



Department for
Business, Energy
& Industrial Strategy

UK PACT (Partnering for Accelerated Climate Transitions)

Annual Monitoring, Evaluation and Learning
Report (2020–21): A synthesis of findings

A synthesis of findings

October 2021



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Executive summary

UK Partnering for Accelerated Climate Transitions (UK PACT) is a demand-led programme that supports technical assistance activities aimed at accelerating clean growth transitions. It is delivered in strategically important developing countries in areas where the UK has distinct experience and expertise, such as green finance and energy market reform.

This report looks at UK PACT projects and early implementation activities from the programme's inception (April 2018) until the end of the current annual reporting period (March 2021) and synthesises the suite of annual Monitoring, Evaluation, and Learning (MEL) reports¹ developed by OPM as UK PACT's MEL partner.

As at the end of March 2021, UK PACT has been operational for approximately two-and-a-half years. During this time, it has funded 36 Country Programme projects, 10 skill-shares, and two secondments, completed in China, Colombia, Malaysia, Mexico, and South Africa. UK PACT was also funding a further 55 grant projects in active delivery, and had approved grant funding for a further 17 projects.

Delivery of UK PACT has been evaluated as largely positive, with **outputs exceeding expectations against targets** and with **high levels of satisfaction reported by beneficiaries of the programme**. This was in spite of an enormously challenging year of adapting to the restrictions brought about by COVID-19.

By the end of the reporting period, the evaluation found UK PACT had largely exceeded its expected results milestones. This included training 30,818 key individuals, developing 51 recommendations, producing 99 knowledge and communication products, and creating or strengthening 26 climate-related networks.

UK PACT's activities were found to have **mobilised a total of US\$ 174.4 million for reducing carbon emissions**, and **invested US\$ 695.2 million for the reduction of greenhouse gas (GHG) emissions**.

UK PACT's **contributions to reducing emissions range from very tangible and direct contributions to more indirect and qualitative contributions**. Some of the indirect pathways through which the programme contributes to reducing emissions include **capacity building, policy and regulatory reform, or incentive structures within the financial sector**. This bodes well for **the programme's efforts toward systemic change and transformation**, all of which were shown to contribute – albeit to varying degrees and scales – toward reducing emissions.

The **British Embassy teams were identified by the evaluation as pivotal** in facilitating access for project implementors and fostering networks and partnerships. This was particularly

¹ The Annual Progress Report (APR), Programme Evaluation, VfM Assessment, and Learning Briefs on Adaptive Management and Access to Finance.

noted in the teams' **relationships with governments**, and the help this brought in opening up opportunities and bringing credibility to project activities.

External factors that were noted for **contributing** to the programme's results included a **political context favourable to climate change priorities**, including the usefulness of Nationally Determined Contributions (NDCs) as a benchmark for countries. Many of the programme's assumptions about the contexts in which change occurs were largely affirmed by the evaluation's evidence. The assumption about institutions having necessary capacity, capabilities, and resources to implement sustained changes was validated. Although outside of the programme's control, this is fundamental to its outcome results.

Overall, the evaluation identifies **UK PACT to have delivered generalisable and accessible outputs, strengthened networks, and provided capacity building to counterparts. These are all assets considered likely to contribute to the ongoing sustainability of the programmes results.** Beneficiaries themselves were also positive on the sustainability of UK PACT projects, highlighting clear instances of how they are changing strategies, policies, and regulations as a result of their work with IPs on UK PACT-funded projects. Improvements, since the first evaluation, were also noted in the overall cohesion of the programme.

Recommendations

The findings of the various MEL reports point to a number of specific recommendations, which are set out in full in the Recommendations section. In summary:

1. **Ensure Implementing Partners continue to align all activities to programme-level objectives**, with clear articulations of the causal pathways between activities, outputs, and outcomes.
2. **Ensure all outputs and approaches continue to be locally adapted.**
3. **The role of British Embassy teams should be built upon further** and enhanced as the programme goes to scale.
4. **Continue the progress made in prioritising gender, equality, and social inclusion (GESI) objectives for UK PACT**, ensuring these are meaningfully incorporated into the programme's design and implementation.
5. **Lengthen project time horizons beyond one year** (two or three years preferred) to enable more ongoing engagement between IPs and beneficiaries, particularly supporting output *uptake* and *use* by beneficiaries.
6. **Ensure projects are designed to mitigate the risk to sustainability from public sector turnover**, by supporting output adoption and use within beneficiary organisations.
7. **Develop more precise reporting methods for impact-level results** (i.e. reduced emissions) for IPs to implement, delivery partners (DPs) to support, and the UK Department for Business, Energy and Industrial Strategy (BEIS) more broadly to oversee.

8. **Focus on specific criteria that will improve UK PACT’s contributions to transformational change**, particularly around evidence of effectiveness, capacity and capability, sustainability, and creating incentives for others to act (leverage).
9. **Enhance the programme’s value for money (VfM)** by reconsidering competitive grant processes for efficiency, continuing efforts to mainstream GESI across the programme’s delivery, and continuing to develop the break-even analysis (BEA) approach to understand UK PACT’s cost-effectiveness.

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List of abbreviations

APR	Annual Progress Report
BEA	Break-even analysis
BEIS	UK Department for Business, Energy and Industrial Strategy
CDP	Carbon Disclosure Project
CEEX	China Emissions Exchange Guangzhou
CO ₂	Carbon dioxide
DP	Delivery partner
ESG	Environmental, Social, and Governance
GESI	Gender, equality, and social inclusion
GGGI	Global Green Growth Institute
GRCF	Green Recovery Challenge Fund
GHG	Greenhouse gas
ICF	International Climate Finance
IP	Implementing partner
KPI	Key performance indicator
MEL	Monitoring, evaluation, and learning
NDC	Nationally Determined Contribution
OPM	Oxford Policy Management
TCFD	Task Force on Climate-related Financial Disclosure
RMS	Results Management System
ToC	Theory of Change
UK PACT	UK Partnering for Accelerated Climate Transitions
UPME	Mining and Energy Planning Unit in Colombia
VfM	Value for money

1 Introduction

UK PACT, established as a pilot in 2018, is a flagship programme under BEIS's International Climate Finance (ICF) that aims to increase global action focused on the Paris Agreement's aim of limiting the global temperature increase to well below 2°C. UK PACT works through seeking to leverage UK leadership and skills to **support partner countries to realise their ambitions on climate change and low carbon growth.**

The programme operates a 'hybrid' delivery model involving staff based in British Embassies and High Commissions providing a direct interface with governments and stakeholders in UK PACT partner countries. This allows the programme to be demand led and to support technical assistance activities in areas where the UK has distinct experience and expertise to share, such as green finance and energy market reform. Over the reporting period of this report (to March 2021), partner countries included China, Colombia, Mexico, Malaysia, and South Africa.

As UK PACT's MEL partner, OPM is contracted to manage results synthesis and reporting at a programme level. In the period following the end of the reporting period, OPM developed multiple substantive MEL reports:

- *The APR*, which provides a synopsis of the programme's results to March 2021, based on the programme's logframe indicators and supporting narrative by IPs and DPs;
- *The Programme Evaluation Report*, which reflects the qualitative data collected from 62 respondents, including beneficiaries, IPs, and programme staff about the programme's performance – specifically the pilot projects² – to March 2021;
- *The VfM Assessment*, which rates the programme along economy, efficiency, effectiveness, cost-effectiveness, and equity criteria to establish its VfM;

Two OPM-led learning briefs also contributed to this report, one on Adaptive Management, and another on Access to Finance.

This second Annual MEL Report (2020–21) synthesises results from each of these outputs, providing a single source of evidence against key topics in UK PACT's performance. The report is structured as follows:

- **Section 2** provides an overview of the programme's *results* to date;
- **Section 0** provides reflections on the *Theory of Change* – the efficacy of its design and the programme's delivery, its effectiveness, sustainability, Value for Money, and assumptions about its delivery context; and
- **Section 4** synthesises the key *lessons* for the programme, including recommendations to enhance its delivery and effectiveness.

² The 'pilot phase' of UK PACT is defined as the period during which all UK PACT activity (including bilateral projects and skill-shares) was scoped, delivered, and managed by the BEIS UK PACT team. This overlaps with the current 'full delivery phase', which sees delivery supported by contracted DPs.

2 Results

At the end of March 2021, UK PACT had been operational for approximately two-and-a-half years. During this period, it transitioned from a pilot programme through to full delivery.

During its pilot phase, UK PACT was delivered in China, Colombia, and Mexico and supported 32 grant-funded projects and seven skill-shares.

In early 2020, UK PACT began the transition to its full delivery phase, which included a substantial scaling up of the programme. As at the end of March 2021, the programme was active in 16 countries globally, with delivery through three clearly defined and distinct components. The components are as follows:

Table 1: UK PACT components

Component	Country Programmes	Green Recovery Challenge Fund (GRCF)	Skill-shares and secondments
Countries supported	China, Colombia, Malaysia, Mexico, and South Africa	Argentina, Bangladesh, Brazil, Ethiopia, India, Indonesia, Kenya, Nigeria, Peru, Thailand, Vietnam	Available in all 16 countries
Projects active or completed in full delivery phase	44 bilateral projects launched under the full delivery phase, with four reporting achieved results within the Results Management System (RMS) that are captured in this report	17 projects approved, with 15 starting between February and March 2021. These projects reported no results within the RMS as they were within early stages of implementation	Three skill-shares started their activities during the full delivery phase of the programme: one in China (concluded), one in Colombia, and one in South Africa

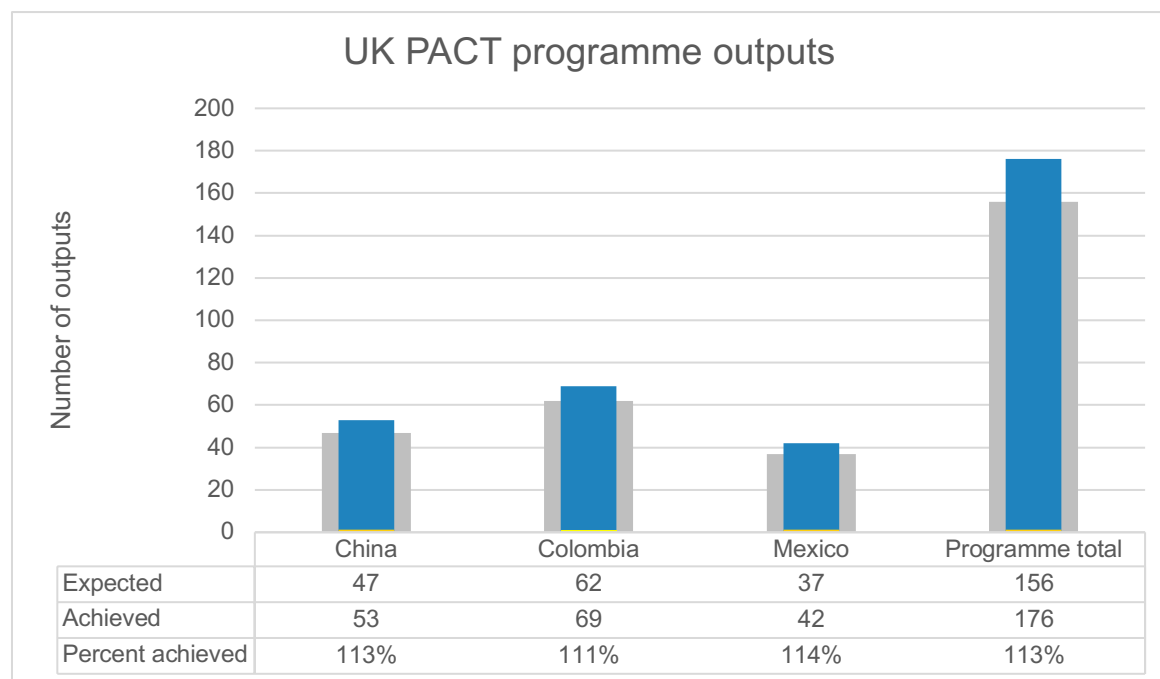
Outputs

The programme's Theory of Change (see Figure 3 on page 20) articulates four output areas:

- Skills and capacity enhanced;
- Technical recommendations proposed;
- Knowledge and communication products delivered; and
- Network links established or strengthened.

As at March 2021, **UK PACT had exceeded its expected results milestones** for each output. These results are reflected in Figure 1 and described in the narrative below.³

Figure 1: Expected vs achieved programme outputs⁴ as of March 2021



Source: UK PACT – Year 2 VfM Report (August 2021)

Skills enhanced (Output 1)

UK PACT has trained **30,818 key individuals**, for a total of around **31,196 person days of training**.⁵ Out of those trainees for which gender information was recorded, around **52% were women**. This proportion was similar across all the countries. A total of **86% of interviewed counterparts said that the training they received was useful or very useful**.⁶

Box 1: Training – example (Output 1)

In Colombia, UK PACT grant funding supported ICF Consulting to provide training to the government of Colombia on the Enhanced Transparency Framework. This is a key component to the operation of the Paris Agreement as it specifies how signatory parties must report on progress in climate change mitigation, adaptation measures, and support provided or received in this topic, as well as helping countries plan and monitor their activities more effectively. The training was delivered to 32 attendees from the Ministry of

³ Specific results are taken from the UK PACT Annual Progress Report, 2020–21.

⁴ The figure excludes totals from Output 1 ('Skills enhanced'). Grant agreements did not contain information about the expected number of trainees.

⁵ 'Person days' counts the total number of days of training provided with programme support multiplied by the number of people present attending the trainings, intended to capture the intensity of training provided.

⁶ See UK PACT – Programme Evaluation, 2020–21. During data collection, one counterpart from each project was interviewed, from which this percentage is taken. It is, therefore, a sample of respondents from the total that were trained.

Environment, the Institute of Hydrology, Meteorology and Environmental Studies, and selected partner organisations.

Technical recommendations proposed (Output 2)

A total of **51 technical recommendations⁷ were developed** under UK PACT between April 2018 and March 2021. Out of these, 25 were related to policies, legislation, and other regulation, 13 were recommendations related to other relevant actions to reduce CO₂ emissions, and 13 consisted of project applications or tools developed to support access to funds for reducing carbon emissions.

Box 2: Recommendation – example (Output 2)

In China, UK PACT grant funding supported the Climate Bonds Initiative (CBI) to provide recommendations to two local government entities to help them build their local green bond market and scale up green bonds issuance in China. The recommendations focused mainly on definitions of ‘green’ projects and assets and included information from international green standards and their potential application within the local Chinese context. As a result of this and other UK PACT projects, CBI and UK diplomats were invited to talks by the People’s Bank of China that ultimately removed ‘clean’ coal from investments allowed to be made using green bonds under Chinese regulations, making the world’s second largest green bond market substantially greener.

Knowledge products generated and disseminated (Output 3)

A total of **99 knowledge products were produced and disseminated**, with 64 knowledge products developed and 35 communication products disseminated. Across the three pilot phase countries, both the knowledge products developed and the communication products disseminated met or exceeded their output targets.

Box 3: Knowledge product – example (Output 3)

In Colombia, UK PACT grant funding supported Carbon Trust to produce a series of training materials (user manuals and training videos) to facilitate the use of the tools created by the project for calculating externalities and prioritisation of energy efficiency and renewable energy projects. The training materials were designed to be used by trainees to help them access funding from the FENOGE (the Non-Conventional Energy and Efficient Energy Management Fund). In addition to the project’s capacity-building workshop (Output 1) and the technical recommendations (Output 2), the objective of these knowledge products was to enable policymakers to make evidence-based and informed decisions on the financing of energy access and energy efficiency projects in rural areas in Colombia. As a result of this support, at least US\$ 960,000 has been accessed to implement two energy efficiency projects.

⁷ The programme total includes full delivery phase projects. These contribute only 6% of the total recommendations developed to date (March 2021).

Networks created and strengthened (Output 4)

All three pilot countries also saw milestones met or exceeded, with a total of **26 networks created or strengthened**. These ‘networks’ are partnerships established with UK PACT’s support through its networking initiatives. ‘Strengthened’ networks are existing partnerships reinvigorated as a result of the programme around specific climate-related activities intended to reduce emissions.

Box 4: *Network links* – example (Output 4)

In Mexico, UK PACT grant funding supported POLEA to identify legislators and senators interested in the areas of mobility, renewable energy, waste management, and forest sustainability, and has since supported them to define their legislative agenda around these topics. POLEA held several bilateral meetings and strategic events with these legislators and their advisory teams to discuss and position strategic recommendations. Examples of these meetings are the High-Level Forum on Mobility that was attended by government officials, key specialists, and NGOs, as well as the High-Level Forum on Climate Change and Renewable Energy, attended by key officials, specialists, and representatives from the UK Government.

The technical recommendations provided by the project, together with the awareness raised through the creation of strong legislative networks resulted in the adoption of relevant recommendations for policy and legislation, with some of the technical recommendations also implemented. This included approval by Mexico City’s congress of the Law on Mitigation and Adaptation to Climate Change and Sustainable Development on May 25th, 2021, which includes a legally binding commitment to reach Net Zero by 2050.

Intermediate outcomes

UK PACT’s objective is to see stakeholders *adopt its outputs* and thereby *improve the political economy for accelerated climate action, including equitable benefits to the marginalised and excluded*.⁸ This has begun to be realised in a number of instances. The intermediate outcome indicators are:

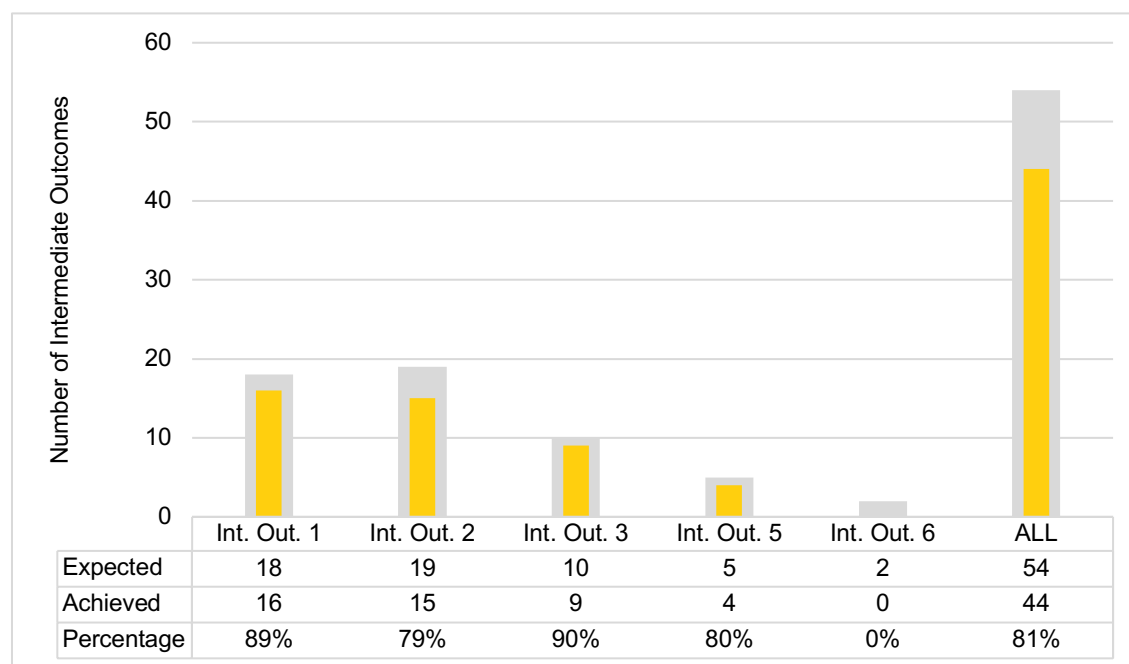
- 1) Enhanced action directly related to the skills and capabilities developed through training
- 2) Adoption of public policy recommendations for climate change mitigation
- 3) Adoption of recommendations on relevant actions to reduce GHG emissions
- 4) Total finance accessed or leveraged for reducing carbon emissions
- 5) Knowledge and communication products adopted
- 6) Climate-related networks adopt specific projects and/or activities related to emissions reductions to undertake together

⁸ UK PACT Theory of Change – v2 (January 2021); see Figure 3.

7) GESI-enabled outputs adopted

Results at the intermediate outcome level⁹ have been marginally lower than expected. None of the intermediate outcome milestones had been reached by the end of March 2021, but none were substantially off target. A total of **44 intermediate outcomes were achieved, out of a target of 54** (see Figure 2). This included **a total of US\$ 174.4 million being mobilised for reducing carbon emissions**.

Figure 2: Expected vs. achieved intermediate outcomes as of March 2021



Source: UK PACT – Year 2 VfM Report (August 2021)

Enhanced action directly related to the skills and knowledge developed through training (Intermediate Outcome 1)

As at March 2021, UK PACT noted **enhanced action derived from its training activities in 16 pilot phase projects and skill-shares**, out of the 18 expected (89%). These included key beneficiary institutions taking initial steps toward improving their Environmental, Social, and Governance (ESG) disclosure practices and aligning to climate financing governance reporting standards. This reflects increased interest in the development of national green financial markets, and an acknowledgement of the importance of harmonisation of GHG monitoring, reporting, and verification systems.

Box 5: Enhanced action relating to skills and knowledge from training – example (Intermediate Outcome 1)

In China, UK PACT grant funding supported the Carbon Disclosure Project (CDP) in 2019 to train 472 stakeholders from the private sector, key financial institutions, and the

⁹ UK PACT’s intermediate outcome-level objective is to see stakeholders adopt its outputs and thereby improve the political economy for accelerated climate action, including equitable benefits to the marginalised and excluded (see the ToC).

Chinese government across seven training workshops delivered in Beijing, Shanghai, Guangzhou, and Shenzhen. The content of the workshops included environmental information disclosure and related requirements from regulators, the Task Force on Climate-related Financial Disclosure (TCFD), the ESG regulation, and international climate change risks and opportunities.

As a result of the knowledge generated around TCFD disclosure and transmitted to key stakeholders through training and networking activities, a total of 48 Chinese listed companies expressed their interest in undertaking ESG disclosure through CDP's framework, which follows TCFD reporting standards. Among the 48 listed companies were seven financial institutions with a total market capitalisation of about US\$ 678 billion: four banks (Bank of Communication, China Citic Bank, China Construction Bank, and Postal Savings Bank of China), two insurance companies (People's Insurance Company of China and Ping An Insurance Group), and one asset manager (Huatai Securities). Several of these financial institutions have since published TCFD-aligned information.

An interview conducted in 2020 between OPM and the China Emissions Exchange Guangzhou (CEEX) confirmed this adoption of the learning from UK PACT. In the interview, CEEX confirmed that five financial institutions in their region signed up for participation in ESG disclosure through CDP's framework and committed to expand the framework to other financial branches once the piloting phase showed positive results. CEEX also reported that through the training received via UK PACT, they learned how to adapt CDP's disclosure framework to some of the characteristics of Guangdong's financial institutions, which enabled the institution to provide local financial institutions with sound technical guidance on how to use and adapt the reference framework.

Adoption of public policy recommendations for climate change impact mitigation (Intermediate Outcome 2)

UK PACT saw the outputs of funded projects form **recommendations for relevant policies and legislation regarding climate change impact mitigation that were adopted in 15 instances**. Some key examples of these adoptions included:

- The Chinese financial regulator used recommendations for introducing a mandatory ESG disclosure framework to move the process forward for integrating sustainability considerations into China's investment market;
- The Mining and Energy Planning Unit in Colombia incorporating recommendations on smart grid deployments in the Colombian National Energy Plan 2020–2050; and
- The Mexican Sustainable Finance Committee agreeing with the recommendation to create a working group to work solely on the development of a national green finance taxonomy.

Box 6: *Public policy recommendations for climate change mitigation adopted – example (Intermediate Outcome 2)*

In Colombia, UK PACT grant funding supported Carbon Trust to present a summary report in late 2020 to the Mining and Energy Planning Unit in Colombia (UPME) of an updated landscape of smart grid deployments in the country, and a Cost–Benefit Analysis of several scenarios of smart grid deployment. This report quantified the potential systemic benefits that could be triggered by smart grids in Colombia, including its

contribution to reducing GHG emissions in a cost-effective manner. The report also compiled a series of recommendations with respect to the required technology and policy-related changes that would be necessary for unlocking these benefits.

After being presented with the initial results from the Cost–Benefit Analysis, UPME required Carbon Trust to conduct additional specific scenario simulations to be incorporated as inputs for the Colombian National Energy Plan 2020–2050. The National Energy Plan 2020–2050 was published in January 2021, in which Carbon Trust’s findings and recommendations from the project have fed into the long-term strategy for the energy sector in Colombia, and a possible roadmap to follow.

Adoption of recommendations on relevant actions to reduce GHG emissions (Intermediate Outcome 3)

Recommendations for other relevant actions to reduce GHG emissions were adopted in nine instances, with a focus on the private sector adopting recommendations on best practices regarding sustainable and climate-smart investment and climate risk mitigation, among others.

Box 7: *Adoption of recommendations on actions to reduce GHG emissions – example (Intermediate Outcome 3)*

In Mexico, UK PACT grant funding supported Carbon Trust to develop a methodological guide to provide technical recommendations to the SEMARNAT and other institutions that are part of the Inter-Ministerial Commission on Climate Change on the topic of NDCs. The guide included 35 factsheets containing an analysis of the activities and contributions of each entity to the NDCs, as well as recommendations regarding climate change that could be adopted in the development of their new sectoral programmes. Since the delivery of the methodological guide, the SEMARNAT has been using it as a key input for its internal planning process and for coordination with other ministries. According to the project, the guide is helping the SEMARNAT and other ministries decide which types of lines of action could be used for the new Special Programme of Climate Change. It is expected that the recommendations included in the guide will become part of the proposed cross-cutting actions related to climate change in the new sectoral programmes for 2019–2024 and the country’s new Climate Change Strategy.

Total finance accessed or leveraged for reducing carbon emissions (Intermediate Outcome 4)

A total of US\$ 174.4 million was mobilised for reducing carbon emissions.¹⁰ This amount was mobilised across four different projects, including energy efficiency and non-conventional renewable energy projects in Colombia and a series of energy-related projects developed by Mexican municipalities. More specifically, these projects involve the following:

- Energy efficiency projects in the Choco region of Colombia, replacing inefficient lamps and introducing photovoltaic solar systems in schools from the Colombian government’s fund for non-conventional renewable energy and energy efficiency.

¹⁰ For which expected (milestone) information is not determined.

- A further 36 energy efficiency projects in Colombia with funds being approved and accessed from industrial companies, local banks, and technology providers.
- Support for the development of four non-conventional renewable energy projects in Colombia, of which three succeeded in accessing a total of US\$ 78.1 million (for projects in solar power, an organic waste-to-energy facility, and green technology for a major telecommunication provider).
- Technical assistance to nine projects across four municipalities in Mexico used to enhance their ability to access financing for low carbon projects, of which four projects secured a total of US\$ 91.3 million.

Box 8: Finance accessed or leveraged for reducing carbon emissions – example (Intermediate Outcome 4)

In Mexico, UK PACT grant funding supported IDOM to develop a methodology to evaluate project pipelines in a consistent and harmonised manner to facilitate the selection of projects with the highest potential to be bankable or create their own business model. The ultimate objective of this methodology was to support Mexican municipalities to access funding for their pipeline of low carbon local projects. Based on this methodology, IDOM analysed 36 project initiatives across four municipalities, out of which nine were selected to receive specialised technical assistance to help them access financing mechanisms. By the end of 2019, at least four of the nine selected bankable projects had secured public seed resources, for a total amount of US\$ 91.3 million.

Knowledge and communication products adopted (Intermediate Outcome 5)

The programme also triggered the adoption of four knowledge products among key stakeholders. These knowledge products were developed to meet specific beneficiary needs in regard to different aspects of climate change, with knowledge products produced to date including topics relating to ESG practices, green assets, and sustainable urbanism.

Box 9: Knowledge and communication products adopted – example (Intermediate Outcome 5)

In China, UK PACT grant funding supported the University of Oxford to develop three separate research reports on: i) the effect of firm-level ESG practices on macro-economic performance; ii) historical green asset performance in the Chinese financial market; and iii) the relationship between green asset performance and the adoption of ESG-related practices.¹¹ Dissemination of research findings took place across four stakeholder events in Beijing and Oxford. Since the research was published and disseminated, the project has received enquiries from different practitioners who intend to further discuss the findings and understand the implications of the research in investment practices. The research has also received considerable media coverage, such as in *Forbes* and *Responsible Investor* magazines.¹² The Prime Minister’s Advisor on Environment and

¹¹ See UK PACT APR, 2020-21, Annex I for further details at the output level.

¹² www.forbes.com/sites/davidrvetter/2020/07/21/60-of-firms-are-cutting-green-targets-heres-what-that-means/#3b90bcf60d22; www.responsible-investor.com/articles/oxford-academics-find-link-between-company-esg-performance-and-gdp; www.greenbiz.com/article/companies-esg-scores-improve-countries-macroeconomic-growth-report-finds

Energy also noted that findings from the research were referenced in a note to the Prime Minister in the second half of 2020.

Outcomes

Results under UK PACT’s outcome objective of *enhanced, sustained, and inclusive action on emissions reduction*¹³ have also been assessed. According to the ToC, this *action* is indicated by the implementation of programme-supported outputs that have been adopted by beneficiaries.

As at the end of March 2021, **considerable advances have been made in regard to outcomes 1 and 4**.¹⁴ Expectations for Outcome 2 were largely unmet, with **six recommendations implemented by key counterparts for the reduction of GHG emissions**, against an expectation of 16. However, the six achieved outcomes were themselves significant.

Table 2: Expected versus achieved outcomes

Logframe indicator	Total expected (pilot)	Total achieved
1. Increased capacity for relevant organisations (ICF Key Performance Indicator (KPI) 14)	n/a ¹⁵	6.7 ¹⁶
2. Recommendations implemented for reduced carbon emissions	16	6
3. GESI-enabling outputs implemented	n/a ¹⁷	n/a
4. Finances invested in support of reduced carbon emissions	n/a	US\$ 695.2 million

Increased capacity for relevant organisations (Outcome 1)

UK PACT’s score for the indicator that monitors **organisational capacity increased slightly year-on-year over the past two years** (from 6.3 to 6.7).

¹³ UK PACT Theory of Change – v2 (January 2021); see Figure 3.

¹⁴ Expected results for these indicators were not articulated in the Grant Agreements between the IPs and BEIS, from which other expected results are taken.

¹⁵ Monitoring and analysis of KPI 14 follows a separate methodology. See UK PACT Annual Progress Report, 2020–2021.

¹⁶ For more detailed analysis of Outcome 1 (ICF KPI 14), see UK PACT Annual Progress Report, 2020–21, Annex II.

¹⁷ Monitoring and analysis of GESI indicators was only explicitly included in the programme ToC and reporting requirements for IPs for full delivery phase projects from January 2021. At this stage, it is therefore not feasible to construct GESI scores out of the data available in the RMS. See OPM’s Evaluation Report for further details.

Box 10: *Increased capacity for relevant organisations – example (Outcome 1)*

In Colombia, UK PACT grant funding supported a large number of people to be trained from many different organisations and government departments; increases in the level of awareness and knowledge about climate change among these trainees; and best practices that have emanated from the programme’s technical assistance in Colombia. Together, these contributions from UK PACT have led to the country’s high score on this indicator for ‘increased capacity for relevant organisations’, which is reported in aggregate at a country level across multiple criteria and organisations.

Recommendations implemented for reduced carbon emissions (Outcome 2)

UK PACT has achieved **significant outcomes** to date in relation to the six **recommendations that have been adopted and are being used for reducing carbon emissions** (Outcome 2).

Box 11: *Recommendations implemented for reduced carbon emissions – example (Outcome 2)*

In Colombia, UK PACT grant funding to the World Resources Institute supported the process for electrifying the public transport system in Bogotá through recommendations that TransMilenio (the bus rapid transit system that serves Bogotá) has incorporated. A total of 483 electric buses have now been successfully procured as a result of these inputs.

Also in Colombia, UK PACT supported World Wildlife Fund to develop a recommended approach to conducting an inventory of GHG emissions, which has been adopted and used in four major cities to report on emissions and contribute to the country’s NDCs on reducing emissions.

In Mexico, grant funding supported POLEA to develop recommendations on updating regulations in four key sectors relating to climate change – energy transition, forest management, tax incentives, and a legal commitment to reach net zero emissions by 2050 – which have been adopted and used by multiple high-level legislators and government entities, including the national Energy Commission, multiple senators, the Indigenous Peoples’ Commission, and Mexico City’s congress.

Also in Mexico, recommendations developed by Steer for enhancing air quality in urban freight logistics have been adopted and implemented by city managers in Mexico City.

Gender, Equality and Social Inclusion-enabling outputs implemented (Outcome 3)

This outcome was introduced in January 2021, shortly before the end of the reporting period, and consequently **evidence is not yet available**. However, there is acknowledgement of significant progress in the articulation of GESI objectives and ambition (including the publication of a programme-level GESI ambition statement in May 2021), the approach to delivering and reporting on these, as well as in project selection.

Finances invested in support of reduced carbon emissions (Outcome 4)

UK PACT has supported the **mobilisation and investment of US\$ 695.2 million** in support of reduced carbon emissions.¹⁸ This indicator follows the path of Intermediate Outcome 4, described above, noting where funds identified in Intermediate Outcome 4 have actually been disbursed or spent (not just approved, as in Intermediate Outcome 4). However, it also follows other technical assistance indicators (outputs 2, 3, and 4) that might not have initially sought to access funding but that provided other recommendations or premises for financing climate transitions. In this way, some results in Outcome 4 have ‘bypassed’ Intermediate Outcome 4 and simply been disbursed, such as a recommendation on green bonds (Output 2.2) that were then mobilised (invested) into their local economies (Outcome 4) (see Box 12 for further examples).

Box 12: Finances invested in support of reduced carbon emissions – example (Outcome 4)

In Mexico, the interest in ESG investment triggered by various training workshops undertaken by UK PACT, as well as research material and two networking events, resulted in the **issuance of six new sustainable bonds** by two development banks for a **total of US\$ 590 million**, placed in the national market *in support of reduced carbon emissions*.

Also in Mexico, following a UK PACT-funded project, investments were made in the construction sector with a large home developer concluding its **first green bond issue on Mexico’s second stock exchange**, the Institutional Stock Exchange, commonly known as BIVA, for **Mex\$ 502.1 million (approximately US\$ 25 million)**. This was the first in the Latin American housing sector to be certified under the ‘Low Carbon Buildings’ modality, using the EcoCasa Certification.

In Colombia, UK PACT provided technical assistance to Banco de Bogotá and the Government of Barranquilla for issuances of green bonds. As a result of this support, **Banco de Bogotá successfully finalised the issuance of a Col\$ 300 billion (approximately US\$ 80.2 million) green bond**. The proceeds of this green bond issuance were allocated to projects that generate environmental benefits and meet the eligibility criteria described in the Green Bond Framework, covering renewable energy, energy efficiency, low carbon transportation, green infrastructure, green building, water, waste management, and land use.

Box 13: Lessons on access to finance

UK PACT has helped IPs and counterparts to build formal and informal networks that connect relevant stakeholders and improve access to finance. **There have been synergies between components within UK PACT itself that have helped increase projects’ capacity to mobilise finance**. This includes examples where bilateral Country Programme projects have been followed by skill-shares and secondments and where lesson-learning has been initiated between the GRCF and the bilateral Country

¹⁸ No information is available regarding *expected* results. This is due to the fact that neither project Grant Agreements nor skill-shares pre-mission Terms of Reference contained information about the expected amounts of invested funds.

Programme components. As an enabler of greater access to finance, links have also been made between UK PACT projects and other ICF programmes (such as the Sustainable Infrastructure Programme, Climate Finance Accelerator, and other UK Government programmes).

Lessons for further enhancing the programme's ability to support access to finance include:

- **Clear objectives:** ensure greater clarity on definitions and success criteria in relation to access to finance, and whether or not a UK PACT project has a target related to 'mobilising finance', as well as the process for assessing access to finance priorities on a project-by-project basis;
- **In-depth project scoping:** investing more time on project scoping may help unlock synergies within and outside of UK PACT and help facilitate follow-on finance and mobilising finance for projects with access to finance priorities; and
- **Increasing IPs' awareness:** BEIS and British Embassy teams should work together to increase awareness of other funding sources, especially regarding UK Government resources and wider BEIS ICF programmes.

Impact

UK PACT's impact objective is to *accelerate emissions reductions that support just transitions and green recoveries to green economies, equitably reducing the causes and differential impacts of climate change in target countries.*¹⁹

To date, UK PACT's **contributions to reducing emissions range from very tangible and direct contributions**, such as introducing electric buses into Bogotá's public transport system, to **more indirect contributions**, such as the broad sectoral work in green finance in China, which is creating systemic financial change that is designed to incentivise green-oriented financing. These examples provide clear indications of early impacts contributing to reduced emissions and transformational change.

Some of UK PACT's projects have **been able to quantify their contributions to GHG emissions reductions** and can thus report greater certainty about these contributions. Most, however, speak to the **various pathways by which their outputs are considered to contribute to ultimately reducing emissions**, even if indirectly. These pathways include **capacity building, policy and regulatory reform, and changing incentive structures within the financial sector.**

Evidence also shows **UK PACT's contributions toward emissions reductions occurring along a spectrum.** In Colombia, the Global Green Growth Institute (GGGI) noted indications of progress on reduced emissions for them would not have occurred without UK PACT. Other

¹⁹ The impact statement understands the *equitable reduction in climate change impacts* to similarly mean that all groups and individuals across society should benefit from efforts to mitigate climate change, irrespective of their socio-economic status.

projects indicated that UK PACT's support did not necessarily lead to reduced emissions directly but that it had accelerated existing efforts through its technical support.

Box 14: Contributions to reduced emissions – example (Impact 1)

UK PACT grant funding supported GGGI to contribute both *directly* and *indirectly* to reducing emissions in Colombia. *Direct* contributions are seen to occur through four non-conventional renewable energy projects, which are seen to be replacing a significant amount of carbon emissions from conventional energy sources. *Indirectly*, GGGI claims to contribute through decision-making tools for public policy, as well as investment and green growth decisions at the regional level with the Green Growth Index it has developed. The Green Growth Course developed with the National Planning Department has reached over 24,000 users. GGGI also joined government stakeholders in the conceptualisation and development of Colombia's Bioeconomy Strategy with the goal of creating green jobs through the valorisation of Colombia's biodiversity. As a result, in the medium and long term, GGGI deliverables will contribute indirectly to compliance with Colombia's NDC.

UK PACT grant funding enabled GGGI to contribute both directly and indirectly to reducing emissions in Colombia. Direct contributions are seen to occur through four non-conventional renewable energy projects, including utility-scale and distributed PV and biogas systems, which are seen to be replacing a significant amount of carbon emissions from conventional energy sources while leveraging private sector investment commitments worth approx. USD 78 million. Indirectly, GGGI claims to contribute through decision-making tools for public policy, as well as investment and green growth decisions at the regional level with the Green Growth Index it has developed. For example, GGGI and the National Planning Department produced the first online Green Growth Course which reached 30,500 users to date. In addition, GGGI joined governmental stakeholders in the conceptualisation and development of Colombia's Bioeconomy Strategy with the goal of creating green jobs through the valorisation of Colombia's biodiversity. As a result of the above, in the medium and long term, GGGI deliverables will contribute indirectly to compliance with Colombia's NDC.

For **transformational change**²⁰ – the second of UK PACT's impact indicators – the programme scored 2 out of a possible 4, indicating that some **early evidence suggests that transformational change is likely to occur**. Given that the initial tranche of pilot phase projects have only recently been completed, and given that the timescales associated with policy and regulatory reforms are often measured in years, this score is in line with expectations at this point in time.

²⁰ Defined as 'a change that catalyses further change, enabling either a shift from one state to another or faster change'. ICF's technical definition of transformational change and the methodology for the indicator are available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/714109/KPI-15-Transformational-impact.pdf

3 Testing the Theory of Change

UK PACT's ToC, with its full graphic presentation provided in Figure 3, can be summarised as follows.

Greenhouse gases (GHG) cause climate change, which reduces prosperity and undermines security. While considerable progress has been made in recent years at national levels on action to reduce GHG emissions, the rate of emissions reduction is still inadequate in regard to curbing climate change impacts, which fall disproportionately on the poorest and most vulnerable. UK PACT has been designed to provide technical assistance to support an acceleration of the 'clean growth transitions of key developing countries', understanding that *if* appropriate technical expertise, coordination, engagement, and funding are harnessed to support enhanced capacity, relevant technical recommendations, knowledge and communication products, and strategic partnerships, and *if* these are adopted or taken up by targeted stakeholders, *then* the political economies of priority countries will be improved for accelerated climate action, which will in turn enable enhanced and sustained action on GHG emissions reduction.

In this section the validity of each of the core elements of the ToC is summarised in turn, based on the Programme Evaluation Report and other Monitoring, Evaluation and Learning evidence.

Design and delivery – the basis for achieving results

The **design of UK PACT was found to meet its objectives of being demand driven and responsive to local contexts**. This was achieved through collaborative working and effective stakeholder engagement. These findings have been consistent across two consecutive years of programme evaluations.

Improvements were noted in the overall cohesion of the programme. This was evident in the way IPs articulated their objectives in relation to their projects' results chains and the programme's ToC.

Several factors contributed to the programme being demand led. The first is the **long-standing relationship with partner governments** that the UK has maintained, which has proven valuable for understanding the partner governments' demands and priorities, helping ensure new projects are aligned with these priorities. The second is the **strong role played by the British Embassy teams** in ensuring that projects are clear in their objectives, in helping to identify opportunities, and in securing buy-in from key stakeholders in the governments of partner countries. The third is **strong coordination and communication** between IPs, beneficiaries, and British Embassy teams, to ensure project objectives align with the priorities of all stakeholders.

The programme's **delivery was largely positive, with outputs exceeding expectations against targets and in beneficiary satisfaction levels**. Moreover, this was in spite of an enormously challenging year of adapting to the restrictions brought about by COVID-19. The virtual adaptation also had positive unintended results, such as products being able to reach wider audiences and having potential for greater replicability.

Though GESI did not feature prominently in the programme's initial design or pilot phase, the programme evaluation found evidence of active GESI consideration in the **gender-balanced delivery teams and gender mix among counterparts to date**.²¹ The programme has since made considerable progress in articulating its GESI objectives and ambition, ensuring these are incorporated into the programme's delivery and reporting.

Box 15: Reflections on *adaptive management*²²

The overall perception among participants is that UK PACT is global in scope while being flexible and responsive to in-country demand. Lesson-sharing has occurred in terms of project design, an example being where the British Embassy in South Africa iterated on the design of a set of skill-shares implemented by the British Embassy in Mexico.

IPs and DPs shared positive reflections regarding the flexibility and adaptiveness of activity approvals on UK PACT. This has been helped by good relationships and open lines of communication between DPs and IPs, although clearer reporting lines and swift approval or rejection of proposed project activities would help accelerate project implementation.

The programme was able to adapt rapidly and respond positively to the COVID-19 context. Projects received support from BEIS in London and British Embassy teams to navigate toward flexible and pragmatic solutions, including changes in scope, budget, timeframe, and delivery modalities. The Challenge Fund component adapted to focus on the post-COVID Green Recovery.

Greater coordination at the programme level is fostering more flexible and adaptive management of UK PACT. For example, the growth of the BEIS central team supporting the Country Programme component has been helpful to DPs.

Effectiveness – the pathways to results

The next step in the process of achieving results – from **output uptake to outputs being used or implemented** – reflects the programme's **effectiveness**. Evidence on this was **less definitive**, reflecting some of the challenges and complexities the programme faces in achieving its outcome-level results.

²¹ In response to similar findings from the first evaluation, a GESI ambition statement has been published and used to set clear expectations for improved results for UK PACT going forward under the next delivery phase.

²² See the UK PACT Adaptive Management Learning Brief of September 2021.

Evidence showed that the **COVID-19 pandemic was seen as the most significant hindering factor** across the programme, with limited beneficiary capacity as a result of the pandemic affecting the achievement of expected results to original timescales.

Other constraints for projects that have fallen short of their expected results revolve around **limited timeframes for implementation, challenges navigating partner country bureaucracies, or insufficient internal funding for beneficiary organisations to implement projects** after initial UK PACT funding ends.

The programme's **results are also largely tied to changeable political dynamics** that may affect the prioritisation given to climate change action, as well as the **challenge of public sector staff turnover in partner countries**. However, projects have benefited from a continued strong programme engagement strategy with incumbent and new beneficiaries.

Further complexity lies in the varied levels of engagement required by British Embassy teams in the coordination of certain UK PACT projects, with some British Embassy teams needing to be more heavily involved in implementation in some countries and on some projects than others, especially on projects that are closely linked to the politics of climate change.

Broader **societal interest** in, and movement toward, mitigating climate change were seen as the biggest external factors contributing to the programme's results, as well as the **political will – when favourable** – of federal, state, and local governments, which was seen as vital to achieving results.

Programme beneficiaries and IPs were **overwhelmingly positive about the support they have received from British Embassy teams**, and the UK's experience and its expertise in climate change topics were both mentioned as internal factors that were favourable to the programme's ability to achieve results. Key **barriers for both IPs and beneficiaries were noted to be limits within their own organisations** around time, a lack of staff, and insufficient financial resourcing.

Sustainability – the durability of results

In general, **UK PACT has delivered generalisable and accessible outputs, strengthened networks, and provided capacity building to beneficiaries. These are all assets considered likely to contribute to the ongoing sustainability of UK PACT's results.**

Beneficiaries were positive about the sustainability of the UK PACT projects. Positive indicators of this included changes being embedded in beneficiaries' strategies, policies, and regulations as a result of their work with IPs on UK PACT projects. **Some beneficiaries were also confident about the sustainability of their projects because the results align with the objectives of their own organisations or affiliations**, and thus they can use them for their next tasks or future projects.

VfM – the cost of results

The **overall evaluative judgement regarding UK PACT’s VfM is ‘good’**, with the programme performing well in its second year of implementation and targeting transformational changes over the longer term. **Performance is highest for the economy and efficiency criteria**, and more weight has been given to these criteria (as is often the case at this stage in the life of a programme).

The assessments of **effectiveness and cost-effectiveness** point to early signs that **outcome objectives will be achieved, and in a cost-effective manner**. In this context, the ‘adequate’ ratings for these criteria should be viewed as a positive result, with potential for higher ratings in future years, bearing in mind the timeframes required to bring about sustainable policy action on climate change.

Pilot projects did not perform well against the equity criterion – receiving a score of adequate – but GESI considerations have subsequently been mainstreamed into the design and implementation of the full delivery phase. Once all criteria are considered, **UK PACT represents good VfM overall**.

Assumptions – the context of results

The evaluation points to the ToC’s underpinning assumptions being largely affirmed by the evaluation findings. Assumptions around the programme’s solutions (inputs and outputs), were upheld by the evidence. These include: technical expertise being relevant to local needs, and that local needs and demands are actively driving the programme’s response; that British Embassies effectively engage stakeholders and foster opportunities for support; and that high-quality IPs are available to deliver UK PACT.

At the *objectives* level (achieving intermediate outcomes, outcomes, and impact), there were some assumptions that are potentially challenged by the evaluation findings. The evaluation report found that beneficiary institutions must have the necessary capacity, capabilities, and resources to implement sustained changes – an assumption affirmed as being fundamental to UK UPACT achieving its outcome. At the impact level, the political prioritisation of climate change mitigation was underscored as being critical for the programme achieving its impact, with evidence confirming the need for host governments and institutions to retain policy priorities, commitment, and motivation around emissions reductions.

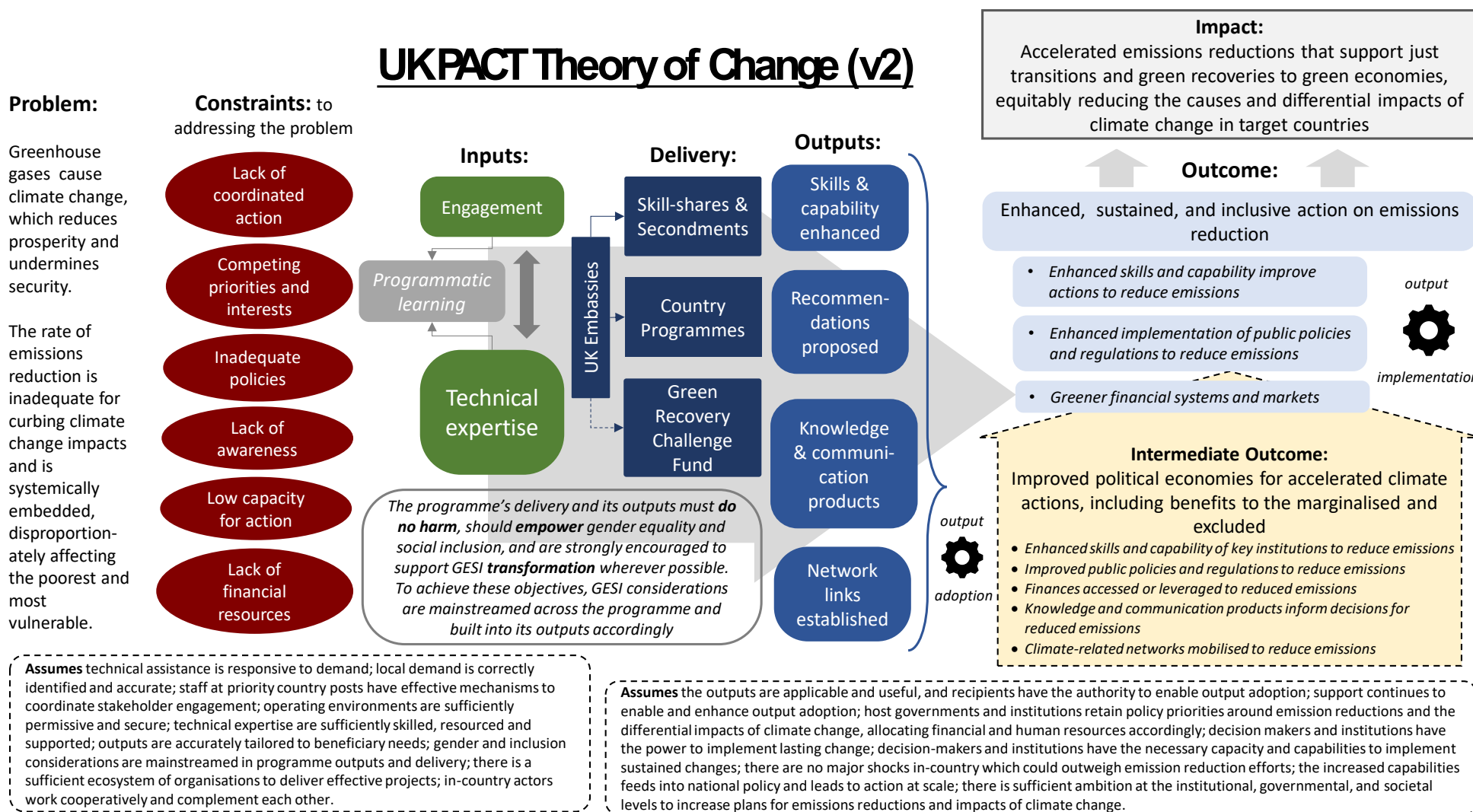
Evidence of output relevance was generally positive, though with some exceptions. The result is that the programme has seen high levels of output adoption (intermediate outcomes). **Output recipients (beneficiaries) proved to be critical in holding the authority, access, and motivation to enable output adoption**, but were often not in a position to do this themselves, relying instead on higher levels of authority. These are some of the political variations discussed as contextual challenges that the programme faces in achieving its outcomes.

The political prioritisation of climate change is a crucial outcome-level assumption in the ToC. This assumption was challenged in instances where climate change was not a political prioritisation in partner countries. However, another key outcome assumption – about institutions having necessary capacity, capabilities, and resources to implement sustained changes – was validated. Though outside of the programme’s direct control, this assumption is fundamental to UK PACT achieving its outcome-level results.

The 2020 Annual MEL Report recommended stronger GESI considerations be mainstreamed in the programme with a clear ambition statement reflected in the ToC. This includes greater consideration of vulnerability and inclusion to feature in the programme’s results, not just within the problem that it seeks to address. **These aspects of GESI prominence have been addressed in the second version of the ToC (v2)**, which was finalised in January 2021, reflecting the programme’s GESI ambition at the centre of the programme’s delivery.

The programme’s transformational objectives were also identified as needing to be more clearly articulated in terms of what they entail for the programme. This has since been **addressed and is reflected in the impact statement of v2**.

Figure 3: UK PACT ToC (v2)



4 Lessons and recommendations

Lessons

Programme design

1. UK PACT is **well designed and delivered**, but there are still instances where the programme **could be better adapted to local contexts**.
2. **Project brevity was mentioned consistently as a constraint to achieving results**, particularly in regard to IPs providing support to beneficiaries at the juncture when output adoption and further implementation are most likely to occur and the programme's results are most likely to be achieved and sustained.
3. **Results relating to GESI remained largely marginal**, given their omission from the early design phase.

Portfolio cohesion

4. **The overall cohesion of the programme could be further improved**, by continuing to focus on progressing from being a portfolio of separate activities to a coherent programme of strategically and tactically aligned efforts.

Beneficiary capacity

5. The programme's pivot to virtual delivery was generally positive in response to COVID-19 restrictions, **though beneficiaries did not always have the necessary capability to absorb the new format**.
6. Overall **concerns about the sustainability of results are based around how dependent results are on highly uncertain political priorities**, and the challenges related to public sector turnover.

Beneficiary prioritisation

7. **The programme's ability to convert its outputs into intermediate outcomes and outcomes was shown to be less effective than expected**. Some of the constraints to achieving results were markedly outside of the programme's ability to control or mitigate. These constraints included **roadblocks in processes experienced in some partner countries or insufficient funding for beneficiary organisations to implement projects**.
8. Evidence about political prioritisation **challenged the top outcome assumption that partner country governments and institutions retain policy priorities, commitment, and motivation around emissions reductions**.
9. The programme's **results are largely tied to unpredictable political dynamics that may cause changes to the degree of prioritisation given to climate change action**.
10. Factors noted for *inhibiting* the programme's impact were **largely political**, relating to the **fluctuations that go with elections and changing government structures**, and sometimes to more bureaucratic challenges in partner countries.

Recommendations

In response to the evidence collected by the various MEL reports, the following recommendations are offered:

1. **Ensure IPs continue to align all activities to programme-level objectives, with clear articulations of the causal pathways between activities, outputs, and outcomes.** This will ensure a more cohesive programme across components and projects.
2. **Ensure outputs and approaches continue to be locally adapted.** The application of international standards or norms can sometimes fail to maximise opportunities for uptake if they are not sufficiently tailored to local contexts and needs. Such adaptation should be undertaken where appropriate, but only if it does not jeopardise the validity of the standards being applied.
3. **The role of British Embassy teams should be built upon further and enhanced as the programme goes to scale.** These roles should be maximised, alongside the DPs' implementation activities.
4. **Continue the progress made in prioritising GESI objectives** for UK PACT, ensuring these are meaningfully incorporated into the programme's design and implementation, along with adequate methods and tools for reporting and monitoring its results, and that the programme achieves meaningful GESI-related results.
5. **Lengthen project time horizons beyond one year (two or three years preferred)** to enable more ongoing engagement between IPs and beneficiaries, while ensuring any **additional project time is allocated to supporting output uptake and use by beneficiaries**, not just further delivery of outputs.
6. **Ensure projects are designed to mitigate the risk to sustainability from public sector turnover by supporting output adoption and use within beneficiary organisations.** This may be a key feature for mitigating some of the challenges around political uncertainties and staff turnover in the public sector in partner countries.
7. **Develop more precise reporting methods for impact-level results (i.e. emissions reductions) for IPs to implement, DPs to support, and BEIS more broadly to oversee** in order to better understand how the programme is specifically contributing to reducing emissions.
8. **Focus on specific criteria that will improve UK PACT's contributions to transformational change**, particularly around evidence of effectiveness, capacity and capability, sustainability, and creating incentives for others to act (leverage).
9. **Enhance the programme's VfM** by reconsidering **competitive grant processes** for efficiency, continuing efforts to **mainstream GESI** across the programme's delivery, and continuing to develop the **BEA approach** that has been developed and tested to understand UK PACT's cost-effectiveness.

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