



## **UK PACT Annual Review**

**April 2020 to March 2021** 

February 2022



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## **A. SUMMARY AND OVERVIEW**

## 1. Programme summary

Title: UK Partnering for Accelerated Climate Transitions (UK PACT)							
Programme Value £ (full life): £70 million  Review date: November 2021  Review period: April 2020 – March 2021							
Programme Code: GB-GOV-13-ICF-0021-UKPACT	Programme sta February 2018 Business Case) June 2018 (full	(small	Programme end date:  March 2022. (Though a four- year extension was announced by the Prime Minister in September 2021)				

## 2. Summary of Programme Performance

Year	2019	2020	2021		
Overall Output Score	N/A	A	A+		
Risk Rating	Minor/Moderate	Moderate	Major		
Link to Business Case:	TA Full Business Case				
Link to results framework:	(See page 25)				
Link to previous Annual Review:	UK PACT Annual Review 2019-20				



## 3. Description of programme

UK Partnering for Accelerated Climate Transitions (UK PACT) is a capacity-building programme, delivered by the Department for Business, Energy, and Industrial Strategy (BEIS) and funded through the UK's International Climate Finance (ICF). The programme responds to the critical global need for increased capability to implement and raise the ambition of Nationally Determined Contributions (NDCs) in Official Development Assistance (ODA) eligible countries with high emissions. Working bilaterally, UK PACT delivers contextually appropriate and demand-led projects.

UK PACT leverages the UK's position as a global leader in tackling climate change to build strong partnerships with priority governments, share expertise and build capacity, and deliver transformational assistance. UK PACT is designed to complement ICF programming across HMG.

UK PACT is available in 16 countries and achieves programme outcomes through complementary components that provide portfolio coherence through targeted delivery. These components are:

- Country Programmes grant funded capacity building projects aligned with country strategies;
- Green Recovery Challenge Fund grant funding via regional thematic windows for capacity building projects aligned with greening the economic response to COVID-19 and aligning with COP26 campaigns;
- Skill-shares draws from a roster of over 200 UK experts and from UK public sector bodies;
   and
- Secondments placement of expert individuals into key institutions in priority countries.

## 4. Summary of progress and supporting narrative for the overall score in this review

#### Overall Score: A+

The outputs UK PACT has delivered is judged as having moderately exceeded expectations over the reporting period. This is supported by evidence provided by the programme's external Monitoring, Evaluation and Learning (MEL) partner (delivered by Oxford Policy Management), which found "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"<sup>1</sup>.

<sup>&</sup>lt;sup>1</sup> Annual Monitoring, Evaluation and Learning Report (2020–21): A synthesis of findings, November 2021 (https://f.hubspotusercontent10.net/hubfs/7376512/Publications%20(briefs)/Reports/2.%20UK%20PACT%202021%20 Annual%20MEL%20Synthesis%20Report%20-1.pdf)



Results have varied significantly between countries; however, this is to be expected given the varied country contexts in which the programme operates.



Figure 1: UK PACT Outputs by country (April 2020 – March 2021)

## **Delivery highlights to March 2021:**

Between April 2020 and March 2021, UK PACT achieved the following:

- UK PACT fully transitioned from its pilot phase delivered in-house by BEIS, to programme delivery through a hybrid model involving contracted delivery partners.
- The programme expanded operations from the original three pilot-phase countries (Mexico, Colombia, China) to provide support in 16 countries across its components.
- On 1 April 2020, UK PACT was delivering (or had delivered) 42 projects across 5 countries.
   As of 31 March 2021, UK PACT was delivering (or had delivered) 106 projects across 11 countries, with a further tranche of 25 projects approved and preparing for delivery.
- The Country Programmes component launched new calls for proposals in China, Colombia, Mexico and South Africa in July 2020, and in Malaysia in October 2020 resulting in 23 new projects beginning delivery during the reporting period and a further 9 in advanced predelivery.
- GRCF's Funding Round 1 was launched in August 2020 with 17 grant agreements signed and
   projects beginning delivery during the reporting period, and Funding Round 2 was launched in November 2020 and well advanced by the end of the reporting period.
- The Skill-share & Secondment component expanded to be available in all 16 UK PACT countries, with the roster of over 200 trained climate change experts ready to be deployed.
   The first roster skill-shares were launched in South Africa and Colombia during the reporting period.
- The first secondments were launched in Mexico, with two locally engaged secondees working with the Mexican Federal Government Agenda 2030 team on green finance



investment strategies, and one secondee working with Mexico City Government's Ministry of the Environment (SEDEMA) to support development of their Public Environmental Fund<sup>2</sup>.

## Transition to new delivery phase and programme expansion:

**Programme Spend:** The two 2018 business cases provided UK PACT with a £60m budget to March 2022. This was increased by a further £10m at Spending Review 2020, raising the UK PACT budget to £70m for the period to March 2022. As of 31 March 2020 (the start of the reporting period), total programme spend was £8.1m. Programme spend accelerated in the reporting year, with £14.0m spent (vs £19.7m budget), taking overall programme spend to £22.1m by end of FY 20/21.



The spend profile over the course of the year saw a large increase in spend during Q4 as delivery partner led projects, chosen through calls for proposals run throughout the year, were signed and began delivery between January and March 2021.

Of the £14.0m spent in the reporting period, £4.9m was on pilot phase grant projects, £2.9m on grants delivered through delivery partners (starting in Q4), £0.1m on skill shares and secondments, and £6m on management costs (including BEIS staff and delivery partners). Variances in spend primarily resulted from delays in projects beginning delivery. Further detail on spend and variances to forecast is in Section F.

UK PACT's budget for the subsequent reporting period (April 2021 to March 2022) is £45.0m. There is a high degree of delivery confidence in achieving this commitment given the programme scale-up through this reporting period and the programme delivery trajectory at the end of March 2021.

<sup>&</sup>lt;sup>2</sup> Known as the Fondo Ambiental Publico or FAP in Spanish.



**Value for Money:** The MEL delivery partner has conducted a value for money (VfM) assessment, covering the reporting period, finding UK PACT represents good value for money overall, with an excellent rating for economy and efficiency. The programme synthesis report noted "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."<sup>3</sup>

**Impact of COVID-19:** The global pandemic negatively affected programme activities due to travel related restrictions and constraints on beneficiary capacity, and was a contributing factor in forecast programme spend not being met.<sup>4</sup> However, delivery teams adapted to remote delivery effectively and in doing so realised unforeseen benefits, including reaching a wider audience for training, improved replicability of training, greater flexibility around delivery schedules and reduced travel expenses. These benefits will be reviewed and will be maintained into later years of the programme.

**Extension funding:** Recognising the challenges of reducing climate change, and the timescales over which mitigating actions are developed and delivered, UK PACT was designed with an expectation of being a long-term programme. Over the reporting period the programme developed a robust business plan for maintaining delivery beyond March 2022 (when existing funding ends) across a range of scenarios. In September 2021, the UK Prime Minister announced £200m of new funding for UK PACT at the United Nations General Assembly. In October 2021, the comprehensive Spending Review provided greater detail, with the £200m profiled over the remaining four years of the ICF3 period, with 45m per annum for FY22-25 (the SR period), and £65m for FY25-26.

**Evaluation Report Summary:** The MEL partner completed the second UK PACT programme evaluation report in August 2021, covering the period April 2019 to March 2021. The report, which will be published in due course<sup>5</sup>, found:

- UK PACT is designed and delivered in a demand-driven and contextually relevant manner, achieved through collaborative working and effective stakeholder engagement.
- The programme has delivered high quality outputs to time and provided effective support for the uptake of these.
- In response to COVID-19, UK PACT was effectively able to adapt its global delivery to a virtual model, often creating unexpected positive results for output dissemination and replicability. However, despite this adaptation, adapting to virtual delivery has had an impact on

<sup>&</sup>lt;sup>3</sup> *Ibid* A synthesis of findings, November 2021 (page 18)

<sup>&</sup>lt;sup>4</sup> 2020-21 Annual Progress Report

<sup>&</sup>lt;sup>5</sup> A 'synthesis' report of the Programme Evaluation, Value for Money assessment, Annual Progress Report, and internal thematic learning briefs was published in November 2021, and is publicly available at <a href="https://www.ukpact.co.uk"><u>ukpact.co.uk</u></a>



beneficiary engagement, which has constrained the programme's potential results over the past year.

- There are early signs that UK PACT is contributing to reducing emissions and fostering transformational change, sometimes directly and at other times indirectly and systemically.
- UK PACT results do remain largely dependent on uncertain political prioritisation of climate change and other challenges, such as public sector capacity or turnover in partner countries.

**Evaluation Report Learning:** The UK PACT team and MEL partner have also identified learning from the delivery period, which are reflected in the recommendations for the next reporting period (see below section on "recommendations for the year ahead").

## 5. Progress against recommendations from the last review

## **Recommendation 1 Status: Partially achieved** Although occurring just after the reporting period ended, BEIS and FCDO Extending project timescales to increase impact and drive approved the first multi-year project at the UK PACT Portfolio Balancing forward transformational change<sup>6</sup>. Stakeholder feedback is clear Investment Panel (PBIP) in April 2021. that one-year projects and ad-hoc shorter skill-shares that aren't Work has begun to support the extension of project timescales, and highembedded in longer-term activities are not sufficient to leverage performing, high-impact projects from the existing portfolio will have 1transformational and sustained action on emissions reductions. year project extensions over the next reporting period. UK PACT should begin developing multi-year projects and Following the Spending Review outcome in October 2021, and the secondments from early 2021. *This work should have begun by* the end of the next review period but may not be complete, and confirmation of multi-year funding from this, new UK PACT programming is subject to approval of funding beyond March 2022 through from October 2021 will be offered as multi-year opportunities. the Extension Business Case, and the outcome of the 2020/21 Spending Review.

<sup>&</sup>lt;sup>6</sup> OPM Evaluation Report, dated September 2020, page 46 (consolidated)



#### **Recommendation 2**

UK PACT should aim to do more to support access to financial • resources<sup>7</sup>. While some UK PACT interventions actively support access to domestic sources of finance, stakeholders whose capability has been built as a result of UK PACT support are sometimes prevented from taking further action due to a lack of domestic financial support. UK PACT can help to leverage other sources of finance, which helps develop 'bankable' projects with a high degree of assurance and certainty, increasing the effectiveness of the wider ICF portfolio. There are examples of where this has been achieved, but this should become the norm. Systematic delivery of this recommendation will depend, in part on achieving 'recommendation 1', given the need to develop projects to investment level can take more than one year. By the end of the reporting period there should be evidence of how the delivery components are working with implementing partners to identify sustainable successor finance and accessing finance for green projects.

## **Status: Partially achieved**

- Systematic delivery of this recommendation is largely dependent on achieving recommendation 1, however there are instances where access to financial resources has been achieved, including:
- \$53.9m USD accessed or leveraged for reducing carbon emissions
- \$185.2m USD invested in support of reduced carbon emission.
- In March 2021, UK PACT commissioned an in-depth independent learning brief (by OPM) to support more effective delivery of this recommendation in the next reporting period.
- The learning brief was finalised in September 2021, with key recommendations feeding into the UK PACT Evaluation and Synthesis reports. Work to deliver against its recommendations also started in September 2021, for example, as part of the Portfolio Balancing Investment Panel (in September 2021), UK PACT specifically asked for proposals that could support access to further finance (re-focusing the existing evaluation question on "sustainable beyond exit").

OPM Evaluation Report, September 2020, based on external constraints highlighted on page 51



#### **Recommendation 3**

Enhancing the capacity of institutions, rather than individuals<sup>8</sup>. High turnover of staff within beneficiary institutions, particularly partner government departments, can constrain the effectiveness of some of the UK PACT projects. While turnover is not within the control of UK PACT, interventions can be designed to increase the likelihood that knowledge and expertise is more effectively transferred into institutional knowledge, effecting more rapid adoption within an institution and effectively mitigating the risk of individual churn. As this is not entirely in the control of the programme, the aim by the end of the reporting period is to demonstrate evidence explaining how UK PACT is planning to adapt the design of interventions to enhance institutional capacity in the following year.

## **Status: Partially achieved**

- UK PACT scored 6.9 out of 10 for increasing capacity of relevant organisations at programme level outcome in the 2020-21 Annual Progress Report (increase on 6.3 in 2019-20). This is supported by the UK PACT delivery model, with teams at Post providing oversight on stakeholder engagement in country and allowing for wider partnerships structures between governments which helps in retaining the benefits of projects.
- Pilot phase learning suggested embedding staff within partner government teams enhances organisation capacity. UK PACT placed a bio-economy expert in the office of the División de Ambiente y Desarrollo Sostenible (DNP) in Colombia, to support coordination between the DNP's policy work and UK PACT project activities.
- UK PACT secondments directly support efforts to enhance the capacity of organisations. Where UK PACT Secondments have been delivered, the team have ensured objectives explicitly include wider institutional capacity building, including producing products such as roadmaps and management plans which build capacity regardless of turnover of individuals.

OPM Evaluation Report, September 2020, based on findings from pages 37 and 52



#### **Recommendation 4a**

# Strengthened cross-project and portfolio engagement and governance:

a. **Project level**: UK PACT should aim to do more to facilitate cross-project engagement to support learning, knowledge and information exchange, both between UK PACT projects incountry, and with UK PACT projects in other countries, working in similar thematic areas. Successful delivery should be embedded in component design and should be evident throughout the life of projects awarded throughout the year, though evidence of success will become apparent during delivery throughout 2021 (i.e. beyond the end of the next reporting period). By the end of the reporting period there should be evidence, particularly from the co-creation phase of the Country Programmes and Green Recovery Challenge Fund, of UK PACT and its delivery partners facilitating knowledge sharing and lessons learning with implementing partners.

## **Status: Partially achieved**

- To facilitate cross-project and component engagement, learning and knowledge sharing, a number of communication channels have been established between implementing partners, delivery partners and BEIS this year. These included:
  - GRCF facilitated cross-implementer engagement for the launch of each funding round, bringing together all successful implementers to share information about their projects.
  - MS Teams platform set up under each GRCF thematic area to support information and knowledge exchange between IPs.
  - The IP on a UK PACT Mexico project, ICM, delivered training for another IP, IDOM, and the Municipality of Zapopan, to share lessons from project delivery, with recommendations subsequently implemented and instrumental in securing project finance.
- MEL findings on governance and co-ordination structures in UK PACT noted that "close coordination and collaboration between IPs, DPs and embassy teams have helped projects to remain responsive to beneficiary needs."9

<sup>&</sup>lt;sup>9</sup> UK PACT Adaptive Management Learning Brief



## Recommendation 4b (i)

# Strengthened cross-project and portfolio engagement and governance:

## b. **Programme level**:

i. UK PACT must ensure governance arrangements are in place to deal with the complexity that will come with increased programme scale whilst maintaining the flexibility and agility to recognise different in-country environments and respond appropriately to challenges and opportunities<sup>10</sup>, including appropriate formalities of risk management at all levels and ensuring challenging delivery plans are tested for optimism bias. Plans should be put in place for UK PACT to be reviewed at key points to ensure the programme is taking on board and adapting, where relevant, to evidence of what works in practice<sup>11</sup>. By the end of the reporting period there should be evidence of processes in place to periodically and robustly

#### **Status: Achieved**

#### Governance

 The introduction of regional (Africa, Asia and Latin America) dashboard meetings, alongside the existing programme dashboard meeting has provided more regular and formalised opportunities for programme and regional challenge and discussion – including for sharing best practice between countries and identifying emerging threats.

## Risk

 UK PACT formalised its risk approach in response to the Gateway Review in September 2020, updating the UK PACT risk policy and instigating more systematic programme-wide reviews. The risk policy clearly identifies and assigns responsibility to risk owners, managers and inputters.

## **Optimism Bias**

 Programme teams have been empowered and encouraged to challenge delivery assumptions and plans for optimum bias. This resulted in several adjustments, including pushing back start dates, prioritising resources to

 $<sup>^{\</sup>rm 10}$  Recommendation 5, OGC Gateway Review, 7 September 2020

<sup>&</sup>lt;sup>11</sup> Incorporates Recommendations 2, 3 and 4, OGC Gateway Review, 7 September 2020.



challenge planning assumptions, particularly around optimism
bias.

- achieve the successful delivery of existing expansion plans and funding rounds, and enabling teams to communicate timescales for impacted countries in advance.
- In the Adaptive Management Learning Brief, it was noted that there is still scope to improve the strategic dialogue between DPs, embassy teams and BEIS on overall UK PACT strategy<sup>12</sup>.

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<sup>&</sup>lt;sup>12</sup> 2021 Adaptive Management Learning Brief



### Recommendation 4b (ii)

. UK PACT programme level governance will need to ensure and enhance collaboration and complementarity between all programme components to ensure a coherent portfolio of projects across sectors, countries and regions. By the end of the reporting period there should be evidence that decision making in awarding grants considers the UK PACT portfolio globally.

#### Status: Achieved

- UK PACT established the Portfolio Balancing Investment Panel (PBIP) in February 2021, to manage underspend risks across the programme in a strategic, flexible and responsive manner, and to provide a platform for enhancing collaboration and complementarity between programme components to ensure a coherent portfolio of projects across sectors, countries and regions through incorporating programme-wide analysis as part of the decision-making process.
- Two PBIP rounds were conducted in February and April 2021, with 27 projects approved at a value of c.£12.5m. The PBIP has provided flexibility through consideration of new project ideas outside of more established delivery routes. A third PBIP was held in September 2021.
- Building on the thematic steering groups (see recommendation 4b (iii)), over the reporting period UK PACT progressed proposals to introduce external assurance at a programme governance level. An initial meeting to pilot the introduction of external experts took place in October 2021.

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## Recommendation 4b (iii)

iii. This can be further supported by the UK PACT Thematic and Geographic governance groups, bringing together internal and external stakeholders for in-depth discussion on particular topics or regions. UK PACT should ensure that these are strategically planned take place more regularly. By the end of the reporting period there should have been at least one further meeting taking place, and a forward programme of further thematic steering groups agreed by the end of the reporting period.

#### Status: Not achieved

- Plans to bring together internal and external stakeholders for in-depth discussion on Green Finance as part of a Green Finance Thematic Steering Group have been progressed, with Terms of Reference developed and engagement with the Green Finance Institute (GFI) undertaken, but the first meeting falls out of the reporting period, with the group first meeting in October 2021.
- Plans to establish a Portfolio Design and Management group evolved into the Portfolio Balancing Investment Panel (PBIP), which involves internal stakeholders at Post and delivery partners.
- Separately, a UK PACT Governance Board with external advisers providing challenge and assurance is planned. Two pilot 'challenge sessions' with external advisers will be undertaken, the first of these challenge sessions took place in October 2021.

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#### **Recommendation 4c**

## **Status: Partially Achieved**

# Strengthened cross-project and portfolio engagement and governance:

ICF Portfolio level: UK PACT has demonstrated that the model can play a leading role in identifying and establishing innovative transformational projects that could help provide a more assured pipeline of quality projects to wider ICF funds. Improvements currently being implemented to ICF portfolio level governance should enable UK PACT to be more closely integrated with wider ICF programmes to leverage UK PACT benefits, and greater coordination of capacity building and technical assistance across the ICF. Delivery will require appropriate reporting mechanisms to be in place to report UK PACT projects into wider ICF, success will be dependent on ICF portfolio level government changes, which UK PACT should actively contribute to designing. By the end of the reporting period there should be evidence of how UK PACT projects are creating downstream opportunities and benefits for the wider ICF portfolio

- At a portfolio level, BEIS ICF refreshed its strategy and governance in 2020.
   On governance, the key changes within BEIS ICF have been the rollout of a
   new checklist for ICF programme managers, which includes requirement to
   have had input from UK PACT Embassy Teams/BEIS country leads at the
   time of developing new/extension concept notes and business case. In
   addition, Grade 6 UK PACT leads attend business case kick-off meetings and
   ongoing global and country governance groups to maintain and strengthen
   links into other programmes.
- FCDO has also developed country plans for all its countries of operation.
   BEIS ICF programmes and particularly UK PACT in priority countries are reflected in these plans.
- However, further work (and time) is needed across BEIS ICF and FCDO to embed the strategy and governance to see better co-ordination and wider benefits more systematically.
- The PACT model has been able to create synergies with other ICF programmes, feeding into downstream opportunities. For example, UK SIP was able to provide additional downstream support for Colombia's renewable energy auction, following UK PACT technical assistance.

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#### **Recommendation 5**

#### **Status: Achieved**

## Review and update the MEL model for UK PACT<sup>13</sup>, ensuring:

- Processes are in place for collecting, analysing and interpreting expected results from the next wave of UK PACT activity, and the collection and confirmation of outputs and outcomes from these activities during both the lifetime of individual activities and across the whole life of the programme. This activity should be on-going throughout the life of the programme and will be evidenced by up to date logframes.
- Clarity on roles and responsibilities between BEIS country and Embassy teams, BEIS UK PACT teams, delivery partners, and implementing partners (including secondees and skills-share experts) on the collection, reporting and analysis of expected and actual results (including outputs, intermediate outcomes, and outcomes). To be in place by January 2021.
- UK PACT team should update the Theory of Change before monitoring and reporting starts on the next tranche of UK

- Processes for capturing expected and achieved results for the delivery partner led phase of the programme have been successfully established, with UK PACT Results Management System (RMS) adapted to support this. MEL templates are in place for IPs, component-level results are verified by DPs, and these are further quality assured by the MEL partner before being reported in quarterly and annual progress reports.
- Overarching roles and responsibilities agreed to support the delivery partner led phase. OPM created a 'DP support pack' in January 2021 outlining the monitoring framework, data collection, and roles and responsibilities, and provided training to DPs and country teams. There will be an ongoing review of roles and responsibilities to continue improving efficiency and streamlining.
- The ToC and logframe were refreshed as recommended. The ToC was reviewed in late 2020 and finalised in January 2021 ahead of this reporting period. The logframe was reviewed in February 2021 following the refresh of the ToC. The original logframe was developed for the 'pilot-phase' of UK PACT, before the GRCF or SS&S components were fully developed or in delivery. As the first projects run by Delivery Partners began in January, this

<sup>&</sup>lt;sup>13</sup> Incorporates Recommendations 6 and 7, OGC Gateway Review, 7 September 2020.



PACT projects in January 2021. This should incorporate evidence and learning gathered from the UK PACT annual evaluation and value for money assessment.

 The MEL system best meets the need of the programme, with the Extension Business Case used to make the case for relevant changes to the UK PACT MEL model, with plans in place for how to implement this by the end of the reporting period. refresh ensured the logframe (alongside the ToC and MEL frameworks) were fit for purpose for UK PACTin its fully operational delivery phase. the next ToC refresh is expected to be completed by March 2022, followed by a logframe refresh to be finalised in May.

Recommendations for further improvements to UK PACT MEL for the next reporting period are captured in the following "Major lessons and recommendations for the year ahead" section.

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#### **Recommendation 6**

**Gender Equality and Social Inclusion** should be more deeply mainstreamed in UK PACT's design through the articulation of GESI in the UK PACT Ambition Statement and reflected in the programme's Theory of Change and logframe, which is due to take place by January 2021<sup>14</sup>. This will enhance MEL coverage of GESI and encourage implementing partners to go beyond compliance and towards transformative impact in new projects. GESI should also be emphasised in all Call for Proposals in 2020 and DPs should take action to build IPs capacity on and understanding of GESI from the beginning of the programme. Successfully mainstreaming GESI considerations will be an ongoing effort throughout the programme's lifecycle, with tangible evidence by March 2021 of progress to enhance awareness of UK PACT GESI ambitions, and that it is mainstreamed into new projects.

#### **Status: Achieved**

- GESI has been more deeply mainstreamed in UK PACT design and implementation. The 2020-21 Programme Evaluation Report notes significant progress in articulating GESI objectives and ambition, delivery and reporting, and incorporation into project selection<sup>15</sup>
- In April 2021, UK PACT published its gender equality and social inclusion (GESI) ambition statement and detailed guidance for IPs, committing to be a GESI responsive programme, opposing all forms of discrimination and working to increase equality of opportunity for marginalised groups through its programming. This was the result of significant work and consultation across HMG and DP teams over the reporting period.
- GESI is now mainstreamed into the MEL system, with specific language included in the ToC and more robust GESI indicators developed during the logframe refresh. In April 2021, a GESI levelling approach was introduced for delivery partners to use in capturing GESI considerations and activities relating to all results input to the Results Management System (RMS).

<sup>&</sup>lt;sup>14</sup> OPM Evaluation Report, September 2020.

<sup>15</sup> Page 5, UK PACT – 2020-21 Programme Evaluation Report

## 6. Major lessons and recommendations for the year ahead

The following major recommendations have been drawn from a variety of sources, including the annual MEL reports provided by our external Monitoring & Evaluation partner, the adaptive management learning brief, focussed Annual Review recommendation workshops with internal and DP teams, and the previous AR. Drawing on these, and following workshops with UK PACT teams (including in-country teams), the following recommendations have been made:

- 1. Multi-year project funding: With the four-year funding settlement announcement in September 2021, UK PACT is now able to deliver multi-year programming. This will meet previous recommendations and the ambition set out in the extension business case to provide greater time for IPs to work on output uptake and adoption (see recommendation 2) and deliver transformational change. UK PACT should evaluate the existing portfolio of projects and work with DPs and IPs to extend relevant projects prior to their initial term expiring, particularly where they are delivering impactful and potentially transformational change, and all future grant CfPs should seek to offer multi-year funding as standard.
- 2. Multi-year project delivery: UK PACT should extend impactful projects to become multi-year, focussing on adoption of outputs and moving beyond output delivery. Guidance should be provided to IPs on how to support uptake and use of project outputs, particularly within counterpart organisations to enhance the sustainability of the programme and mitigate the risk of staff turnover. DPs and embassy teams should support IPs to clearly articulate the causal pathways between activities, outputs and outcomes, highlighting how they will deliver output uptake and ensuring that these are carefully tailored to the local context. This is partially dependent on the work delivered for recommendation 1, designing projects with longer time frames to enable IPs to focus on the adoption of outputs and outcomes. By March 2022, BEIS should have worked with DPs and embassy teams to develop an action plan setting out how, through a multi-year approach to programme planning, project outputs are adopted in each country.
- 3. Governance: By March 2022, conduct a review of UK PACT governance structures, reporting lines and approval processes to identify and begin implementing improvements to ensure programme governance and reporting is clear, proportionate and remains fit for purpose for the new funding phase. This should take into consideration lessons from the Adaptive Management Learning Brief.
- 4. Gender Equality and Social Inclusion (GESI): Building on progress to date, GESI objectives should continue to be prioritised, with enhanced guidance for IPs on identifying appropriate GESI ambition and effectively monitoring change. Processes should be in place for IPs and DPs to work together from the start of project development to ensure GESI is embedded from the off. IPs and DPs should work with GESI champions in-country to ensure GESI actions are context-appropriate. By March 2022 the following specific actions should have been delivered:
  - a. In Q4 (Jan Mar 2022) assess how projects are supporting delivery of the UK PACT GESI ambition statement, comparing ambition at the beginning of projects with achievement



- at the end, and by reviewing the GESI levelling approach introduced to capture GESI dimensions of results input to the Results Management System;
- b. Include GESI in the thematic evaluations that will be delivered in the FY21-22 reporting period, either as a specific topic or incorporated into another area of focus; and
- c. Review and refresh of the published UK PACT GESI Ambition by March 2022, with changes informed by delivery to date.
- 5. **Monitoring, Evaluation and Learning:** Over the next reporting period to March 2022, UK PACT should continue to work closely with the MEL partner to adapt the MEL approach so it remains fit for purpose. The following changes to the MEL approach should be implemented across the programme:
  - a. In response to proposals from in-country teams, **develop and trial a 'hybrid logframe'** that allows for more specific indicators for priority sectors or themes not currently supported at the programme-level. Work with select country teams to DPs to identify and develop a manageable number of specific indicators by the end of December 2021, to enable monitoring and reporting of results against these to start in January 2022.
  - b. **Scope and plan two smaller-scale thematic evaluations**, in place of an annual programme-wide evaluation. The scope of and implementation plans for these should be in place by the end of the reporting period.
  - c. Review the UK PACT learning approach by December 2021, to inform development of a more structured programme learning framework. This should support regular and systematic learning and knowledge sharing across the programme, incorporating lessons learned to date, and generating new recommendations where appropriate to support adaptive programming.
  - d. The DPs and MEL partner to jointly agree a plan to support IPs to more precisely report methods for recording impact-level results by the end of the reporting period. This will align activities to programme-level objectives before the start of projects, with clear articulations of the causal pathways between activities, outputs, and outcomes.
- **6. Strengthen cross-project and component collaboration.** Building on the 2019-20 AR's recommendation 4, collaboration between projects and components should increase to enhance learning between stakeholders and improve programme-wide collaboration. This includes:
  - a. Improve cross-project collaboration, with more opportunities for IPs to engage across geography, component or thematic areas to support learning and information exchange. Such engagement could improve identification of potential follow-up funding and synergies, enhancing the impact and sustainability of the programme. Methods of engagement should be available as required and/or regularly scheduled by March 2022.
  - b. Cross-component dialogue and learning should be enhanced through a regular platform to allow the flow of communication between the three DPs and OPM. This would maximise the synergies between components and act as a means of identifying concerns or opportunities, with a more co-ordinated approach to common issues or events. Such a platform should be in place by September 2021 to co-ordinate work on COP 26, with a platform for further co-ordination available as required and/or regularly scheduled by March 2022.



Recommendations from the previous AR that have not been achieved, or only partially achieved, as indicated above, will continue to be addressed during this reporting period. Some have been clearly reflected in the recommendations for this reporting period, whilst others will be progressed in tandem with these new recommendations.

## **B. THEORY OF CHANGE AND PROGRESS TOWARDS OUTCOMES**

## 7. UK PACT Theory of Change

The draft Theory of Change (ToC) set out in the 2018 business case was used to develop the full ToC in early 2019 when OPM were contracted as the programme MEL partner. The ToC was refreshed in late 2020 and finalised in January 2021. The UK PACT Theory of Change is summarised as follows (and is illustrated diagrammatically in Figure 2):

- Problem: 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 for curbing climate change impacts, which fall disproportionately on the poorest and most vulnerable.
- **Constraints** preventing problem being addressed: lack of political support and leadership, competing priorities and interests, inadequate policies, lack of awareness and capacity, and lack of financial resources.
- **Solution**: UK PACT is a capacity-building programme, delivered through the UK's International Climate Finance (ICF). With the primary objectives of reducing emissions and alleviating poverty, UK PACT is delivered in ODA-eligible countries with high emissions to 'implement and increase their ambitions for carbon emissions reduction in line with their Nationally Determined Contributions (NDC).'
- Impact: With the effective implementation (programme outcome) of programme-supported outputs, UK PACT's impact can be articulated as 'accelerated 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.'



## Future of the UK PACT Theory of Change:

A refresh of the UK PACT Theory of Change is planned for early 2022 to be finalised by March 2022, ahead of the FY22-23 reporting period.

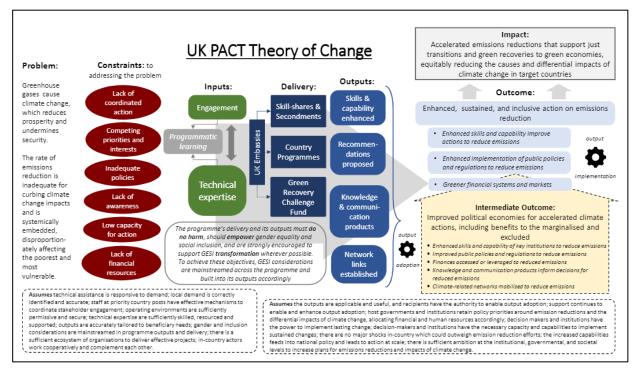


Figure 2: UK PACT Theory of Change updated January 2021

#### Value for Money

UK PACT has an established VfM framework developed with OPM. This assesses how well resources are used and whether they are used well enough to justify the investment. Definitions of economy, efficiency, effectiveness, equity and cost effectiveness specific to UK PACT have been agreed as criteria, alongside sub-criteria aligned with the Theory of Change. OPM undertook a second VfM assessment during May-June 2021 covering the FY20-21 reporting period.

The overall evaluative judgement of UK PACT's VfM is 'good', with the programme performing well in its second year of implementation, targeting transformational changes over the longer term.

- Performance is highest on the <u>economy</u> and <u>efficiency</u> criteria, and more weight has been given to these criteria, as is often the case at this stage in the life of a programme.
- For the criteria of <u>effectiveness</u> and <u>cost-effectiveness</u>, there are early signs of outcomes. 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.



The pilot projects did not achieve more than minimum compliance against the <u>equity</u> criterion.
However, GESI considerations have subsequently been mainstreamed in the subsequent reporting period through the design and implementation of the full delivery phase. UK PACT therefore represents good VfM overall.

This assessment has identified the following opportunities to enhance the programme's VfM:

- **Competitive grant processes:** BEIS should consider balancing competitiveness considerations with the high administrative burden (for staff and applicants) of a process that results in only a small percentage of applicants receiving grant funding.
- Equity: Given that GESI considerations are now integrated into the project monitoring and application processes for the full delivery phase, BEIS should reinforce the importance of using the GESI levelling tool with DPs to ensure that enough information and explanations on GESI are captured. Otherwise, the programme will be limited to using the number of women attending training as the primary GESI indicator, which is in itself not sufficient to offer an in-depth assessment of the programme's contribution to mainstreaming GESI considerations.
- **Break-even analysis**: The break-even analysis (BEA) conducted by BEIS provide proof-of-concept for the use of the approach, and BEIS should continue to undertake further BEA, adding to the evidence base on UK PACT's cost-effectiveness.

## 8. UK PACT's overall contribution to the BEIS ICF Theory of Change to date

**Output level**: As a technical assistance programme, UK PACT organises training, proposes recommendations and tools for climate change mitigation and GHG emission reduction, generates and disseminates knowledge and communication products, and creates and strengthens climate related networks. This relates clearly to two ICF ToC outputs (B and C): increasing capacity and knowledge in middle income countries to accelerate climate mitigation (output B); and contributing to an enabling environment with improved policy and regulatory frameworks and political will for climate change mitigation (output C).

- Output 1: Skills Enhanced (A) all indicators met expectation for this output. Although
  milestones were not set for this reporting year, numbers for trainees and days of training are
  significantly higher than last year's annual review (27,340 days training in this reporting period,
  compared with 4,260 days in the previous period), and the majority of beneficiaries (86%) stated
  they found training to be useful.
- Output 2: Recommendations Proposed (A+) indicators 2.1 and 2.3 moderately exceeded expectations, however indicator 2.2 achieved four technical recommendations out of a target of five, therefore moderately not meeting expectation by a small margin. Overall, output has been rated as exceeding expectations.



- Output 3: Knowledge Generated and Disseminated (A++) both indicators under this output substantially exceeded expectation. Results for indicator 3.1 show 26 knowledge products were developed out of a target of 14. Results for indicator 3.2 show 22 communication products were developed out of a target of 12.
- Output 4: Networks Created and Strengthened (B) the indicator under this output achieved five climate-related networks created/strengthened out of a target of 10, and therefore moderately did not meet expectation. However, three of the expected results that did not meet expectations in this reporting year were achieved in the previous reporting year, meaning only two of the expected 10 networks were not achieved by the end of this reporting period.

With this Annual Review scoring A+, we are confident that the programme's outputs are supporting the delivery of the BEIS ICF level outputs. The programme's delivery achieved a 'positive' evidence rating in the evaluation, key achievements being output delivery that is on time and to quality expectations, positive output complementarity, and ongoing support for output uptake.

**Intermediate outcome level**: The intermediate outcomes generated by UK PACT can be summarised as enhanced climate action as a result of training, the adoption of policy and other recommendations as well as knowledge and communication products, finance access or leveraged for reducing carbon emissions, and climate-related networks adopting projects and activities. These intermediate outcomes clearly relate to ICF ToC intermediate outcome 3 'Partner countries inspired to set, achieve & exceed ambitious NDC commitments', and more marginally ICF ToC intermediate outcome 5 'Finance mobilised from private and public sources at scale.'

9. Describe where the programme is on/off track to contribute to the expected outcomes and impact. What action is planned in the year ahead?

#### **Outcomes**

UK PACT has achieved significant outcomes to date, however, the programme's ability to convert outputs into intermediate outcomes and outcomes was rated lower than expected by the evaluation at this point in the programme's delivery. The programme achieved 44 out of an expected 83 intermediate outcomes and 6 out of an expected 26 outcomes.

Where projects have fallen short of their expected results, constraints on their achievements were found to be associated with limited timeframes for implementation, bureaucratic barriers within some counterpart organisations in some partner countries, or insufficient internal funding for counterpart organisations to implement projects after UK PACT ends. In addition, delays relating to DP procurement in 2019 and the COVID-19 pandemic mean we expect to achieve outcomes later than forecasted in the 2018 business case.



The recommendations in section A are specifically targeted at supporting adoption of project outputs, including the move to multi-year project funding now enabled by the new four-year funding settlement.

## **Impact**

The programme evaluation rated UK PACT's impact as 'positive' with clear signs of early impacts in contributing to reduced emissions and transformational change. The programme's contributions to its impact objective 'accelerated emissions reductions in target countries' vary from very tangible and direct contributions, such as introducing electric buses into Bogota's public transport system, to more indirect contributions, such as the broad sectoral work in green finance in China, which is creating financial systemic change that is designed to incentivise green-oriented financing. The programme also scored 2 out of 4 for this year's KPI15 assessment, indicating that some early evidence suggests transformational change is judged likely to occur.

At the impact level, the evaluation states the programme needs to focus on ensuring projects are designed to mitigate the risk to sustainability from public sector turnover by supporting output adoption and use within beneficiary organisations. Another focus should be broader stakeholder engagement and ensure long-term support is provided beyond output delivery to mitigate the risk of uncertain political priorities and public sector capacity constraints.

## **Unexpected positive results**

There have been some unintended positive results from the programme identified in the evaluation, such as interest from other actors and external partners in the support provided by the programme, positive impacts further downstream from direct engagement with beneficiaries, and the development of additional outputs by about half of IPs that they had not anticipated yet are seen as positive and useful. The programme has also encouraged partner countries to become regional leaders on climate change and sustainability. For example, Colombia is increasingly seen as a regional leader that other Latin American countries look to for best practice and advice on advancing their climate change agendas. The evaluation found no significant unintended negative results by the programme, and more than half of respondents generally stated they were not aware of any negative results.

## 10. Has the logframe been updated since the last review?

The logframe was reviewed in January 2021 following a refresh of the ToC in late 2020. The original logframe was developed when the programme was at the stage of planning for the 'pilot-phase' before additional components were developed such as skill-shares & secondments and GRCF. As the first projects facilitated by Delivery Partners began in January 2021, this refresh ensured the logframe (alongside the updated ToC and MEL frameworks) is fit for purpose for the programme in its fully operational phase of delivery.



Table 1: Logframe updates

Indicators removed	<ul> <li>Outcome 3 'climate-related networks implement the identified activities and/or project' removed as it was largely similar to intermediate outcome 6 (climate-related networks adopt specific projects and/or activities related to emissions reductions to undertake together); the differences being nuanced and negligible. These results are also captured largely in outcome 4 (finances invested in support of reduced carbon emission)</li> <li>Intermediate Outcome 7: 'KPI 13: integration of climate change in planning' removed as the content is not directly relevant to the programme's support or results; data collection for the ICF-prescribed methodology was found to be challenging to implement within the general results monitoring.</li> </ul>
Indicators added	<ul> <li>GESI-specific indicators were added to monitor 'adoption' (intermediate outcome 7), 'implementation' (outcome 5) and 'impact' (impact 3) to monitor GESI enabling activities as part of the mainstreaming of GESI throughout the programme and MEL system</li> </ul>
Other	<ul> <li>References to 'CO₂ emissions' changed to 'GHG emissions' throughout</li> </ul>

# 11. Justify whether the programme should continue, based on its own merits and in the context of the wider portfolio

Based on the thorough analysis conducted over the reporting period and summarised in this annual review, including the programme's 'good' VfM rating, strong support of the delivery of BEIS ICF level outputs and positive impact, there is a clear and compelling case for UK PACT to continue.

UK PACT scored 2 out of 4 in the KPI15 assessment (likelihood of transformational change), providing assurance of UK PACT's likelihood of contributing to transformational change. The analysis and findings in this Annual Review, along with the other reports cited throughout, demonstrate UK PACT is, and continues to improve and progress as a programme. As UK PACT continues to expand and adapt, its impact will continue to be enhanced as both a programme in its own right, and also as a significant contributor to broader BEIS and HMG ambitions and goals.



## **C. DETAILED OUTPUT SCORING**

Output Title	Skills Enhanced						
Output number:		1	Output Score:	Α			
Impact weig (%):	hting	30%	Weighting revised since last AR?	No			
Risk rating		Moderate	Risk revised since last AR?	N/A rating	no	previous	risk

Indicator(s)	Milestone(s) for this review	Progress
1.1 Key individuals trained (disaggregated by gender) 'Key individuals' are considered to be decision makers, senior managers, or those who are otherwise influential in their organisations; 'people trained' counts the total number of 'unique'	N/A. No milestone was set as Grant Agreements previously did not contain expected number of trainees. However,	Progress met expectation. 27,127 key stakeholders were trained under UK PACT. Of those trainees for which gender information was recorded by the IPs, approximately 53% were women. Although no milestone was set, progress is rated as having met expectation because the number of individuals trained is over and above programme ambition as a result of training being delivered virtually due to the Covid-19 pandemic.
individuals who attend programme-supported training activities (one person is counted once even if they are trained in multiple training sessions).	milestones will be set for next year based on expected results.	Key individuals 27,127 trained  Key females 13,943 (53%) trained  Key males trained 12,424 (47%) Gender not 760 recorded
1.2 Person days of training (disaggregated by gender) 'Person days' counts the total number of days of training provided with programme support multiplied by the number of	N/A. No milestone was set as Grant Agreements previously did not contain expected	Progress met expectation. 27,340 persondays of training were delivered by UK PACT. This was not disaggregated by gender. Although no milestone was set, for the same reason as indicator 1.2 this is rated as having met expectation.
people present attending the trainings.	number of trainees. However, milestones will be set for next year based on	China110Colombia26,386.5Mexico677.5South Africa116Skill-shares& 50Secondments

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	expected	Total		27,340		
	results.					
1.3 Useful training	N/A. No target	Progress met expectation. A total of 86%			al of 86%	of
(disaggregated by gender)	for usefulness	beneficiarie	es said th	nat the tr	aining th	еу
'Useful training' assesses	of training was	received wa	as useful or	very usefu	I. This figu	ıre
individuals' own	set last year,	is based o	n 14 inter	views with	beneficia	ary
perceptions of the relevance	however there	organisatio	ns conduct	ted for the	evaluatio	on.
and degree of potential	will be a	There was no expected percentage of			of	
application and use of the	milestone of	beneficiaries to find training useful. However,			er,	
training material within	80% of	the output is rated as having met expectations				
their organisational	trainees rating	because a significant majority of organisations			ns	
affiliations. It is measured	the usefulness	interviewed (12/14) rated training as useful.			l.	
through the use of a	of training 4/5					
scorecard included in the	for next year.	China	Colombi	Mexico	Total	
tool created to collect			а			
participants' feedback.		100%	86%	75%	86%	
		(3/3)	(6/7)	(3/4)	(12/14)	

## Briefly describe the output and provide supporting narrative for the score.

These indicators (1.1 - 1.3) capture the programme's efforts to address the capacity constraints amongst government and private sector entities to addressing climate change impacts. Output 1 records UK PACT's efforts to increase individual institutional capacities through events and activities such as workshops, trainings, and seminars. Specific examples include:

- China CDP's workshops on TCFD Disclosure and ESG investments have led to 48 companies, including 7 financial institutions with combined market capital of c.US \$678 billion, expressing interest in reporting in alignment with the TCFD. The UK-China TCFD pilot has supported 13 Chinese financial innovators move up the curve on climate and environmental disclosure and the Global Green Financial Leadership Programme led to four countries requesting help on developing their national financial market and numerous seminar participants joined the Network for Greening the Financial system.
- Mexico CBI delivered capacity building workshops on the role of regulators in establishing local green finance markets, attended by key stakeholders in banking and the Ministry of Finance. The project also started the delivery of a pilot open-sourced Diploma on Green Finance, aiming to deepen sustainable finance expertise among relevant actors. Positive feedback was received on the support given to develop the local green market. ICM also delivered a two-day event on lessons learned in designing the 'Hogares Solares Mexico City' pilot project, to help IDOM and the Municipality of Zapopan to develop their own PV panel project. A follow-up meeting that the attending organisations had considered the recommendations in the design of their project, which has already been successful in securing US \$946,000 funding for its implementation.
- Colombia GGGI developed an online course for training and certification to support green growth transitions, which will strengthen the capacity of state and non-state actors in



Colombia to identify, develop and pursue regional green growth opportunities. Work with the Climate Bonds Initiative supported meetings, workshops, bootcamps and podcasts which helped to train over 500 practitioners from Colombia's financial community in green bonds issuance, including supporting sharing of best practices between European and Colombian green finance experts, to develop local capacity in this area. Separately, both E3 and Awake have supported capacity building for ecotourism opportunities that integrate local knowledge and resources, supporting both forest conservation and new livelihood opportunities.

- South Africa in the first quarter of 2021, SEA delivered two training events. The first was an online session with staff from the City of Johannesburg Climate Change and Air Quality and Electricity and Transport departments which provided a basic introduction of EVs and how they may impact the City's distribution grid. This was an excellent platform for SEA to align their work with each department's goal on the project. The second was a learning exchange with the City of Johannesburg and City of Cape Town on electrical vehicle roll out including energy demand forecasts.
- Skill-shares delivered one training session to financial institutions and regulators in Shenzen,
  China, to help better understand the newly launched "Shenzen Special Economic Zone Green
  Finance Regulations" and the necessary implementation measures. There were over 100
  attendees to the training, and of those attendees providing feedback, 93% rated the training
  as very good or excellent.

Milestones were not set because Grant Agreements previously did not provide information on the expected number of trainees, and a target wasn't established for the usefulness of training. However, all indicators have been rated as 'progress meeting expectation' as the number of individuals trained and number of training days are over and above programme ambitions because of training largely moving to digital delivery due to the Covid-19 pandemic, and because 86% of beneficiaries interviewed found the training useful, which has been assessed at this stage as very positive.

## Describe any changes to this output, and any planned changes as a result of this review.

Discussions are ongoing as to whether seeking to set milestones for these indicators to allow them to potentially score higher on their progress is desirable and achievable. It is possible that the programme continues without indicators 1.1 and 1.2 as many projects do not provide an estimate number of trainees, and the quantity of trainees may be a less useful indicator compared with the quality and impact of learning delivered, as captured by indicator 1.3. For indicator 1.3, all components are now using the online trainee feedback with the scorecard out of 5 for usefulness of training. This was introduced for the current Delivery Partner phase of UK PACT, meaning training questionnaires will be used to assess this indicator in the next annual review, but this annual review has relied on interviews with beneficiary organisations conducted as part of the annual programme evaluation.



A risk rating of 'moderate' has been added to this output for this reporting period reflecting the move to virtual delivery as a result of COVID-19, which could impair the impact of training conducted. Though virtual delivery this increased how many individuals can participate in the training, it has limited opportunities for engagement in the margins of training events, although it is difficult to measure.

From April 2021 all indicators will report on the extent to which GESI considerations are reflected in the results (no consideration, some consideration, and significant consideration), with a text box to provide an explanation of why the proposed level was selected, along with supplementary evidence to support the selection.

# Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead

No recommendations were set at the output level in the previous AR as the programme was still in its pilot phase, meaning no progress can be reported.

UK PACT is still in its early stages of the full programme, and the Delivery Partner-led model of the programme only began in January 2021 (in the final quarter of this reporting period), meaning the new components of the programme in particular (GRCF and SS&S) will need more time to evaluate lessons learned and recommendations for future programming.



Output Title	Reco	Recommendations Proposed						
Output number: 2		2	Output Score:	A+				
Impact weighting 25% (%):		25%	Weighting revised since last AR?	-5%				
Risk rating		Moderate	Risk revised since last AR?	N/A rating	no	previous	risk	

	Milestone			
Indicator(s)	(s) for this	Progress		
	review			
2.1 Recommendations proposed for	4 technical	Progress moderately exceeded		
relevant policies, legislation, and	recomme	<b>expectation.</b> A total of 8 technical		
regulation on climate change mitigation.	ndations	recommendations were developed		
Policies are defined as any law, rule, or	proposed.	under UK PACT between April 2020		
regulation created to reduce, or that can		and March 2021.		
contribute to reducing, carbon emissions.				
Therefore, recommendations should		Total 8		
suggest changes to deeper restrictions or		China 1		
to enforce them, such as by creating a		Colombia 3		
control body to monitor and punish		Mexico 4		
violation. National plans, strategies, and				
road maps developed by the government				
are examples of public policies that can				
receive inputs from the programme.				
2.2 Recommendations proposed for other	5 technical	Progress moderately did not meet		
relevant actions to reduce CO <sub>2</sub> emissions.	recomme	<b>expectation.</b> 4 recommendations		
'Recommendations' includes	ndations	were proposed for 'other relevant		
improvements to the usual practices of the	proposed.	actions to reduce CO <sub>2</sub> emissions, in		
stakeholders supported by the programme		China and Colombia. 4/5 expected		
in order to reduce CO <sub>2</sub> emissions, such as		recommendations proposed were		
supporting the use of low-carbon		achieved, meaning this indicator		
technologies, and creating guidelines and		missed the milestone by a small		
incentives to the private sector to reduce		margin.		
emissions, and others.				
		Total 4		
		Colombia 3		
		China 1		

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2.3 Project applications or tools developed to support the access of (existing or new) funds for reducing carbon emissions.

'Project applications' are defined as greeninformed projects which aim to reduce CO<sub>2</sub> emissions.

'Tools' comprise other instruments that enable access to existing funds, but that have not yet been accessed or that their access would have been harder to gain otherwise. carbon emissions and that have been developed by the programme or through the programme support. Extra funds proposed for the implementation of recommendations contained in Indicators 2.1 and 2.2 are also included.

4 projects applications or tools developed

Progress moderately exceeded expectation. 7 project applications or tools were developed to support the access of funds for reducing carbon emissions, in Colombia and Mexico. 3 applications or tools were developed in excess of the milestone, meaning this indicator has moderately exceeded expectation.

Total	7
Colombia	6
Mexico	1

### Briefly describe the output and provide supporting narrative for the score.

These indicators (2.1-2.3) capture the programme's efforts to address the constraints preventing adequate climate action. Outputs cover much of the technical assistance that the programme provides, including policy and regulatory recommendations or frameworks, access to finance support, and data and analysis, provided to stakeholders and individuals that work within these systems. Below are some examples and highlights from this reporting year:

- China CPI produced policy recommendations on Green Bonds. Following work with PRI (Principles for Responsible Investment), the Chinese financial regulator showed interest on the recommendation of introducing a mandatory ESG disclosure framework in China. Reflecting the suggestion to unify Chinese green bond standards, Chinese regulators announced an updated consultative draft of the 'Green Bonds Endorsed Projects Catalogue' to govern China's green bonds market.
- Colombia GGGI supported the development of Colombia's new bioeconomy strategy, to support economic and sustainable opportunities that protect biodiversity. As a result of continuous support to various government ministries, the strategy has now identified key priority sectors drawing from UK and international lessons and best practice.
- Mexico Polea supported the development of a new climate change law for Mexico City, following a series of public consultations as well as workshops with experts, legislators and government officials. Polea's recommendations alongside their capacity building and lobbying activities have since been approved in May 2021 (outside the reporting period), including a Net Zero 2050 target, making it the first city in the country to commit to carbon neutrality.



This output has been rated A+ as indicators 2.1 and 2.3 moderately exceeded expectations of progress, however indicator 2.2 moderately did not meet expectation of progress by a small margin. For 2.2, four recommendations were proposed for 'other relevant actions to reduce CO<sub>2</sub> emissions' out of five recommendations expected.

## Describe any changes to this output, and any planned changes as a result of this review.

A risk rating of 'moderate' is applied to this output this year, because many skill-shares have this output as a key result through workshops and engagement with counterparts, and delivering recommendations virtually as a result of COVID-19 may limit effectiveness and their adoption. It is suggested that working virtually reduces opportunities to shape recommendations compared to in person delivery. However, this differs across partner countries, and the South African skill-share demonstrated virtual working enabled better results through flexibility of delivery, and allowed for better cooperation since there were multiple virtual engagements to be flexibly arranged, compared with logistical constraints of arranging face-to-face training. For country programmes, this seems less of an issue as a smaller proportion of their projects report on indicators under this output.

In addition, the weighting of this output has decreased from the previous annual review from 30% to 25%. A review of output impact weightings for the logframe was conducted for the annual review, and weightings for outputs 2 and 3 have been adjusted slightly to reflect priorities and level of impact assessed at the output level.

From April 2021, all indicators will report on the extent to which GESI considerations are reflected in the results (no consideration, some consideration, and significant consideration), with a text box to provide an explanation of why the proposed level was selected, along with supplementary evidence to support the selection.

# Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead

No recommendations were set at the output level in the previous AR as the programme was still in its pilot phase, meaning no progress can be reported.



Output Title	Knowledge generated and disseminated					
Output number:		3	Output Score:	A++		
Impact weighting (%):		25%	Weighting revised since last AR?	+5%		
Risk rating		Minor	Risk revised since last AR?	N/A no previous risk rating		

	Milestone(s)	
Indicator(s)	for this	Progress
malcator(3)	review	Trogress
3.1 Knowledge products developed	14 knowledge	Progress substantially exceeded
'Knowledge products' include	products developed.	<b>expectation.</b> A total of 26 knowledge
1 1 / 1 /		products were developed, in China,
,		Colombia and Mexico. This figure
applicable beyond a single use).		greatly exceeds the target of 14,
They are counted by reference to the final version of the document		meaning the indicator has substantially
		exceeded expectation.
that encapsulates the new		Total 26
knowledge produced with the		China 12
programme's support.		Colombia 13
	40	Mexico 1
3.2 Communication products	12 communication	Progress substantially exceeded
disseminated		<b>expectation.</b> 22 Communication
/0	products	
'Communication products' include	disseminated.	products were disseminated, in 4 PACT
presentations, press releases, and		products were disseminated, in 4 PACT countries (see table). This greatly
presentations, press releases, and leaflets designed to communicate		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the
presentations, press releases, and leaflets designed to communicate critical climate-related content to		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded
presentations, press releases, and leaflets designed to communicate critical climate-related content to particular audiences for specific		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the
presentations, press releases, and leaflets designed to communicate critical climate-related content to particular audiences for specific programme needs. These products		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded expectation.
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		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded expectation.    Total   22
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		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded expectation.            Total         22           China         9
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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		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded expectation.            Total         22           China         9
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		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded expectation.    Total   22   China   9   Colombia   9   Mexico   3
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		products were disseminated, in 4 PACT countries (see table). This greatly exceeds the target of 12, meaning the indicator has substantially exceeded expectation.    Total   22   China   9   Colombia   9   Mexico   3
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## Briefly describe the output and provide supporting narrative for the score.

Indicators 3.1 and 3.2 capture the programme's efforts to address the awareness constraints amongst key stakeholders and actors that hinder climate action. The outputs cover a variety of informational and learning outputs that aim to enhance awareness and capacity about climate change impacts (environmental, social and economic), and solutions, among a broad audience

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beyond the boundaries of the programme itself. Below are examples and highlights from this reporting year:

- China Principles for Responsible Investment (PRI) produced reports on Environmental Risk
  Analysis and Climate Transition Risk, leading to major Chinese banks considering stress
  testing, climate risk work and TCFD pilots. All projects produced knowledge products, many
  of which have been key in delivering outcomes.
- Colombia Carbon Trust developed and supplied FENOGE decision-makers with a toolbox facilitating evidence-based decisions regarding systemic costs and benefits when prioritising projects, and increasing transparency of how projects are selected to receive government support. To help socialise the tools and upskill the staff, Carbon Trust provided instructional videos and organised a training workshop. Another project involved ICF Consulting developed a template illustrating internationally accepted accounting methodologies and the data required for these. The templates serve as guidance for project implementers designing MRV systems in Colombia to accurately capture their GHG mitigation impacts, thereby improving the accuracy and transparency of emissions reporting.
- Mexico MexiCO2 produced six reports on sustainable and green investment themes, which were presented in September by the CCFV to the written press at the Mexican Stock Exchange, receiving significant national media coverage. A separate project delivered by Arup developed a concept note with recommendations for structural reform of the Solid Waste Management legal framework in Mexico. These were socialised with key stakeholders within government, and during webinars, participants discussed the political, social and economic viability of recommendations, which has led to reforms based on Arup's reports.
- South Africa NBI produced a slide deck in Q4 2020 providing a group of CEO champions (including CEOs of some of the biggest companies in South Africa working in industries in the hardest to abate sectors) with information on the opportunities in transitioning to a low carbon economy and draft high-level recommendations to government on transition pathways.

In addition, the 2021 Evaluation states there is evidence of high quality and useful knowledge products that have enhanced capacity. Both indicators substantially exceeded their milestones, leading to the output being scored A++.

### Describe any changes to this output, and any planned changes as a result of this review.

A risk rating of 'minor' has been added to this output this year as components report no real issues with attaining expected results as the work is often desk based that has not been impacted by COVID-19 or other significant factors. For Country Programmes, c.80-85% of projects contain an indicator from this output, so although the rating is minor, any challenges to achieving results could significantly affect the overall results from this component.



In addition, the weighting of this output has increased from the previous annual review from 20% to 25%. A review of output impact weightings for the logframe was conducted for the annual review, and weightings for outputs 2 and 3 have been adjusted slightly to reflect priorities and level of impact assessed at the output level.

From April 2021 all indicators will report on the extent to which GESI considerations are reflected in the results (no consideration, some consideration, and significant consideration), with a text box to provide an explanation of why the proposed level was selected, along with supplementary evidence to support the selection.

# Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead

No recommendations were set at the output level in the previous AR as the programme was still in its pilot phase, meaning no progress can be reported.

UK PACT is still in its early stages of the programme, and the Delivery Partner-led model of the programme only began in January 2021 (in the final quarter of this reporting period), meaning the new components of the programme in particular (GRCF and SS&S) will need more time to evaluate lessons learned and recommendations for future programming.



Output Title	Networks created and strengthened				
Output number:		4	Output Score:	В	
Impact weighting (%):		20%	Weighting revised since last AR?	No	
Risk rating		Major	Risk revised since last AR?	N/A no previous risk rating	

Indicator(s)	Milestone (s) for this review	Progress
4.1 Climate-related networks between two or more individuals and/or organisations are established or strengthened  Networks are partnerships established with the support of the programme through its networking initiatives; 'strengthened' refers to partnerships that are in existence but are reinvigorated around specific activities, actions, or plans to support reduced emissions.	10 Climate-related networks established or strengthen ed.	Progress moderately did not meet expectation. 5 climate-related networks created/strengthened, which fell short of the target of 10 for the reporting year.  However, three of the expected results not met in this reporting year were achieved earlier than expected in the previous reporting year, meaning only two expected networks established/strengthened have not been achieved for the programme. This justifies the rating that the indicator has not met its milestone by a small margin.
		China South Total Africa
		1   4   5

### Briefly describe the output and provide supporting narrative for the score.

Indicator 4.1 captures the programme's premise that effective partnerships are key to unlocking solutions for reducing climate change and its impacts, and its inputs of engagement and coordination to support this. The programme undertakes various efforts to foster networks and collaboration amongst organisations and individuals that, when collectively combined, present greater potential for addressing climate change impacts than if they were undertaken individually. Some examples and highlights below:

China – an environmental disclosure initiative launched by CDP in Guangdong has had an
important role in strengthening the city's leading position in TCFD. Following the Green
Performance Premium project, the University of Oxford and the Central University of
Finance and Economics agreed to pursue further work researching 'brown loans' and the
relationship between green finance and growth.



- South Africa NBI created a network of CEO Champions including some of the most influential companies in South Africa such as Sasol; Eskom; BUSA and Standard Bank. This network will ensure that relevant stakeholders are kept informed of NBI's research in identifying the pathways to "Net Zero" by 2050 in Petrochemical, Mining, and Electricity sectors. SEA has formed a network by establishing a steering committee which includes senior officials in the City of Johannesburg departments of climate change, energy (City Power), finance, transport and planning along with colleagues from SEA.
- Mexico establishment of a National Just Transition Forum expected in 2020 Q4 was not achieved as a result of Covid-19 restrictions which prevented an in-person event taking place, following which WWF have requested a project extension to September 2021 to implement a series of targeted smaller workshops with key actors, which should be reflected in the next annual review period.

The output has been rated as moderately not meeting expectation, as five climate-related networks created/strengthened which were expected to be achieved for the programme have not been achieved, out of the expected 10. However, three were completed early out of the expected figure, meaning they were achieved in the last reporting period although they are reflected in the *expected results*. Consequently, only two expected networks established/strengthened have not been achieved for the programme. This explains the rating that the indicator has not met its milestone by a small margin.

#### Describe any changes to this output, and any planned changes as a result of this review.

A risk rating of 'major' has been added to this output this year, because the lack of in-person activities and face-to-face interaction presents a risk around enabling opportunities for building strong partnerships, as demonstrated with the delay to the WWF project in Mexico.

From April 2021 all indicators will report on the extent to which GESI considerations are reflected in the results (no consideration, some consideration, and significant consideration), with a text box to provide an explanation of why the proposed level was selected, along with supplementary evidence to support the selection.

# Progress on recommendations from the previous AR (if completed), lessons learned this year and recommendations for the year ahead

No recommendations were set at the output level in the previous AR as the programme was still in its pilot phase, meaning no progress can be reported.

In the year ahead, it is important that UK PACT continues to adapt to a remote delivery context as a result of the ongoing COVID-19 pandemic and mitigate the risk of fewer partnerships developed as a result of the lack of in-person activities and face-to-face interaction.



### D. PROJECT PERFORMANCE NOT CAPTURED BY OUTPUTS

To illustrate the performance and impact of projects across UK PACT, the team has commenced work on an internal suite of <u>case studies</u> from UK PACT projects. These cover work across countries and thematic areas on UK PACT and will continue to be added to and updated as the programme proceeds. High-level details of UK PACT projects are also available externally on the <u>UK PACT website</u>.

### E. RISK

Overall programme risk rating: Major

## 12. Overview of risk management

Over the Annual Review Period, the programme RAG status increased from Moderate to Major in March 2021 due to the delays in approval of future UK PACT funding and the resulting uncertainty.

Over the reporting period, other new or notable risks included:

- COVID-19;
- Transition to new hybrid programme delivery model with contracted delivery partners;
- Increasing complexity of programme (increased number of countries and components);
- Programme underspend;
- · Overarching political relationships; and
- Funding uncertainty.

Broadly, the level of risk exposure over the period remained similar despite the risks above. All risks are monitored and managed through established risk processes, with the programme risk register contained in the UK PACT PDP. This process has been enhanced over the reporting period and is coordinated by the UK PACT Programme Management Hub working across delivery partners, country, and component leads. Risks are recorded in the programme risk register located in the PDP, with regular monitoring and reporting processes and clear lines of escalation in place to identify and escalate risks as necessary.

#### This includes:

 6-weekly Regional and Programme Delivery Dashboards, with each country and component team represented to provide an update on country/component risks along with identifying issues for escalation. These dashboards are reviewed by the relevant G6.



- Monthly (as of June 2021 these became mid-quarter) UK PACT risk reviews, with Risk Managers reviewing identified risks and mitigating activities in the PDP, and consideration of new risks and issues.
- Quarterly UK PACT risk workshops providing a full review of all risks on the UK PACT risk register and identifying and planning for mitigating programme level risks.
- Delivery Partners report risks regularly to component leads through various channels (depending on DP/component), including formal quarterly reports and at monthly meetings at country/component level. DPs also provide their quarterly reporting to UK PACT Programme Board where key risks are flagged, and reporting is reviewed by Programme Board attendees.

In line with the UK PACT and broader ICF risk policy, risks which are identified as above the risk appetite of the programme are highlighted to UK PACT management as necessary and/or included in the PDP blue box update.

In the coming reporting period, two areas for focus and improvement within UK PACT's risk management process are:

- More clearly highlighting instances of the UK PACT risk appetite being exceeded. UK PACT
  management is made aware of UK PACT risks through the processes highlighted above, but
  a separate process will be introduced to flag any such risks to the UK PACT SRO after each
  quarterly risk check-in, and to ICF-portfolio risk managers as necessary.
- The process by which regional and programme dashboards feed issues for escalation and country/component risks into the Programme level risk register in the PDP when risks need to be raised to the programme level.

# 13. Programme Risks as of April 2021 (as found in the UK PACT PDP)

The risks highlighted below indicate the highest rated and most pertinent programme risks (by residual risk after mitigation action) as of the end of the AR. A full record of risks can be found internally in the Project Delivery Plan archive.

Risk description	Mitigation strategy	Residual Risk rating
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	T	I
Funding & Governance Risk that the single year Spending Review 2020 may limit ability to commit multi-year funding, with consequential impact on programme VfM.	The programme will work with Ministers to secure a multi-year funding settlement outside of the Spending Review timescales to provide the necessary long-term certainty to delivery programme impact and VfM	SEVERE
Partner countries de-prioritise climate change due to COVID-19 Risk climate change will not be prioritised by partner governments meaning the programme cannot achieve its objectives in country.	Work with British Embassy teams to ensure UK PACT ambitions are aligned with the post-COVID social and economic agendas in partner countries.	MAJOR
Funds used for unintended purposes. Risk that use of external and incountry delivery partners increases potential for funds to be used for unintended purposes.	Counter-fraud policy and processes developed and in place, detailed monthly forecasting and reconciliation processes in place, and thorough due diligence performed by delivery partners on new project IPs.	MAJOR
Budget Management Risk of underspending or overspending against approved budgets due to programme complexity and impact of events outside the programme control (e.g. inability to deliver due to impact of COVID-19).	Detailed monthly reporting identify variances from forecast and task team members for mitigating action to be taken quickly. Continue to refine the over-programming policy and develop a plan for addressing underspend risk early in the reporting year through the Portfolio Balancing Implementing Panel.	MAJOR

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# Negative public attitude towards ODA spend in middle income countries (MICs)

Risk of perception that UK PACT is spending ODA in the 'wrong' countries could impact the programme's license to operate, and impair its ability to deliver the change needed to avoid harmful climate change.

Develop highly impactful case study examples from delivery to date showing the additionality of UK PACT and to form robust evidence of why programming in MICs is of vital importance to UK national interests.

MAJOR

## 14. Outstanding actions from risk assessment

The risks identified above are ongoing, with actions identified that are continuing and will continue to be adopted as part of UK PACT business-as-usual practices. This includes work related to:

- Optimism bias and managing underspend risk;
- Engaging with partner countries to argue for, and demonstrate, the importance of climate change action;
- Establishing and refining governance mechanisms to ensure continued coordination across the programme and other programmes and donors;
- Careful financial management and monitoring; and
- Producing high-quality reporting to demonstrate programme results and make the case for UK PACT work.

# F. PROGRAMME MANAGEMENT: DELIVERY, VFM COMMERCIAL & FINANCIAL PERFORMANCE

#### 15. Finance

UK PACT spend in financial year 20/21 was £14.0m against the forecast of £19.7m set at the beginning of the year.

Variance against forecast was primarily due to the following issues:

Delays in getting grants up and running through delivery partners as CfPs took approx. 2-3
months longer than originally planned which meant less funding than expected was delivered in
FY 20/21 (-£2.4m for Country Programmes and -£1.2m for Green Recovery Challenge Fund).



• A much lower level of delivery of skill shares and secondments due to ongoing travel restrictions due to Covid, as well as a virtual rather than physical delivery model reducing cost. (£-0.8m).

Table 2 - UK PACT spend in FY 20/21 against the forecast set at the beginning of the year.

FY 20/21	Actual costs	Forecast Costs	Variance (£)	Variance (%)
Pilot Phase Grants	£4,922,217	£4,853,361	-£68,856	-1%
Grants	£2,972,891	£6,600,000	£3,627,109	55%
Skill-shares & secondments	£73,122	£864,984	£791,862	92%
BEIS Staff costs	£1,349,106	£2,023,788	£674,682	33%
DPs costs (incl. MEL)	£4,709,339	£5,384,849	£675,510	13%
TOTAL COSTS	£14,026,675	£19,726,982	£5,700,307	29%

Overall spend was split between grant funding and Skill-shares and secondments of £7.9m (57%) and management costs of £6m (43%). This ratio of management costs to project funding is higher than originally forecast and is expected to fall to 13% of programme costs in future years. The high proportion of management costs in FY 20/21 was due to delivery partners starting, with implementation phase and running of initial funding rounds for the majority of the year. Grant funding allocated by delivery partners in funding rounds during FY 20/21 was approx. £30m but distribution only began in the final quarter of the year, with the majority of funding to be distributed in FY 21/22.

Table 3 - UK PACT forecast spend to 21/22

Revised Forecast	18/19	19/20	20/21	21/22	Total 18/22
	(actual)	(actual)	(actual)	(forecast)	(forecast)



Pilot Phase Grants	£469,771	£4,519,898	£4,922,217	£191,442	£10,103,328
Grants	£0	£0	£2,972,891	£35,719,874	£38,692,766
Skill-shares and secondments	£13,000	£59,047	£73,122	£1,929,765	£2,074,934
BEIS Staff costs	£860,987	£905,434	£1,349,106	£1,785,551	£4,901,078
DPs costs (incl. MEL)	£122,162	£1,145,513	£4,709,339	£5,796,781	£11,773,796
TOTAL COSTS	£1,465,919	£6,629,892	£14,026,675	£45,423,414	£67,545,900

Financial reporting has been received quarterly, at minimum, from each delivery partner and has been of good quality, although work is underway to improve accuracy of forecasting grant funding which remains a challenge due to the number of small grant projects/skill shares.

# 16. Value for Money

Oxford Policy Management published a full VfM evaluation of UK PACT in July, 2021<sup>16</sup>. Overall, the programme's VfM has been rated as good, receiving excellent ratings on the economy and efficiency dimensions and receiving adequate ratings on effectiveness, cost effectiveness and equity. The evaluation includes recommendations on enhancing UK PACT's performance, such as establishing more competitive grant processes, having more detailed GESI data and continued and regular Break-Even Analysis.

## 17. Programme Management

The Programme Management Hub was strengthened considerably over the reporting period, with increased financial, commercial and governance resource added to the team to reflect the expansion of the programme, growing from a team of two in March 2020 to a team of 5 by April 2021. In addition to this, a dedicated monitoring and evaluation adviser was attached to the PMH from the ICF MEL team. With this added resource and capability, the team expanded its cross-

<sup>&</sup>lt;sup>16</sup> UK PACT Year 2 VfM Report



component work on the programme and introduced or improved processes across the team. These included:

- Programme and regional dashboard reporting
- Updated Programme Board structure
- Co-ordination of GESI work across the team
- Updated MEL approach
- Updated and enhanced risk management approach including the introduction of more formalised risk governance
- More resource dedicated to re-procurement of services



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