



Department for
Business, Energy
& Industrial Strategy

UK PACT (Partnering for Accelerated Climate Transitions)

Annual Monitoring, Evaluation and Learning
Report (2019-20): A synthesis of findings

September 2020

Acknowledgements

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Executive summary

UK Partnering for Accelerated Climate Transitions (UK PACT) seeks to leverage UK leadership, experience, skills, and expertise to **support partner countries to realise their ambitions on climate change and low-carbon growth**. The programme supports technical assistance activities that **aim to accelerate the clean growth transitions of strategically important countries** working in areas where the UK has distinct experience and expertise, such as green **finance** and energy market reform. Partner countries currently include China, Colombia, and Mexico, with initial skills share activities in Malaysia.

During the first half of 2020, OPM – UK PACT’s Monitoring, Evaluation, and Learning (MEL) partner – developed multiple substantive outputs as part of the monitoring, evaluation and learning of UK PACT. **This first Annual MEL Report (2019-20) seeks to synthesise the results and findings of each of the outputs** in order to provide a single source of evidence against specific topics.

Results

As of the end of March 2020, UK PACT has been implemented for approximately 18 months. During this time, 31 bilateral projects and seven skills shares have been undertaken across China, Colombia, Malaysia, and Mexico.

Across all projects, UK PACT has trained **3,862 key individuals**, developed **37 recommendations**, including nine project applications for funding, produced **58 knowledge and communication products**, and created or strengthened **21 climate-related networks**.

As a result of these outputs, UK PACT’s objective of seeing stakeholders adopt its outputs and thereby *improve the political economy for accelerated climate action* in its focal countries has begun to be realised. It has noted **enhanced action as a result of its training amongst 12 projects**, seen its **recommendations adopted in 12 instances**, helped **access or leverage over US\$120.5 million**, and seen **one knowledge product adopted**.

Early indications of UK PACT’s outcome of *enhanced and sustained action on emissions reduction* has also been noted. As of the end of March 2020, this includes three **adopted recommendations seen to be under implementation and use by beneficiaries** for reducing carbon emissions, and the **investment of US\$35 million** of externally-accessed financing.

Evidence about **the programme’s delivery has been generally positive, with strong collaboration noted between implementing partners (IPs) and embassy teams and outputs largely delivered as planned**. The programme achieved or exceeded its output milestones, though the reporting of these results at times were significantly delayed.

Theory of Change

UK PACT’s theory of change is premised on the notion that if its outputs are effectively developed and delivered (demand-driven, locally relevant, and technically robust) and they are

adopted by their intended beneficiaries, this will *improve the local political economies for accelerated climate action* (intermediate outcome), and the adopted outputs are then implemented or used, that will in turn lead to *enhanced and sustained action on emissions reductions* (outcome).

Evidence now shows that the **programme's design is largely demand-driven and responsive to local contexts** through collaborative processes and stakeholder engagement. Among beneficiaries, **many felt that their needs were well assessed and responded to accurately**; they particularly noted some of the technical inputs that they received and found these useful and unique. Moreover, the programme's **flexibility was noted as enabling country teams to adapt to changing contextual dynamics**, particularly during design stages.

There have been some **efforts made by BEIS and by IPs, as well as by beneficiaries, to take account of gender and social inclusion in programming**. UK PACT should aim to **make gender and social inclusion a more substantial part of the programme's design**.

The programme's theory of change is broadly divided into four causal pathways that emerge from each of its output areas. Evidence of the **programme's ability to convert its outputs into intermediate outcomes and outcomes along each of its causal pathways has been shown to be reasonably effective**, particularly given the early point in its implementation.

The first pathway – *enhancing capacity* – was viewed highly by beneficiaries in terms of the skill enhancing support (training) provided by the programme, and the usefulness of this support. **Respondents frequently noted how their technical capacity has improved as a result of the programme's support**.

Along the second pathway – *technical solutions* – the programme was shown to be **well-placed for achieving its intermediate outcomes**. The **evidence reveals generally positive responses from beneficiaries to outputs delivered and indications of their adoption**.

The third pathway – *information tools* – follows a similar pathway toward adoption as the technical solution. **Successful adoption was shown** to be through ensuring that the purpose and audience is clear from the outset and accompanied by workshops or other events to introduce and disseminate the information tools.

The fourth pathway – *strategic partnerships* – has been **pivotal to the programme's successes thus far** and a possible window onto further success and amplified impact. Evaluation respondents frequently mentioned how **the programme has been able to bring together different stakeholders from different sectors, or within sectors, in ways that have been highly beneficial and productive**.

The *internal mechanisms* that tended to enable, enhance, and support the programme's results included **effective design processes and characteristics**, the ability of projects to be **genuinely adaptive, tailored** and deliver **appropriate, contextually-relevant training**, and **the centrality of partnerships and collaboration** in ensuring that the right people and organisations receiving the programme's support. *External mechanisms* seen to contribute to

results included **access to or an ability to leverage external funding**, the development of **taxonomies** the programme supported that were facets of broader sectoral priorities the programme bolstered, and the **international standards** able to be leveraged as imperatives the programme's offer aligned with.

Lessons

Longer project durations improve success. Longer project timeframes would support the achievement of UK PACT's objectives. They would increase options for project type, support longer term collaboration with and support to beneficiaries, and increase the likelihood of sustained and transformational impact.

Understanding national priorities and the political economy context helps identify appropriate entry points. Developing the link between climate change, vulnerability and poverty reduction can help increase political traction and provide entry points in contexts where emission reduction is not a priority.

Stakeholders need to be engaged at multiple levels. UK PACT projects have a wide range of stakeholders across government, the private sector and civil society. Employing a *systemic* approach to its interventions and the range of stakeholders engaged with can help amplify opportunity for and likelihood of impact.

Administrative requirements constrain adaptation. UK PACT's adaptive capacity under implementation can be constrained by administrative requirements, such as lengthy authorisation processes for changing budgets and milestones, which IPs frequently experience as onerous and restrictive.

Engagement is key to success. The programme's achievements of results have been most successful where the programme is closely linked to beneficiaries, partnered with multiple stakeholders, and engaged at sector-level discussions.

Value for money. UK PACT represents **adequate value for money** overall, assessed around the programme's *economy* (good stewardship of resources) and *efficiency* (productive delivery).

Recommendations

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

1. **Design:** lengthen project timelines and incorporate more extensive stakeholder consultations in order to broaden the programme's reach and potential impacts.
- UK PACT can do more to ensure projects are demand-led, with the premise that 'demand' is not only identified at the beginning of project design and consultations, but as an ongoing activity between IPs and beneficiaries.

- Where possible, broaden stakeholder consultations amongst beneficiary institutions in design processes to help broaden programme reach across sectors and institutions and organisations.
 - Provide longer project timelines, ensuring timing is commensurate with ambition.
2. **Delivery:** streamline administrative requirements to allow the programme to adapt to changing delivery environments while encouraging beneficiary involvement in output development and offering training support on a cyclical rather than once-off basis.
- Enhance the programme’s adaptability in practice, focusing on the administrative requirements of IPs that were shown to encumber their ability to respond to changing delivery dynamics.
 - Ensure outputs are locally relevant and specific through collaborative development, rather than being too generic or ‘imported’, keeping output language and terminology accessible and tailored to the beneficiary, particular capacity for understanding highly technical content.
3. **Results:** use partnerships and collaboration to move away from ‘pilot’-styled activities and build on initial traction and opportunities to impact whole sectors and systems where the programme has a foothold.
- Bring UK PACT to scale, changing from being a portfolio of activities into a coherent programme of complementary projects, consolidating otherwise disparate small-scale activities around more concentrated efforts where opportunities form around the engagement of multiple stakeholders and IP capacity.
 - Reflect UK PACT’s ambition for transformative change by placing more effort in pursuing systemic change. The programme has shown itself to be a capable convener of diverse and authoritative stakeholders in key sectors and among influence actors in each of its priority countries. It also has developed clear inroads into different systems through its work so far that should be consolidated and built upon in its continued implementation.
4. **VfM:** undertake a more systematic approach to building value for money into the programme’s administration to improve its economy and efficiency ratings while making administrative processes more practically adaptive.
- Collect data on consultant fees and flight costs through consistent, standardised data fields and definitions for the programme
 - Strengthen VfM guidance and monitoring in projects, requiring and supporting IPs to track VfM indicators and to explain where and how VfM was achieved.
5. **GESI:** do more to articulate UK PACT’s GESI objectives and provide clear guidance on how it will do so.
- Build GESI into the programme’s design and delivery to ensure its transformative ambitions are accounted for and that UK PACT can contribute to alleviating the effects of climate change on the most vulnerable.

1. Introduction

UK Partnering for Accelerated Climate Transitions (UK PACT) seeks to leverage UK leadership, experience, skills, and expertise to support partner countries to realise their ambitions on climate change and low-carbon growth. UK PACT is a flagship programme under the BEIS International Climate Finance (ICF) and aims to increase global action and ambition focused on the Paris Agreement's aim of limiting the global temperature increase to well below 2°C.

As UK PACT's Monitoring, Evaluation, and Learning (MEL) partner, Oxford Policy Management (OPM) has a mandate to manage results synthesis and reporting at a programme level.

During the first half of 2020, OPM developed multiple substantive outputs in the monitoring, evaluation and learning of UK PACT. These outputs include the following:

- *Context Assessment Baseline Report*, which assesses the political economy context in each of the programme's partner countries;
- *Learning Report*, documenting key lessons around the programme's first 18 months of implementation;
- *Value for Money Assessment*, which rates the programme along economy and efficiency criteria to establish its current level of value for money;
- *Annual Progress Report*, providing a cumulative synopsis of the programme's results to date, based on the programme's overall logframe indicators and supporting narrative provided by Implementing Partners (IPs); and
- *Evaluation Report*, reflecting the results from qualitative data collected from 69 respondents, including beneficiaries, IPs, and programme staff about the programme's performance to date.

This first Annual MEL Report (2019-20) seeks to synthesise the results of each of the outputs in order to provide a single source of evidence against specific topics. The report is framed around the following structure: **section 1** provides an overview of the programme's *results* to date; **section 2** provides reflections on the *theory of change*, the efficacy of its design and the programme's delivery against that design; **section 3** synthesises the key *lessons* for the programme, including recommendations to enhance its design and delivery.

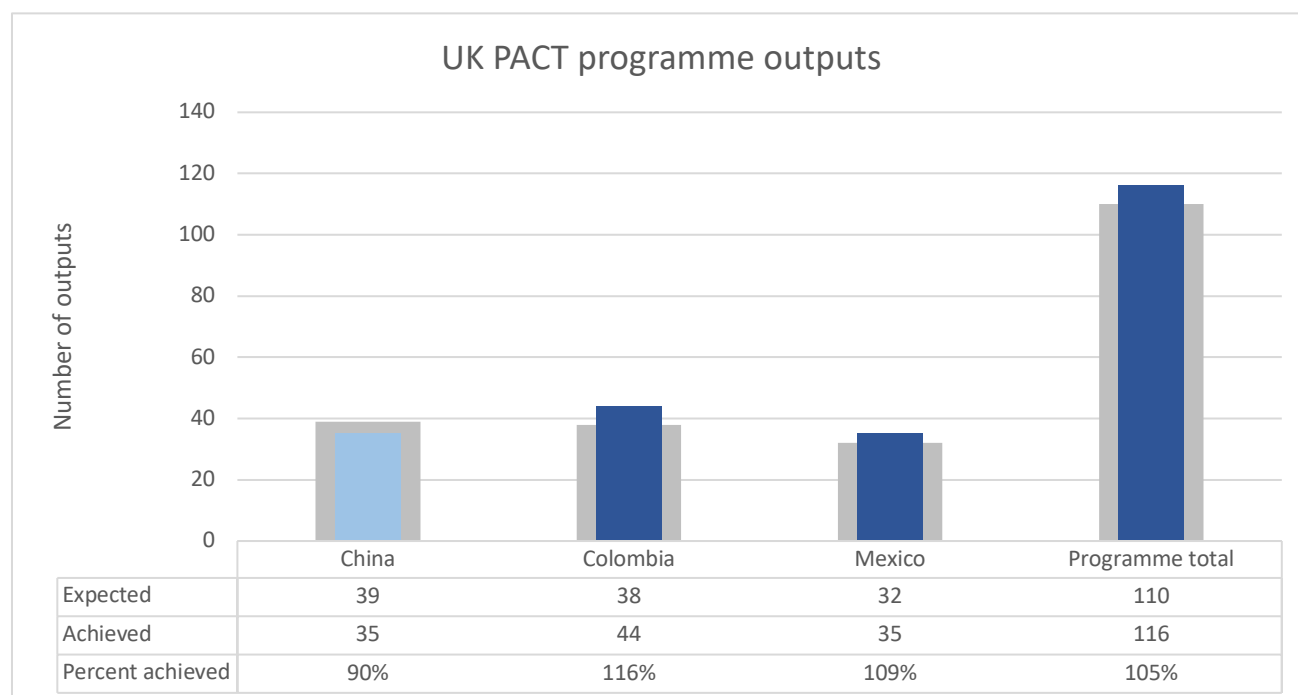
2. Results

As of the end of March 2020, UK PACT has been implemented for approximately 18 months. During this time, 31 bilateral projects and seven skills shares have been undertaken and reported results across China, Colombia, Malaysia, and Mexico.

2.1 Outputs

The programme’s theory of change¹ articulates four output areas, as discussed below. In each of these areas, UK PACT met or exceeded its expected results milestones as of March 2020. A total of 116 outputs were delivered, exceeding the target of 110. These results are reflected in Figure 1 and described in the narrative below.²

Figure 1: Expected vs achieved programme outputs³ up to March 2020



Across all projects in all countries in the first output area – *skills enhanced* – UK PACT has trained **3,862 key individuals**, for a total of around **4,260 person days of training**.⁴ Out of those trainees for which gender information was correctly recorded, around **45% were women**. This proportion was similar across all the countries. A total of **92.3% of interviewed beneficiaries said that the training they received was useful or very useful**.⁵

¹ UK PACT – MEL Inception Report (11 June 2019)

² Specific results are taken from the UK PACT Annual Progress Report, 2019-20

³ Specific results are taken from the UK PACT Annual Progress Report, 2019-20

⁴ ‘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.

⁵ See UK PACT – Programme Evaluation, 2019-20. During data collection, one beneficiary from each project was interviewed, from which this percentage is taken. It is, therefore, a sample of respondents from the total that were trained.

In **China**, a total of 2,465 key stakeholders (48% women) were trained under five bilateral projects and one outward skill share on issuing green asset-backed securities. As per the focus of UK PACT in China, the training support focused on green finance, including information disclosure, Environmental, Social and Governance (ESG) ratings, and climate bonds.

In **Colombia**, a total of 1,009 key stakeholders (43% women) were trained under eight bilateral projects, focusing on various sectors such as green financing, emissions reporting, and various technical mitigation topics. One inward skill-share was undertaken, focused on green finance.

In **Mexico**, a total of 351 key stakeholders (41% women) were trained under four bilateral projects and two inward skill shares: one in green finance, and one relating to carbon budgets and climate strategy. The training support tended to focus on climate action projects for the public sector ESG, and green finance.

In **Malaysia**, 37 key stakeholders (40% women) were trained under an outward skill share on the development of a Climate Change Act (CCA) and a Climate Change Centre (CCC).

UK PACT's second output area – *recommendations proposed* – developed **37 recommendation** outputs to date, including 19 recommendations for relevant policies, legislation and regulation, and nine other relevant actions to reduce emissions, as well as nine project applications for funding.

Of these, UK PACT in **China** developed a total of nine recommendations covering both policy-related and other action recommendations. In **Colombia**, 13 were developed, including two policy-related recommendations and six for other emissions-reducing actions, and five project funding applications. In **Mexico**, 14 were developed 10 were policy-related recommendations, and four project funding applications. One policy-related recommendation was developed in **Malaysia**.

Recommendation example

In China, one implementing partner provided recommendations to two local government entities to help them build their local green bond market and scale up green bonds issuance at the local level. 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.

UK PACT's third output area – *knowledge generated and disseminated* – saw a total of **42 knowledge products developed**⁶ and **16 communication products disseminated**.⁷ **China**

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Output indicator 3.2, which states "Communication products' include presentations, press releases, and leaflets designed to communicate critical climate-related content to particular audiences for specific programme needs. These products do not generate new knowledge, but are used to share, spread, or disseminate existing knowledge (they may be reformatted versions of original knowledge products under indicator 3.1), but are used specifically to reach specific audiences or raise awareness."

⁷ Output indicator 3.2, which states "Communication products' include presentations, press releases, and leaflets designed to communicate critical climate-related content to particular audiences for specific programme needs. These products do not

and **Colombia** both developed or disseminated a total of 23 such products, while **Mexico** developed 12. The total knowledge products were just under the expected results (42 of 45), while communication products exceeded expectations (16 of 15).

Knowledge product example

In Colombia, one implementing partner produced a series of training materials 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 material mainly consisted of a user's manual and a series of training videos. Together with the capacity-building workshop (under output 1) and the technical recommendations (under output 2) provided through the project, the objective of the knowledge products was to enable particular policymakers to make evidence-based and informed decisions on the financing of energy access and energy efficiency projects in rural areas in Colombia.

The fourth output area is *network links established*. Results in this area exceeded expectations, with a total of **21 noted climate-related networks created or strengthened** by the programme to date from a total of 17 expected. Most of these 21 were fostered in **Mexico**, which reported 9, followed by **Colombia** (eight), **China** (three), and **Malaysia** (one).

Network links example

In Mexico, one implementing partner has established collaboration among a large number of stakeholders in the financial ecosystem. The project has triggered the establishment a solid partnership with other UK PACT's IPs, public banks (Banobras), and international organisations like the Inter-American Bank. The IP also joined the Coalition for Urban Transitions.

Evidence about **the programme's delivery has been generally positive, with strong collaboration noted between implementing partners (IPs) and embassy teams and outputs largely delivered as planned**. The programme achieved or exceeded its output milestones, though the *reporting* of these results were often significantly delayed.

The **overall usefulness of outputs was rated highly**. Beneficiaries noted **the utility of the programme's technical outputs** in supporting their strategic planning, explaining complex energy management, and providing a planning tool seen as "*a pillar that will be implemented for a long time*" by the beneficiary in Colombia who received it. Others in Colombia noted usefulness around having technical expertise helpful to navigate complex topics, or the strategic importance of a project that enabled government entities to expand their scope by prioritising local government structures to work through in managing climate change policies.

In Mexico, beneficiaries mentioned output usefulness also around the technical precision that many of the outputs brought, helpful for informing policies, or providing strategic vision for

generate new knowledge, but are used to share, spread, or disseminate existing knowledge (they may be reformatted versions of original knowledge products under indicator 3.1), but are used specifically to reach specific audiences or raise awareness."

technology uses within their climate change objectives. One beneficiary in China noted the usefulness of the programme’s support to themselves organisationally and their broader objectives around green financing policies:

“we had been trying to update the China green finance policy for a long time, so this program helped us to better manage our data and to provide the data in a more formal and structured way. We can use the data to make some research to find some new topics on our research.” [Beneficiary, China]

Other less useful outputs were also noted amongst beneficiaries where outputs were not sufficiently tailored to beneficiary capacity levels or not felt to be sufficiently tailored to the specific context.

In Colombia, a beneficiary stated that they were approached and consulted, and their needs correctly identified, but the project did not respond accurately to these. As a result, the actual recommendations received by the beneficiary were noted as “not appropriate”:

“There wasn’t any document, no delivered material. Recommendations weren’t clear in any procedure. Our discussions with them touched on some topics but weren’t too detailed. They were very high-level, generic [...] They didn’t give us educational elements that could allow us to develop our own studies to develop that same knowledge. So, there were products but they haven’t been used because of a lack of depth and clarity.” [Beneficiary, Colombia]

Other beneficiaries commented that some of the actual outputs were too generic and not useful or clear. In Mexico, an example was given where recommendations would be more useful if adapted to the Latin American context, rather than strictly applying Western or developed country approaches. This beneficiary noted that the outputs could also have taken into account previous work done in this area so to avoid duplication and ensure more tailored recommendations.

A similar example was found in China, where one beneficiary noted that there was scope to improve the quality of the outputs they received from the programme by making it more suitable to the situation in China, rather than simply copying a particular international standard or applying international experiences and examples.

2.2 Intermediate Outcomes

As a result of these outputs, UK PACT’s objective of seeing stakeholders *adopt its outputs* and thereby *improve the political economy for accelerated climate action* has begun to be realised. It has noted **enhanced action as a result of its training in 12 instances**. Four such instances have occurred in each of the focal countries thus far – **China, Colombia, and Mexico**.

Intermediate outcome (output adoption) examples

In Malaysia, the skills and knowledge enhanced through the skill share and communicated in the recommendation report delivered after the mission increased awareness of the need for a climate change cell. MESTECC commented that *the mission was a catalyst which had accelerated the decision to transition the Malaysian Green Technology Corporation (MGTC) into a climate change cell*. The launch of the cell is expected to occur at the International Greentech and Eco Products Exhibition and Conference Malaysia 2020.

In Mexico, the technical recommendations (output 2) provided by one implementing partner, together with the awareness raised through the creation of strong legislative networks (output 4) resulted in the adoption of relevant recommendations for policy and legislation. For example, a senior official in the Energy Commission, who participated in various activities from the project, presented *a proposal to reform the Energy Transition Law to include a provision on federal government buildings generating electricity from renewable sources* – a prominent feature in the activities and support provided by the implementing partner. This reform was approved in the Chamber of Deputies and is now being put to a vote in the Senate.

Preliminary adoption of recommendations has taken place in all countries to some extent. In **China**, one policy-related recommendation and three emissions-reducing action recommendations have been adopted, which included a national green taxonomy being approved in Mongolia, over 35 financial institutions voluntarily subscribing to green investment principles, as well as government adoption of cross-border green asset-backed solutions.

In **Colombia**, two emissions-reducing action recommendations have been adopted. This includes government adoption of enhancing climate projects within that country, and recommendations for procurement processes for electronic buses in Bogota.

In **Malaysia** one policy-related recommendation has been adopted around the establishment of a climate change centre.

And in **Mexico**, five policy-related recommendations have been adopted, including a proposal to reform the Energy Transition Law, legal reform to enhance tax exemptions for community forestry companies, carbon budgeting pathways for various major cities, reporting methods for Mexico's climate change goals for the UNFCCC, and a recommendation to reduce emissions along major transport corridors in Mexico City.

As a result of UK PACT's support in developing project funding applications (output 2.3), the programme has helped **access over US\$ 120.5 million** (intermediate outcome 4). This has occurred mostly in **Mexico**, where US\$ 91.3 million has been reported as public seed

resources. Another US\$ 29.2 million has been accessed in **Colombia** amongst various energy efficiency projects.⁸

2.3 Outcomes

Early indications of UK PACT's outcome of enhanced and sustained action on emissions reduction has also been noted. According to the theory of change, this action is indicated by the implementation or use of programme-supported outputs that have been adopted.

As of the end of March, **outcomes have been observed amongst recipients of technical assistance from two projects**. In **Colombia**, UK PACT support has contributed to the procurement of 483 electric buses. In **Mexico**, UK PACT support has contributed to investments being made in two low-carbon initiatives – a biological mechanical waste treatment plant in the city of Naucalpan, and a smart cycleway system, including a mobile application and data centre, in the city of Zapopan. The size of these investments at the time of reporting are still to be confirmed, but the expected private and public investments in the two projects are expected to total US\$68.3 million.

The limited observation of outcomes resulting from UK PACT projects are in line with expectations given the early stage of the programme.

⁸ Both figures are underestimations as the reporting implementing partners did not have absolutely accurate amounts.

3. Testing the theory of change

UK PACT's theory of change (ToC) is premised on the notion that if its outputs are effectively developed and delivered (demand-driven, locally relevant, and technically robust) and they are adopted by their intended beneficiaries, this will *improve the local political economies for accelerated climate action* (intermediate outcome), and the adopted outputs are then implemented or used, that will in turn lead to *enhanced and sustained action on emissions reductions* (outcome). This ToC is presented diagrammatically in Figure 2.

3.1 Design and delivery

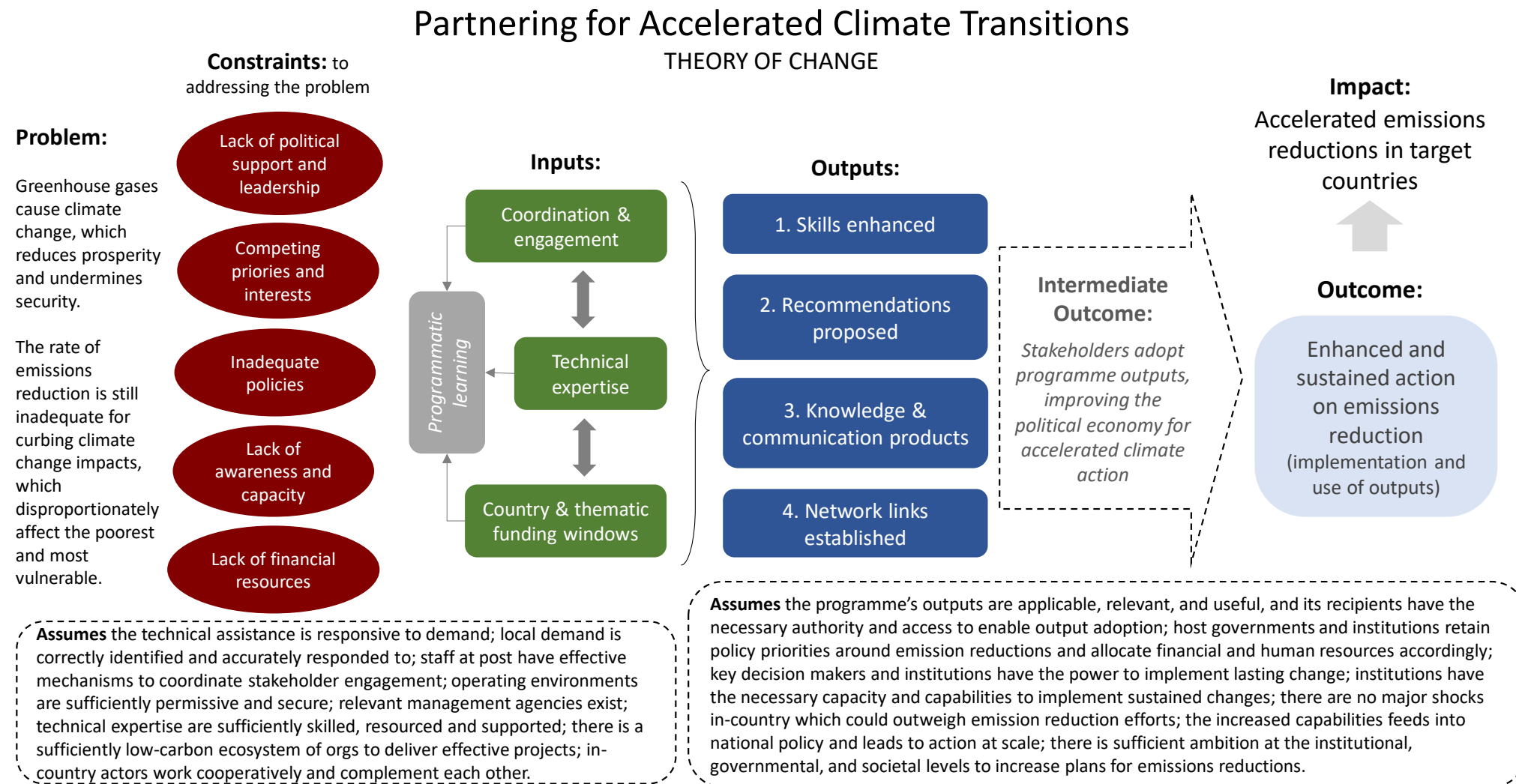
Evidence now shows that the **programme's design is largely demand-driven and responsive to local contexts** through collaborative processes and stakeholder engagement. Among beneficiaries, **many felt that their needs were well assessed and responded to accurately**; they particularly noted some of the technical inputs that they received and found useful and unique.

Moreover, the programme's **flexibility was noted as enabling country teams to adapt to changing contextual dynamics**, particularly during design stages. The details of the adaptation are informed by ongoing consultation with stakeholders and the British Embassy staff's understanding of the broader political economies. Intervention design and delivery was often noted as being **constrained by inadequate time** vis-à-vis project ambitions and results expectations, which also in some cases has created outputs that fall short of adequately addressing beneficiary needs and utility. The programme did adapt in many cases to these time constraints through project extensions to projects initially meant to last 12 months (costed or no-cost), though these were often used to provide additional time to deliver planned outputs, and were not seen as effective as a project intentionally designed to be longer than 12 months.

In Colombia, **some beneficiaries felt that their needs were not adequately assessed or were not accurately incorporated** into the actual decisions about how a project would be undertaken. In some cases – particularly noted in Mexico – this was explained as there being a long start-up (contracting) and consultation period (too long, in their view), such that by the time implementation began, the political context had changed and new decisions had to be taken in response to the changed political dynamics.

There have been some **efforts made by BEIS and by IPs, as well as by beneficiaries, to take account of gender and social inclusion in programming**. However, to date, **this has largely been limited to 'minimum compliance'-type considerations** in terms of disaggregating training and workshop participation by sex, ensuring gender representation or balance on project teams, and requiring applicants to outline how gender and inclusion will be considered. UK PACT should aim to **make gender and social inclusion a more substantial part of the programme's design**.

Figure 2: UK PACT theory of change



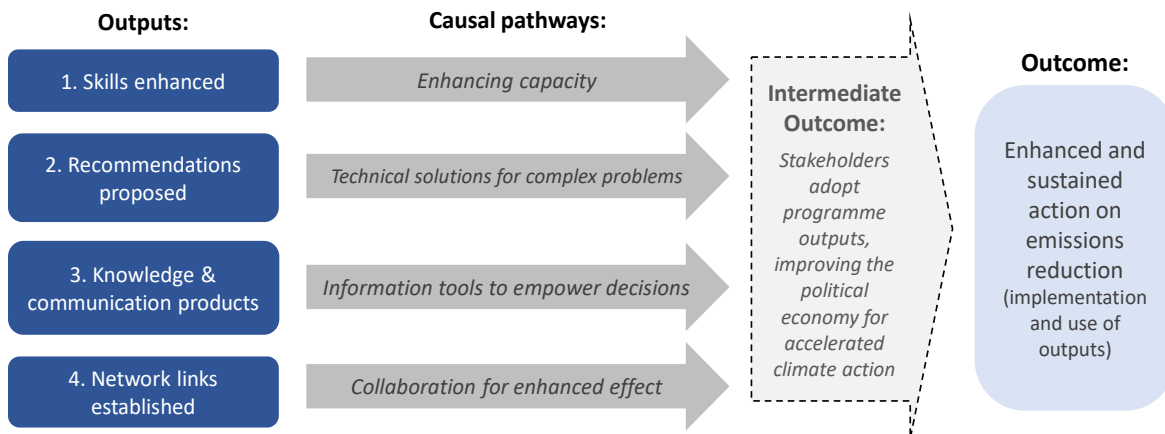
3.2 Causal pathways

The ToC is further divided into four causal pathways that emerge from each of its output areas, as shown in Figure 3. Evidence of the **programme’s ability to convert its outputs into intermediate outcomes and outcomes along each of its causal pathways has been shown to be reasonably effective**, particularly given the early point in its implementation.

The first pathway – *enhancing capacity* – was viewed highly by beneficiaries in terms of the skill enhancing support (training) provided by the programme, and the usefulness of this support. **Respondents frequently noted how their technical capacity has improved as a result of the programme’s support**. The characteristics of successful examples of capacity support were frequent and ongoing interactions from IPs, rather than one-off events, using local capacity with local knowledge to deliver training sessions, and ensuring that training materials are embedded into organisational structures and processes for future reference.

Along the second pathway – *technical solutions* – the **programme was shown to be well-placed for achieving its intermediate outcomes**. The **evidence reveals generally positive responses from beneficiaries to outputs delivered and indications of their adoption**. Collaborative output development was a frequently discussed element in the process of building a strong foundation for output adoption. Successful adoption appears less likely in instances where IPs are not well connected to their beneficiaries.

Figure 3: ToC causal pathways



The third pathway – *information tools* – follows a similar pathway toward adoption as the technical solution. **Successful adoption was shown** to be through, firstly, ensuring that the purpose and audience is clear from the outset, and accompanied by workshops or other events to introduce and disseminate the information tools. ‘Champions’ were also identified as positive leverage points for wielding influence and helping foster likely adoption among beneficiaries.

The fourth pathway – *strategic partnerships* – was shown to be **pivotal to the programme’s successes thus far**, and a possible window onto further success and amplified impact. Respondents of all types frequently mentioned how **the programme has been able to bring**

together many different stakeholders from different sectors, or within sectors, in ways that have been highly beneficial and productive. Examples show the programme convening stakeholders from developed and emerging markets, from the private and public sectors, from international and multilateral actors, and from within single sectors that had previously not interacted, frequently reflecting enhanced opportunity for respondents to engage and work beyond their previous capacity.

The *internal mechanisms* that tended to enable, enhance, and support the programme's results included **effective design processes and characteristics**, the ability of projects to be **genuinely adaptive, tailored** and **appropriate training**, and **the centrality of partnerships and collaboration** in ensuring that the right people and organisations are involved in the programme's support. *External mechanisms* that were seen as contributing to the programme's results included **access to or an ability to leverage external funding**, particularly in relation to sustained results, the **taxonomy developments** the programme supported that were facets of broader sectoral priorities the programme bolstered, and the **international standards** able to be leveraged as imperatives the programme's offer aligned with.

Going forward, it is suggested that the ToC be revisited in consideration of the following:

- **Gender and social inclusion.** While gender considerations were identifiable amongst various implementing partners and even beneficiaries to varied degree, the programme has not systematically articulated its objectives for either gender or social inclusion. This needs to become more clearly articulated within the ToC as well as guidance provided as to how best to programme for gender and social inclusion in the technical assistance UK PACT provides.
- **Vulnerability and inclusion.** A possible function of social inclusion in the point above, the disproportional impacts of climate change on vulnerable people groups is mentioned in the ToC's problem statement but not elaborated further. If this is an element of climate change that UK PACT intends to address, its approach to doing so should be clearer. Also, vulnerability and wider socio-economic challenges exacerbated by climate change may be an avenue into local political priorities where climate change itself may be marginalised, therefore offering additional leverage in gaining access or traction for interventions.
- **Transformational ambitions.** The Business Case provides an early articulation of UK PACT having transformational ambition, but there has not been further development of this element of the programme. The meaning of transformation for UK PACT and how it intends to achieve this transformation needs greater consideration and articulation in the context of the theory of change.
- **Causal pathway structures.** The evidence gathered for the various UK PACT outputs provides a better understanding of how different outputs interact and support each other within a single UK PACT project. For example, the evidence suggests that the delivery of technical recommendations is more likely to lead to enhanced and sustained action when the recommendations are delivered through a workshop or training session that

also enhances capacity. Understanding the interface between the programme's outputs may help better shape the programme's delivery for more effective results achievements.

4. Lessons and recommendations

4.1 Lessons

Longer project durations improve success. Within the current project timeframes, the time needed to build the necessary relationships at the start of the project means IPs can only develop limited technical assistance outputs, and these are typically the last thing the IP delivers. Longer project timeframes would support the adaptation and achievement of UK PACT's objectives. They would increase options for project type, support longer term collaboration with and support to beneficiaries, and increase the likelihood of sustained and transformational impact.

Understanding national priorities and the political economy context helps identify appropriate entry points. Aligning with national commitments, priorities and laws on emissions reduction provides clear entry points for UK PACT projects. Developing the link between climate change, vulnerability and poverty reduction can help increase political traction and provide entry points in contexts where emission reduction is not a priority. Projects that help increase access to funds provide clear entry points and support longer term impact and sustainability.⁹

Stakeholders need to be engaged with at multiple levels. UK PACT projects have a wide range of stakeholders across government, the private sector and civil society, in different combinations depending on the project. All stakeholders have different levels of interest and influence over projects, and therefore offer different entry points to work on an issue. Building a shared understanding between IPs and beneficiaries benefits project delivery and outcomes but requires strong and tailored communication strategies. UK PACT should, where possible, employ a *systems-wide* approach to its interventions and the range of stakeholders it engages.

Administrative requirements constrain adaptation. Although touted as an 'adaptive' programme, UK PACT's adaptive capacity can be constrained by the administrative requirements, such as lengthy authorisation processes for changing budgets and milestones, which IPs frequently experience as onerous and restrictive.

Engagement is key to success. The programme's achievements of results have been most successful where the programme is closely linked to beneficiaries, partnered with multiple stakeholders, and engaged at sector-level discussions. It was in such cases – where the programme was shown to be a contributor toward a broader impetus for change or growth around climate change transitions – that its support found greatest traction.

⁹ UK PACT – Learning Report (2020)

Value for money. UK PACT represents **adequate value for money** overall. This was assessed around the programme's *economy* (good stewardship of resources), for which it received a 'good' rating; and *efficiency* (productive delivery), for which it received an 'adequate' rating, largely due to the delays in procuring delivery partners and resulted in significant underspend during the review period.

4.2 Recommendations

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

1. **Design:** lengthen project timelines and incorporate more extensive stakeholder consultations in order to broaden the programme's reach and potential impacts.
 - UK PACT should continue ensuring projects are demand-led, with the premise that 'demand' is not only identified at the beginning of project design and consultations, but as an ongoing activity between IPs and beneficiaries.
 - Where possible, broaden stakeholder consultations amongst beneficiary institutions in design processes to help broaden programme reach across sectors, institutions and organisations.
 - Provide longer project timelines, particularly ensuring timing is commensurate with ambition.
2. **Delivery:** streamline administrative requirements to allow the programme to adapt to changing delivery environments while encouraging beneficiary involvement in output development and offering training support on a cyclical rather than once-off basis.
 - Enhance the programme's adaptability in practice, focusing on the administrative requirements of IPs that were shown to encumber their ability to respond to changing delivery dynamics.
 - Ensure outputs are locally relevant and specific through collaborative development, rather than being too generic or 'imported', keeping output language and terminology accessible and tailored to the beneficiary, particular capacity for understanding highly technical content.
3. **Results:** use partnerships and collaboration to move away from 'pilot'-styled activities and build on initial traction and opportunities to impact whole sectors and systems where the programme has a foothold.
 - Bring UK PACT to scale, changing from being a portfolio of activities into a coherent programme of complementary projects, consolidating otherwise disparate small-scale activities around more concentrated efforts where opportunities form around the engagement of multiple stakeholders and IP capacity.
 - Reflect UK PACT's ambition for transformative change by placing more effort in pursuing systemic change. The programme has shown itself to be a capable convener

of diverse and authoritative stakeholders in key sectors and among influence actors in each of its priority countries. It also has developed clear inroads into different systems through its work so far that should be consolidated and built upon in its continued implementation.

4. **VfM**: undertake a more systematic approach to building value for money into the programme's administration to improve its economy and efficiency ratings while making administrative processes more practically adaptive.
 - Collect data on consultant fees and flight costs through consistent, standardised data fields and definitions for the programme
 - Strengthens VfM guidance and monitoring in projects, requiring and supporting IPs to track VfM indicators and to explain where and how VfM was achieved.
5. **GESI**: do more to articulate UK PACT's GESI objectives and provide clear guidance on how it will do so.
 - Build GESI into the programme's design and delivery to ensure its transformative ambitions are accounted for and that UK PACT can contribute to alleviating the effects of climate change on the most vulnerable.

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