No shortcomings	6
Satisfactory	Minor shortcomings	5
Moderately satisfactory	Moderate shortcomings	4
Moderately unsatisfactory	Significant shortcomings	3
Unsatisfactory	Major shortcomings	2
Highly unsatisfactory	Severe shortcomings/ caused negative impacts	1



When presenting our findings, we have ranked them according to the quality of the underlying evidence, drawing on the following categorization:

Ranking	Quality criteria
Strong	Supported by a range of reliable evidence streams, both quantitative and qualitative
Satisfactory	At least two different sources of evidence with good triangulation
Indicative	Stems from a source of good quality; other sources do not provide a credible alternative.
Weak	Limited to a single source that can be subject to bias or reliability issues; no triangulation.

3.4 Limitations

This is not an evaluation but an end-review.[3] The review relies on existing documentation such as project documents, earlier reviews and annual reports. In addition, surveys, focus group discussions and semi-structured interviews were held with key project stakeholders and two case studies were developed. The review covers the entire project but gives particular attention to the two case studies (see inception report for selection details). Two country visits were also conducted. The end-review report does not therefore present an in-depth assessment of all aspects of the entire NORCAP project.

The team has relied on NORCAP to assist in identifying the deployees and partners for the survey, semi-structured interviews and focus groups. Additional interviewees have been added throughout the review period due to unavailability of some informants.

End-user access. As per the agreement, no new data at the level of vulnerable populations was collected for the review. The focus was therefore on the partners and deployees with an emphasis on effectiveness over impact in the assessment.

[3] https://www.norad.no/en/evaluering/om-evaluering/ulike-typer-evalueringer-/

4. Analysis and review results

4.1 Summary

The project is found relevant and NORCAP's execution of deployments is efficient. Shortcomings to the NORCAP deployment and capacity building model and project have been identified and the table below summaries key strengths and weaknesses.

Criteria	Strength	Weakness
Relevance	Project is relevant to Norwegian development policies and effort. Partners report that the deployments are relevant and that the project is relevant to end-users/ beneficiaries although this is less documented. Although covid-19 slowed down deployments in 2020, the needs remained, and activities have resumed.	The project concept and theory of change could be better articulated. Several implicit assumptions for how capacity and awareness lead to funding and implementation are not incorporated and managed. Other levers Norad and NORCAP should consider exploring to capitalize on the project are: 1) Advocating for the project priorities through core and project funding at a higher level, through Norway's membership in respective institutions, 2) explore how other Norad funded projects and programs can complement NORCAP efforts though improved portfolio management, and 3) NORCAP could increase its effort on fundraising and ensure that the right mechanisms are in place for funding downstream activities.
Coherence	NORCAP is unique in the expert expertise it provides within climate services and clean energy in the humanitarian sector. The project is complementary to and adds value to other projects with its focus on energy and climate. Coordination platforms exit for both climate and energy services.	Norad could be better at using its unique position to encourage collaboration between donors to support some of the programs implemented by the experts. The observations made during this review indicates that the cooperation between Norad, NORCAP and WMO is not optimal and should be reviewed and revitalized.
Effectiveness	The program is delivering well on its outcomes. The project has included gender indicators at output level and an accelerator program has been deployed to increase women on the roster.	Shortcomings in the results framework have been identified: impact indicators are missing, targets set for some indicators appear arbitrary, intermediary indicators and targets appear missing, contribution/ attribution challenges and double counting exist, and some effects and results could maybe be better captured. There are large delays on the delivery of outputs in both components, but mostly climate services. There is scope for improving gender at outcome level/ measurement of project impact on female end-users.

Criteria	Strength	Weakness
Efficiency	The project implementation and expenditure is mostly executed according to plan and budget. Communication has mostly been good, and the collaboration between NORCAP and Norad is close, almost to the extent it can be perceived as too close.	The limited time horizon and annual addendums reduces the possibility for long-term strategic planning of for project. Currently value for money is at risk as not many end-users are reportedly benefiting from the project and Norad could likely achieve greater results through other mechanisms if Norad and NORCAP do not ensure that funding is accompanying the deployments (either through recipient partners own funds, Norad's portfolio or from other development partners).
Impact	Impact objective(s) have been identified for the project: 'To improve resilience of populations in vulnerable and emergency settings' Some cross-cutting dimensions are given priority: awareness of human rights and attention to 'do no harm' by ensuring that no one is left worse off due to this project. Gender equality in the development, use and delivery of the services is a priority. Environmental aspects, focusing on better access to climate services and better access to clean energy, is equally a key element of the project.'	The impact of the project is not measured and there is limited evidence supporting that impact will occur at scale. Currently there are no indicators in the results framework for measuring resilience. No impact assessments have been conducted under the project, but the impact to date is consider low. As for the energy outcome there is not sufficient evidence to suggest that investments in energy will take place and it seems unlikely that investments can be attributed to deployments. It is important that NORCAP finds cost effective ways of measuring impact with its key partners – and how NORCAP can piggy-back on partner led assessments or complement efforts by partners to capture some of this evidence.
Sustainability	The case study on the ICPAC component of the project highlights that there are some clear indications that net benefits generated through the project will continue after experts depart and the Norad funding is withdrawn.	Experts predominantly act as direct gap fillers with the risk that once the expert leaves, the knowledge leaves with him or her. The review confirms this as a key concern with regards to sustainability. Deployed experts are rarely matched with permanent staff that can directly learn and acquire skills and capacity from the NORCAP experts. Notable challenges to sustainability are identified, and sustainability appears to mainly be affected by two elements: resources and time. NORCAP could benefit from integrating an increased emphasis on institutional change processes in project planning and design.
Risk management & cross-cutting issues	A risk management tool of the program is in place and reported on annually. The program covers all cross-cutting issues with annual reporting and reflection in the implementation, such as training of the experts	During consultations, it is revealed that there is room for improvement of the risk framework when it comes to partner engagement.

4.2 Relevance

Is the project doing the right things?

The extent to which the project objectives and design respond to beneficiaries, global, country and partner/ institution needs, policies, and priorities and continue to do so if circumstances change.

4.2.1 Relevance to Norwegian policies and efforts

The NORCAP project is relevant for Norwegian development efforts on climate change and clean energy. According to the white paper – "Felles Ansvar for felles fremtid" (Meld.St.24 (2016-2017)) – which highlights the importance of the Sustainable Development Goals (SDG) in Norwegian development assistance policy, the Norwegian development assistance budget has five main priority areas: 1) education, 2) health, 3) private sector development and job creation, 4) climate, renewable energy and environment, and 5) humanitarian efforts. The paper states further states that the propriety areas are key for economic growth and poverty reduction and that they are interconnected and mutually reinforcing.

In April 2021, a new strategy for Climate, Hunger and Vulnerability was presented by the government[4]. In the strategy, one chapter is dedicated to the importance of the relation between humanitarian aid and development assistance. The strategy presents six goals for the Norwegian government that are to a varying degree addressed by the project:

1. Facilitate a good interaction between humanitarian efforts and long-term development work and be a driving force for this also internationally.
2. Contribute to the prevention of famine and food-related disasters crises by strengthening early warning mechanisms, combined with financial support when a crisis is announced.
3. Prioritize innovation and new ways of working reduces future humanitarian needs and provides better and more effective results for those in crisis human beings.
4. Contribute to preventing and managing climate-related migrations through support to relevant organizations.
5. Contribute to improved integration of environmental and climate in all stages of humanitarian efforts.
6. Require our partners to choose sustainable and more environmentally friendly solutions in its humanitarian efforts.

The NORCAP project is also mentioned specifically in Prop 1 S (2021-2022), suggesting the project continues to be relevant for the government's development policy. In Annex 5 of the new application, NORCAP has further addressed the relevance of the project to Norwegian commitments.

Climate servicees support moved from Ministry of Foreign Affairs (MFA) to Norad. The Global Framework for Climate Services (GFCS), which is a key pillar of the climate services component of the project, was established in 2009. A secretariat for GFCS was established in 2011 under the World Meteorological Organization (WMO). MFA has supported WMO since 2011. However, when the first phase of this project was started in 2015-2018, NORCAP's contractual partner was Norad. The reason reported for this is that Norad could ensure longer term financing to NORDCAP that is required for the capacity building and institutional development supported by the project.

4.2.2 Relevance to partners and beneficiaries

The project is relevant to NORCAP partners. For instance, capacity development is identified as one of the strategic approaches in addition to partnerships and cooperation, financing, integrated approaches, measurement and innovation in the UNHCR energy strategy: 'All energy programs require a training component and other capacity-building activities – both at the local (country-oriented) and global level (knowledge dissemination) – to equip individuals and organizations with the skills and knowledge needed to deliver quality interventions. UNHCR will work to ensure that staff, partner organizations, local governments, refugees and host communities benefit from energy capacity-building as direct participants or indirect beneficiaries…' As described in the UNHCR case study of this report, NORCAP deployments assist UNHCR directly in the implementation of its energy strategy (See UNHCR case study).

[4] https://www.regjeringen.no/globalassets/departementene/ud/dokumenter/planer/strategi_klimatilpasning_ny.pdf

Both deployees and partners report that NORCAP deployments are relevant to missions of partners. Deployees are slightly more positive to their relevance and impact vis-à-vis partner missions than partners – and climate service experts are slightly more positive with regards to their assignments' relevance than energy expert deployees.

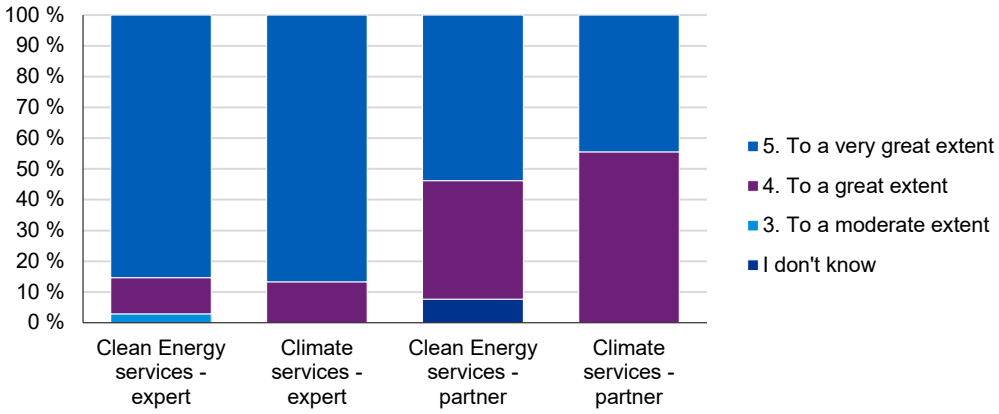


Figure 1: To what extent was the mission relevant for the partner

The relevance of a deployee depends on the assignment, but also on the length of the deployment. To provide relevant support to partners, it is important to invest time in understanding the organization. The familiarization to an organization can take up to a year or two and many stakeholders state that a good deployment is therefore longer than a year, often two to four years. One partner also said that due to proposal writing, it is important to understand the work of the organization to find the best method of implementing the services in a project. KPMG's review suggests that such long-term presence is likely to be beneficial for many of the agendas that deployments are meant to address, but does not provide a basis to say that this would always be beneficial or necessary – and for deployments to be effective, the review highlights many factors that are necessary such as ownership of host institution, access to finance etc.

The project is perceived relevant, although less at end-user level than at partner level. Based on the surveys, the perception from the deployees is that the end-users are clearly defined for them and their services are relevant to end-users, while the perception of partners is that they do not see the link as strong between the expert's services and end-users needs/ situation (see figure below). The reason for this difference is difficult to understand form the survey itself and this finding could benefit from follow-up work in the future.

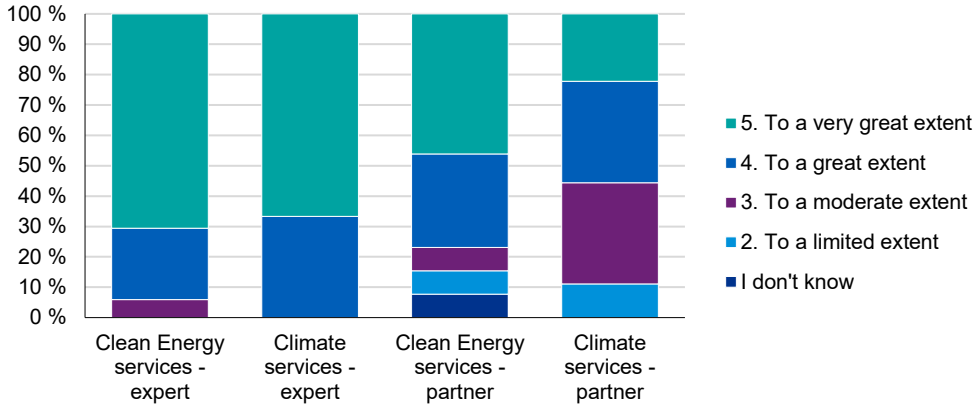


Figure 2: To what extent was the mission relevant for end-user

There is some evidence that the project is relevant to end-users in NORCAP's work. NORCAP has conducted three assessments of end-user needs for the climate component, two in Niger and one in Senegal. Further, one study was done in Tanzania for the energy component. The assessments are not meaningful for assessing the impacts of the work of the deployees and indeed the partners they support on end-users, but gives an indication of for instance for climate services the extent to which end-users have access to climate information, whether there is a difference in access between women and men and what

channels and systems should be used to disseminate climate information and to co-produce climate services. This work needs to be strengthened moving forward with an emphasis on impact. The review section on effectiveness presents results related to end-user level results.

One example that WMO proposes to consider exploring regarding impact measurement, is the impact of the establishment of National Frameworks for Climate Services (NFCS) in Niger and Senegal. In these countries the deployments facilitated the development of actions plans which resulted in the development of dedicated products for users. In Niger, products were developed for the water and health benefiting end-users in these sectors. In Senegal, under the NFCS, they issued seasonal forecasts with impacts for hydrology, health, livestock and disaster risk reduction. The issue to be considered is how the new products generated out of the work under the NFCS established with the help of the deployees has changed practices in the beneficiary sectors and/or communities.

4.2.3 Project concept and theory of change

Two theories of change have been developed for the project – one for climate and one for energy services.[5] The theories of change spell out the core problems for each of the components and are grounded in the literature and requests from partners at the time of the application. At the heart of both theories of changes, is that NORCAP provides experts to organizations working on climate services in developing countries and energy services in humanitarian settings. This will in turn increase capacity and awareness within host organizations, which in turn will lead to better services and a green shift within operations (see annexed theories of change figures).

The assumptions in the theories of change are not well articulated. Although some elements of the assumptions in the theories of change are mentioned in the application and in the risk framework for the project, pre-conditions, assumptions (how to move from one level to the next in the results chains) and factors beyond the direct influence of the project/ deployments could have been better articulated within the theories of change so that those elements could have been better managed during the implementation of the project and deployments. Shortcomings of the deployment model would also be more transparent. For instance, for energy services, a key driver of success for deployments identified in this review is the context within a humanitarian organization operates and that different contexts would need different types of deployments and support (for example more technical assistance in more mature settings vs. more strategic assistance in less mature settings). Access to finance to fund projects is also identified as one of the main reasons why projects do not materialize and outcomes are not achieved (See UNHCR case study). It is therefore important that this is addressed in a potential new phase.

A more holistic and portfolio approach is needed. A lot of time is devoted to proposal writing by the deployees, but few successes are reported. For both components, funding is identified as a dealbreaker for achieving outcomes and impact in many instances – and implicit in the theories of change, the support from NORCAP should trigger funding for projects either from host organizations or other funding arrangements such as the Green Climate Fund (GCF) or partners as well as attracting private investments. It is evident from this review that other levers need to be used to ensure implementation and service delivery for end-users. Levers to consider are:

1. **Core funding advocacy:** Use Norway's position to push for the project priorities within the organizations through core and project contributions. This might not be the right lever for all, but there were stakeholders that conveyed that it is important that these types of projects are funded though core budgets to be scaled, mainstreamed and sustainable. Given that Norway is an important donor to many of the institutions receiving support through NORCAP, Norway is in a unique position to advocate for increased focus on climate and energy services in operations.

2. **Improved portfolio management:** NORCAP support must be placed within an active portfolio approach to address climate resilience and access to clean energy for the vulnerable. Over the past two years, there has been a greater emphasis on portfolio management and coherence within Norwegian development assistance. This could be improved for both climate services and energy services in humanitarian settings – and funding and financial instruments are needed to capitalize on the deployments.

[5] See application from NORCAP to Norad, 2018.

3. **Further funding coordination:** NORCAP has made efforts to understanding how to fund energy services in humanitarian settings and worked with WMO on the Global Framework for Climate Services (GFCS). Plans and proposals developed by NORCAP resources have reportedly secured additional funding, both directly and indirectly and proven valuable, but more could be done by NORCAP to to ensure that funding opportunities are tapped into and tailored to the needs of the humanitarian sector and climate services.

This finding is consistent with learning from other Norwegian initiatives. According to the evaluation in 2015 of Norwegian support to capacity development,[6] Norway has experienced significant success with capacity development and deployments in programs such as Oil for Development, Statistics and Fisheries. This has contributed effectively to improving the technical competencies of staff, strengthening systems and empowering public institutions in partner countries. According to the evaluation, success is largely due to Norway's flexibility as a donor, a commitment to a partner-led approach, long-term commitment as well as focusing on areas where Norway has strong expertise (oil, fish, energy, statistics).

The evaluation in 2015 of Norwegian support to capacity development, notes further that Norwegian technical assistance has generally been dominated by an informal but flexible approach. This has some positive effects, but also posed challenges in terms of partial diagnosis of the actual needs and sometimes causing a mismatch between capacity strategies and capacity needs. According to the 2015 evaluation, no overarching policies or guidelines provided guidance on how to design and implement capacity development for the agencies involved, something also previously pointed out by OECD-DAC's peer review[7]. Approaches and methodologies for assessing and delivering capacity development has largely been left to the twinning partners.

The project remains relevant despite the Covid-19 pandemic. During the first months of the pandemic, there were several delays in deployments, but activities resumed. In the survey, the experts reported on a slightly higher ability to overcome the difficulties arising from Covid-19 than the partners. One challenge that is repeated, is the difficulty of reaching end-users and ensuring field presence during lockdowns and travel restriction despite increased use of digital tools at organizational levels (Zoom, Teams etc).

[6] Norad (2015): Evaluation of Norwegian support to capacity development

[7] OECD/DAC (2008): Peer Review

4.3 Coherence

Is the project fit for purpose?

The extent to which the project fits and adds value to other programs and interventions supported by Norway and other support received by partners

NORCAP is unique in the service it provides within climate services and clean energy in the humanitarian sector. The review has not carried out a mapping or a comparison of NORCAP to similar initiatives, but based on consultations conducted, the access to experts that NORCAP provides, is unique in the sectors. Further, the project is coherent to the humanitarian-development nexus. See for instance the UNHCR case study for how longer-term energy solutions are integrated into humanitarian sector.

There are several interventions funded by Norway on climate and energy, however, and further coordination would benefit the project. Climate and energy are focus areas in Enterprise for jobs, Oceans for development, Oil for development and Sustainable food systems. However, the focus on portfolio management within Norad could have been strengthened for current interventions to be better aligned with the project. This would benefit the impact of the project due to the possibility of synergy effects across different interventions. This coordination has started through initial meetings organized by Norad during the fall of 2021 but needs to be improved moving forward.

There is a challenge of implementing technologies and projects due to lack of funding. This issue was raised during the interviews, focus groups and in comments provided in the surveys. The suggestion is not to attach cash to each deployment as that could lead to perverse incentives, but by aligning the support for NORCAP with other funding streams. Within climate services, there seems to be other contributors of funding, but within clean energy there is a lack of available funding, and Norad could play a key role in coordination An example of this is ICPAC and ACMAD where deployments have resulted in financing by other donors of High-Performance Computing Clusters (from the UK) to each of the regional climate centers. Further, the need for the technical capabilities to use the new computers led to additional deployments from NORCAP. These types of complementary activities are important for reaching the objectives of the interventions (see also theory of change discussion in the relevance section).

Norad (together with NORCAP) could consider taking a leading role in mobilizing further funding. WMO receives funding from Norad and there are more defined needs in this sector. While in the energy sector, there seems to be a bigger gap, where Global Platform for Action (GPA) receives core funding from the Norwegian MFA but not directly from Norad. Norad/ Norway could consider taking on a leading role to encourage joint interventions with other donors. Norad could for instance approach other Scandinavian donors as they have also shown interest in some of the projects and partners or explore possibilities through the Nordic Development Fund and the Energy and Environment Partnership, which is partially funded by Norway.

Coordination platforms for climate services and energy services in the humanitarian sector exist. Global Platform for Action (GPA) has since July 2018 provided coordination for the energy sector in humanitarian response. There have been six NORCAP deployments to GPA, and NORCAP plays an important role in the work of GPA. The World Meteorological Organization (WMO) has since 2009 led the Global Framework for Climate Services (secretariat) and has the coordinating responsibility of climate services. There have been nine deployments to WMO, three are ongoing. During the first phase of the project, NORCAP worked closely with WMO. WMO even assisted in interviewing and assessing the first experts for the climate services roster. Reportedly however, due to challenges with the supervision from GFCS, lack of priority and to many initiatives which would not be followed up on by WMO, NORCAP and WMO do not work in a close partnership any longer.

The cooperation and coordination with WMO need to be reviewed. The first phase of the project was launched as a direct response to a need for support to processes run by the WMO, and coordination and cooperation with WMO is reported to have been handled well during the first years of deployments. WMO would welcome greater coordination with NORCAP, particularly in supervision and communication with the experts. Experts share that they experience that unclarities on communication lines and roles within the climate services value chain can be challenging. An example presented is how and from whom directions and information to the local Metrological Services offices is transferred. The communication on authoritative voices with regards to forecasts and methodology should be clearly defined and any confusions vis-à-vis WMO and national MET offices should be avoided for the project to have the most impact. There might be a

need for Norad to ensure that the tripartite cooperation between Norad, NORCAP and WMO is reviewed and revitalized.

If a partner is currently receiving (other) funding for climate services or clean energy, the experts' contribution is perceived as more complementary to current activities. Meanwhile, nearly 50% of the partners within clean energy perceive the expert as not complementary to current funding. It is not clear from the survey why that is it, but this warrant to be followed up in later M&E efforts. it. About 40% of the partners report that they receive other external support from donors or similar that is related to the expert deployment (38% for clean energy and 44% in climate services) – but over 40% of the respondents in the partner survey respond that the experts are only 'to a limited' or 'not at all' complementary to other funding received. This aligns with the notion that if a partner already receives some funding for climate services or clean energy, the experts' contribution is seen as complementary and a value-added activity.

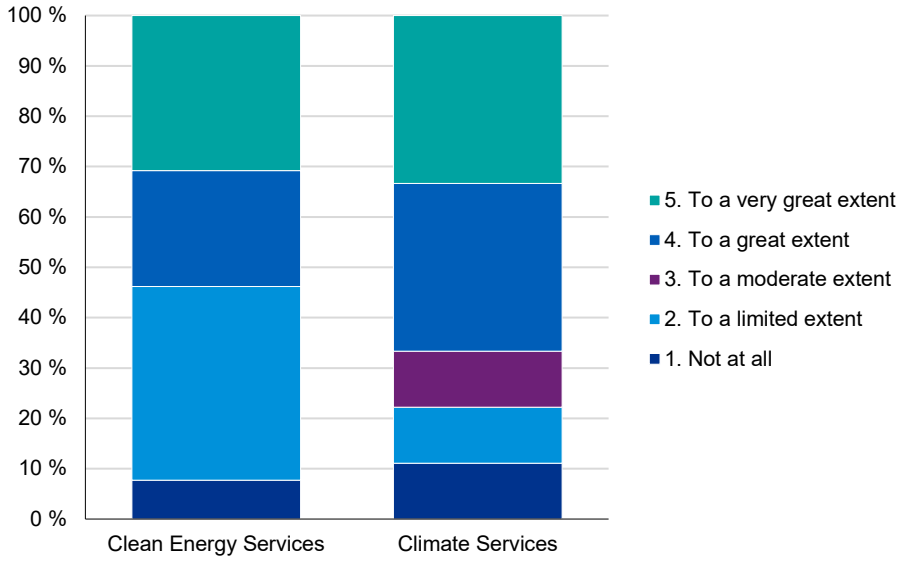


Figure 3: To what extent is the support complementary to other funding you receive - partners

Are you receiving other external support from donors or similar that is related to the expert deployment?	Clean Energy Services	Climate services
Yes	38%	44%
No	54%	33%
I don't know	8%	22%

4.4 Effectiveness

Is the project achieving its objectives?

The extent to which the project is achieving or is expected to achieve its objectives and targets.

4.4.1 Reporting framework

NORCAP has developed a results framework with indicators at outcome and output level to track results against the objectives of the project and its theories of change. NORCAP is reporting annually against the results framework. Some of the outcome targets have been determined after project implementation commenced, while output indicators for the accelerator to promote women experts within energy services was adjusted after an addendum in 2019, otherwise the results framework has remained the same despite yearly addendums to the project agreement.

Some shortcomings identified during the review are:

1. **Impact.** The project is missing indicators at impact level, and it is unclear how this will be measured. For instance, NORCAP tracks ratio of women as share of its rosters and deployments for the project, but does not have any indicators for impact on women of its work such as on sexual and gender-based violence (SGBV) or access to clean energy for women (see impact section for further details).

2. **Arbitrary, lack of ambition.** The targets set for some indicators appear arbitrary. Some are set too high, some too low. Key examples of this are the indicators related to the long-term outcomes. For instance, the indicator for '# people reached by NMHS' is over-achieved by 1500%, but despite addendums (and in new proposal), the target levels remain low. A new proposal probably warrants going one step further (see impact). The energy outcomes – # populations with improved energy use/access and # kW switched to clean fuel in target settings – are also low if one considers the level of funding that NORCAP receives. This component was new in 2018 and there was little data to use as a basis for setting the outcome indicator value. However, it appears as if the approach to results for both components is not strategic, long-term, but targets are set annually in parallel with annual funding addendums and/ or planning processes do not secure a good enough understanding of the work and project activities. This is partly due to the uncertainty of funding from Norad from a long-term perspective.

3. **Missing middle.** Intermediary indicators and targets appear missing. Consistently stakeholders say that many deployees work on designing projects and on fundraising, yet no indicators are included for this. The project would benefit from having indicators for how many projects that should have been conceived and funding mobilized so that it could be linked to long-term outcomes. This would also improve risk management by more clearly articulating fundraising as an inherent risk. For instance, NORCAP (2020) 'EmPowering Africa's Most Vulnerable: Access to Solar Energy in Complex Crises' identifies how nine million displaced and host persons could benefit from solar solutions by 2030 and where they are. This could provide the basis for identifying potential high-impact projects that would facilitate formulation of missing middle indicators and targets, which in turn could form the basis for the partnerships with recipient partners and inform complementary actions to support fundraising.

4. **Contribution/ attribution challenges and double counting**. Several stakeholders interviewed conveyed that they often felt that deployees had to report on outcomes and that it could create biases i.e. that outcomes achieved at host or beneficiary institutions related to the topics of deployments were reported as outcomes achieved by the deployees. Many acknowledge the need to report on outcomes and understood that there were contribution/ attribution challenges, but that the system created an incentive to overstate results and downplay attribution issues.

5. **Some effects and results could maybe be better captured.** Based on interviews and surveys, there seems to be emerging evidence that the project has had important achievements in several areas that could be better documented. One of the main topics is the advocacy work and influence the experts have on setting the agenda for partners regarding the energy component. Partners report that many experts are meeting their objectives – hence, the support is potentially instrumental in developing the agenda of energy services within the organizations.

4.4.2 Outcome achievement

The outcome targets have mostly been met between 2018-2020. All long-term outcome indicators have been met for both components, many exceeding the targets. For the secondary level of outcomes, all but one indicator has been reached "#kW switched to clean fuel in target settings". The challenge for meeting the clean fuel target is that there seems to be lack of funding for investments in needed energy projects, the timeline for receiving the right approvals from authorities to do the necessary investments and the timeline for construction. In 2019, NORCAP exceeded its target for the indicator, but it seems like a challenge to meet the target for 2021.

There are no outcomes that are significantly at risk for not reaching its target through June 2022. NORCAP is lagging behind on some indicators but depending on the results in 2021 and 2022 this can be redeemed.

Table 2: Result framework, outcome level comparing total target, cumulative reported results 2018-2020, share of total target reached end 2020.

Level	Outcome	Indicator	Target 2018-2022	Result 2018-2020	Share of target
LONG-TERM OUTCOME 1	Vulnerable populations in target areas have increased access to, and improved use of, better climate services and climate information	# people reached by NMHS	77 881	1 178 924	1514 %
		# end users reporting improved use/ access	7	5	71 %
OUTCOME 1:	Institutions are better equipped to provide improved information to user groups on extreme weather events, including floods and droughts and climate change	# of NMHS reporting satisfactory services from RCCs	8	7	88 %
		# of new NFCS adopted	6	10	167 %
LONG TERM OUTCOME 2:	Populations in emergencies have better access to clean, sustainable energy services	# populations with improved energy use/access	1793	1246	69 %
OUTCOME 2:	Those serving energy needs of vulnerable populations have a better understanding of energy use and needs in target areas, and how to improve and deliver clean energy services	# kW switched to clean fuel in target settings	767	557	73 %
		#Humanitarian agencies reporting improved capacity to deliver energy services to end users	8	5	63%

4.4.3 Output achievement

The project is behind on its outputs. According to the reporting between 2018-2020, the project has only achieved about 55% of the output targets. Energy is doing better than climate services in terms of meeting targets. For climate services, 43% of the output targets have been achieved while for energy services, 65% of the output targets have been achieved between 2018-2020. The driver for this is unclear, but it appears as if targets are set a bit arbitrary and low, especially at outcome level – and that the pathways from outputs to outcomes are not clear.

NORCAP struggles to meet the gender targets for climate services component. The two gender indicators 'female staff reporting to take part in co-production of climate services' and number of 'man-months for female deployees' appear to be lagging. Meanwhile there has been a positive progression regarding the number of female experts in the roster and the Accelerator program (Addendum 3) has improved this output.

Several targets are at risk of not being achieved even with a cost extension. In the new cost-extension application for 2022, a total target column is presented in the result framework that will be important in the final reporting. According to the accumulated results between 2018-2020 against the total target between 2018-2022, there are several indicators that are at risk (below 50% of target reached by 2020). 33% of the indicators are currently below 50% of target, while 44% are at medium risk/ yellow and 22% are at low risk/ green. It is to be noted that there are more outputs that are in the reds for the climate services component.

The effects of the Covid-19 pandemic did cause a slowdown in activities in 2020. While the pandemic did not have a recorded effect on the number of person-months for deployees, the pandemic did put a temporary pause on activities such as field visits, workshops and trainings. This is also reflected in the expenditure reporting presented in section 4.5 Efficiency.

Table 3: Result framework, output level comparing total target, cumulative reported results 2018-2020, share of total target reached at the end of 2020

Output	Indicator	Target 2018-2022	Result 2018-2020	Share
Experts deployed to RCCs, NMHS, public agencies and NGOs, working on climate services	# man-months deployees**)	540	395	73 %
	# man-months female deployees**)	258	109	42 %
NMHS have the necessary tools/skills to produce and deliver of climate services	# trainings of RCCs to NMHS	75	69	92 %
Capacity building is sustainable and allows long term planning in target institutions.	# RCCs with HR/ capacity building plan in place	2	1	50 %
	# experts retained through host funding	6	1	17 %
	# new experts funded by other donors	6	3	50 %
Climate information services are developed with input from, and equally available to, both genders	# share of women reporting satisfactory access to climate services	50 %	75 %	150 %
	# share of women reporting that they have co-produced climate services	50 %	20 %	40 %
Areas that need, and can benefit from, energy experts are understood and defined	# Needs assessment reports	4	3	75 %
An energy roster can supply highly skilled expertise to humanitarian contexts	# experts in energy roster	51	43	84 %
	# experts on mission	100	48	48 %
	# man-months**)	766	540,1	71 %
	Share of female experts in roster	40 %	37 %	93 %
Knowledge on how to make energy efficient & cost-efficient decisions is improved.	End user knowledge ratings	N/A	N/A	Indicator measures the knowledge of end-users, but not the same population
Humanitarian organizations have the knowledge and expertise to needed to switch to clean fuel	# of mappings of system level energy use	14	13	93 %

Output	Indicator	Target 2018-2022	Result 2018-2020	Share
Coordination in the sector is improved	# Deployees supporting Global Plan of Action Goals	5	4	80 %
Energy services and solutions are developed with input from, and equally available to, both genders	# share of women reporting satisfactory access to energy services	50 %	40 %	80 %
	% Share of women reporting that they have input to dev. of energy services	50 %	40 %	80 %

4.5 Efficiency

Are resources well used?

Is the project implementation adequately organized and operationalized to support achievement of the intended key results with regard to climate and energy user groups and technical quality?

4.5.1 Timeliness and budget execution

Project implementation and expenditure are according to plan and budget. At the end of the first year of implementation (December 31, 2018), the project had spent about 70% of the disbursements in 2018 from Norad. The underspend was due to delays in the start of implementation of the project. During the second year, the spending rate went up and Norad granted more funding in 2020 to the energy component. During 2020, the spending rate went down due to Covid-19, and the unspent balance further increased. As per September 2021, the rate of expenditure appears adequate for catching up on previous delays.

The project has had several cost-extensions since the application in 2017. The grant agreement has a total of four addendums in addition to the signed contract, totaling NOK 151.5 million and more than doubling the original grant given in 2018. As the end-review is being completed, a new application has been approved by NORCAP for a cost-extension of NOK 30.1 million until June 30th 2022.

The implementation is on time and budgets are being executed according to plan, however, this seems to be due annual planning cycles and addendums to the contract. When there is an application for a new addendum, there are few or no changes in the results framework and a new column with updated targets for the next year is presented. This lack of possibility to plan for several years ahead reduces the risk of deviations from implementation plans and budget, but it also reduces the strategic forward-looking possibilities for the project and NORCAP.

The first addendum was linked to increase of activity within the application timeframe due to an increase of requests for energy experts. This resulted in an additional NOK 17.7 million to component 2, energy services. This was an increase of roughly 90% of the total budget for energy services. The increase also included the new Accelerator 2020 Program, which is an initiative by NORCAP to increase the number (share) of women energy experts on its roster (see also results framework in effectiveness section).

Availability of Norad funding appears to also drive inconsistencies in planning and disbursements. Addendum II resulted in an additional grant of NOK 35.4 million with an extension of the support period until 31.12.2021. Due to and overall reduction in Norad budgets, the energy services component was informed in November 2020 that it would get a six month extension and could only plan until end June 2021. Then in March 2021, a new budget increase was granted by Norad through Addendum III of NOK 10 million for implementing the energy services component in the second half of 2021.

Table 4: Overview of addendums and grant amount

	Signature date	Contract amount
Grant Agreement	26.06.2018	57 000 000
Addendum I	27.11.2019	17 700 000
Addendum II	11.12.2020	35 400 000
Addendum III	20.04.2021	10 000 000
Addendum IV	07.12.2021	31 400 000
Total		**151 500 000**

Several negative consequences of short-term cost extensions and uncertainty pertaining to Norad's delays with providing new agreements have been identified. Delays and uncertainty have negative reputational risk for NORCAP. The experts on deployments do not know if they have a job come the new year, and partners do not know if they have the needed capacity. Short-term extensions also make it hard to make strategic changes and think long-term and holistically about the challenges. Lastly, the

uncertainties increase costs because of increased administrative burdens and loss of well-performing experts for instance.

Table 5: Expenditure compared to budget looking at spending rate, budget distribution of costs and actual cost distribution between 2018-2020.

Expenditure		Budget* 2018-2020	Actual 2018-2020	Variance NOK	Variance %	Budget Distribution %	Expenditure Distribution %
A: External expertise, training, workshops etc.	Outcome 1	98 000	322 199	224 199	329 %	2 %	1 %
	Outcome 2	765 800	208 489	- 557 311	27 %		
	2B: Accelera	280 000	-	- 280 000	0 %		
B: Personnel cost/salaries, consultancies	Outcome 1	27 686 666	30 365 850	2 679 184	110 %	69 %	78 %
	Outcome 2	22 916 251	22 026 191	- 890 060	96 %		
	2B: Accelera	1 240 955	928 830	- 312 125	75 %		
C: Rent, housing	Outcome 1	7 082 451	4 154 971	- 2 927 480	59 %	16 %	9 %
	Outcome 2	4 312 400	1 852 661	- 2 459 739	43 %		
	2B: Accelera	288 000	6 247	- 281 753	2 %		
D: Travel transport	Outcome 1	2 524 229	2 593 922	69 693	103 %	7 %	6 %
	Outcome 2	2 371 212	1 559 206	- 812 006	66 %		
	2B: Accelera	247 120	53 994	- 193 126	22 %		
Total		69 813 084	64 072 560	- 5 740 524	92 %		
Overhead 7%		4 886 916	4 485 079	- 401 837	92 %	7 %	7 %
Grant		**74 700 000**	**68 557 639**	**- 6 142 361**	**92 %**	**100 %**	**100 %**

Note: *budget according to application from 2018 together with addendum I fund increase.

The main cost-driver is personnel costs. In the original application budget, 69% of the grant was planned for salaries. Based on expenditure (2018-2020), actual personnel costs are 78% of the total reported costs. One of the reasons for the increase of personnel costs by 9% relative to the budget amount is Covid-19, which led to reduced need for travel and transport in addition to workshops and trainings. These cost categories also include some of the biggest deviations in the reporting.

The overhead cost for NORCAP amounts to 7% of the total funding received from Norad. This is in line with the previous grant provided from Norad. The guidelines for overhead above 5% is very extensive involvement from head office in the project. Considering this and that NORCAP is not obliged to co-finance the project, it should be considered whether it would be possible to reduce the overhead cost.

Most of the funding for the project is from Norad, and if Norad discontinues the funding, the project would come to an end. Having co-funding or other grant sources can enhance the impact of the project budget through sharing administrative costs. The project structure is flexibility in the sense that there examples of experts not being deployed even though they have signed contracts, and the termination notice in contracts is short (between one and three months). These procedures reduce the financial risk for NORCAP, which only has Norad as the only donor for the project. However, it is not positive for the experts who carry the risk if a deployment does not start when promised.

Personnel costs remains the main cost-driver for the cost-extensions of 2021 and 2022, at the same level as actual cost between 2018-2020, at 77% of the budget. However, the average cost per person month has increased from 2018 to 2022. The average cost-gap between the two services increases in the budget for 2021 and 2022. For 2021, the reason for this seems to be that the level of deployee person-months indicator in the result framework was not updated for climate services. However, for 2022 the cost-level for climate services person-months seem to dramatically increase. This appears to be due to expansions of the team at the head office.

Table 6: 2018-2020: Total cost is audited cost including overhead and man-months is the result reported in annual report. For 2021-2022: total cost is the budgeted amount including overhead, while man-months is based on target from result framework

	2018	2019	2020	2021*	2022*
Total Cost Outcome 1	8 677 104	14 999 621	16 380 803	21 000 000	15 000 000
Person-month expert Outcome 1	81,20	145,20	168,25	170,00	80,00
Cost per person-months Outcome 1	**106 861**	**103 303**	**97 360**	**123 529**	**187 500**
Total Cost Outcome 2 & 2B	1 204 567	8 817 601	18 477 942	29 900 001	15 080 000
Person-month expert Outcome 2&2B	34,00	155,60	350,50	235,00	131,00
Cost per person-months Outcome 2 & 2B	**35 428**	**56 668**	**52 719**	**127 234**	**115 115**

4.5.2 Are resources deployed economically?

Value for money is at risks and this issue warrants further attention mowing forward. The NORCAP deployment model is at risk of being expensive compared to feasible alternatives of achieving the intended outcomes and impact, for instance through support where Norad is de-risking investments by the private sector (for energy, instruments such as Norad's Enterprise for Jobs scheme or the Norad supported Sustainable Energy Fund for Africa (SEFA) managed by the African Development Bank[8]). It is difficult to compare a capacity development project like NORCAP to other types of interventions, but if the NORCAP support is not leading to further investment and a green shift within partner institutions, the value for money is at risk. The average cost per indicator on outcome level does show a high cost of reaching the targets that might have been reached at a lower cost through alternative aid modalities. For climate services there are two indicators. When assessing "people reached", it costs on average NOK 34 to reach each individual end-user through SMS (text), SMS (voice m.), WhatsApp, internet, Facebook, Twitter and blog used by the National Meteorological and Hydrological Services (NMHS). While between 2021-2022, this same outcome indicator has an average cost of NOK 600. This might be as previously mentioned due to climate services not supplying updated targets. One report on end-users also has a sharp increase of the average cost over the final 1.5 year of the program. For energy services, the cost of reaching populations with improved energy use/ access is on average NOK 22 873, and it increases to NOK 35 984 in the budgets for 2021-2022. Meanwhile for "kW switched to clean fuel", it has increased four-fold (see table below).

Caution is needed when reading this analysis. The calculation of average cost per "indicator" does not reflect all the changes the project is contributing to. For instance, the indicators used in the analysis for climate services only captures 5 selected NMHS reportedly, and for these, only the channels where the institutions have documented numbers. It is also costly to send SMS and often the information is not reaching end-users. Norad is however reporting that this is being worked on with partner institutions and across stakeholders as it is important to find sustainable service delivery models. The indicator "# of end users reporting improved use/access" is not referring to individual users - but is referring to sampled communities that have been assessed reportedly. It is also important that institutional change and capacity development takes time, so even if pilot projects currently have reached limited final end-users, the organizations might reach greater changes over time. It provides however a useful starting point for NORCAP (and Norad) to review the results framework and mange expectation and to be more strategic in resource allocations mowing forward, including how synergies with other interventions can improve results delivery.

Table 7: Average cost per indicator at outcome level for reported 2018-2020 and budgeted 2021-2022. Total cost is the audited expenditure including overhead between 2018-2020 and total budgeted amount including overhead between 2021-2022.

Climate service Long-term outcome:	Indicator	Cumulative reported 2018-2020	Cumulative target 2021-2022	Average cost per indicator 2018-2020	Average cost per indicator 2021-2022
Vulnerable populations in target areas have increased access to, and improved use of, better climate services and climate information	# people reached by NMHS	1 178 924	60 000	33,98	600
	# end users reporting improved use/access	5	2	8 011 506	18 000 000
Clean Energy service Long-term outcome:	**Indicator**	**Cumulative 2018-2020**	**Cumulative 2021-2022**	**Average cost 2018-2020**	**Average cost 2021-2022**
Populations in emergencies have better access to clean, sustainable energy services	# populations with improved energy use/access	1246	1250	22 873	35 984

[8] KPMG has conducted an assessment of both instruments for Norad that can provide insights for Norad and NORCAP. A key finding in the results assessment of the private sector development (energy component) is that it is difficult for the private sector to invest in small projects that are in remote locations and in refugee camps due to real and perceived risks – and there are opportunities for synergies with the work of NORCAP is supporting to scale such energy investments. Se relevance (theory of change) and coherence section for further details.

Outcome 2: Those serving energy needs of vulnerable populations have a better understanding of energy use and needs in target areas, and how to improve and deliver clean energy services	# kW switched to clean fuel in target settings	557	210	51 167	214 190

4.5.3 Project management, communication and reporting

The project management appears to facilitate efficient and effective implementation. The project has a program manager (position name: Head of Unit) that manages two teams, one for climate services and one for energy services. Memorandum of Understandings (MoUs) are signed with partners that define the partnership. ToRs are developed for individual missions/ deployments based on demand expressed from partner organization. There is evidence that the NORCAP-partner engagement could be more strategic, holistic and long-term, but in terms of day-to-day management, most stakeholder convey that NORCAP is efficient. Payment of salaries to experts is administrated by NORCAP, while the tracking of timesheets is managed at partner level. NORCAP conducts controls during field visits and regularly follow up experts, their supervisors and partner organizations.

NORCAP's reporting to Norad has been frequent and comprehensive. According to the agreement with Norad, NORCAP is mandated to submit the following to Norad:

- ✓ Annual progress report
- ✓ Annual financial report
- ✓ Annual audit report
- ✓ Annual implementation plan and budget
- ✓ Final report

These reports, except the final report due in 2022, has been shared by NORCAP to Norad in a timely manner.

The progress reports from NORCAP are detailed, to the extent that they are difficult to follow. Norad interviewees suggest that the reason the reports are very detailed is due to Norad asking many detailed questions that NORCAP later tries to respond to in the reports. The reports outline achievement of results in line with the result framework. The financial and audit reports are aligned with the reporting on the progress reports. The financial report clearly shows the deviations from budget and includes justifications for deviations above 10% as per the contract. Further, the audits have all unqualified opinions.

NORCAP is in frequent contact with Norad regarding the project and reporting. One of Norad's desk officers for the agreement is a former NORCAP staff and has significant insight into the project. Further, the two parties are in frequent contact regarding reporting, project implementation status and the new application. This level of transparency means that both parties feel a strong ownership of the project. The question would be if the close contact vis-à-vis Norad in practice means that. The close collaboration can potentially provide a perceived or indeed real conflict of interest, and clear and defined division of roles is therefore important. Norad has made efforts to ensure this, through consciously not involving previous NORCAP staff in the direct management of the grant.

NORCAP's contact with the experts is frequent and both formal and informal. According to the survey and interviews, the experts feel seen and well taken care off by NORCAP. There have been reported issues from experts related to signed contracts with NORCAP that have been cancelled in advance of a mission, for reasons that are unclear or have not been well understood by concerned experts. Sudden and unforeseen changes occur in project implementation, but the lack of clear communication in these processes where experts and NORCAP employees are in-between jobs or in vulnerable situations is unfortunate and have a high reputational risk for NORCAP.

The communication between NORCAP and the experts with regard to development of terms of references and expectations could be more formalized. The first challenge is missions are perceived to be too short, especially for energy services. The change management and implementation of energy projects take time. Experts should in some instances be granted longer-term contracts also to be perceived

as an integrated part of the team from co-workers and be a part of the budget cycle within the partner organizations. Further, terms of references are often changed during deployments. These adjustments seem reasonable as partner needs change. This can also make results reporting difficult. A final challenge reported is the physical distance between where the expert is sitting and decision-making. This seems to be because in some cases the expert is not sitting at the organization where the expert is working, but sitting at a host organization or the expert is sitting in a remote areas, removed from the decision-makers in the partner organization. This can be especially challenging at the onset of a deployment, as the expert can risk being “forgotten” by the partner, or that staff at the host organization do not understand why the expert is sitting at their office.

The communication between NORCAP and partners is reported as good according to the partner survey. There are clear communication lines and partners and NORCAP communicate well in the development of the terms of references. Some partners expressed challenges at times since NORCAP has the administrative responsibility of the experts. For instance, if a partner is not content with the deliverables of an expert, they would have few possibilities to take measure such as ending a contract etc. NORCAP does encourage regular check-ins with partners and that these examples are reported, but NORCAP needs to communicate this clearer to its partners.

Pooling of resources constraints. In the application for the Addendum I in 2020, NORCAP mentioned the possibility of “exploring a pooling of resources where new and/ or existing partners will submit joint requests”, resulting in a cost-efficient and transparent way of working. It might be challenging to get organizational buy-in to such an approach among NORCAP partners, as there is competition among several of the partners for funding opportunities. Based on interviews, this is not of interest to partners. Partners express hesitance largely due to information sensitivity issues and the competitive nature of the humanitarian/ development sector. Some NORCAP partners went as far as to express resistance to a practice where experts rotate between organizations or collaborate on project design processes.

4.6 Impact

What difference does the project make?

The extent to which the project is generating or is expected to generate significant positive or negative, intended or unintended, higher-level effects

The impact objective of this project is to improve resilience of populations in vulnerable and emergency settings. Resilience is defined as the way a community, household or person can face shocks or stresses by maintaining, adapting or transforming their living standards without compromising their long-term prospects. This project works with existing institutions and entities to build their knowledge and expertise, so that they can better interact with end-users and communities. This approach ensures a high level of sustainability in the benefits delivered, also after the project ends. It is also a key priority to build on and to add value to existing projects and programs to avoid duplications and unnecessary demand on governments and institutions.

While the key focus areas for the project is climate and energy services, some cross-cutting dimensions are given priority. These include awareness of human rights and attention to 'do no harm' by ensuring that no one is left worse off due to this project. Gender equality in the development, use and delivery of the services is a priority. Environmental aspects, focusing on better access to climate services and better access to clean energy, is equally a key element of the project.'

The impact of the project is not measured and there is limited evidence supporting that impact will occur at scale. Currently there are no indicators in the results framework for measuring resilience. No impact assessments have been conducted under the project, but the impact to date is considered low since for instance the energy outcomes are low. Although energy investments take time, it is unclear whether and when investments will take place and to what extent investments that do occur can be attributed to deployments. It is important that NORCAP finds cost-effective ways of measuring impact with its key partners – and how NORCAP can piggy-back on partner led assessments or complement efforts by partners to capture some of this evidence.

For the analysis of cross-cutting issues, please see the risk management and effectiveness section.

4.7 Sustainability

Will the benefits last?

The extent to which the net benefits of the project continue or are likely to continue.

In the theory of change outline in the revised application to Norad, NORCAP explicitly states that it acknowledges that experts in some cases acts as direct gap fillers because of the human resource deficits within many institutions. And further, that "this 'direct gap filling' comes with the risk that once the expert(s) leaves, the knowledge leaves with him or her." This review confirms this as a key concern with regard to sustainability. Deployed experts are in fact in most cases gap filling, and rarely matched with permanent staff that can directly learn and acquire skills and capacity from the NORCAP experts. Partners are aware of this but have budget and resource constraints that impede them from addressing this issue.

On the other hand, the case study on the ICPAC component of the project highlights that there are some clear indications that net benefits generated through the project will continue after experts depart and the Norad funding is withdrawn. The factors that contribute towards such increased prospects of sustainability are presented both below and in the case study in the annex.

4.7.1 Key sustainability factors

While the ICPAC case demonstrates that lasting benefits have been generated, the review has also revealed some notable challenges to sustainability which is presented below. **Sustainability appears to mainly be affected by two elements: resources and time.**

The analysis under ***relevance/ project concept and theory of change and coherence*** helps to shed light on the resource element, as **there is significant difference between the additional/ external pooling of resources from other donors to NORCAP initiatives on climate services as compared to renewable energy**. Resources are to a greater extent available to underpin the contributions made by NORCAP deployed resources on the climate services component than what has so far been the case for the energy component. British support to HPCs and EU support under schemes like **CONFER** (an EU-funded research project focusing on co-production of **Climate Services**) serves as examples, where coherence provides strengthened prospects of sustainability because it ensures that multiple initiatives and donors pool resource towards the deployees assigned agendas – and help move change processes forward.

For sustained institutional change, time is also a key factor. Even though NORCAP deployments are indeed often gap filling, they are not deployed to fix concrete and defined problems but are rather involved in and instrumental in longer-term change processes. **NORCAP-deployees are providing support that is driving change in both organisational and programmatic areas.** Often, deployees are acting in roles that did not exist prior to the initiation of NORCAP deployments. To strengthen sustainability of the project results, Norad and NORCAP need to cater for this in the planning and management of the project. Not all NORCAP-partners go through the transformational journey that ICPAC is reporting to have experienced over the past six years, but the ICPAC example still provides insights into what kind of organisational change processes that are initiated and promoted by NORCAP through the program. Perhaps the extent of this and the level of institutional and programmatic change involved more comprehensive than what was anticipated or planned for when the project was launched.

The extent to which deployments under this project involves organisational, systemic and programmatic change processes within NORCAP-partner organisations, means that **a rather long-term perspective is required**. These changes must be given time if they are to settle and be sustained.

The energy experts often state that they find themselves in roles that to a large extent involves building organisational awareness and broadening the scope or perspectives in programs and planning. **The fact that the UN agencies do not have skilled energy professionals poses a concern in terms of the sustainability of contributions made**. All the UN agencies that currently receive energy expert deployments through NORCAP, have human resource challenges, and there is not personnel in place that can take over management and follow up initiatives and initiated projects.

The whole energy value chain requires energy professionals to ensure good decisions are made starting from the identification and selection of energy sources, technology selection, deployment of good quality equipment until energy service delivery to end-users. The observations made through this review, suggests that sustainability will likely require NORCAP energy expert presence in this value chain along the whole process. The work done by the majority of deployees has been centred around planning and design, but the implementation, including fund raising, private sector partnerships is still pending and require both human resources and additional time. Investments are required both in terms of staffing and in rolling out of

concepts and projects. Energy strategies and project concepts resulting from missions under the existing program are estimated by the deployed experts themselves to need another three to five years before they are implemented and realized. For most receiving organizations, recruiting new staff is also necessary to ensure sustainability.

4.7.2 Securing sustainability

The assessment of sustainability in this review indicates that NORCAP and Norad should consider a new project phase. The results and status provide merit to continuing along most current trajectories. It is hard to trace evidence of significant impact, but the review has documented that deployments from NORCAP are valued and contributing to change. The review has further made it clear that the processes NORCAP has and is contributing to are far from concluded. The recommendation to provide more time and resources to already initiated processes comes across as a very clear feedback in the interviews and surveys conducted and are well exemplified by the following quotes.

"*Much remains to be done. In order to consolidate and perpetuate the achievements of this mission, it is imperative that this mission be extended over time*."

"(*…) the continuation of NORCAP support is crucial right now to avoid losing all the work done until now and ensure the position is internalised within the organisation*."

"*If the mission stops at this stage of its implementation, it will be a loss because the investment will not have reached the expected objectives. Also, NORCAP's reputation will be damaged because what was promised will not have been fully delivered. It is therefore important to continue this mission ."*

Both deployees and NORCAP-partner organizations place considerable emphasis on the need to take a long-term perspective and to allow more time to sustain the momentum created and to ensure the sustainability of the processes where NORCAP-deployees are playing key roles. This speaks to the continuation of the project, but it also might suggest that Norad should be hesitant to accept a geographical or thematic expansion of the project, as has been suggested by NORCAP. The need to sustain ongoing deployments and invest more in processes that have already been set in motion through the current phase of the project, could to some extent be in conflict with for example the suggested geographical expansion of the project to Southeast Asia.

1. Deployments should rather be longer than one to two years, as opposed to six months.
2. Norad and NORCAP should be hesitant to expanding significantly into new thematic and geographical areas.
3. A new results framework should to a greater extent enable Norad to trace the results and benefits that are experienced as meaningful and relevant to deployees and partners
4. How projects and downstream activities from deployments should be funded need to be considered from the onset of the project – and followed up through the project (see relevance – theory of change analysis – and coherence section).

4.8 Risk management and cross-cutting issues

The extent to which risks and cross-cutting issues are managed

4.8.1 Risk management

A risk matrix was presented with the application and reported on in the annual reports NORCAP appears to have appropriate systems and routines for the management of risk during project planning and implementation. Several of the risks and observations made through KPMG's review are also presented as risks by NORCAP. The risk assessment tool does not include an assessment of the impact of each risk though.

Two main areas of risk that are identified in the application from 2018 are:[9]

1. Risk related to delivery of quality personnel
2. Risk relating to sustainability and capacity of the NORCAP-partners and recipients of deployed resources.

4.8.2 Cross-cutting issues

Cross-cutting issues – impacts on environment/ climate, gender and human rights as well as anti-corruption – were considered and managed during project planning and implementation. In the application and each of the annual reports, NORCAP reports on these issues in detail. These aspects are important to consider and manage by NORCAP due to the direct and indirect implications of climate change on all the issues. Environmental impact is one of the fundamental priorities of the project through the climate services. In addition, environment/ climate is addressed though reducing carbon emissions under the energy services such as "greening the blue" strategy for UNHCR.

Women's rights and gender equality is identified as important at two levels: gender impact to the end-users and the importance of including women in project implementation. At an output level, targets and indicators reflect a conscious approach. One of the more explicit efforts on the topic is the Accelerator component for energy services, implemented in 2020. The goal was for the program to last for 12 months and to continuously recruit more female experts into the roster which would increase the ability to reach vulnerable women with energy related information. The result of the Accelerator was an increase of female expertise to 37% in 2020, up from 14% in 2019. Further, all NORCAP experts go through mandatory induction training prior to deployment where gender mainstreaming, gender sensitivity, do no harm, and appropriate behavior is part of the program. However, there are six indicators on gender at output level, but non at outcome level. This gives the impression that NORCAP has a focus on gender, but more at the output level, in including women in the implementation of the project (deployments) , and not at outcome level regarding the impact on end-users.

Human rights are directly and indirectly impacted by climate change, as seen in the latest Conference of Parties no. 26 (COP26). Nearly every human right can be affected by climate change – from water and food to living standards, migration and conflict. NORCAP has a focus on the issue towards its partners through discussions. For its deployees they focus on the issue through screening of candidates, mandatory signature on code of conduct and it is part of the induction training.

Anti-corruption is addressed in the reports with almost identical text from the application through all the reports. This could suggest that anti-corruption is to a lesser extent considered and managed during project planning and implementation. Through both narrative reporting and in the initial risk matrix provided through the application, the risk for corruption is, however, assessed as low. This assessment is done primarily because there is little or no procurement in the implementation of the project. One issue that is not addressed on the other hand, is the risk of the deployees being utilized for purposes outside of the agreed scope of their missions. A shared sentiment among deployees covered through this review is that large portions of time are allocated to issues and tasks that are not directly related to the goals and deliveries experts are supposed to report on and contribute towards. Addressing this is a challenge for NORCAP, as time sheets are provided to partners and not to NORCAP, while NORCAP pays the salaries directly to the expert.

[9] See complete risk matrix in NORCAP application from 2018

5.Annex

5.1 Climate services case study: ICPAC

Climate Services: Lessons from working with ICPAC in Eastern Africa.

The regional climate IGAD Climate Prediction and Applications Centre (ICPAC), in Nairobi, Kenya, has been one of the most central deployment partners of NORCAP under both the current program and its predecessor. It is portrayed as a partner with a significant progress through the lifetime of the Norad-funded deployment projects. In total, ICPAC has received nine deployees from NORCAP through the current project (and two with Confer funding; eleven in total).

ICPAC operates as the climate prediction and applications center under IGAD (Intergovernmental Authority on Development, a regional eight-country trade bloc of countries in the Horn of Africa). While administratively belonging to IGAD, ICPAC is further accredited as a Regional Climate Center (RCC) by the World Meteorological Organization (WMO). ICPAC therefore provides climate services to 11 countries in the region, including non-IGAD affiliates such as Tanzania, Burundi and Rwanda.

5.1.1 Why?

NORCAP's focus on climate services combines the provision of support to National Meteorological and Hydrological Services (NMHSs) with a regional approach and deployments to regional climate centers (RCCs) like ICPAC. Due to financial and administrative challenges, the activities and support from RCCs like ICPAC to NMHSs has varied greatly. The rationale for this focus on regional centers is the assumption that this will ensure coordination and better provision of climate services among countries within the same region.

NORCAP has through the project funded by Norad aimed at strengthening ICPAC's ability to function as service provider and platform for national stakeholders. The ambition is to generate regional co-developed forecasts and to support operational climate services so that climate and weather information is disseminated as efficiently as possible to countries and to reach end users and communities.

5.1.2 What?

ICPAC was supported by NORCAP experts on climate forecasting/ modelling in the project period (2015-2017) preceding the current project, ensuring improvements in climate diagnostics, modeling and forecasting capabilities.

During the current project period, NORCAP has built further on this and provided experts with an aim to also improve dissemination and increase the access to and use of climate information in the region. NORCAP's support to ICPAC has targeted climate services delivery in priority sectors like health, agriculture and food security, disaster risk reduction, climate change, environment and early warning.

While the two initial NORCAP-deployments supported ICPAC more on the scientific side and on modelling, NORCAP has over the past years deployed a combination of non-meteorological experts to ICPAC, such as a climate information and communications expert, a user engagement specialist and a programmer and developer with artificial intelligence expertise. NORCAP and ICPAC has prioritized deployments that have contributed to develop impact-based forecasting and have focused on developing innovative platforms and approaches to deliver climate and weather forecasts to national meteorological and hydrological services (NHMS) and other sectoral stakeholders more efficiently across the region.

5.1.3 Results

NORCAP support to ICPAC is essentially portrayed as successful and significant by stakeholders interviewed through this review, including former and current deployees and ICPAC staff and management. Results achieved includes:

1. NORCAP has been able to deliver on its outcome targets for the project as ICPAC is today better equipped to provide improved information to user groups on extreme weather events, including floods and droughts and climate change.

2. The quality of the climate services provided from ICPAC has improved significantly. ICPAC is referred to as a 'center of excellence' by most stakeholders interviewed.

3. User and subscription numbers, and ad-hoc qualitative feedback, indicates that changes for the ultimate target group(s) of the project and the actual end-users of climate services have been achieved in some ICPAC countries. This would perhaps especially be the case related to the work on dissemination of climate and weather information to the local level, both towards local radio/ media and local government stakeholders. More thorough studies needs to be conducted in the future to assess the actual impacts on the ground.

4. Results are described by ICPAC management to go over and beyond what was expected, both with regard to the quality of ICPAC climate services and to the dissemination of climate information.

5. The numbers on uptake of climate information, especially in Kenya, indicates value to end beneficiaries.

6. The changes in organizational culture and mindset triggered and driven by NORCAP deployments are described as transformational by non-deployee staff and managers at ICPAC. These changes are also believed to endure by staff and managers alike, even after NORCAP deployments come to an end. The level of organizational impact that NORCAP deployments have had on the institution is an unforeseen and unexpected result of the project.

7. Changes have also caused some friction. Positive numbers (in users, media outreach etc) is identified as contributing to resolving and reducing such friction and resistance to change within the organization.

5.1.4 Key success factors

Several success factors have been identified, both with regards to the context and to the actual deployments:

1. **Contextual preconditions.** It is important to factor in contextual preconditions that have been of importance for the success of deployments to ICPAC. The fact that ICPAC is rather small has undoubtedly made it possible for NORCAP experts to influence processes, priorities and decisions. The project funding represents the main path to activity and action. This has created a fertile ground for new ideas and initiative and favourable conditions for accepting change and embracing new approaches and opportunities.

2. **Coherence.** The interplay between several initiatives funded by other donors like the UK and EU, described in this report, has contributed significantly to results at ICPAC.

3. **The non-meteorological skill sets.** Developers are key, and in combination with programmers, user-centric designers, and climate information officers ICPAC has been able to make impressive improvements to the quality of its climate services. Ensuring this continued combination of skill sets is a success factor, in addition the sustained contributions of a developer in the ICPAC team is perhaps especially significant – as the continued improvement and follow up will depend on ICPACs ability to continuously get feedback from users and improve and adjust services and functionality.

4. **Long-term deployments, long-term partnership.** The combination of two factors have undoubtedly contributed to the results and change achieved through NORCAP's engagement with ICPAC. On one hand, the long-term commitment and sequential deployment of resources to ICPAC over 6 years, gradually building on each other, has proven valuable. On the other hand, the fact that some of the key deployed resources have stayed for as long as 2-3 years have increased the value and quality of the contributions made, and further also contributed greatly to anchoring change and organisational learning within the institution.

5.1.5 Key challenges

For the deployments to be even more successful, some challenges were identified during the review:

1. **National meteorological and hydrological services capacity.** An explicit assumption of the theory of change of the project, is that in a world of limited resources for climate finance, building capacity at a few regional centers, rather than tempting to build capacity at each national level, is the most cost-efficient approach. This review does, however, suggest that in the possible continuation of this project into a new/ third phase, the provision of support to national and regional levels should be revisited and re-balanced. Several observations suggest that further success for ICPAC and not least for NORCAP, would depend on bridging the gap between ICPAC and its national counterparts. A possible solution could be to deploy specialists mandated to more clearly have a division of time between ICPAC and national institutions as well. 70/ 30 or 50/ 50, to build capacity and ensure that change processes trickle down to national level.

2. **Sustainability, resources and recruitments.** Sustainability is an obvious and core challenge in the program and identified by both NORCAP and Norad as a concern across project documents. ICPAC and IGAD both have very limited budgets as member states are not in a situation where increasing funding is a realistic option. Organizational politics, recruitment processes and salary levels all make it hard to envision a scenario where ICPAC can hire staff with similar skill sets as the programmers and developers they currently have access to. One example of this is the emerging need to have a manager for the User Services and Communication Team at ICPAC. There is now a team of about nine staff working on delivering climate services, but it has no clear Manager of the team. The most realistic solution seems to be NORCAP support, but this would perhaps also involve changes in the organization structure triggered from the outside. This resource reality also potentially impacts sustainability, as deployees can only train people that are there. A standard sustainability requirement for deployments is that an identified person should be available and trained, so that knowledge can realistically be transferred. If the developer or programmer leaves tomorrow, it will be almost impossible for ICPAC to continue the work, at least with a comparable level of quality and impact.

5.1.6 Key lessons learned

There are several lessons learned from the results reporting, survey and interviews for this case study that is relevant for NORCAP and Norad. Some of these are:

1. **The case for continued support is there.** Many of the processes initiated by NORCAP through the deployments have borne fruit, but work streams on further development of services and quality improvements are not finalized. Discontinuation at this stage will adversely affect the transformational process and innovation triggered by the project. Support to ICPAC would likely need to be maintained for the coming years, before it is eventually scaled down and phased out. Developing trajectories and scenarios for a future and sustainable phase-out of NORCAP-support should be a priority topic for NORCAP-Norad discussions.

2. **There is limited capacity in ICPAC and among non-NORCAP staff members to continue the development and maintenance of the systems developed over the project period,** especially related to the East Africa Hazards watch. Many processes have been automated but still there is a critical need to have dedicated programmers at ICPAC to continue with the development of the systems developed. A web-developer is needed with similar skills in system development to the current NORCAP expert is key for the institution to continue to iterate its climate information service delivery

3. **While support to ICPAC should be maintained, it is essential that NORCAP efforts are somewhat refocused to increase support to national meteorological and hydrological services.** More focus at national level will ensure that RCCs and national meteorological authorities grow together and likely increasing the prospects for sustainability in the project. The provision of this support could in part come from ICPAC, but processes of co-production and development of approaches on both forecasting and dissemination will likely be reinforced, or perhaps even dependent on deployed expert resources in an interim phase.

4. **Deployments need to be well planned and long-term.** This is identified as a significant sustainability and success factor and should influence NORCAP practices across deployments in a continuation of this project to a third phase.

5.2 Energy case study: UNHCR

Energy: Lessons from working on energy in humanitarian settings with UNHCR

UNHCR was the first partner for the energy component and is the partner that receives the most deployees from NORCAP; 19 deployees in total under the current project. All UNHCR deployments are to country offices in Africa (Burundi, Chad, Djibouti, DRC, Kenya, Niger and Tanzania) expect from one regional deployment at regional level jointly with FAO and hosted by FAO in Nairobi, Kenya, and one at head quarter in Geneva (2019 – 2020).

Over the collaboration period, differences among various country offices regarding ownership of the humanitarian 'green shift' ambition and when it comes to delivering results have been observed. What drives this and what are the lessons for NORCAP?

5.2.1 Why?

The UN Refugee Agency (UNHCR) is one of the largest agencies in the UN system. In 2020, UNHCR employed 17,878 people in 132 countries. The agency is organized with a headquarter in Geneva, global service centers, regional offices, country offices and field offices where needed.

In 2019, the agency launched its strategy for sustainable energy (2019-2024). The strategy builds on the UNHCR global strategy for safe access to fuels and energy (SAFE) 2014-2018. 'The Strategy seeks to increase the sustainable use of renewable energy sources to minimize environmental impact, in a way that includes host communities and other stakeholders, while improving refugees' protection and well-being. In line with the UNHCR Climate Action Framework and the Global Compact on Refugees, and with the objective to protect the most vulnerable, the strategy will focus on promoting investments…'

Capacity development is identified as one of the strategic approaches in addition to partnerships and cooperation, financing, integrated approaches, measurement and innovation. 'All energy programs require a training component and other capacity-building activities – both at the local (country-oriented) and global level (knowledge dissemination) – to equip individuals and organizations with the skills and knowledge needed to deliver quality interventions. UNHCR will work to ensure that staff, partner organizations, local governments, refugees and host communities benefit from energy capacity-building as direct participants or indirect beneficiaries…'

NORCAP is helping UNHCR implement its strategy. Clean energy solutions and work along in the interface and nexus between humanitarian and development assistance operations are increasingly becoming a priority for the agency. Three factors are reported to negatively affect the organization's ability to get proper traction:

1. UNHCR has limited relevant capacity in renewable energy
2. The humanitarian and operational nature of the work of UNHCR leads to a planning mindset that is perhaps of a more a short-term nature than most other UN actors, while at the same time
3. The safeguarding of imperative deliveries on issues such as health, food and shelter is given high(er) priority.

Against this backdrop, NORCAP deployments are a vehicle for mobilizing the needed capacity and developing appropriate solutions at country level, in a decentralized organization.

5.2.2 What?

UNHCR is seen as a key strategic partner for the energy interventions. UNHCR was the first partner for the energy component and is the partner that receives the most deployees from NORCAP. NORCAP deployment was an UNHCR HQ initiative, and country offices jumped at the chance when the opportunity of accessing energy experts was disseminated in the organization.

UNHCR has received 19 deployments from NORCAP, resulting in a total of 185 months from 2018-2020. All deployees, but one, are deployed through the energy services and the deployments are in Africa, which one deployment to the headquarter in Geneva.

Most of the project design and development initiatives that are taken on energy within UNHCR are driven by NORCAP resources, and UNHCR Regional Bureau states that more than 50 percent of the current human resources on energy in UNHCR are NORCAP deployees. As UNHCR units operate very

independently, accessing information and sharing learning across units and geography have been challenging, and addressing this has been a priority for the deployed experts.

The impression from both NORCAP in Norway and the deployees is that there is a big variation between the different country offices on priorities, agenda and processes. Based on ToRs of deployees, the UNHCR has requested expert deployments geared towards support for the implementation and delivery of practical projects that can contribute to targets and objectives in global strategies. However, the reports from the experts in the field shows that there are several challenges and bottlenecks here that negatively affect their ability to support these processes efficiently.

Some experts focus on greening the blue i.e. transitioning UNHCR global office infrastructure to renewable energy sources, while most have been working with energy solutions within the camps which includes efforts such as energy in emergency situations, sustainable safe cooking energy, sustainable household lighting and electrification, sustainable electrification of community facilities. The two activities are very different and implemented by different teams in Geneva.

5.2.3 Results

No significant results at outcome level have been reported from the experts at this stage in terms of populations with improved energy use/ access and kW switched to clean fuel in target settings. Positive results towards objectives related to deforestation and biomass use are reported in Uganda and several energy achievements at output and lower outcome level are reported, however. Examples include:

1. NORCAP deployee has contributed to strengthening the collaboration between government and humanitarian organizations in Tanzania on how to deliver energy access to refugee populations. No projects have been executed under it yet due to reluctance by the government of including development issues in humanitarian settings.
2. NORCAP deployees have increased the awareness of the need to have energy services as a cross-cutting issue in some of the country operations.
3. NORCAP deployees have been part of several needs' assessments on energy services, an important contribution to implementing the agenda in UNHCR.

5.2.4 Key success factors

Several success factors for greening the blue and especially delivering clean energy services to concerned people have been identified:

1. **External factors – The country context has been identified as the most important factors of success in the review.** The different country contexts of Uganda and Tanzania illustrate this for instance. Uganda has adopted the Comprehensive Refugee Framework and it is easy for UNHCR and other stakeholders to work on the humanitarian and development nexus – and one talks of settlements, not camps reportedly – and the friendly environment is reportedly coming from the top leadership in the country. In Tanzania on the other hand, it is difficult to engage the government on any longer-term solutions as the official approach to refugees is somewhat different. This should be factored into any attempt to draw conclusions on best practices between countries and contexts.

2. **Internal factors – Management in country offices have also been identified as critical.** Given the decentralized nature of UNHCR, country-level management priorities and accessibility have also been highlighted as important in the review. With several urgent needs and demands to account for, getting management buy-in for a persistent focus on various greening initiatives and sustainable solutions can be challenging. Some interviewed staff within UNHCR argue that it's less about actual management buy-in and more about necessary priorities and contextual limitations, but management commitment to ambitions set on providing refugees with clean energy solutions does nevertheless seem to affect the success of deployments. Such challenges are aggravated further when deployments are working in large countries such as Tanzania (both physically and in terms of the size of the UNHCR country office), which increases the distance between deployees and decision-makers within the country office.

3. **Deployee competences and experience – Organizational understanding and communication is as important as technical skills.** UNHCR is a complex organization. It takes long time for deployees to learn how to operate within the organization and to advocate for change. Deployees with experience from UNHCR or similar organizations are perceived to be more successful. The duration of the deployments is also mentioned as a success factors, and hence, short-term deployments should only be used when the conditions are favorable. The deployees also report that in a hierarchical

organization such as UNHCR title and P-level (staff grade) makes a difference in terms of leverage and access to decision-makers.

4. **Timing of deployments is important, especially for short-term deployments** – The budget process at UNHCR is yearly and during the year it is difficult to make budget revisions. The timing of the deployment is hence important, especially for shorter deployments to ensure that the work the deployees do, feed into budget processes.

5. **Right entry level** – Based on interviews and the reporting from experts at the end of a mission there is clear evidence that setting the agenda at the top is important to have support for energy services projects. Given UNHCR's decentralized model, it is also important to have deployments at country offices. The regional offices appear to have less traction within the institution, compared to other organizations such as the World Food Program (WFP).

5.2.5 Key challenges

For the deployments to be successful, several challenges were identified during the review:

1. **Access to finance.** Financing of project proposals has been identified as one of the key challenges for achieving the expected outcomes such as energy access in the review. Most of the deployees end up working on strategies and project proposals that are not taken forward because of lack of funding due to mismatch of funds, need for de-risking investments where the private sector is involved etc. This is reflected in the UNHCR[10] energy strategy and in the studies and reports carried out by NORCAP.[11] UNHCR also reports that given the skill set of deployees, they are often not able to position the funding applications with the right donors although UNHCR is also conveying that technical experts are not supposed to have a fundraising role in UNHCR as UNHCR has dedicated staff for fundraising. For instance, Green Climate Funds[12] is reportedly difficult to tap into and it is difficult for deployees to know how to tap into funding opportunities in Norway.

2. **UNHCR is a humanitarian organization and immediate needs often end up being prioritized (planning becomes short-term) when resources are scarce.** This is both due to the nature of the work and the needs of end-users. Planning and budget cycles are making it more complicated for deployed experts to ensure sustainable energy services and solutions are included as a cross-cutting issue in country operations. These structural issues and bottlenecks have been experienced as passive resistance and has left some experts with the experience that UNHCR has not been strategic enough in the request for and deployment of experts to country offices.

3. **Poorly developed and owned terms of references undermine strategic use of time and resources.** For energy experts with primarily private sector background, it is challenging to enter the UN/ INGO realm, with other bureaucratic procedures and practices and organizational realities. NORCAP deployees are requested to spend considerable amount of time on projects and tasks that are not aligned with objectives of the assignment. The ToRs are often outdated and/ or disregarded.

4. **Drawing on the network of deployees.** Given the fact that NORCAP has a large pool of resources deployed at any given time, efforts have been taken to create synergies and capitalize on the network. Several deployees interviewed, requests that this area could be strengthen so that they can draw further on each other competences and experience. For instance, some might have more technical knowhow while others are better at structuring projects for funding. NORCAP reports that a community of practitioners is proposed in the new proposal.

5.2.6 Key lessons learned

There are several lessons learned identified from the results reporting, survey, and interviews. Some of these are:

[10] UNHCR report that as per the Global Compact on Refugees, UNHCR would want to play a catalytical role and mobilize operational partners (UNDP, WB, GIZ/KfW etc), not necessarily use its own budget to do all what is needed. This is true for energy, but also WASH, health, education, livelihood, etc.

[11] For instance, NORCAP (2020) 'EmPowering Africa's Most Vulnerable: Access to Solar Energy in Complex Crises'.

[12] UNHCR has reportedly had 'experience with such funds in Tanzania with a lot of hiccups… and reports that not all type of funds/ funding opportunities will fit UNHCR structures and mandate'.

1. **Takes time, expectations need to be managed.** It will take time before outcomes such as populations with improved energy use/ access and kW switched to clean fuel in target settings are reached through the deployments of experts. After three to four years of collaboration with UNHCR, there is limited reporting at outcome level. This is due to several reasons, country context, lack of financing issues related to land transaction for project, ability/ willingness to pay, the remote locations of refugee camps in countries that make it more costly and difficult to reach them through conventional service delivery models (utilities) etc, but also because energy transactions in general takes time. This time lag needs to be taken into account in future results frameworks, but NORCAP also need to assess with its partners and Norad what options **they have to complement deployments to ensure that outcomes are reached.**

2. **For gaining traction and achieving results, context is important – both external and internal – and NORCAP could benefit from having a clearer engagement strategy** including ***checklists*** and maybe ***pre-conditions*** for support. Right now, it is up to each country operation to request support. While demand-responsiveness is necessary, NORCAP needs to be more strategic in its engagement vis-à-vis its partners and assess whether the pre-conditions are in place for the deployments to be successful. This could for instance be in the form of assessing partners own strategies, funding possibilities and willingness to implement.

3. **ToRs should be revisited and adjusted after actual deployments and assignment has begun.** A participatory process of revision would make the ToR a more relevant and active document and help NORCAP to ensure that deployed experts are focusing time and efforts according to the set objectives. UNHCR is proposing that quarterly revisions and adjustments of ToRs can be done in a meeting with country management and head quarter energy team during which the deployee can present progress and challenges and needs for amendments.

4. **Right deployee for the right environment.** The solution does not appear to be to only deploy experts in mature environments, but perhaps to take a more case-by-case approach. More strategic resources are needed in the less mature contexts, while other types of experts with more technical capacity are useful in countries like Kenya and Uganda. For the less mature contexts, more experience with the humanitarian sector and a different skill set is needed as well as longer-term deployments to ensure experts have enough time to be inducted and build their knowledge of local context.

5. **Scope for better onboarding of experts**. Several stakeholders stated that more could be done in terms of preparing the deployees for missions to create a better point of departure to get results at country or regional level, including further engagement between NORCAP and recipient partners on expectations and counterpart facilitation. UNHCR is reporting that they are working on a short briefing package for expert and envision pre-departure calls been expert and technical support services and to establish contact with energy team before commencing a deployment with quarterly updates.

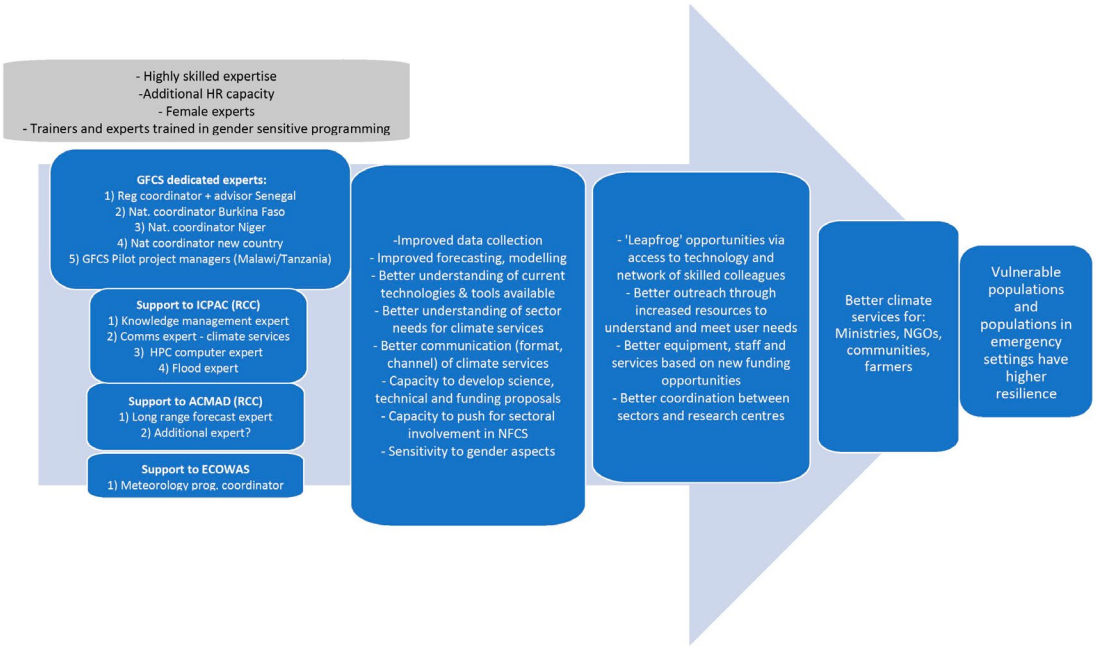
6. **NORCAP, a unique capacity development partner.** No equivalent partner to NORCAP has been identified in the discussions with UNHCR – and the focus appears relevant going forward.

7. **Longer, not shorter deployments.** For deployments to be effective, they need to be one year or longer, especially if deployees do not have a humanitarian background.

5.3 Theories of change summaries

Note: Theories of change as illustrated in the proposal for the project.

Climate services:



Energy services

5.4 List of key documents and literature consulted

From Norad:

NORCAP Annual report for 2018, 2019 and 2020 'Strengthening access to climate information and energy services for populations in vulnerable and emergency settings (RAF-3015 RAF-17/0047)NORCAP Signed agreement with addendums 1-3

Norad Signed decision document for agreement with addendums 1-3

NORCAP Applications for agreement with addendums 1-3

NORCAP Audit 2018, audit 2019 with management letters

NORCAP Implementation plan 2020 and 2021

NORCAP Accelerator program brief description

NORCAP Reporting methodology and revised results framework

From NORCAP:

NORCAP Application for addendum 2022

NORCAP 2020 Norad Audit report submission 31 august

NORCAP – FAO agreement

NORCAP – ICPAC agreement

NORCAP – NRC MOU revised 2021

NORCAP submission of multi-year proposal for NORCAP Climate Resilience 2022-2026

NORCAP Climate energy deployments 2018-2021

NORCAP Climate energy deployments partners 2018-2021

NORCAP provided examples of mission ToR

NORCAP provided examples of mission reports

NORCAP Climate end user assessments with interview guideline and survey format

NORCAP empowering Africa's most vulnerable report

Other:

UNHCR Global strategy for sustainable energy 5db16a4a4.pdf (unhcr.org)

5.5 List of people interviewed

Note: for confidentiality reasons, names are not disclosed.

Stakeholder		Engagement strategy					
Category	**Stakeholder**	**Survey**	**Focus group[1)]**	**In-person interview**	**Virtual interview**	**Case study interview[2)]**	**Data review**
Donor	Norad		✓		✓		✓
NORCAP	Program department		✓		✓		✓
Deployees	Climate service experts	✓	✓	✓		✓	✓
	Energy service experts	✓	✓	✓		✓	✓
Partners	UN agencies	✓	✓	✓	✓	✓	✓
	National agencies	✓	✓	✓		✓	✓
	Regional agencies	✓	✓	✓		✓	✓
	NGOs	✓	✓			✓	✓
Beneficiaries	Institutional beneficiaries (Climate)					✓	✓
	Climate services end-beneficiaries						✓
	Refugees or local communities end-beneficiaries						✓

Notes: 1. Following the surveys, four focus groups were held to clarify any questions and to get inputs into forward-looking analysis. 2) Some of case study interviews were in-person while others were held virtually.

Norad interviewed in 3 sessions

- Start-up meeting
- Inception workshop
- Focus group

NORCAP interviewed in 8 sessions

- Start-up meeting
- Business model interview

- Interview with General Secretary
- Finance and Grant Management
- Clean Energy Services x2
- Climate services x2

No. of Partners interviewed: 18

- Partner focus group: WMO, WFP
- Interview with UNHCR x2
- Interviews during onsite country visit
    - Tanzania: UNHCR, Local MET office
    - Kenya: ICPAC, FAO, UNHCR, WFP, UNDP, UNICEF

No. of Experts interviewed: 16

- Expert focus group: GPA, GFCS, Local MET office, WFP
- Interview with UNHCR deployees
- Interviews during country visit
    - Tanzania: Local MET office, UNHCR
    - Kenya: ICPAC, UNHCR, FAO, UNICEF, WFP

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