


Light at Home Palawan 2023  
Improving quality of life in Philippine communities through access to electricity through  
renewable sources: Light at Home Palawan  
AECID Project Code: 2022/PRYC/000778

# Consultancy for final Project Evaluation


## Terms of Reference

Date: 19-Aug-2024

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## INITIAL CONSIDERATIONS

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### 1. PRECEDENTS

acciona.org Foundation Philippines Inc, known as acciona.org Philippines, is a non-stock, non-profit foundation incorporated in the Philippines in 2022. Its objective is to provide access to modern forms of energy to low-income people in rural Philippine communities, where there is no expectation of electricity service by other methods. To this end, it provides access to basic electricity service through third-generation solar home systems (3GSHS) with the Luz en Casa or Light at Home program.

In partnership with the Spanish Agency for International Development Cooperation (AECID), since 2023, acciona.org Foundation Philippines Inc. has started the development of a project to benefit nearly 1.200 families and 20 Community Centers in Palawan.

For this reason, acciona.org Foundation Philippines Inc. (the "Contracting Party") will be procuring a Consultancy for final Project Evaluation in the framework of the "Light at Home Palawan 2023" project, file code AECID 2022/PRYC/000778, with funds from AECID and contributions from acciona.org Foundation Philippines Inc. and acciona.org, The Energy and Water Foundation based in Madrid, Spain.

Regardless of the content of the applications, all of them must comply with this ToR Document.

This ToR Document is of a contractual nature between the Contracting Party and each applicant who submits a timely application. Therefore, all applications submitted are binding until the signing of the supply contract, and are subject to the Specifications, and their terms and conditions shall be binding.

The consultancy contract shall be made up of this ToR document, as well as the terms and conditions of the selected Offer.


Likewise, if there is any contradiction between the Specifications and the selected application, the provisions of the Specifications shall prevail.

#### 1.1. Project precedents

The project seeks to provide access to electricity to 1.200 households and 20 community centers in Palawan (Philippines) in rural communities where it cannot be provided by conventional means. Electricity will be provided with photovoltaic energy, which will increase the share of renewable energy in the energy supply and reduce the number of households, schools, and health centers that lack access to electricity or resort to the use of fossil fuels, such as diesel generators or kerosene lamps, that damage the environment and pose health risks. This will help fight climate change and promote a just ecological transition and response to the COVID-19 pandemic.

It will develop the social capital of the target group, which will be able to express its doubts and propose improvements, and will promote the dialogue with executing organizations or the local government unit through the community body that will be developed in each community and provide equitable representation of the community. The project includes the listening tools that are needed especially to identify the needs of women and girls in the energy area, and implement actions aimed at fulfilling those needs and promoting the role of women in management and decision-making in the home and community.

All of this while carrying out a series of activities that will make it possible to implement a model to provide safe, sustainable, and affordable electricity service, to enable isolated rural communities with no possibility of receiving this service through the extension of the grid and that are susceptible to natural disasters, to benefit from the direct and cross-cutting impacts of access to electricity. The project is based on the use of solar home

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systems, on local technical services offered by local entrepreneurs, and on an affordable contribution for the target group that covers these services and other operating expenses, thus ensuring the long-term sustainability of the service.

The execution has taken place in different regions of Palawan, the largest province in the Philippines, located in the south-west of the country. The distributor responsible for electricity supply (PALECO) has described the connection of 81 provincial municipalities to the distribution networks as unfeasible and, of the remaining 289 municipalities, only 59% of homes are effectively connected to the distribution networks. In other words, 93.536 homes have no connection (based on data published in 2017). This negatively impacts the economy, health, education, work, leisure and, therefore, the development of the municipalities.

To achieve universal access to electricity, Philippine regulations allow and promote the action of other agents and the development of supply projects in areas where official distributors are unable to offer their services.

Other solutions to the problem in Palawan at this time are generators that run on fossil fuels; small photovoltaic panels that do not meet energy demands and have a short lifespan; solar micro-grid, an environmentally sustainable solution that only serves clustered population nuclei and is very expensive.

With this project, acciona.org will implement a model that provides a solution that is affordable, reliable, and sustainable in the long term: it has already brought electricity to 80.000 people with similar projects.

## 1.2. Objective of the Evaluation

The main objective of the evaluation is **to evaluate the degree of achievement of the Project's targets and implementation strategies**. Hence, it will draw lessons from the whole implementation period. In addition, the evaluation will facilitate a better understanding of the underlying causes of the project's degree of achievement of its objectives and will contribute to improving similar initiatives in the future.


The Specific Objectives to achieve the main objective of the evaluation are:

1. Evaluation of the degree of achievement of project outputs and outcomes throughout its execution period.
2. Evaluation of the Project's implementation strategies and evaluation of their consistency with the intervention rationale, as well as their contribution to the degree of achievement of the project outputs and outcomes.

## 1.3. Expected Results

The result of the evaluation will be a collection of precise recommendations that will be shared and disseminated among the agents and institutions involved in the project. These recommendations should constitute a tool to improve the execution of similar projects or initiatives and its repercussions on the Final Users.

The conclusions and recommendations derived from the evaluation are expected to provide useful elements for the agents and institutions involved in the project to take sound decisions for future initiatives.

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## 2. GENERAL AND SPECIFIC OBJECTIVES OF THE PROJECT

The main purpose or overall objective of this project is **to improve the quality of life of people in isolated rural areas of Palawan (Philippines), with positive cross-cutting impacts on the social, economic, and environmental development of communities through access to electricity.**

The Specific objective of the project is:

- **To implement a model of electricity service supply using renewable energy in Palawan.**
  - Description: An environmentally friendly model of access to renewable, affordable, and safe electricity service will be implemented that provides lighting, connection, and charging of electrical appliances to give access to communication, information, and education and to facilitate domestic, productive, and recreational tasks.


### 2.1. Expected results of the project

The expected results of the Project are the following:

1. **The commitment of the beneficiary population and the authorities has been achieved.**  
With the information collected from the authorities and the electricity distributor in the area (PALECO), communities where awareness meetings will be held to explain the project will be pre-selected, and the homes and community centres that voluntarily decide to participate in the project will be included in a register.
  2. **Model of electricity service supply adapted to the context of the action.**  
The existing “Light at Home” model will be reviewed and adapted, adjusting it to the data obtained in the identification activities: meetings with model agents, field visits, information analysis, and the studies that are carried out. This will develop the three components: management, economic and technological.
  3. **Electricity service supply model implemented.**  
Purchase and distribution of 3GSHS, training of users and members of the Photovoltaic Electrification Committees (PECs) in their respective roles and responsibilities. Installation of 3GSHS by users and supervision of the process. Start-up of Light at Home Centers or User Assistance Centers (UACs), including staff training
- **The coordination, evaluation, and dissemination of the project have been successfully carried out.**  
Project monitoring, coordination with partners, reporting and evaluation. Dissemination of results

## 3. KEY ACTORS

Within the framework of the evaluation, several actors have a priority role as stakeholders of the project and, hence, will provide essential information and feedback for conducting the evaluation. The evaluation will ensure a balanced representation of women and men respondents interviewed at both field and HQ level.

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- Agents Involved in the Intervention to be Evaluated:
  - **Implementing Entities:** acciona.org Philippines and acciona.org, represented by the project team members: Project Coordinators in each entity, technical support, and field coordinator.
  - **Target Group:** Beneficiary communities located in rural areas of Palawan (Philippines).
  - **Local Authorities:** Barangays represented by their respective captains.
  - **Local Partners:** Ayala Foundation Inc (AFI), is one of the pioneering corporate foundations in the Philippines, incorporated as a non-profit entity and established in the city of Makati, National Capital Region. Given its previous experience of working directly with communities and local authorities, and the solid network that it already has in Palawan, in this project, AFI will be responsible for building and strengthening the collaborative network between the project agents and municipalities and coordination with local governments to implement the project activities. AFI will also be essential to motivate participation by community members in the project and to provide guidance on community communication and relations strategies that safeguard cultural norms.
  - **Entities not considered local partners but expected to collaborate:** PALECO (Palawan Electric Cooperative) is the electric cooperative responsible for operating and supplying electric power services in the Palawan province. However, PALECO has described the connection of 81 provincial towns to the distribution networks as unfeasible, and of the remaining 289 towns, only 59% of homes are effectively connected to the distribution networks (according to 2017 figures). These areas that are considered unviable or unattended and underserved are open for coverage by an alternative electricity provider. In fact, in 2022, acciona.org Philippines and PALECO signed an agreement to collaborate on access to electricity in areas classified as being unfeasible for connection. PALECO's role in the project is to provide information regarding which unattended areas are not considered in the distribution network connection plans and in which the project could be implemented.
  
- Actors Involved in the Evaluation:
  - **Evaluation Management Unit:** Composed by acciona.org Philippines and acciona.org.

## 4. EVALUATION SCOPE

This evaluation will cover the assessment of the **degree of achievement of the project targets (SO1) and, to assess strategies to adapt the Light at Home model to local needs and how this contributes to the achievement of the objectives and outcomes (SO2)**. To achieve its objectives, the evaluation will focus on the following specific objectives.

### 4.1. Assessment of the degree of achievement of project outcomes and outputs

Under this objective, the Evaluation Team will evaluate the attainment of the project objectives and outcomes as a consequence of the activities. Likewise, the Evaluation Team will evaluate the extent to which the Specific and General Objectives of the Project have been reached. To this end, the Evaluation Team will evaluate the results obtained during the evaluation period against the project schedule approved by AECID.

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In addition, the Evaluation Team will compare the results and goals achieved by the project with other similar projects (access to energy projects in rural areas of the Philippines).

## 4.2. Assessment of the Light at Home model adaptation to local needs

Under this objective, the Evaluation Team will evaluate the strategies set by acciona.org and acciona.org Philippines to adapt the Light at Home model to local needs and their consistency with the intervention rationale as well as their contribution to the achievement of the project outputs and outcomes.

The evaluation will strongly focus on the possible contribution of these strategies to the sustainability of the action over time after the end of the project and its fit or appropriateness to the local environment.

In particular, the Evaluation team will address the following strategies:

- Development of the technical and managerial solution for the adaptation of the Light at Home model through the local Socioeconomic Study for needs identification, population characterization, etc.
- Development of the delivery model with special attention to the management and economic model. Also, the evaluation team will focus on how this model has been implemented on the field through community and participatory work.

## 5. EVALUATION CRITERIA AND QUESTIONS

The evaluation will focus on the requirements recommended by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD). The suggested questions that this evaluation seeks to address, according to the evaluation criteria and its objectives, are listed below:

### Relevance:


- To what extent has the Project answered the needs and priorities of beneficiaries and to the national priorities and policies on access to energy in non-electrified areas?
- To what extent has the Project aligned with international frameworks and new initiatives in non-electrified areas?
- To what extent could be the Project compared with similar project of access to energy in non-electrified areas of the Philippines?

### Effectiveness:

- To what extent has the project outcomes been reached by the end of the Project?
- To what extent has all the expected project outputs reached by the end of the Project?
- Do all planned project activities contribute to achieving the results? If yes, to what extent? If not, which ones did not and how could they be formulated to do it?

### Efficiency

- To what extent did the adaptation of the Light at Home model contribute to the achievement of Project outputs and outcomes?

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- To what extent has the project efficiently used the project funding, considering the planned activities and the achievement of outputs and outcomes?
- To what extent has the project utilized its funding effectively, considering a comparison between the resources invested and the outcomes achieved?

#### Coherence

- To what extent did the implementation strategies detailed answer to the action rationale?

#### Viability

- To what extent were the implementation strategies viable, considering institutional, socio-economic, technical, and environmental aspects?

Questions will be given priority according to the following parameters:

- Uncertainty on the answer.
- Influence on the decision-making process of the Project.
- Necessary resources for obtaining an answer.
- Availability of information.

## 6. METHODOLOGY AND WORK PLAN

The Evaluation Team will define the methodology and workplan to achieve the purposes of the evaluation, ensuring that all key stakeholders and beneficiaries are included, and the gender perspective is covered. The evaluation team will justify the proposed data collection techniques, which should include, inter alia:

- Document review.
- Direct observation.
- Open-ended or semi-structured question interviews with stakeholders.
- Focus groups and other social research techniques.

The total duration of the provision of services to conduct the evaluation shall not exceed 120 days from its commencement, defined as the day on which the contract between the evaluation team and acciona.org is signed, initially scheduled for **September 2024**. The proposed work plan included in this section must be considered as a preliminary proposal and could be changed and improved during the proposal phase.


The evaluation team must present the methodological proposal, with the plan and the work schedule. Once the proposal has been presented, a meeting will take place between acciona.org and acciona.org Philippines, and the Evaluation Team to analyze it. Three days later, the Evaluation Team should present the final version of the plan and the work schedule.

The work plan shall comprise the following phases:

### 6.1.1. Document Review Phase (15 days)

In the document phase, the Evaluation Team will analyze all the necessary documents and reports to be informed about the scope of the Project. The documentation will be provided by acciona.org and acciona.org Philippines.



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In addition, the team shall hold meetings with acciona.org and acciona.org Philippines to gain in-depth knowledge of the objectives and context of the evaluation and to identify key stakeholders.

During this phase the questions of the evaluation will be defined. The evaluation matrix and the techniques that will be used for the collection of data with the stakeholders shall also be designed. The Evaluation Team will be required to include the justification of the chosen techniques in the Final Report.

For the development of the evaluation matrix, the Evaluation Team should analyze the indicators included in the logical framework of the project and review their relevance, as well as their sources of verification.

The methodological approach, to be approved by acciona.org and acciona.org Philippines, shall include, at least:

- The evaluation matrix, specifying the evaluation questions, indicators, and sources of verification.
- Techniques and tools for the information collection and treatment.
- List of Key Actors and stakeholders to be part of the Evaluation and their participation in the different stages.
- Work plan.

#### 6.1.2. Data Collection Phase (40 days)

In this phase the Evaluation Team will gather all the required data to answer the evaluation questions to be addressed to key actors and stakeholders. The data collected will comprise quantitative and qualitative aspects, using the techniques approved under the methodological proposal.

This phase should include the participation of different stakeholders. The work will be conducted together with acciona.org and acciona.org Philippines in first place, and an informative meeting will be held by both acciona.org and acciona.org Philippines to report on the preliminary results prior to continuing with other stakeholders. This meeting will be included in the work plan.


During this phase, all the necessary feedback meetings will be held with acciona.org and acciona.org Philippines to address further queries that the evaluation team may have.

This phase should include at least one visit to the location of the project to observe firsthand the results of the projects and gather the information from the end users and local stakeholders.

#### 6.1.3. Information Systematization and Analysis Phase (30 days)

After Phases 2 and 3, the collected data will be processed and analyzed to answer the evaluation questions and the needs identified in section 3 and 4 of these documents. After 20 days, the results will be submitted in an interim final report, which will be reviewed by acciona.org and acciona.org Philippines. This report shall be structured according to the guidelines and requirements indicated in this document.

A meeting between acciona.org and acciona.org Philippines and the Evaluation Team may be called to address potential errors or queries in the interim report. If several modification requests arise, acciona.org and

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acciona.org Philippines and the Evaluation Team may agree on a 15-day extension for the completion of this phase and submission of the Final Report.

#### 6.1.4. Results Dissemination Phase (20 days)

The results of the evaluation presented in the Final Report, and approved by acciona.org and acciona.org Philippines, will be shared and disseminated among the organizations' members and key stakeholders.

Meetings and workshops might be organized together with the Evaluation Team to address the results and recommendations included in the Final Report.


## 7. DOCUMENTATION AND DATA SOURCES

The Evaluation Team will have the documentation herein detailed and collected in the chart below at its disposal for conducting the evaluation. Any additional documentation or information that may be required to conduct the evaluation and accomplish its objectives will be provided by acciona.org and acciona.org Philippines.

The Evaluation Team shall maintain absolute confidentiality and will not use outside this Evaluation, for their own benefit or for the benefit of third parties, any information, oral or written, of which they acquire access as a result of the execution of this Evaluation, unless they obtain prior and express authorization from acciona.org and acciona.org Philippines providing such Confidential Information.

All the Personal Data in this documentation will be handled with the strictest confidence. For the purposes of this Evaluation, the term "personal data" means any information or data stored, processed or transmitted that relates to a particular identified or identifiable living individual or any other meaning or definition according to applicable data protection legislation, in particular, Regulation (EU) 2016/679 of the European Parliament and of the Council of April 27<sup>th</sup>, 2016 on the protection of natural persons with regard to the processing of personal data and on the free movement of such data and repealing Directive 95/46 / EC (the General Data Protection Regulation) (hereinafter referred to as the "GDPR").

DOCUMENT	MAIN CONTENT
Approved formulation of the project	Official document of the Project agreed with AECID which contains project details such as activities, schedule, etc.
Logic Framework of the Project	Official document of the Project that collects the rationale (Outcomes, Outputs, and Activities).
Project Progress reports	Project status updated every six months.
Socioeconomic report	Socioeconomic study carried out before the implementation of the project; contains valuable information about the social organization, incomes, use of energy, etc.

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Users Manual	Documentation given to the end Users ; this document gathers all the main aspects of the service delivery model.
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## 8. EVALUATION FINAL REPORT STRUCTURE


The final evaluation report should not exceed 40 pages (excluding annexes) and should be supported by an executive summary of a maximum of 6 pages. The report shall be supplemented by a summary sheet of the evaluation, following a well-established methodology.

The report can be articulated upon the following index:

- **Introduction**
- **Context and Evaluation Objectives**
  - Main questions addressed in the evaluation and criteria.
- 1. **Evaluation context.** Brief description of the project, context summary, key stakeholders of the project.
  - Evaluation methodology
  - Applied techniques and tools.
  - Limitations of the study and data constraints.
- 2. **Evaluation results.** Analysis of the information collected and the findings in relation to the points established and the issues raised in the evaluation.
- 3. **Conclusions** of the evaluation in relation to the criteria defined therein.
  - **Lessons learned** as a result of general conclusions, indicating good practices that can be extrapolated.
- 4. **Recommendations** derived from the evaluation according to the criteria and objectives established herein. The recommendations shall be specific directly related to the performance and conclusions and shall clearly indicate whom they are addressed to as well as the timeframe in which they should be implemented if possible.
  - **Annexes:**
    - Terms of Reference (TOR)
      - Work plan, composition, and description of the mission.
      - Proposed methodology, techniques, and sources of information.
      - Review of documents: list of secondary sources of information used.
      - Interviews: list of stakeholders, interview plan, transcripts, and notes.
    - Surveys: models, raw data, and statistical analysis.
      - Participatory workshops: programs, products, etc.
      - Comments from different actors on first drafts of the report, if appropriate, especially when existing discrepancies were not included in the final report (see premises of accountability).
      - Main conclusions of the feedback sessions with the Evaluation Coordination Committee.

## 9. EVALUATION TEAM

The team conducting the evaluation will be named the "Evaluation Team". This team shall have the following competencies, skills, and knowledge:

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- Knowledge and/or professional experience of at least 3 years in the field of evaluation (design and performance).
- Knowledge and/or professional experience of energy access in low income or low middle income countries.
- Experience working in Asian countries, preferably the Philippines.
- Knowledge and/or professional experience in gender equality and women's and girls' rights would be an asset.

It will also be valuable to have knowledge and/or professional experience on conducting evaluation, studies or projects and knowledge and/or professional experience on project management methodologies. The curriculum vitae of all professionals who will participate in the evaluation must be submitted.

**It is highly recommended that local consultants are included in the assignment. The proposal must specify the role of each member in the evaluation team.**

## **FAIR SELECTION POLICY**


**acciona.org Foundation Philippines Inc. is an equal opportunity employer and ensures a transparent, equitable, and non-discriminatory approach to the selection process.**

## **10. PROVISIONS OF THE EVALUATION**

The fundamental principles of the **Code of Conduct and Professional Ethics** to be respected by the evaluation team are the following:

- Anonymity and confidentiality of stakeholders: The evaluation must respect the right of individuals to provide information anonymously and confidentially.
- Confidentiality: The evaluation team agrees to consider all the provided information and documents in connection with this evaluation as confidential and, shall not disclose the Confidential Information unless otherwise authorized in written by acciona.org and acciona.org Philippines.
- Accountability: Any disagreement between the Evaluation Team or between the team and those responsible for the project regarding conclusions and/or recommendations should be included in the report. The team must justify any statement and point out any disagreement.
- Integrity: Where appropriate, the Evaluation Team should highlight issues that have not been included in the current terms of reference, seeking a more complete analysis of the project and governance structure.
- Independence: The Evaluation Team must guarantee its independence in relation to the project, not being linked to its management, neither as a consultant at the level of identification, nor as a consultant at the level of execution of the project.
- Verification of information: The Evaluation Team must guarantee the veracity of the information gathered for the preparation of the report and will be responsible for the information contained therein.

**Incidents:** In the event of problems arising during any of the Evaluation Phases, acciona.org and acciona.org Philippines shall be notified immediately. Otherwise, the existence of these problems will not be enough to justify the absence of the results defined in the present ToR.

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**Penalty scheme:** If it happens that the delivery of the reports is delayed or if the quality of the reports is not up to the agreed standards and quality, the agreed upon penalties and arbitration procedures will be enforced to address the matter.

**Institutional reverence:** The evaluation team must agree to always follow the appropriate behavior that adheres to the fundamental principles of acciona.org, avoiding any behavior that endangers the reputation of the Foundation.

**Ownership of the work and dissemination:** Once completed, the evaluation report will be transferred to acciona.org and acciona.org Philippines, thereby becoming their intellectual property.

## 11. TECHNICAL AND FINANCIAL PROPOSAL

The financial proposal must be done with all taxes included, which shall cover all the necessary expenses for conducting the evaluation (salaries, travel, per diems, etc.). The total amount will be paid in two instalments: 40% upon approval of the methodological proposal and 60% upon submission and approval of the final evaluation report.

The proposals shall include, at least, the following information:

- Economical bid
- Technical bid, which shall comprise:
  - Detailed experience of the company/institution in terms of evaluation.
  - Curriculum vitae of the evaluation team members.
  - Work methodology proposal.
  - Proposal of the evaluation matrix.
  - Work plan.

Bids will be evaluated according to the following criteria.


- **Methodological proposal (30%),** considering:
  - The proposed methodology and tools.
  - The level of clarity and precision of the proposal.
  - The added value in relation to the expected results in the ToR.
- **The Evaluation Team Profile (30%):** considering the competencies, skills and knowledge detailed in Section 9.
- **The Economical Offer (40%).**

The winning bidder must submit an accomplished ACCIONA supplier information sheet, together with a tax certificate of registration and bank certificate. Local bidders must be able to provide BIR-registered invoices.

## 12. ToR PROCESS

### 12.1. ToR calendar

The Bidders will conform to the following dates with regard to the different phases of the tender process:

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Phase	Deadline
Tender ToR publishing by acciona.org Philippines	On or before 21 August 2024
Consultations and queries from Bidders	On or before 29 August 2024
Response to consultations and queries by acciona.org Philippines	On or before 02 September 2024
Submission of technical and economic offers	On or before 06 September 2024
Awarding and signing of contract or purchase order (estimated)	On or before 13 September 2024

## 12.2. Consultations about the ToR and Offers' presentation

The contact email for all matters related with the present Tender is: [fundacion@acciona.org](mailto:fundacion@acciona.org) cc [adminph@acciona.org](mailto:adminph@acciona.org)

The responses to consultations will be sent by the same means to all Consultants without specifying the ownership of the queries or identifying the participating companies or individuals.

The Offers shall be sent following the schedule set forth above by e-mail and in English. All Offers submitted after the indicated date will be rejected.