



SCALING-UP RENEWABLE ENERGY PROGRAM IN BENIN

TERMS OF REFERENCE

JOINT MISSION



3 -14 AUGUST 2015

COTONOU

BENIN



EXECUTIVE SUMMARY

Objective and Scope of the Joint Mission:

The main objective of the Joint Mission (“the Mission”) is to support the Government of Benin (“GoB”) in designing the SREP Investment Plan (IP). In consultation with stakeholders, the Mission will: (i) review and validate the suggested investment priorities; (ii) collect all the necessary elements to ensure the finalization of an advanced draft of the Investment Plan; and (iii) develop investment concept briefs of the projects that will enable the implementation of the Investment Plan under Phase 2.

Dates of the Mission: The proposed dates for the Joint Mission are 3-14 August 2015.

The MDB Mission Composition: The African Development Bank (AfDB), the World Bank (WB), and the International Finance Corporation (IFC).

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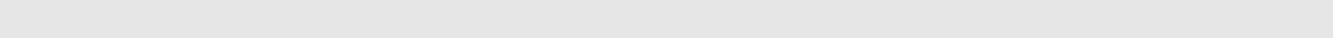
Activities to be undertaken during the Mission

The main activities of the Mission will be to: (i) conduct stakeholder consultations through workshops and meetings to discuss the strategic role of the investment priorities proposed by the GoB, and to identify potential co-financiers; (ii) assist the GoB in finalizing and validating the identified investment priorities; (iii) support the design of the various program/projects' concept notes that will lead to the implementation of the SREP IP under Phase 2; and (v) initiate the work related to the IP environmental and social issues, as well as the development of the Monitoring and Evaluation (M&E) framework for the program.

Activities in the Mission will be conducted in a participatory and consultative manner, so that all stakeholders have an opportunity to indicate how SREP resources can be utilized to assist the GoB in the scaling-up of renewable energy investments in the country.

Expected Results and Outcomes:

The main deliverables for the Mission are: (i) the investment priorities discussed and agreed upon with national stakeholders; (ii) based on the discussion with government authorities and stakeholders including NGOs and private sector, investment concept briefs for the implementation of the IP prepared; (iii) the draft IP substantially completed and agreement on how to fill any gaps to finalize the same; and (iv) an Aide Memoire describing key findings and recommendations of the Mission as well as agreed next steps for SREP Benin



CONTEXT OF THE JOINT MISSION

1. Benin is one of fourteen new pilot countries selected to benefit from the Scaling-Up Renewable Energy Program (SREP) in Low Income Countries. SREP operates under the Climate Investment Funds (CIF)..
2. CIF resources are available through Multilateral Development Banks (MDBs), and in the case of the SREP program for Benin, the African Development Bank (AfDB) and the World Bank Group (WBG), including the International Finance Corporation (IFC), will jointly support the preparation of the SREP program, with the AfDB acting as the lead institution.
3. The SREP aims to demonstrate the social, economic, and environmental viability of low carbon development pathways in the energy sector. It seeks to create new economic opportunities and increase energy access through the production and use of renewable energy. The SREP program will enable Benin to initiate the process to achieve a transformational change that will lead the country towards a low GHG emission development.
4. The private sector, as the basis for economic growth, has an important role to play in promoting renewable energy development and increase electricity access. By opting for an Investment Plan that combines public sector and private sector interventions, the SREP will work to remove economic barriers (among others) and increase private investments in support of achieving the objectives of the SREP. Improved market and financial conditions, as well as strengthening of investors' confidence, could facilitate to low carbon energy pathway by stimulating public and private investments in renewable energy projects.
5. As per the SREP programming modalities, financing from SREP is guided by a number of principles. The SREP financing should:
 - address the additional costs and risks associated with renewable energy technologies, which adversely affect the viability of investments;
 - meet the specific requirements of removing financial and institutional barriers and to leverage additional public and private financing;
 - “crowd-in” the private sector;
 - finance investments and capacity building for both public and private sector entities;
 - increase the installed renewable energy capacity in a country's energy supply in line with national energy plans;
 - support proven renewable technologies.
6. The SREP program will support several types of activities under a SREP IP prepared for each pilot country, based on the specific requirements of the country. An IP can include capacity building and advisory services to support delivery and results, and investment leading to deployment of different renewable energy technologies. The IP will seek to:
 - demonstrate transformative impact;
 - strengthen enabling environment for scaling-up renewable energy;
 - build implementation capacity;
 - catalyze increased investments in renewable energy;
 - improve the long-term economic viability of the renewable energy sector; and
 - increase energy access.

PREPARATORY ACTIVITIES

7. Since Benin was selected as a new SREP pilot country, the GoB, supported by the MDBs, has undertaken a number of preparatory activities, including the: (i) the nomination of the SREP National Focal Point to lead the preparation of the SREP IP (SREP Programming Phase 1), (ii) participation on the SREP New Pilot-

Countries Workshop in Hague, The Netherlands. (iii) the set-up of a National SREP Task Force, (iv) a scoping mission between 22-24 April 2015 which included consultations with national stakeholders and development partners, (v) organization of working sessions for the SREP National Task Force to develop the IP established; On this basis, the preparation of the Benin SREP IP has been initiated for MDBs to comment.

8. The Scoping Mission with representatives from the AfDB, WB and IFC took place from April 22-24, 2015 in Cotonou, Benin. The objective of the Scoping Mission was (i) present the SREP program, with its modalities and activities related thereto (ii) identify the different stakeholders and their respective role in the preparation of the investment plan (iii) identify key programs / projects currently underway in the energy sector in general and the sub-sector of renewable energies, in particular (iv) collect basic required data to prepare the investment plan (v) identify potential technical assistance needs to reinforce capacities of the SREP National Task Force (NTF).
9. The Scoping Mission had a meeting with the Honorable Minister of Development, Economic Analysis and Prospective (MDAEP), Mr Marcel de SOUZA. It met the a.g Chief of Staff of the Minister of Development, Economic Analysis and Prospective, and also the Deputy General Secretary of the Minister of Energy. The Mission also had daylong working sessions with other development partners, key public and private players in the energy sectors as well as NGOs. A list of individuals and institutions that the Mission met is in the Annex 3 of the Scoping Mission Aide-Memoire.
10. The Scoping Mission had extensive discussions with the Government team led by the SREP National Focal Point, Mr. Mathias K. Pofagi, Director of Centre de Partenariat et d'Expertise pour le Développement Durable (CePED) at Ministry of Development, Economic Analysis and Prospective (MDAEP) and including representatives from Agence Nationale des Energies Renouvelables (ANADER) and CePED.
11. Following the Scoping Mission, the Government and the MDBs have been working closely, especially to finalize and follow-up on the action items agreed in the Aide Memoire and to prepare the TORs for the Joint Mission.

JOINT MISSION ACTIVITIES

Objective of the Joint Mission

12. The objective of the Joint Mission (“the Mission”) is to support the Government of Benin (GoB) in designing the SREP Investment Plan (IP). In consultation with stakeholders, the Mission will: (i) review and validate the suggested investment priorities; (ii) collect all the necessary elements to ensure the finalization of an advanced draft of the Investment Plan; and (iii) develop investment concept briefs of the projects that will enable the implementation of the Investment Plan under Phase 2.

Scope of the Joint Mission

13. **Validation of the Investment Priorities.** The Mission will collectively validate the strategic investment priorities for the scaling-up of renewable energy in Benin. This work will be done through the following steps:

- Before the Mission, the GoB will prepare a first draft of the Investment Plan, undertaking the following steps: (i) assess electricity demand and needs; (ii) assess the renewable resource potential; (iii) construct and analyze the supply cost curve; (iv) define the investment objectives; (v) select technologies and business models; (vi) estimate investment and operating costs; (vii) identify the financing instruments; (viii) review the adequacy of policy, regulatory, and legal framework for renewable energy development; (ix) propose institutional/organizational arrangements for implementation; (x) establish capacity-building needs; (xi) assess risks and design mitigation measures; and (xii) aspect of the socio-economic situation of the country (including gender as well as climate change strategy). (xiii) institutional framework (xiv) absorption capacity of the country
- As part of the Mission, and during a technical workshop¹, the GoB will present the proposed investment priorities and the outcomes of discussion with national stakeholders.
- During the Mission, a series of meetings will be held to discuss with stakeholders the proposed investment priorities and pre-identify projects for implementation under Phase 2 of the Investment Plan.

14. **Preparation of an Advanced Draft of the Investment Plan.** MDBs will support the GoB in drafting an advanced draft of the IP. For this purpose, a small group composed of MDBs staff and members of the SREP National Task Force in Benin will work together to draft the document, in parallel with other mission activities. The drafting of the document will be continued during the weeks following the Mission by the same group. In accordance with the “SREP Programming Modalities and Operational Guidelines,” a suggested structure of the Investment Plan is as per *Annex 1*.

15. **Development of Investment Concept Briefs.** The Investment Plan will need to include investment concept briefs on individual projects to be supported under Phase 2. The investment proposals should address the criteria in *Annex 2* as appropriate. A suggested outline for an investment concept brief is attached in *Annex 3*.

Roles and Responsibilities of the Government and the MDBs

16. The Joint Mission will be led by the SREP National Focal Point with support from the members of the National Task Force. MDBs will contribute to a constructive discussion and focus on supporting the development of strong and well developed program/projects’ concept notes that, on one hand, are in line with SREP Investment Priorities and, on the other, can realistically be implemented during SREP Programming Phase 2.

17. The AfDB (lead-MDB), the World Bank (WB) and the International Finance Corporation (IFC) will be three MDBs participating in the Joint Mission. The needs (country readiness) and availability of experts will be reassessed two weeks before the mission to ensure that adequate technical assistance is provided.

Consultations with Stakeholders

18. During the Joint Mission, consultations with key stakeholders in the country will be held, including national institutions/authorities, development partners, civil society organizations, local communities and the private sector. A stakeholder Consultative workshop as well as a series of meetings will be organized as part of the Joint Mission to identify concrete opportunities for investment that could lead to large-scale development of renewables.

19. Consultations with stakeholders, already initiated during the scoping mission, should help strengthen national ownership, mobilize co-financing for SREP investments, harmonize support to public policies and promote complementarity with ongoing or planned activities. Additional financial resources mobilized to complete SREP funding will be included in the Investment Plan.

¹ The Terms of Reference of the workshop will be developed by the SREP Task Force at least 15 days before the beginning of the Joint Mission.

20. The Mission endeavors to consult the following actors, either through meetings (group or bilateral), or as part of the planned technical workshop:

National Institutions:

- Ministry in charge of the Development, (MDEEPPPBG (Centre de Partenariat et d'Expertise pour le Développement Durable (CePED)),),
- Ministry of Finance,
- Ministry in charge of Energy, Agence Nationale des Energies Renouvelables (ANADER) Regulatory Authority of the Electricity of Benin (ARE), General Direction of Energie (DGE), Direction of Studies and Development (DED), Société Béninoise d'Énergie Électrique (SBEE), Direction de la Production et de Mouvement de l'Énergie (DPME),
- Presidential Council for Investissement (Conseil Présidentiel de l'Investissement).

Private Sector Organisations:

- Syndicate representatives
- Solaris
- Enerdas
- CIE Benin
- CNP Benin
- Oryx Benin
- CCIB
- Study of renewable energy sector offices

Civil Society Organisations:

- SNV Benin
- Nature Tropicale
- Centre Songhai

Development Partners:

- European Union (EU)
- Agence Française de Développement (AFD)
- United Nations Development Programme (UNDP)
- Millennium Challenge Corporation (MCC)
- Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
- ENDEV
- KfW
- GiZ

COMPOSITION OF THE MISSION

21. The mission will consist of many experts from the IFC, the WB and the AfDB, supported by a few consultants supporting the Phase 1 activities. Some experts will work from their respective headquarters, not all will join the mission in Benin but are expected to join by video or audio conference as needed. The areas of expertise include:

- Energy and Power Experts
- Economists and Finance Experts
- CIF/SREP Coordinators

- Climate Change Experts
- Private Sector Experts
- Social Development and Gender Experts
- Environment and Social Safeguards Experts
- Monitoring and Evaluation Experts
- Energy Policy Experts

22. The detailed roles of the Mission participants, including the Government, are available in Annex 4.

23. In addition to MDBs experts and GoB staff, the mission will be based on the broad participation of national stakeholders. This broad participation is designed to ensure ownership of the program and support its implementation by the Government, national stakeholders and development partners.

MISSION SCHEDULE

24. A preliminary schedule is proposed in Table 3 below for the mission activities. This calendar will be further refined in the coming weeks and specific agendas will be developed for the workshop, working groups, various meetings.

Table 3: Preliminary Schedule of the Joint Mission

<i>Horaires</i>	<i>Activités</i>	<i>Acteurs</i>	<i>Lieux</i>	<i>observations</i>
<i>Jour 1 : 03.08.2015</i>				
<i>08h00-10h00</i>	Rencontre entre BMDs, Point Focal et Consultants : finalisation du programme et des questions liées à la logistique.	BMDs, Point Focal et Consultant	<i>CePED</i>	
<i>10h30-11h00</i>	: Présentation de la dernière version du PI priorités identifiées au PI-SREP. Etablir une feuille de route de la mission pour finalisation du PI	BMDs, Equipe nationale SREP et Consultants	<i>CePED</i>	
<i>15h30-16h00</i>	Rencontre avec le Ministre chargé de l'Energie	<i>PM, BMDs, Point Focal</i>	<i>Ministère de l'Energie</i>	<i>A préciser</i>
<i>17h00-17h30</i>	Rencontre avec le Premier Ministre, chargé du développement : présentation du SREP et des objectifs de la mission conjointe	<i>PM, BMDs, Point Focal</i>	<i>Primature</i>	
<i>Jour 2 : 04.08.2015</i>				
<i>8h30-10h00</i>	<i>Séance de travail avec le secteur public</i>	BMDs, Equipe nationale SREP et Consultants+universités, ministères et agences publiques	<i>Primature/Bloc développement</i>	

10h30-11h00	<i>Seance de travail avec secteur privé</i>	MDBS, Equipe nationale SREP et Consultants	<i>Primature (Bloc développement)</i>	
15h30-17h00	<i>Rencontre avec le Patronat</i>	MDBS, Equipe nationale SREP et Consultant	<i>Siège du patronat</i>	
17h30-18h00	<i>Réunion de synthèse</i>	MDBS, Equipe nationale SREP et Consultants	<i>CePED</i>	
Jour 3 : 05.08.2015				
09h00-10h30	<i>Rencontre avec les ONG</i>	MDBS, Point Focal et Consultant	<i>Primature/Bloc développement</i>	
11h00-12h30	<i>Rencontre avec le PNUD</i>	MDBS, Point Focal et Consultant	<i>Siège du PNUD</i>	
15h00-16h30	<i>Rencontre avec a délégation de l'Union Européenne</i>	MDBS, Point Focal et Consultant	<i>Siège de l'UE</i>	
17h00-18h00	<i>Rencontre avec la coopération allemande (GIZ, KFW, WAPP, EnDEV)</i>	MDBS, Point Focal et Consultant	<i>Siège de la GIZ</i>	
Jour 4 : 06.08.2015				
08h30 - 10h00	<i>Rencontre avec le MCA</i>	MDBS, Point Focal et Consultant	<i>Siège du MCA</i>	
10h30 – 12h00	<i>Rencontre avec FAGACE</i>	MDBS, Point Focal et Consultant	<i>Siège du FAGACE</i>	
15h00-16h30	<i>Rencontre avec la BCEAO</i>	MDBS, Point Focal et Consultant	<i>Siège de la BCEAO</i>	
17h00-18h30	<i>Rencontre avec la BOAD</i>	MDBS, Point Focal et Consultant	<i>Siège de l'AFD</i>	
Jour 5 : 07.08.2015				
08h00-08h30	<i>Séance de récapitulation</i>	MDBS, Point Focal et Consultant	<i>CePED</i>	
09h00-10h30	<i>Rencontre avec SNV</i>	MDBS, Point Focal et Consultant	<i>Siège du SNV</i>	
11h00-12h30	<i>Rencontre avec la BM</i>	MDBS, Point Focal et Consultant		
15h00-16h30	<i>Rencontre avec la BAD</i>	MDBS, Point Focal et Consultant		

17h00-18h00		MDBS, Point Focal et Consultant		
Jour 6 : 10.08.2015				
09h00-11h00	Rencontre avec les PTF	MDBS, Point Focal et Consultant + ONG	Primature (Bloc développement)	
15h30-17h30	Récapitulatif	MDBS, Point Focal et Consultant + PTF	Primature (Bloc développement)	
Jour 7 : 11.08.2015				
09h00-12h30	Séance de consultation du PI (gestion des connaissances, aide technique et renforcement des capacités et aspects Environnementaux et Sociaux)	MDBS, Equipe national SREP et Consultant	Primature (Bloc développement)	
15h30-17h00	Séance de consultation des concepts d'investissement du PI	MDBS, Equipe national SREP et Consultant	Primature (Bloc développement)	
Jour 8 : 12.08.2015				
8h30-17h30	Atelier Conjoint de consultation entre Groupe de travail National SREP, BMDs et Parties prenantes : <ul style="list-style-type: none"> · Ouverture · SREP Présentation · Présentation de priorités SREP proposées · Présentation par modalités de mise en œuvre 	MDBS, Equipe nationale SREP + toutes parties prenantes + Consultants	Primature (Bloc développement)	Lieu à préciser
Jour 9 : 13.08.2015				
09h00-12h30	Prise en compte des amendements faits au PI	MDBS, Equipe nationale SREP, Consultants	Primature (Bloc développement)	
15h00-18h30	Elaboration du rapport technique et de l'aide mémoire			
Jour 10 : 14.08.2015				
	Finalisation du rapport technique et de l'aide mémoire+			

MAIN CONTACTS

Government of Benin

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Annex 1: Suggested Structure for the Investment Plan

I. Proposal Summary (2 pages)

- Objectives
- Expected outcomes
- Program criteria, priorities and budget

II. Country Context (3-4 pages)

- Energy sector description (market structure, demand supply, and dispatch composition, electricity cost and pricing) incl. renewable energy status
- Gap/barrier analysis; needs assessment

III. Renewable Energy Sector Context (3-4 pages)

- Analysis of RE options (technology, cost, mitigation potential, barriers)
- Government plans or strategy for the sector (willingness to move towards renewable energy investments, existing or envisioned policy, regulation, plans, and resource allocation)
- Institutional structure and capacity (technical, operational, financial, equipment supply, information)
- Role of private sector and leverage of resources
- Ongoing/planned investment by other development partners

IV. Contribution to National Energy Roadmap (2 pages)

- Likely development impacts and co-benefits of SREP investment
- How SREP investment will initiate a process leading towards transformational low carbon growth

V. Program Description (6-8 pages)

- Capacity building and advisory services
- Investment preparation activities
- Technology deployment investments
- Parallel activities to be funded by other development partners
- Environmental, social and gender co-benefits

VI. Financing Plan and Instruments (3-4 pages)

- Budget envelop for investments
- Costs and sources of funding
- SREP assistance (grant, concessional debt, etc.)
- Recipients of funding

VI. Additional Development Activities (2-3 pages)

- Leverage complementary co-financing with other development partners such as bilateral, private sector, and financial institutions

VII. Implementation Potential with Risk Assessment (2 pages)

- Country/regional risks - institutional, technology, environmental, social, financial
- Absorptive capacity for SREP and leveraged resources

VIII. Monitoring and Evaluation (1/2 page)

- Results framework table

Annexes

Information should be included in annexes on the following areas:

- assessment of country's absorptive capacity
- stakeholder consultations
- co benefits
- existing activities in the field of renewable energy, particularly activities of other development partners

Annex 2: Criteria for Investments

As stipulated in the “SREP Programming Modalities and Operational Guidelines,” briefs for investment should address the following criteria, as appropriate. It is recognized that a particular investment may not address all the criteria.

- i. **Increased installed capacity from renewable energy sources:** A high priority for most low income countries is expanding their generation capacity in order to ramp up modern energy use and energy access. Therefore, SREP-funded investments should result in increased MW from renewable energy, as well as increased energy (GWh) per capita in the country.
- ii. **Increased access to energy through renewable energy sources:** SREP may support grid extensions and decentralized energy systems with a view to expanding the percentage of the population with access to non-fossil-fueled electricity. Investment proposals should demonstrate how the investments are part of the Government’s long term commitment to increasing energy access.
- iii. **Low Emission Development:** SREP may support the use of renewable energy technologies for electricity generation and services to replace fossil fuel technologies that would be deployed in a business-as-usual scenario aimed at substantially increasing commercial energy use in low income countries. In particular, benefits from SREP investments will often arise from “leap-frogging” technologies, in which low income countries will be assisted to mainstream renewable energy technologies into the overall energy system.
- iv. **Affordability and competitiveness of renewable sources:** Affordability is essential for increasing access and for ensuring the long term renewable energy market development. SREP funding should address clearly-defined cost barriers to adoption of renewable energy technologies, such as connection costs for rural consumers, higher capital costs of new technologies, transmission costs related to grid-connected renewables, and risk adjusted rates of return sought by investors.
- v. **Productive use of energy:** SREP programs should promote the generation and productive use of energy.
- vi. **Economic, social and environmental development impact:** Investment proposals for SREP financing should demonstrate the generation of economic, social and environmental benefits.
- vii. **Economic and financial viability:** Investment proposals should demonstrate the economic viability of investments and the financial viability with the inclusion of time bound SREP resources.
- viii. **Leveraging of additional resources:** Activities should maximize the leverage of funds from other partners.
- ix. **Gender:** SREP investments should seek to strengthen the capacity of women to be active participants in the economic sector and avoid negative impacts on women.
- x. **Co-benefits of renewable energy scale-up:** SREP investments should include decreased air pollutants from energy production and consumption as well as the potential to reduce stress on forest resources. Investments and activities should elaborate on the potential positive effects on air quality and natural resource management through the adoption of renewable energy technologies.

Annex 3 : Suggested Outline for an Investment Concept Brief

For each Investment Plan component, an investment concept brief (maximum two pages) should be provided as annex that includes:

- Problem statement (1-2 paragraphs)
- Proposed contribution to initiating transformation (1-2 paragraphs)
- Implementation readiness (1-2 paragraphs)
- Rationale for SREP financing (1-2 paragraphs)
- Results indicators
- Financing plan
- Project preparation timetable
- Requests, if any, for investment preparation funding

Annex 4: SREP National Task Force and Joint-Mission MDB Team Composition

Note: Not all MDB experts will attend the mission at the same time; areas of expertise will be used at best to complement each other. It is understood that the Government is leading the mission and that the MDBs and other development partners will provide support.

SREP Government Task Force Team			
Institution	Name	Expertise	E-mail
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