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Evaluation of FCDO's Urban Climate Action Programme: Climate Action Implementation

Final Evaluation Report

29 April 2026

Acknowledgments

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Key terms

Term	Definition
Cities Finance Facility (CFF)	A UCAP component that supports cities to develop climate projects to investment readiness, including technical, financial, and structuring support.
City Advisors / Embedded Support	In-city personnel embedded by CAI within municipal governments to provide hands-on technical assistance, coordination, and support for implementation of climate actions.
City-Level Governance Systems	The formal and informal institutional structures, processes, and relationships through which decisions are made and implemented within city governments.
Climate Action Implementation (CAI)	The technical assistance component of UCAP that supports cities to operationalise climate action plans through capacity building, mainstreaming, and project development.
Climate Action Plan (CAP)	A strategic city-level framework outlining priority mitigation and/or adaptation actions, targets, and implementation pathways.
Co-benefits	The additional social, economic, or environmental benefits generated by climate actions, such as improved air quality, public health outcomes, or job creation.
Enabling Environment	The broader political, institutional, regulatory, and financial context that influences a city's ability to implement climate actions.
Implementation Readiness	The degree to which a city has the institutional capacity, technical capability, and financial resources in place to deliver planned climate actions.
Inclusive Climate Action (ICA)	An approach that integrates equity, gender, and social inclusion considerations into climate action planning and implementation, ensuring benefits are accessible to vulnerable and marginalised groups.
Mainstreaming	The systematic integration of climate considerations into core city functions—such as planning, budgeting, procurement, and sectoral policies—to ensure climate action is embedded in routine governance and decision-making processes.
Monitoring, Evaluation and Learning (MEL)	Systems and processes used to track programme progress, assess performance, and generate learning to inform adaptive management and decision-making.
Peer-to-Peer Learning	Structured exchanges between cities to share knowledge, experience, and good practices in addressing common climate challenges.
Sectoral Pathways / Priority Actions	Defined sets of interventions within key sectors (e.g. transport, buildings, waste) that cities prioritise for implementation as part of their climate strategies.
Selected High Impact Action (SHIA)	Sector specific climate actions, co-developed with municipal governments, to unlock the policy, regulatory and institutional enabling environment for progress at scale.
Strategic Climate Investment Plan (SCIP)	A city-level plan that prioritises climate investments and aligns them with financing strategies and implementation timelines.
Technical Assistance (TA)	Targeted expert support provided to cities, including advisory services, analytical tools, and capacity building to enable climate action implementation.

Acronyms

AfDB	African Development Bank
AI	Artificial Intelligence
AMA	Accra Metropolitan Assembly
AQUA	Air Quality for Urban Action
CAFE	City Academy on Finance and Equity
CAI	Climate Action Implementation
CAP	Climate Action Plan
CCESD	Climate Change and Environmental Sustainability Department
CDEL	Capital expenditure, which includes investments in physical assets
CFF	Cities Finance Facility
CIRIS	City Inventory Reporting and Information System
CLIC	Climate Leadership in Cities
COP	Conference of the Parties
CSN	Climate Solutions Network
DAC	Development Assistance Committee
DCCSC	Dar es Salaam Climate Change Steering Committee
DG Level	Directorate-General Level
DRE	Distributed Renewable Energy
EQs	Evaluation Questions
ET	Evaluation Team
ETB	Ethiopian Birr
EPA	Environmental Protection Agency
FCDO	Foreign, Commonwealth and Development Office
GCIEP	Green Cities, Infrastructure and Energy Programme
GDPR	General Data Protection Regulation
GEDSI	Gender Equality, Disability and Social Inclusion
GEMFA	Global Evaluation and Monitoring Framework Agreement
GEOP	Green Energy Option Program
GHG	Greenhouse Gas
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation)
GMDB	General Minimum Demand Billing
GMU	Gestión de Movilidad Urbana / Urban Mobility Management
GGJ	Good Green Jobs
HERB	Healthy and Efficient Retrofitted Buildings
HMG	His Majesty's Government
ICA	Inclusive Climate Action

ICF	International Climate Finance
ICLEI	International Council for Local Environnemental Initiatives
IDB	Inter-American Development Bank
IPCC	Intergovernmental Panel on Climate Change
KES	Kenyan Shilling
KII	Key Informant Interview
KL DBKL	Dewan Bandaraya Kuala Lumpur (Kuala Lumpur City Hall)
KLCAP2050	Kuala Lumpur Climate Action Plan 2050
KPIs	Key Performance Indicators
LCBC	Low-Carbon Building Checklist
LMICs	Low- and Middle-Income Countries
MEL	Monitoring, Evaluation and Learning
MER	Monitoring, Evaluation and Reporting / Results
MRV	Monitoring, Reporting and Verification
NDCs	Nationally Determined Contributions
NZCB	Net Zero Carbon Buildings
OECD	Organisation for Economic Co-operation and Development
PESO	Public Employment Service Office
PV	Photovoltaic
RE	Renewable Energy
SCIP	Strategic Climate Investment Plan
SHIA	Selected High Impact Action
SMEs	Small and Medium-sized Enterprises
SoE	Strength of Evidence
SOPs	Standard Operating Procedures
SPA	Special Purpose Account
TA	Technical Assistance
tCO2e	Tonnes of Carbon Dioxide Equivalent
ToC	Theory of Change
ToR	Terms of Reference
ToTs	Training of Trainers
TWGs	Technical Working Groups
UCAP	Urban Climate Action Programme
UK	United Kingdom
VfM	Value for Money
ZAL	Zona de Aire Limpio (Clean Air Zone)
ZUAP	Zona Urbana de Aire Protegido (Urban Protected Air Zone)

Executive Summary

This document is the final report for the independent evaluation of the Foreign Commonwealth and Development Office (FCDO)-funded Urban Climate Action Programme (UCAP) - Climate Action Implementation (CAI).

Background to the Climate Action Implementation (CAI) programme

Launched at COP26, UCAP is a £31 million programme which aims to help cities in low- and middle-income countries (LMICs) achieve carbon neutrality by 2050, recognising their dual role as major contributors to greenhouse gas emissions and as critical drivers of climate solutions. UCAP is being delivered by the C40 global network of cities acting on climate change, and GIZ, the German government's international technical assistance delivery arm to deliver two components: the Climate Action Implementation component and the C40 Cities Finance Facility (CFF).

The CAI component, delivered by C40 Cities, places City Advisers within municipal administrations in 15 megacities to strengthen governance, institutional capacity, and climate action in sectors such as transport, waste, energy and buildings. Beyond measurable emissions reductions, the programme seeks to catalyse transformational change in climate governance, demonstrating scalable models for urban climate action. The CAI programme has received up to £15m in funding and will run from January 2022 to March 2026. It is fully funded through the UK's International Climate Finance (ICF), a UK government commitment to support developing countries to respond to the challenges and opportunities of climate change.

The CAI component further builds on the Climate Action Planning component of Climate Leadership in Cities (CLIC), which supported the development and adoption of tailored, long-term Climate Action Plans (CAPs) in 15 cities, building capacity in target cities and disseminating lessons to a wider network. Not all CLIC cities were selected for CAI.

Evaluation purpose, objectives and scope

The evaluation is both **accountability and learning focused**. It has assessed progress towards delivering CAI's outcome and impact, with a specific focus on:

- results effectiveness
- value for money (VfM)
- process (including partner implementation)
- learning and knowledge sharing

The evaluation followed the OECD-DAC criteria of **Relevance, Effectiveness, Efficiency, Sustainability, Impact**. In addition, the evaluation assessed the extent of evidence for early signs of t**ransformational change and additionality.** Evidence has been gathered across all criteria and evaluation findings have informed **lessons and recommendations**. The evaluation also placed a strong focus on relevant gender equality, disability and social inclusion (**GEDSI**) related outputs and results of programme delivery. This was assessed across all criteria of the evaluation.

Table 1 - Evaluation Questions

Evaluation criteria	Proposed evaluation questions
Relevance	To what extent is CAI's design and delivery relevant to partner-city needs and coherent with UK and international climate priorities?
Effectiveness	How effectively is CAI achieving its intended outputs and outcomes, and what factors enabled or constrained performance?
Efficiency	To what extent does CAI deliver, or is showing progress towards delivering, results economically, efficiently, effectively, and equitably (4Es)?
Sustainability	To what extent are CAI-supported results, capacities and partnerships likely to be sustained or scaled beyond the programmes lifetime?
Impact	To what extent has CAI contributed to transformative change in partner cities' ability to decarbonise?

Revisions & Limitations: The evaluation team (ET's) inception report outlined a detailed thematic evaluation approach and methodology, which has been followed during the evaluation (See **Section 3** and **Annex 3**). A range of primary data collection and related methodological changes were made. Limitations include the extent to which the findings are generalisable, documentation bias and the limitations of AI tools to take on the role of coding programme documentation.

Evaluation Uses & Target Audience: The ET invested time in giving regular updates to core stakeholders (FCDO teams and C40) throughout the evaluation. To maximise the usefulness of the evaluation and in line with the methodological approach to ensure robustness and stakeholder participation, the ET offered a range of validation and debrief meetings to C40 and FCDO. Upon completion of the evaluation a number of concise deliverables such as an evaluation digest, city briefs and thematic briefs will be produced and disseminated to relevant audiences in HMG and the wider cities climate action community.

Evaluation methodology

Evaluation Approach Methods & Analysis: The ET adopted a participatory, learning-focused, theory-based evaluation design to reflect the complexity of CAI delivery across diverse city contexts. This approach combined multiple complementary methods to both assess performance and generate actionable learning. In line with the ToR, the evaluation focused on four core components: results effectiveness, value for money (VfM), process (implementation), and learning and knowledge sharing. The CAI Theory of Change (ToC) was used as the analytical backbone, enabling the ET to test causal pathways, assumptions, and contextual factors influencing delivery and outcomes.

To assess results, the ET applied a light-touch outcome harvesting approach, systematically identifying and verifying observable changes (e.g. policy shifts, institutional practices, capacity gains) linked to CAI support. This was particularly suited to the programme's non-linear and city-specific nature, where outcomes are often emergent rather than predefined. Harvested outcomes were then interrogated using an adapted contribution analysis methodology, which triangulated evidence to assess the plausibility of CAI's contribution to observed changes, rather than seeking direct attribution. This included examining enabling and constraining factors (including political economy dynamics) and assessing the strength of causal linkages.

Data Collection included:

- **Document review and narrative analysis:** 470 documents across the portfolio analysed using an AI-based tool to identify relevant themes related to the EQs.
- **200 Key Information Interviews (KIIs):** covering a range of stakeholders and themes, across FCDO, C40, municipal government, private sector and civil society stakeholders in eight sampled cities and at the programme level
- **Survey of stakeholders:** 174 respondents of a survey to provide more quantitative data insights.

Evaluation findings

Relevance: CAI is consistently found to be highly relevant and demand-driven, with strong alignment to city-level climate priorities, and sector-specific needs, as well as UK and international climate change mitigation objectives. Its grounding in the previously developed Climate Action Plans (CAPs) provided a credible, evidence-based foundation, while flexibility in the design of SHIAs allowed cities to co-create interventions that reflected political mandates, sectoral authority, and readiness. Gender equality, disability and social inclusion (GEDSI) considerations, referred to as inclusive climate action (ICA) by C40, were intentionally embedded, though the depth and consistency of application has varied by city and sector.

Effectiveness: CAI has been broadly effective in delivering significant results and translating the selected areas of the CAPs into action, particularly through climate mainstreaming, leadership strengthening, and targeted work to develop guidance, enable policy changes and implement pilots. CAI's learning components have also been effective in raising the awareness and ambition of CAI cities to undertake enhanced climate action. Enabling factors include C40 technical expertise, city leadership and the foundation of existing climate action plans. Constraints included limited municipal mandates, political turnover, and time required to inform and adopt policy changes, areas that are broadly beyond C40 control.

Efficiency: The delivery of CAI has been highly efficient, driven by C40's strong in-house technical expertise and organisational reputation, embeddedness in city governments, procurement practices focused on local service providers, and nimble navigation of shifting political landscapes. Most of the work has been delivered on time and on budget – a commendable result given the contextual pressures and limited time horizon of the project. Coordination with other climate action initiatives has generally been good, though instances were noted where efficiency could have been improved in this respect.

Overall, we believe CAI to represent very good VfM. The project has been efficiently delivered by a highly capable C40 team drawing on networks of local consultant expertise, and modelled value of emissions reductions delivered to date outweigh project costs by a factor of 9 to 1[1].

Sustainability: C40 has focused on prioritising the sustainability of its programme's activities through technical capacity building and the embedding of results within city policies, regulations and ordinances. Nonetheless, many stakeholders expressed hesitation about the future sustainability of CAI's results if no form of ongoing support is provided to cities. Institutional

[1] Based on C40 impact modelling not independently verified by the evaluators.

strengthening, mainstreaming, and capacity gains are likely to endure, but continued momentum depends heavily on political will, available finance to implement activities, staff continuity, and follow-on technical support.

Impact: CAI is viewed as having credible potential for transformational impact, primarily by reshaping how cities plan, coordinate, and prioritise climate action. While emissions impacts will materialise over longer horizons, interviewees highlighted strong evidence that CAI is changing systems, behaviours, and expectations in ways that enable long-term decarbonisation.

Recommendations

Recommendations for FCDO, based on evidence and findings gathered in the evaluation, are provided below.

Table 2: ***Recommendations for FCDO***

#	Recommendation
	Recommendations for FCDO regarding CAI and a possible Phase 2 of the programme
1	All other things equal, continue to fund CAI, via a second phase of the programme, to consolidate results in all 15 cities and to explore expansion in other CAP areas and/or other cities. If full programme funding for a further phase of CAI is not possible, FCDO should aim to provide continued oversight and advocacy in the 15 cities, via a scaled down funding package, to prompt city governments to continue to implement the required actions to achieve CAI outcomes.
2	Ensure that coordination with CFF Phase 4 and the wider climate finance landscape is a priority, in a future phase of CAI, or in similar urban climate action programmes, enabling greater synergies in activities related to capacity development of government staff, project financing and learning and knowledge sharing.
3	The role of embedded City Advisors has proven to be very effective in facilitating climate action and should be continued and replicated in CAI Phase 2 and/or future urban climate action programming, supported by a sufficiently robust team of technical experts and programme management staff. Where possible, urgent efforts should be made to retain existing City Advisors in order to avoid loss of institutional knowledge and government relationships.
4	Increase the focus on mobilising finance for urban development and infrastructure projects related to climate action, for continued CAI support and for future urban climate action programming. This may include supporting cities to identify appropriate public sector and development finance sources and catalysing private sector investment.
5	Continue to support peer learning and knowledge sharing between CAI cities and other primary and secondary cities, supported by CAI Phase 2 or future programming, as an effective way of raising awareness of solutions and encouraging competition on positive climate action.
6	Ensure sufficient resources for the programme management teams in a future phase of CAI, or in similar urban climate action programmes, particularly if they involve a significant amount of sub-contracted consultancy work, to enable appropriate contract management and quality assurance capability.
	Recommendations for FCDO regarding wider climate action programming in cities
7	Continue to find the right balance between tangible pilot projects, that intentionally inform policy, institutional change or wider scale up, and more abstract but vital policy reform and enabling environment work, in a future phase of CAI, or in similar urban climate action programmes.
8	Explore how a number of effective technical approaches demonstrated by CAI can be replicated or adapted in other urban climate action programmes, including the establishment of technical working groups for climate action at the city government level, to enable cross departmental collaboration, the establishment of a GHG inventory to provide an evidence base line.
9	Continue to support and evidence climate action co-benefits as part of urban climate action programming, with a focus on good green jobs, accessible transport services and urban spaces and improved public health, all of which helps to build government and city residents support for climate action.

#	Recommendation
10	Ensure that the right balance is achieved on engagement with municipal and national government stakeholders, in future climate action programing, making sure that opportunities for national government buy-in and scaling are maximised.

1 Introduction

This document comprises the Evaluation Report for the Climate Action Implementation (CAI) Programme, a £15 million, 4-year programme (2022 – 2026) funded by the UK's Foreign, Commonwealth and Development Office (FCDO) and implemented by C40 Cities in 15 of their member cities across Africa, Latin America and Southeast Asia. The evaluation was commissioned by FCDO in September 2025 through FCDO's Global Evaluation and Monitoring Framework Agreement (GEMFA) and was delivered by Tropical Health and DevLearn between October 2025 and April 2026.

This document was completed by the evaluation team (ET). As requested by FCDO, it is concise, has an assumed level of CAI programme knowledge for the reader, and includes wider explanatory annexes, which are referenced in the text, for further detail.

1.1 Evaluation Purpose, Scope and Objectives

As the CAI component ended in March 2026, FCDO commissioned this end-of-term evaluation to assess the programme's key results and identify lessons for future investments in this area. The scope of the evaluation is both **accountability and learning focused**. It was designed to assess progress towards delivering CAI's outcome and impact, although due to time and resource constraints was not commissioned as a more traditional impact evaluation. Specific focus was placed on:

- results effectiveness,
- value for money (VfM),
- process (including partner implementation) and
- learning and knowledge sharing.

The evaluation was designed to support evidence-based decision making on possible future and current programmes providing technical assistance in cities and urban areas. The evaluation was also intended to contribute to CAI's Project Completion Report. Evaluative scope has included CAI's coherence and co-ordination with CFF, as the two pillars of UCAP, as well as the extent to which CAI has built on the successes and learning of the CLIC programme. The evaluation also placed a strong focus on relevant gender equality, disability and social inclusion (**GEDSI**) dynamics of programme delivery, (See EQ 1.2 and 5.3 in Annex 3) which is typically referred to as **Inclusive Climate Action (ICA)** by C40 and the CAI team.

The evaluation scope does not include large quantitative data collection exercises (beyond reviewing existing monitoring data). Also out of scope is an assessment of the calculations that inform the estimated impacts to be achieved by CAI, including GHG emission reduction calculations and the co-benefits such as green jobs created and public health improvements, as this relies on complex modelling exercises that the ET is not resourced to review.

The evaluation has followed the OECD-Development Assistance Committee (DAC) criteria of **Relevance, Effectiveness, Efficiency, Sustainability, Impact**. This has been supplemented with the additional dimensions of **Transformational Change and Additionality.** Findings from all evaluation questions (EQs) have informed the learning points and recommendations.

1.2 Evaluation timeline and deliverables

The evaluation began with a short inception phase from early October to early November 2025. During this period, the ET confirmed sampled cities for data collection, completed stakeholder mapping for these cities, developed an evaluation matrix including finalised EQs (See **Annex 3**) and submitted a final inception report which was signed off by FCDO on the 17th November 2025.

Following inception, the implementation phase began which ended in March 2026. During this time, the ET completed in-depth secondary data analysis and interviews with key programme stakeholders from both C40 and FCDO before completing in-country data collection which ran from mid-January to early February 2026. Following data collection and previous activities, the evaluation team drafted and submitted the draft final evaluation report to FCDO on 27th March 2026.

Following submission of the final evaluation report, the ET addressed feedback from FCDO before submitting a final evaluation report on 29th April 2026, final dissemination products (as agreed with FCDO at the start of the reporting

phase) by end of May 2026, and a final project closure meeting on 11th June 2026. **Table 3** presents a list of final evaluation deliverables, with agreed deadlines.

Table 3 – Evaluation deliverables schedule

Deliverable	Deadlines
1 – Final Inception Report	13 November 2025
2 – Draft Evaluation Report	27 March 2026
3 - Final Evaluation Report	17 April 2026
4 - Completion of evaluation dissemination products	30 May2026
5 - Closure meeting	11 June 2026

Source: Evaluation team

1.3 Evaluation Uses and Target Audience

Effective learning, knowledge-brokering, and communication activities are critical to ensure that evaluation and learning evidence is useful, shared and utilised by relevant stakeholders. As mentioned above, the evaluation is designed to support evidence-based decision making on possible future and current programmes providing technical assistance in cities and urban areas. While maintaining independent judgment, the activities and deliverables in Table 4 will be produced by the ET in collaboration with FCDO, to make sure the relevant findings are communicated to the relevant audiences at the conclusion of the evaluation. Further detail on the evaluation use, influencing and dissemination plan is available in **Annex 7**.

Table 4: Dissemination deliverables & target audiences *(* = deliverables included in this report)*

Deliverable	Targeted Stakeholders	Reason for the deliverable
3 x Validation workshops with C40's CAI regional teams*	• C40 - CAI regional teams	Headlines on draft evaluation findings to inform the CAI regional teams and validate main findings and learning points.
1 x Validation workshop with C40's CAI central team	• C40 - CAI cross-regional / central team	Presentation of aggregated and analysed programme-level findings, drawing on examples from cities, to inform the CAI central team and validate main findings and learning points.
Final Evaluation Report*	• FCDO client team • C40 • FCDO Evaluation and Climate cadres.	Concise, evidence-based report with clear recommendations which can be practically applied.
Evaluation Digest	• FCDO client team • Ministers, Director and DG level • C40 • CDO Evaluation and Climate cadres. • Development partners in cities and climate action space. • Wider public	A 2-page summary of the final evaluation findings, recommendations and learning points, for Ministers, Director and DG level, as well as for wider public.
Slide deck of evaluation findings, suitable for including in presentations	• FCDO client team • C40 • Selected cross-HMG participants	A concise and practical overview of the evaluation findings will be delivered for the FCDO cadre and selected cross HMG participants. The slide deck, should include infographics that can be used in other dissemination formats.
Presentation on learning points for urban climate action, slide deck and recording	• FCDO client team • FCDO Evaluation and Climate cadres • Selected cross-HMG participants	Potentially delivered together with C40, a high-level overview of the urban climate action learning points, informed by the CAI evaluation, to inform future urban climate action work.
Learning Brief	• FCDO client team • Ministers, Director and DG level	A 3 or 4-page summary of the key learning points from the evaluation, including examples from selected

Deliverable	Targeted Stakeholders	Reason for the deliverable
	• C40 • CDO Evaluation and Climate cadres. • Development partners in cities and climate action space.	cities, made relevant to wider urban climate action programming.
City briefs x 4	• FCDO client team • FCDO Posts • C40 • Development partners in cities and climate action space.	A 2-page City Brief produced for each of four sampled cities, covering a mix of sectors and regions. These will be prepared for Accra, Addis Ababa , Kuala Lumpur and Medellin, based on FCDO's preference.
Thematic briefs x 2	• FCDO client team • FCDO Posts • C40 • Development partners in cities and climate action space.	A 4-page thematic briefing note prepared for each of two selected thematic areas: • Socio-economic Co-benefits of Urban Climate Action • Mainstreaming Climate Action in Cities: Learning from CAI

1.4 Evaluation Management

Our core ET comprises a Team Leader and two Senior Evaluators, also serving at GEDSI and VfM experts. The core team was responsible for designing the overall evaluation, delivering it day to day, and analysing and developing all evaluation reports. The core team was supported by three desk-based data analysts. Tropical Health and DevLearn leadership provided contractual oversight and quality assurance, and their robust project and financial teams facilitated work delivery.

During the data collection and analysis phases, a mix of international and national consultants worked together to collect data in the eight sampled cities (Accra, Addis Ababa, Kuala Lumpur, Lima, Medellin, Mexico City, Nairobi and Quezon City), verify the accuracy and contextualisation of the reported findings and recommendations, and contribute city and regional findings in order to evidence the final evaluation report.

It should be noted that the ET worked independently from C40 and FCDO to complete this evaluation, and prior to finalisation of the ET, Tropical Health and DevLearn conducted due-diligence processes with individual team members to ensure no conflicts of interest were present before commencement of the project.

1.5 Divergence from the Inception Report

Revision of evaluation questions: with approval from the client, the ET streamlined the number of EQs presented within the ToR from seven overarching EQs and 30 sub-EQs, to five overarching EQs and 15 sub-EQs organised by OECD-DAC evaluation criteria. The motivation behind this change was to reduce duplication of questions and improve the usability of the final evaluation report. The key changes are summarised as follows:

- Sub-EQs that duplicated the overarching EQs were removed or better integrated into the overarching EQ
- All the sub-EQs focused on learning were moved to be covered under the sub-EQ on learning, under effectiveness.
- Questions focused on recommendations were removed as recommendations are a product of the evidence gathered during the evaluation and form a separate section of this final evaluation report.

Change of AI-assisted literature review software: Within the inception report, the ET proposed using Ailyze to conduct secondary data analysis to form the basis of the planned programme literature review. However, upon early review, the ET determined that the generated output did not meet the needs and quality standards expected of a detailed secondary data literature review. The ET worked closely with the Ailyze team to improve the output but after careful consideration following multiple revisions and updates to the output, the valuation team explored another AI-based tool, provided by a specialist company called ox.ai. This tool is specifically designed to support the analysis of qualitative data, and the

supporting team have extensive experience in evaluation, social research, and qualitative analysis. The analysis provided was more bespoke and provided greater detail in relation to the finalised evaluation questions.

In person validation/learning workshops: The in-person learning workshops with municipal government stakeholders that were originally planned for sampled cities, as proposed within the inception report, were replaced by regional and programme level online workshops with the C40 CAI team, which provided the programme team the opportunity to validate findings and provide feedback. It was decided that sufficient burden had been placed by the ET on municipal government representatives through the KII process, which yielded rich information.

Stakeholders interviewed: We originally proposed up to 120 KIIs from across stakeholder groups but achieved 200; over 50% more than our goal, due to the strong availability of key informants in the sampled cities.

2 The CAI programme: A snapshot

The **Urban Climate Action Programme (UCAP),** launched by the UK at COP26 and funded through its International Climate Finance (ICF), aims to support cities in Africa, Asia, and Latin America to become carbon neutral by 2050. It targets urban centres as pivotal sites for climate action due to their outsized contributions to greenhouse gas emissions and their potential to influence regional and national climate trajectories. Cities produce over 70% of emissions globally, but also offer cost-effective and scalable pathways for emission reduction through infrastructure, policy, and planning reforms.

UCAP is being delivered by the C40 global network of cities acting on climate change, and GIZ, the German government's international technical assistance delivery arm, to deliver two components: the Climate Action Implementation (CAI) component and the C40 Cities Finance Facility (CFF).

The **CAI component** has a budget of £15 million and was implemented between January 2022 and March 2026. Building on the UK's earlier Climate Leadership in Cities (CLIC) initiative, CAI focuses on embedding climate action in 15 megacities by strengthening local capacity, advancing governance and planning systems, and facilitating the implementation of selected high-impact actions (SHIA) across the transport, waste, energy and buildings sectors, which originate from each city's Climate Action Plan (CAP) previously developed by C40 in a broader range of cities, including these 15. It is also important to note that not all CLIC cities were selected for CAI.

Table 5 – UCAP CAI's 15 selected cities

Central and South America	Africa	Southeast Asia
• Bogotá, Colombia • Medellín, Colombia • Guadalajara, Mexico • Mexico City, Mexico • Lima, Peru	• Accra, Ghana • Addis Ababa, Ethiopia • Dar es Salaam, Tanzania • Johannesburg, South Africa • Lagos, Nigeria • Nairobi, Kenya • Tshwane, South Africa	• Jakarta, Indonesia • Kuala Lumpur, Malaysia • Quezon City, Philippines

Source: FCDO

CAI embeds C40 City Advisers within municipal administrations to act as technical and political facilitators, helping cities prioritise and deliver key climate actions and mainstream climate considerations into local policy. This is important because many LMIC cities face limited technical capacity, constrained finances, and fragmented governance.

CAI has been designed and implemented to deliver the following results, as summarised in the evaluation ToR:

- Delivery of two priority climate actions per city (SHIAs)
- Strengthened staff and systems capability for climate-smart urban development and implementation;
- Completion of the first greenhouse gas (GHG) emissions inventory cycle for each city, compliant with international standards;
- High quality climate evidence is routinely informing city policies, plans and budgets, including through appropriate city-led climate monitoring and evaluation systems.

Within the C40 Cities CAI context, **Selected High Impact Actions (SHIAs)** and **climate action mainstreaming** are complementary mechanisms designed to strengthen the inclusiveness and sustainability of urban climate action. SHIAs are sector specific climate actions, co-developed with municipal governments, to unlock the policy, regulatory and institutional enabling environment for progress at scale.

Mainstreaming, by contrast, focuses on embedding climate considerations into the core systems and functions of city governments—including planning, budgeting, procurement, and sectoral policies—so that climate action is institutionalised rather than delivered as stand-alone initiatives. In practice, SHIAs inform what inclusive and equitable climate action should look like at the project level, while mainstreaming ensures these principles are systematically integrated into decision-making processes, enabling sustained implementation and scaling across city systems.

Through this programme, the UK aims not only to deliver measurable reductions in emissions but also to catalyse wider transformational change by demonstrating replicable urban climate models, supporting national policy development, and reinforcing inclusive, evidence-based climate governance. As the planet already approaches a 1.5°C temperature rise, the urgency and scalability of urban interventions - especially in rapidly urbanising LMICs - are key to the global climate response. More information on the programme context and the scope of the SHIA and mainstreaming work in each city is available in **Annex 2**.

3 Methods & Analysis

The evaluation methods and analytical approach are summarised below. Further details can be found in **Annex 3**, including the sub-evaluation questions, the approach for sampling (city and stakeholder), artificial intelligence (AI) usage for programme documentation review, the online survey process and quality assurance.

3.1 Learning focused and theory-based evaluation

The ET adopted a participatory, learning-focused, theory-based evaluation design to reflect the complexity of CAI delivery across diverse city contexts. This approach combined multiple complementary methods to both assess performance and generate actionable learning. In line with the ToR, the evaluation focused on four core components: results effectiveness, value for money (VfM), process (implementation), and learning and knowledge sharing. The CAI Theory of Change (ToC) was used as the analytical backbone, enabling the ET to test causal pathways, assumptions, and contextual factors influencing delivery and outcomes.

To assess results, the ET applied a light-touch outcome harvesting approach, systematically identifying and verifying observable changes (e.g. policy shifts, institutional practices, capacity gains) linked to CAI support. This was particularly suited to the programme's non-linear and city-specific nature, where outcomes are often emergent rather than predefined. Harvested outcomes were then interrogated using an adapted contribution analysis methodology, which triangulated evidence to assess the plausibility of CAI's contribution to observed changes, rather than seeking direct attribution. This included examining enabling and constraining factors (including political economy dynamics) and assessing the strength of causal linkages.

A structured Strength of Evidence (SoE) framework was applied across all findings (see **Section 3.3**), enabling systematic grading of evidence based on criteria such as source triangulation, consistency, methodological robustness, and relevance to evaluation questions (EQs). This ensured transparency in how findings and conclusions were reached and allowed differentiation between well-substantiated findings and those based on more limited evidence.

These approaches were underpinned by mixed-methods data collection and analysis. Qualitative secondary document review (including programme documentation, city outputs, and where present MEL data) was conducted across all CAI cities to establish a comprehensive evidence base. This was complemented by primary data collection in eight case study cities, including key informant interviews and stakeholder engagement, to generate in-depth insights on implementation processes, contextual enablers and barriers, and variations in results. The case study approach enabled comparative analysis across different governance, institutional, and socio-political contexts, strengthening the external validity and explanatory depth of findings.

Finally, the evaluation was explicitly learning-oriented and participatory, engaging C40 staff, city stakeholders, and partners throughout to validate emerging findings, test assumptions, and support utilisation of results. This iterative engagement strengthened both the robustness of the analysis and the practical relevance of recommendations.

3.2 Evaluation questions and framework

Table 4 comprises the evaluation framework, based on the EQs and includes broad data collection, and analysis and synthesis approaches. These are used to varying depths for each question and detailed in subsequent sections.

Table 6: Summary of the Evaluation Framework

Evaluation Questions	Data Collection & Sources of Evidence	Analysis & Synthesis
EQ1: To what extent is CAI's design and delivery relevant to partner-city needs and coherent with UK and international climate priorities?	**Primary data** was gathered through remote KIIs, and in-country qualitative and quantitative data collection in 8 CAI cities and an online survey. This included: ▪ **Key informant interviews with 200 stakeholders** during December 2025 to February 2026 ▪ **In person visits and interviews in 8 sampled cities**: Accra, Addis Ababa, Kuala Lumpur, Lima, Medellin, Mexico City, Nairobi and Quezon City. ▪ **Online Survey with 174 respondents** from city governments, civil society, C40 and FCDO Post staff, covering all 15 CAI cities. **Secondary data** included an AI-supported programme document review of over 470 files.	Several interlinking approaches were used: ▪ Political Economy Analysis ▪ Framework-guided thematic analysis, ▪ Descriptive quantitative analysis, cross-city comparative analysis, ▪ Light-touch contribution analysis and a light-touch outcome harvesting approach and ▪ VFM - Assessment using the 4E framework (economy, efficiency, effectiveness, and equity), plus cost effectiveness and cost-benefit analysis. ▪ Theory of change assessment, reviewing the overall project logic and utility of the theory of change.
EQ2: How effectively is CAI achieving its intended outputs and outcomes, and what factors enabled or constrained performance?		
EQ3: To what extent has CAI delivered outputs and likely results efficiently, offering good value for money?		
EQ4: To what extent are CAI-supported results, capacities and partnerships likely to be sustained or scaled beyond the programme's lifetime?		
EQ5: To what extent is CAI likely to contribute to transformational change in partner cities' ability to decarbonise?		

Source: Evaluation team

Together, the complementary methods allowed the ET to assess programme performance, accountability and learning across the evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact while recognising the complexity of urban climate governance and the multiple actors involved in influencing climate policy and implementation.

City sampling and data collection

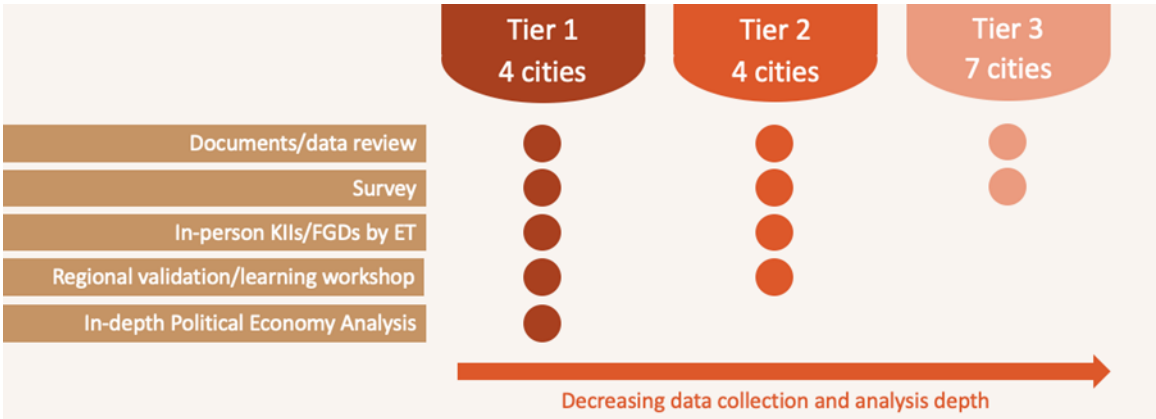
CAI is an extensive programme covering 15 large cities, with two sector-specific initiatives in each city. Based on the budget and time available for the evaluation, we planned and delivered the following approach to city sampling and data collection:

- **Tier 1 cities: Accra, Addis Ababa, Kuala Lumpur and Medellin**. Primary data collection was undertaken in person by a one- or two-person team, an in-depth political economy analysis (PEA) (See **Annex 8**) was undertaken to better understand the enabling environment context at city level, and additional data collection included a survey of stakeholders all forms of data collection; programme documentation review.
- **Tier 2 cities: Lima, Mexico City, Nairobi and Quezon City**. The data collection process was the same as Tier 1, with the exception of an in-depth PEA.

- **Tier 3 cities:** The remaining seven non-sampled cities were only included in the survey and secondary data, such as programme documentation, was used to analyse evidence.

More detail on the sampling strategy, including the sampling criteria applied in order to select the cities, is available in **Annex 3.**

Figure 1 Data collection differences between the three tiers of sampled cities



Source: Evaluation team

Stakeholder Sampling for Interviews

KII participants were selected using a purposive sampling approach designed to capture a wide range of perspectives on CAI programme design, implementation and outcomes. The sampling strategy prioritised stakeholders with direct involvement in or knowledge of CAI-supported activities, including Climate Action Plan development, design and implementation of technical assistance for the SHIAs, CAI's mainstreaming work and C40 network engagement. A snowball approach was also used where respondents would also suggest others to be interviewed. Interview participants were drawn from several stakeholder groups, including city government officials responsible for climate policy and implementation, C40 programme staff and technical advisors, FCDO representatives, national government counterparts where relevant, and representatives from civil society or partner organisations engaged in climate action initiatives. As mentioned above, in total 200 KIIs were undertaken.

3.3 Analysis

We applied a structured analytical approach designed to systematically assess evidence gathered against the EQs and sub-EQs. The approach combined qualitative and quantitative analysis and was guided by the evaluation matrix developed during the inception phase. This ensured that all data collected were analysed consistently in relation to the evaluation framework and that findings were grounded in clearly identifiable evidence.

The analytical approach combined several complementary methods, including political economy analysis, framework-guided thematic analysis, descriptive quantitative analysis, cross-city comparative analysis, light-touch contribution analysis and a light-touch outcome harvesting approach. Together, these methods allowed the evaluation team to assess programme performance across the evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact while recognising the complexity of urban climate governance and the multiple actors involved in influencing climate policy and implementation.

Findings were developed through an iterative synthesis process that aggregated evidence across primary and secondary data sources, stakeholder groups and cities. The ET reviewed coded qualitative data, survey results and documentary evidence to identify key patterns and relationships relevant to the EQs. There was a layered process to generate findings at differing levels, which then contributed to programme level findings. Findings were presented in:

1. **City level findings reports** for internal ET use, covering each high-level EQ, following primary data collection

2. **Regional focused slide decks** were produced for each region (Africa, Latin America and Asia) that synthesised across the respective CAI countries in the region again across EQs, with lessons learnt and reflections generated. (see **Annex 6**)
3. **Programme level slide deck** with summary findings, lessons learnt and reflections

Triangulation was a central component of our approach and occurred in a number of ways:

- **Internally:** Across evidence sources to develop findings, both in the initial development of findings by each regional team and during three internal team meetings where city findings were discussed across the team using a Miro Board. These internal team meetings were highly participatory with evidence mapped, taking into account differences across cities.
- **Externally:** during three regional focused workshops (12 – 16 February 2026), and one programme level workshop (26 February) where findings were presented to relevant C40 staff for validation, challenges and feedback and in one FCDO similarly focused workshop on 9 March.

Each finding presented in the main report is supported by multiple sources of evidence where possible, as evidenced in **Annex 4** on Strength of Evidence. Anonymised references to specific KIIs are included in the footnotes of the findings section, where we draw on those to corroborate specific points or examples or quotes. Where evidence was limited or uncertain, this is transparently acknowledged in the report. It is important to note that where divergent perspectives emerged, these were analysed and reported in order to reflect differences in stakeholder experience or context. Each finding presented in the main report is supported by multiple sources of evidence where possible. Where evidence was limited or uncertain, this is transparently acknowledged in the report.

As part of this analysis, the ET utilised AI, specifically a company named OX.AI, in addition to ChatGPT software, for which further detail can be found in Annex 3. The evaluation team worked closely with OX.AI, a specialised qualitative research AI company to support analysis and synthesise secondary data to inform the literature review of this evaluation. The ET also used ChatGPT to inform the structure and content of the political economy analysis outputs. In both instances, outputs were verified by the ET. Neither OX.AI nor ChatGPT was used to analyse or synthesise any primary data collection outputs such as KII transcripts or survey results.

Strength of Evidence

To strengthen the transparency and credibility of the evaluation, as laid out in the inception report, analysis included an assessment of the SoE underpinning key findings. SoE was judged based on **Table 7**. The thresholds of evidence strength were increased during the implementation of the evaluation, as the ET had access to more KII data than originally anticipated.

Table 7: Scoring the strength of evidence

Evidence Strength	Definition	Indicative Criteria
High	**Evidence is triangulated, and consistent across multiple, independent (where possible), and credible sources.** Findings are backed by strong convergence between stakeholder views, documentation, and observable outcomes.	• At least five[2] independent and / or diverse pieces of evidence corroborate the contribution claim. • 40 or more of the KIIs corroborate the contribution claim. • ≥70% of relevant stakeholder KII convergence on contribution • Minimal contradictions across data.
Medium	**Evidence is plausible and partially corroborated, but gaps or minor inconsistencies exist.** While overall	• At least three[3] independent and / or diverse sources support the claim.

[2] Where there are less than five relevant pieces of evidence, over half must support this.
[3] Where there are less than three relevant pieces of evidence, over half must support this.

	alignment supports the finding, corroboration is limited in scope or completeness.	• Between 20 and 39 of the KIIs corroborate the contribution claim. • Moderate stakeholder KII convergence on contribution (40–69%). • Minor inconsistencies in causal narrative or data completeness.
Low	**Evidence is weak, anecdotal, or uncorroborated.** There is limited convergence across sources, and causal linkage between CAI activity and observed change is speculative or unclear.	• Only one or weakly independent source supports the claim. • Between one and 19 of the KIIs corroborate the contribution claim. • <40% stakeholder KII convergence. • Substantial gaps in documentation or contradictory accounts.

The findings against each research question, structured according to the OECD-DAC criteria, are presented in Section 4, with a dedicated VfM section included in Section 4.7. Drawing all of this together, we reflect on the project's overall theory of change (TOC) in Section 4.8.

3.4 Limitations

This evaluation was conducted using a robust methodology and adherence to a clear evaluation scope. However, the ET recognised a number of limitations which are presented below.

- **Generalisability:** the scale and differing C40 contexts makes the generalisability of findings out of the reach of this thematic evaluation. Findings should be seen as indicative rather than generalisable. Nonetheless we attempted to interview across context and stakeholder groupings to make the findings as rich (and triangulated) as possible.
- **Documentation bias:** most of the documentation provided to the ET was produced internally (i.e. from within C40). The ET ensured that no findings were based on documentation alone but rested on KIIs (etc.) and then triangulated by the documentation and survey results. No findings were based on either survey and / or documentation alone, with the exception of CAI's impact metrics (see below).
- **Use of CAI impact metrics:** Our analysis of CAI impacts on emission reductions relied on impact data provided by the project. While in-depth city-level verification of these figures was beyond the scope of the present evaluation, a reasonable degree of confidence can be drawn from C40's use of established impact methodologies, including the Air Quality for Urban Action (AQUA) tool for transport interventions[4], the Healthy and Efficient Retrofitted Buildings (HERB) tool for buildings interventions,[5] the City Inventory Reporting and Information System (CIRIS) for waste projects,[6] plus standard IPCC guidance on emissions modelling[7]. While the CAI impact documents contain little information on specific additionality and attribution methods, the nature of the impact estimates are quite narrowly restricted to specific CAI-supported SHIAs, and do not appear to be claiming outsized impacts from other partners.
- **The limits of AI tools:** While digital tools and AI-assisted processes can improve efficiency in managing large volumes of qualitative data as seen in this evaluation, they may introduce risks related to misinterpretation or over-simplification of complex evidence. To mitigate this risk, all AI-assisted outputs were treated as supporting inputs rather than analytical conclusions, and findings were derived through manual review and triangulation across multiple evidence sources.

[4] C40 (2024). Air Quality Through Urban Action (AQUA): Transport module. C40 Knowledge Hub. Available at: https://www.c40knowledgehub.org/s/article/Air-Quality-Through-Urban-Action-AQUA-transport-module?language=en_US
[5] C40 (2023). Healthy and Efficient Retrofitted Buildings Tool (HERB). C40 Knowledge Hub. Available at: https://www.c40knowledgehub.org/s/article/Healthy-and-Efficient-Retrofitted-Buildings-Tool-HERB?language=en_US
[6] C40 (2026). City Inventory Reporting and Information System. C40 Knowledge Hub. Available at: https://www.c40knowledgehub.org/s/article/City-Inventory-Reporting-and-Information-System-CIRIS?language=en_US
[7] IPCC (2006). Guidelines for National Greenhouse Gas Inventories. Available at: https://www.ipcc-nggip.iges.or.jp/public/2006gl/

3.5 Ethics & Safeguarding

The evaluation has been conducted in line with FCDO's ethical guidance for research, evaluation and monitoring activities, to ensure the "evidence and learning have integrity and merit",[8] and with Tropical Health's own ethical principles and a *do no harm* approach. At the start of all KIIs, informed consent was sought and key informants were told that they are free to decline to answer any question asked. Seeking consent also involved informing respondents that notes and/or transcripts of their interview may be analysed with an AI-driven tool, in full compliance with data protection requirements under the General Data Protection Regulation (GDPR). Additional details are in Annex 3.

[8] DFID (2019) DFID Ethical Guidance for Research, Evaluation and Monitoring Activities, p. 26.

4 Findings

4.1 Introduction

The findings below are organised by EQ, drawing on examples from across the CAI portfolio and geographies. Each EQ is responded to in turn, beginning with a summary statement and key findings, followed by supporting evidence. Key findings, their SoE and where relevant the contribution that CAI is included under each EQ. Given the scale of evidence collected, collated and synthesised, the ET has selected the most relevant findings of use and reflection in relation to existing programme, for inclusion in this report.

It is important to note that given the scale of the CAI portfolio across 15 cities, examples provided are illustrative and not exhaustive. Lessons too should be considered indicative rather than generalisable.

4.2 Relevance

Table 8: Overview of EQ1 findings including SoE, contribution claim when relevant, and contradictory evidence

EQ 1: To what extent is CAI's design and delivery relevant to partner-city needs and coherent with UK and international climate priorities?			
#	Finding Statement	SoE	Contribution Claim
1	The design of CAI is purposefully aligned with municipal climate action priorities and transport, buildings/energy and waste sector needs and has been responsive to political changes	High	**Partial Contributor:** CAI was not the only actor.
2	Inclusive climate action has generally been well-embedded in the design of CAI and the processes involved in the SHIA in each city, although in many cases benefits to local communities won't be realised until the outcomes are achieved	High	**Partial Contributor:** CAI was not the only actor.
3	There is clear coherence with UK and international strategic climate priorities and with the Cities Finance Facility (CFF), the other UCAP pillar, with room to increase coordination and synergies in places.	Medium	**Partial Contributor:** CAI was not the only actor.

CAI is consistently found to be highly relevant and demand-driven, with strong alignment to city-level climate priorities, and sector-specific needs, as well as UK and international climate change mitigation objectives. Its grounding in the previously developed Climate Action Plans (CAPs) provided a credible, evidence-based foundation, while flexibility in the design of SHIA allowed cities to co-create interventions that reflected political mandates, sectoral authority, and readiness. Gender equality, disability and social inclusion (GEDSI) considerations, referred to as inclusive climate action (ICA) by C40, were intentionally embedded, though the depth and consistency of application has varied by city and sector.

FINDING 1. The design of CAI is purposefully aligned with municipal climate action priorities and transport, buildings/energy and waste sector needs and has been responsive to political changes

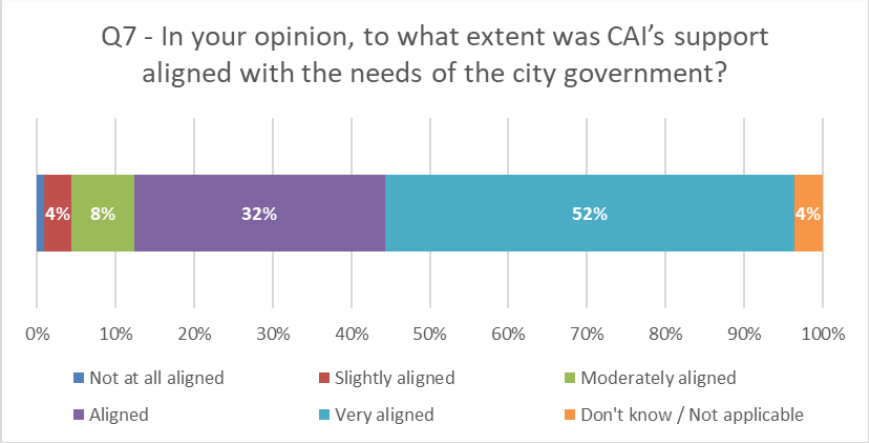
From the initial phase of programme implementation in 2022, CAI built on the longer-term C40 relationship with all 15 of the cities, following C40's previous support to develop a CAP. In some cases, relationships with the CAI cities go back many years prior to the CAPs. The two SHIA in each city were typically selected from the robust evidence base provided by the CAPs, which showed high impact sectors in terms of each city's carbon profile and adaptation needs alongside local co-benefits, including energy efficiency, improved services, and job creation.[9] [10] In **Mexico City**, for example, CAI supported the implementation of more than 100 electric buses under a "Just Transition" model, safeguarding informal operators' livelihoods while reducing emissions.[11] In **Nairobi**, the programme facilitated the solarisation of market cold-storage facilities, decreasing energy demand and post-harvest losses.[12] In **Accra**, CAI developed a sub-national Waste

[9] PROG01, PROG03, NA, AC003, AC0024, AD005, AD006, AD009, LM003, LM014
[10] UNFCCC (2015). Paris Agreement; UNFCCC (2023). Synthesis Report of NDCs
[11] See CAI City Factsheets for all 15 cities
[12] NA011

Optimisation Strategy to strengthen municipal waste management systems.[13] Alongside the two SHIA, the components focused on mainstreaming climate action were designed to meet the demands and climate action priorities of municipal government departments. Each city was able to select mainstreaming support from a range of topics including Inclusive Climate Action (ICA), climate finance and monitoring evaluation and reporting (MER) for climate action progress. This demand-led approach enabled clear alignment with city needs.

The design of the SHIA and mainstreaming has been refined through sustained engagement with city officials, ensuring relevance to mandates and political realities. CAI demonstrated high relevance to partner cities by targeting key sectors - transport, buildings/energy, and solid waste management - where municipalities can achieve substantial emissions reductions. There was strong sectoral coherence in each of the three regions – Africa, Latin America and Southeast Asia – which enabled the regional teams to focus on two of the three sectors in each region, which avoided the programme's technical expertise being spread too thinly. For example, CAI's seven African cities focused on buildings and energy as well as waste management, but not on transport. An important observation is that in cities with limited regulatory autonomy (compared to national government mandates) CAI focused on actions within municipal control, such as energy efficiency, decentralised renewables, waste management, improving feasibility of project development.[14] This is supported by survey data: 84% of the 108 city and national government respondents to the CAI evaluation survey, reported that CAI was closely aligned with their cities' priorities, enabling tangible progress in key sectors and strengthening the capacity of local institutions to implement climate actions effectively.

Figure 2 *Survey responses on alignment of CAI with city government needs (n=113)*



Source: CAI evaluation team

Although relevance of design is strong across the programme, there were several cases where the alignment of CAI's activities with city office mandates and priorities could have been improved. For example, in **Quezon City**, the monitoring, evaluation and results (MER) trainings related to the Green Building Code were conducted through one-on-one sessions with each involved department. However, the content is catered for the building and engineering offices and some offices were confused with expectations in relation to their MER role.[15]

The programme has been responsive to changes in political and institutional dynamics. At least six of the SHIA changed for a range of reasons between 2022 and 2025, mainly due to political changes in city administration following an election.[16] An adaptive approach was enabled as CAI embedded dedicated City Advisers in relevant city government departments, establishing Technical Working Groups (TWGs) on climate action or relevant sector-specific topics and trained junior and mid-level staff to maintain institutional knowledge, which has generally enabled the programme to ensure continuity despite staff turnover and shifting priorities. Sensitivity to political context has also clearly informed the pattern of CAI delivery. For example, in **Bogotá**, CAI paused implementation of SHIA 1 on pedestrianisation until the

[13] AC012, AC015
[14] PROG05
[15] QC08
[16] PROG15

new Mayor and city government was embedded in 2023 and ready to implement the related policy. This degree of flexibility has greatly supported the political buy-in and relevance of the programme.[17]

FINDING 2. Inclusive climate action has generally been well-embedded in the design of CAI and the processes involved in the SHIA in each city, although in many cases benefits to local communities won't be realised until the outcomes are achieved

CAI has effectively embedded Inclusive Climate Action (ICA) principles within its design, particularly through the implementation of SHIAs in partner cities.[18] ICA activities in the SHIAs have primarily been operationalised through participatory planning processes and targeted technical assistance, which have helped to elevate the visibility of vulnerable groups in climate planning and the distributional impacts of possible climate action. Multiple KIIs[19] report that SHIAs introduced new analytical lenses on equity, including disaggregation of impacts by gender, income and informal status, which were not previously standard in city planning processes. For example, in **Nairobi**, officials noted that SHIA findings on informal settlement exposure to flooding directly informed prioritisation of adaptation actions in vulnerable wards.[20] In **Kuala Lumpur**, stakeholders highlighted that the SHIA process introduced, for the first time, structured consideration of low-income group exposure to heat and transport costs. In **Lima**, KIIs noted that distributional analysis supported stronger linkage between climate and social policy agendas, particularly around air quality and public health.[21] In **Mexico City,** bus corridor demand studies generated disaggregated mobility data, enabling the design of "Care Mobility" routes prioritising access to clinics and schools for women and vulnerable groups[22]. In **Accra**, the programme formalised informal waste worker cooperatives, allowing previously unrecognised workers to participate in municipal waste collection systems and access income-generating opportunities.[23]

This inclusive design ensured that interventions respond directly to beneficiary needs, helping cities move beyond abstract climate goals to tangible benefits for communities. There are several examples across CAI, of benefits to local communities which have already been realised. For example, in Tshwane, South Africa, the development of the Sustainable Waste Management Strategy for Informal Settlements has resulted in 20 facilitator and 60 community members trained on waste diversion and treatment, and has created over 20 direct jobs in one settlement. Scaling up by the city and other partners is already taking place.[24] By embedding ICA principles and approaches in the SHIA processes, CAI also supported institutional learning, enabling municipal authorities to systematically consider gender, social equity, and marginalised groups in future climate planning and budgeting. Furthermore, in response to the CAI survey question 'To what extent have CAI-supported processes improved meaningful engagement with vulnerable groups?' 62% of city government stakeholder reported improvements to a considerable (30%) or great extent (32%). A small number of stakeholders interviewed reported that ICA conversations and training could have been done more explicitly at the start of some SHIA and training for both the CAI team and relevant city stakeholders could have been done earlier, to help embed GEDSI from the very start.[25] Generally, however, C40's ICA Advisors in each region were able to provide the necessary support to CAI team members in a timely manner.

However, it is important to note that many social benefits remain prospective, as they are contingent on the full implementation and scaling of pilot interventions. For example, formalising cooperatives in **Accra** and implementing women-focused mobility measures in **Mexico City** will only yield measurable social and economic outcomes once infrastructure investments and service delivery reach operational maturity.[26] While SHIAs and consultations generated valuable insights, KIIs across multiple cities indicate that these were not consistently translated into budgeted actions, regulatory changes, or sustained institutional practices. For example, in **Nairobi**, respondents noted that while SHIA

[17] PROG18
[18] PROG01, PROG03
[19] For example, NA003, NA005, NA009, NA014; KL002, KL006, KL0011; QC001, QC004, QC008; and LM007, LM010.
[20] NA005, NA009
[21] KL KII, 2, 6; Lima KII 7, 10
[22] CAI documentation on "Care Mobility"
[23] AC003, AC012, AC015
[24] PROG 021
[25] PROG11
[26] MC005

findings informed planning documents, there was limited follow-through into funded projects due to fiscal constraints. In **Addis Ababa**, KIIs highlighted that inclusion considerations were present in diagnostics but weakened during implementation due to capacity gaps and competing priorities. Similarly, in **Lima**, institutional fragmentation limited the uptake of ICA recommendations across departments[27] Despite this, the systematic integration of ICA at the design and SHIA levels positions CAI to deliver long-term inclusive impacts, ensuring that climate resilience measures do not exacerbate existing social inequalities.

FINDING 3. There is clear coherence with UK and international strategic climate priorities and with the Cities Finance Facility (CFF), the other UCAP pillar, with room to increase coordination and synergies in places.

"Cities remain an important place for climate action to be led and delivered and FCDO needs to have a strong city programme focus". FCDO team member familiar with CAI[28]

CAI demonstrates strong coherence with UK and international climate priorities. Having a 2015 Paris Agreement aligned CAP was one of the criteria for CAI city selection.[29] Furthermore, CAI's focus on technical assistance, policy development, and institutional capacity building has supported the operationalisation of climate commitments at the urban level, bridging the "implementation gap" between national targets and municipal action.[30] CAI aligns closely with the UK's International Climate Finance (ICF) strategy, particularly its 2023 emphasis on sustainable urban development, low-carbon transitions, and climate-resilient cities. By providing targeted support in high-emission urban sectors; transport, energy, and waste- CAI contributes to the UK's post-COP26 commitments and the alignment of bilateral aid with the Paris Agreement.[31] For example, the **Kuala Lumpur** green buildings SHIA is directly linked to UK and international climate objectives, including net-zero targets, adaptation, resilience, and inclusive growth. These efforts contribute to the Paris Agreement's 1.5°C target and align with Malaysia's Nationally Determined Contributions (NDCs).

CAI has moderate coherence with the work of the Cities Finance Facility (CFF), the investment-focused pillar of UCAP, although synergies could be strengthened. Overlapping with CFF Phase 3 in seven cities, CAI and CFF have generally been designed as complementary pillars within UCAP, addressing different stages of the urban climate action pipeline. While CAI is focused on enabling the policy, technical, and institutional foundations, CFF is focused on project preparation, investment readiness, and financial structuring. In theory, CFF can use CAI as a funnel for possible projects to be financed and when working together, this top-down and bottom-up complementarity should ensure that municipal climate actions are both technically robust and financially viable.[32] In some cases, CAI interventions generated the evidence, policy reforms, and pilot data needed to prepare infrastructure projects for investment by CFF or other financiers. In **Accra**, for example, reforms and bylaw adjustments enabled the city to secure a $3 million grant from the African Development Bank for a composting plant, while **Nairobi's** solarised cold storage pilots generated operational data necessary to build donor and county-level confidence for scaling.[33] However, in practice, differences in departmental engagement, timelines, or project pipelines, as well as a mismatch in viable ticket sizes (CFF generally requires projects sizes of USD 5 million or more) slowed the transition from technical assistance to investment financing. Enhancing joint planning, integrated project pipelines, and early collaboration between technical and financial advisory teams would maximise synergies, accelerate the scaling of urban climate interventions, and strengthen the overall coherence of UCAP's support to partner cities.[34] There remain several opportunities for greater synergy. In **Jakarta** for example, there was no clear financing work for taking forward CAI's buildings energy audit findings and the related solar deployment. CFF could help to take forward financing for some of the solutions that CAI is identifying, where there is an appropriate fit in terms of investment ticket size.[35]

[27] Nairobi KII3, 5; Addis KII 13,16; Lima KII 7, 10.
[28] PROG19
[29] PROG15
[30] PROG01, PROG03
[31] C40 Cities Finance Facility (CFF), Programme Overview (2023); UCAP CAI Programme Documentation
[32] PROG19; C40 Cities Finance Facility (CFF), Programme Overview (2023); UCAP CAI Programme Documentation
[33] AC012, AC015, NA007
[34] UCAP CAI programme management notes on coordination with CFF
[35] PROG16

4.3 Effectiveness

Table 9: Overview of EQ2 findings including SoE, contribution claim when relevant, and contradictory evidence

EQ 2: How effectively is CAI likely to achieve its intended outputs and outcomes, and what factors enabled or constrained performance?			
#	Finding Statement	SoE	Contribution Claim
4	CAI has delivered effectively across contexts, producing tangible outputs built from the CAPs which have translated into early outcomes and pathways to wider change, although, understandably, these remain at the early operationalisation stage	High	**Contributor**: For specific interventions, CAI was unique in achieving results.
5	CAI has made considerable progress in strengthening climate action leadership and technical capacity at multiple levels in municipal governments, particularly via the mainstreaming work	High	**Partial Contributor:** CAI was not the only actor.
6	C40 supported learning activities, including the regional academies and city peer exchanges, have strengthened technical and institutional leadership, although cross-regional learning could have been stronger	High	**Partial Contributor:** CAI was not the only actor.
7	CAI's effectiveness has been supported by C40 technical expertise, city leadership and the foundation of existing climate action plans and earlier engagement with city counterparts. Conversely, a number of factors have constrained CAI's implementation, including financing options, institutional barriers and bureaucratic procedures	Medium	**N/A**

CAI has been broadly effective in delivering significant results and translating the selected areas of the CAPs into action, particularly through climate mainstreaming, leadership strengthening, and targeted work to develop guidance, enable policy changes and implement pilots. CAI's learning components have also been effective in raising the awareness and ambition of CAI cities to undertake enhanced climate action. Enabling factors include C40 technical expertise, city leadership and the foundation of existing climate action plans. Constraints included limited municipal mandates, political turnover, and time required to inform and adopt policy changes, areas that are broadly beyond C40 control.

FINDING 4. CAI has delivered effectively across contexts, producing tangible outputs built from the CAPs which have translated into early outcomes and pathways to wider change, although, understandably, these remain at the early operationalisation stage.

Across all 15 cities there is strong evidence that CAI delivered its intended outputs in the SHIAs and the mainstreaming work, and results are starting to be seen in every context. These successes should not be underestimated given the short timeline the programme has been operational. Dozens of tools, processes and checklists have been identified, designed, piloted and developed in collaboration with city counterparts, providing legitimacy and drive for climate action. Across cities, evidence suggests that CAI has contributed to strengthening institutional foundations for climate action, particularly through policy development, governance reforms and cross-department collaboration.

Examples of the effectiveness of CAI supported change are given throughout this report although we focus here on two examples.

- In **Lima**, the programme worked with stakeholders to provide the framework for implementing the first "Clean Air Zone" (ZAL/LEZ), positioning Lima as a Latin American leader. CAI took a data-driven approach, with the use of public surveys enabling PROLIMA to demonstrate strong public support for pedestrianisation, thereby strengthening its leadership in public opinion. A number of innovative methodologies were used, for example, a cycle lane prioritisation matrix, the criteria of which are now used widely by the city government to assess cycle lane projects, with strong likelihood of it being introduced into a more regulatory framework. As one CAI survey respondent from Lima's city government reported,

'The CAI transformed intention into measurable results. Its greatest contribution was to provide us with the technical evidence needed to support the Clean Air Zone Ordinance (Zona de Aire Limpio -ZAL), a milestone that would not have been achieved without the co-benefit studies and surveys.'[36]

- In **Mexico City**, CAI produced legally institutionalised procurement guidelines that establish practical measures and specifications for bus operators to purchase electric public transport vehicles, to achieve zero emissions. The guidelines remain flexible enough to avoid favouring any particular brand, thus instilling confidence in concessionaires. The guidelines have expedited the acquisition of electric vehicles for public transport in the city by up to 50%, as demonstrated by the purchase of 50 e-buses under the new guidelines – this streamlined procurement process helps to get buses operational and generating revenue much faster than previously, further improving the commercial viability of e-buses over conventional diesel buses. The confidence and efficiency provided by the guidelines have increased the number of private concessionaires interested in offering electric public transport services.

C40s previous engagement with the cities, including designing the CAPs, has been highly effective in supporting longer-term change. This design layering was intentional and has created very robust foundations for accelerating climate action. In **Lima**, pre-CAI, C40 were already carrying out advocacy with the Urban Mobility Management (GMU) and individual stakeholders. In **Kuala Lumpur** there was city interest to progress and launch a Low Carbon building checklist that C40 had initially tried unsuccessfully over 15 years before.

Pilots were undertaken in a smaller cohort of cities than the 15 programme cities and have been broadly observed as to be successful. The pilots have accelerated credibility of climate action. Demonstration projects, such as those shown in **Box 1**, have helped to convert abstract climate goals into politically salient objectives, and helped to adjust and contextualise climate intentions. The evaluation has shown that pilot projects that deliver tangible infrastructure, such as those in Nairobi and Lagos, are important, not necessarily as endpoints but as political and technical catalysts for climate action, helping to demonstrate real benefits to city residents and to identify necessary policy reform or regulations that are needed for scale-up. These two projects were implemented with grant capital (CDEL), marking a valuable experiment for both FCDO and C40 in working with contractors to build physical infrastructure.

Box 1: Examples of some of CAI's pilot and demonstration project results

- **Bogotá** - La Rolita - Empowering Women Drivers for Bogotá's Electric Bus Fleet. CAI enabled 465 bus operators to be trained & 272 to be hired, including 224 women and 75 female upskilled operators, delivering Bogotá's first cohort of electric bus drivers under a gender-inclusive framework.
- **Kuala Lumpur** - CAI developed a user-friendly technical guide to implement a new Low Carbon Building Checklist, reinforcing the adaptation of buildings to green regulation, reducing energy consumption and the impacts of extreme heat. The pilot Technical Guide requires developers to utilise it as a foundation to incorporate low carbon design into project plans.
- **Johannesburg** - CAI worked with the city to develop solar powered energy solutions for informal settlements, aiming to reduce GHG emissions while providing health benefits from reduced fossil fuel use. A city-led solar microgrid pilot for 180 households was delivered in the Amarasta informal settlement to help understand the constraints and opportunities and enable the city government to scale this up to a further 67,840 households.
- **Lagos** - The implementation of a biogas plant at Ikosi Market, directly funded by the CAI programme, not only diverts organic waste, but provides 30 kWh of daily electricity for market lighting, phone charging, and clean cooking and water provision for local traders, that previously was limited, while also creating 24 direct jobs. The city is now committed to a wider organic waste diversion programme.[37]
- **Mexico City** - CAI developed guidelines, which have been institutionalised, to specify the characteristics that electric vehicles for public transportation must meet according to the needs and infrastructure of the city. This

[36] Ref - tbc

37 See C40 comms video on the Lagos pilot here: https://www.youtube.com/watch?v=x7pj7kshixc

gives certainty to new actors, both producers and buyers of electric buses, accelerating the offer of these services to the population.

- **Nairobi** - Establishment of a solar-powered cold storage facility at the City Park (Fresh Produce) Market to diminish food waste, bolster food security, and reduce carbon emissions. Nairobi's city government is assessing the feasibility of expanding this model to over 60 fresh produce markets across the city.

Finally, ICA tools have strengthened participatory approaches and programme effectiveness, particularly where aligned with existing planning mechanisms. For example, in **Quezon City**, ICA inputs were integrated into participatory planning processes (linked to *barangay*-level engagement), helping to structure community consultations and incorporate climate considerations into local development prioritisation. Respondents highlighted that this led to more systematic inclusion of community-identified priorities, including transport accessibility and disaster risk. Similarly, in **Kuala Lumpur**, ICA-related consultations expanded the range of actors engaged - particularly civil society and community representatives - although depth of engagement varied and was often time-bound to specific studies. In **Medellín**, KIIs reported that ICA processes helped bring informal community voices into discussions on green infrastructure, though this was not consistently sustained beyond project life-cycles.[38]

FINDING 5. CAI has made considerable progress in strengthening climate action leadership and technical capacity at multiple levels in municipal governments, particularly via the mainstreaming work

"One of the key advantages of a longer-term programme like CAI and the City Advisors being embedded in municipal government, is that city government staff realise that climate action is not as daunting." C40 CAI regional team member[39]

CAI's strong focus on building leadership and technical capacity to implement climate action in the 15 cities has yielded notable results. Capacity building has been a foundational component of CAI support. Training programmes have seen C40 supported knowledge and skills sharing with municipal counterparts, including leadership. A few examples from a much broader range include:

- **Bogotá:** CAI trained officials in monitoring and evaluation to enhance the implementation of the Climate Action Public Policy.
- **Kuala Lumpur**: CAI institutionalized Inclusive Climate Action (ICA) training into the citywide training calendar (available to thousands of staff potentially), embedding equity considerations into municipal decision-making and
- **Jakarta**: CAI helped to integrate net zero carbon buildings (NZCB) principles into academic and vocational curricula to develop a skilled workforce.

As a result of a coordinated approach to implement policy action, pilot projects and capacity development, many cities have moved from fragmented or non-existent climate coordination to having functioning steering committees, integrated plans, and budget tagging for climate action.[40] CAI has increased technical confidence, cross-departmental collaboration, and political awareness of the need for climate action, with mayors increasingly championing visible results. It is important to note that different cities have different baselines of capacity, assessed by C40 as part of the programme, and CAI has applied a place-based approach to match the capacity development needs to the city context. In **Medellin**, for example, there was already strong commitment to climate in some areas and CAI was able to capitalise on this to move SHIAs forward.[41] The low emission zone was a pre-existing plan that the city needed help pushing forward.

Diagnostics, tools and roadmaps are a strong CAI contribution, enabling some city governments to implement evidence-based prioritisation and subsequent climate actions. The programme has co-developed a wide range of

[38] KL KII 4, 6, 11 Medellín KII 12, 15 QC KII 1, 4, 8
[39] PROG08
[40] PROG10
[41] ME001, ME003, ME007

diagnostics and tools that can be used by city government stakeholders to advance relevant aspects of climate action. These include GHG inventories, energy audits, waste characterisation, transport demand and prioritisation tools, and business case models, to name a few. These have been important activities to build credibility, generate political capital and evidence the potential for change / success. Specifically within Lima, CAI empowered technical staff through the use of survey results and traffic flow data to shift from political, to evidence motivated decision making. This very practical hand holding has been supported by longer terms guidelines and road maps to guide climate action in specific sectors and projects.[42] For example, in **Guadalajara**, the Energy Efficiency Roadmap for public buildings, sets out clear strategies for the city's nearly 400 public buildings and in the transport sector work there has been a strategy for consolidating the low-emission zone, a portfolio of five strategic lines of action and 17 measures that seek to enhance the environmental, social and economic benefits of the area. As a stakeholder reported:

> *"The tools and activities have been used in a coordinated manner by the Mexico City Government to strengthen climate action in mobility from a comprehensive perspective. SEDEMA has incorporated them to align environmental policy with mitigation and air quality goals, while SEMOVI has applied them in the planning and guidance of electromobility and zero-emission public transport strategies."*[43]

Table 10 provides an indication of the significant extent to which these types of products are being used by city government departments following their introduction by CAI.

Table 10: Frequency of response to CAI survey question on: 'Which CAI tools, guidance materials or capacity-building activities has your organisation actively used since they were provided?' (n = 112) - As this was a multiple-response question (with up to three selections allowed), percentages are calculated against the total number of respondents (n=112), rather than total responses, and therefore do not sum to 100%.

Action	Frequency	Percentage
Sector-specific Climate Action Roadmaps (e.g. transport, waste, buildings, adaptation	70	62.5%
Training or coaching received from CAI (technical, data, sector-specific)	68	60.7%
Participation in regional or global C40 peer-learning / C40 Academy sessions	58	51.8%
Governance, coordination or climate-mainstreaming support (processes, templates, structures	55	49.1%
GHG inventory and/or MRV templates, guidance or dashboards	38	33.9%
Inclusive Climate Action (ICA) tools or templates	36	32.1%
Net Zero Carbon Buildings (NZCB) Roadmap	22	19.6%
Low-Carbon Building Checklist (LCBC)	18	16.1%
We have not actively used any CAI tools, guidance materials or capacity-building	14	12.5%
LCBC Calculator / modelling tool	8	7.1%
Other CAI tool, training or activity used	6	5.4%

Source: CAI evaluation survey

Climate mainstreaming was a critical aspect of the programme with evidence highlighting that it took place primarily through integrating climate priorities into municipal governance frameworks, policies and regulatory instruments. Across KIIs, climate mainstreaming is described as the institutionalisation of climate priorities within existing governance systems, rather than the creation of separate climate programmes, which was seen as critical for sustainability and impact in the design of CAI. Programme KIIs describe efforts to embed climate considerations into municipal planning processes and sector policies. For example, CAI helped to establish the Climate Change Unit in Nairobi, to enable much needed coordination among departments. In **Accra**, climate initiatives were integrated into city planning processes and development frameworks, while **Addis Ababa** KIIs highlight integration into environmental planning structures and city governance mechanisms. Evidence from **Quezon City** demonstrates mainstreaming through the development of formal policy instruments such as the Green Building Code, the Good Green Jobs resolution, and the updated Climate Action Plan, supported by technical working groups and cross-department collaboration. In **Kuala Lumpur**, mainstreaming took

[42] PROG12
[43] Survey response accessed 1 March 2026

the form of governance tools and frameworks such as the LCBC, MER system and ICA checklist, which are being integrated into city processes and legislative frameworks supporting the Kuala Lumpur Climate Action Plan 2050.[44] Some **Kuala Lumpur** KIIs[45] stressed that leadership gains were vulnerable to political turnover, with momentum slowing after mayoral changes - a point strongly supported by CAI programme documents. While the sustained impact of capacity development activities is discussed in Section 4.5, the evaluation has found that CAI activities have started to change mindsets around the importance of initiatives and approaches related to inclusive climate action, which often met the most notable initial resistance from counterpart government teams.[46]

FINDING 6. Evidence across cities and stakeholders suggests that C40 supported learning activities, including the regional academies and city peer exchanges, have strengthened technical and institutional leadership, although cross-regional learning could have been stronger

"There is a huge demand for city-to-city exchange, to understand examples in person. This is resource heavy, but often worthwhile." C40 CAI team member[47]

Across C40 city contexts, peer learning and city-to-city exchanges were consistently identified as highly valuable components of the programme. Regional and global academies (See Box 2), study visits and cross-city exchanges enabled officials to learn from practical implementation experiences in other cities and create a healthy competition between Mayors who were encouraged to make clear commitments and deliver on them. Programme respondents highlighted peer learning activities as a key mechanism for knowledge exchange across the C40 network. City respondents similarly emphasised the importance of these exchanges. In **Accra** and **Addis Ababa**, city officials highlighted learning from experiences in other cities as helping them understand practical approaches to climate initiatives. In **Lima**, respondents also emphasised that engagement with other cities helped them adapt climate governance approaches to local contexts. In **Quezon City**, participation in regional academies and exchanges - including events in Kuala Lumpur and Jakarta - enabled city officials to learn from other cities' experiences and strengthen collaboration within the C40 network.

Box 2. C40 regional and global academy events

CAI facilitated a number of regional and global academies during the programme, convening representatives from city governments, development organisations and other relevant stakeholders to discuss sectoral or thematic topics such as energy efficient buildings and clean air zones in cities. Regional workshops and peer exchanges between cities was cited by many city government stakeholders as key.[48] One example is the Global Academy that C40 convened in Medellín, Colombia, in March 2025, which brought together city representatives from three continents to exchange knowledge and develop strategies to accelerate the decarbonisation of public buildings. CAI facilitated knowledge exchange on topics such as strengthening energy governance, improving data management and monitoring systems for sustainable energy use, promoting good green jobs, and constructing resilient buildings designed to support a healthy and energy-efficient future.[49]

Regional learning partnerships have also been effective. C40 has facilitated peer-to-peer learning through the Climate Action Planning Programme and regional partnerships like ICLEI Africa and the City Academy on Finance and Equity (CAFE) sessions provided tailored capacity-building opportunities across Southeast Asia, Africa, and Latin America.[50] Cities are leveraging knowledge-sharing platforms, workshops, and regional academies to disseminate best practices and lessons learned. for example, **Bogotá** participated in finance and equity academies, reinforcing regional climate

[44] See PROG01, PROG15; AC003, AC012, AC020; ADDIS010, ADDIS013; QC KII 05, QC KII 11, QC KII 17KL KII-10, KII-11, KII-14.
[45] KL KII-10 and 14
[46] KL010, KL014
[47] PROG08
[48] PROG14, PROG18, CAI Quarterly Reports
[49] CAI (2025) Quarterly Report for Y4Q2 (April-June 2025)
[50] FCDO (2024) UCAP Annual Review Year 2

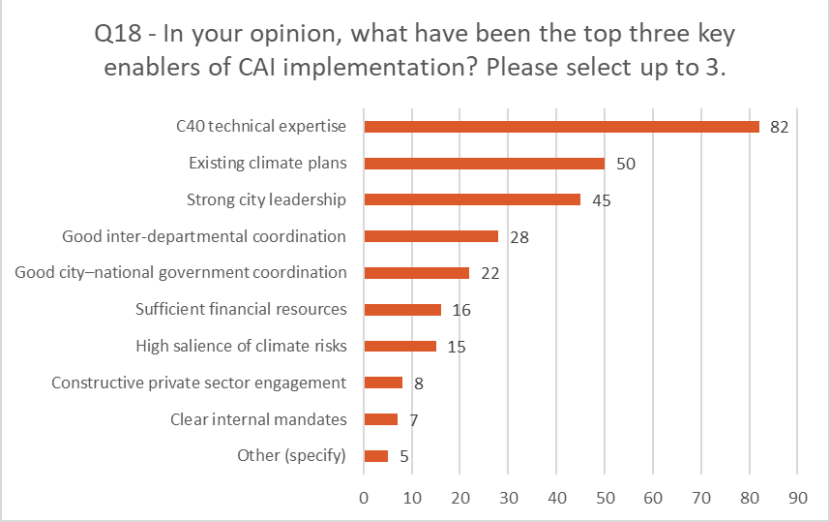
governance leadership.[51] In Latin America multiple cities (Medellin, Guadalajara, and Lima) are now implementing low emissions zones, with the regional CAI management structure allowing for Latin American specific lessons on this topic to be shared. The learning exchange in Johannesburg enabled **Nairobi** city officials to gain a deeper understanding of strategies for reducing organic waste, which in turn directly informed the CAI-supported piloting of a cold storage initiative in one of Nairobi's city markets.[52]

A number of programme level interviews indicated that learning activities, particularly regional academies and peer-learning between cities, as well as the dissemination of knowledge products, could have been started earlier or could have been more frequent. For example, in **Accra**, learning events have been very effective but could have been more frequent.[53] Members of the C40 team also reported that they would like to see more of the regions learning from each other in a more structured manner.[54] While there was an internal CAI cross-regional 'stocktake' in 2024 where the regions and centre got together to share learning points, this could be more regular and institutionalised.[55]

FINDING 7. CAI's effectiveness has been supported by C40 technical expertise, city leadership and the foundation of existing climate action plans and earlier engagement with city counterparts. Conversely, a number of factors have constrained CAI's implementation, including financing options, institutional barriers and bureaucratic procedures

Evidence across KIIs and the survey suggests that the effectiveness of CAI interventions was shaped by a combination of institutional, political and C40 operational factors (both positively and negatively). We have seen in Findings 4 and 5, that CAI has strengthened climate planning and institutional capacities across C40 cities. That being said, implementation of the SHIAs and other climate actions often depends on broader aspects of the enabling environments, which are critically beyond the programme's control but could be further designed into the delivery of future phases. These are discussed below and supported by data from the evaluation survey (see **Figure 3** below).

Figure 3 *City government survey responses on the enablers of CAI implementation (n=99)*



Source: Evaluation survey

Political leadership and institutional champions created the enabling conditions for climate action to advance across C40 cities. In all cities, strong political commitment and institutional leadership (particularly the Mayor and city official leadership champions) were critical enabling factors for programme implementation. Stakeholders consistently highlight the importance of mayoral leadership, senior administrative champions and dedicated climate units in sustaining momentum for climate initiatives. Programme respondents emphasised that engagement with mayors and senior

[51] C40 City Factsheet Bogota
[52] See PROG01, PROG02, PROG12, PROG18; AC005, AC010; ADDIS02; L02, L08; QC KII 02, QC KII 12, QC KII 17; KL KII-6, KL KII-12.
[53] PROG10
[54] PROG08
[55] PROG02, PROG08, PROG14

officials helped legitimise climate initiatives and mobilise participation across municipal departments. In **Quezon City**, strong mayoral leadership and the institutional role of the Climate Change and Environmental Sustainability Department were widely cited as key drivers of progress, particularly in advancing initiatives such as the Green Building Code and Good Green Jobs framework. Similarly, stakeholders in **Kuala Lumpur** emphasised the importance of institutional champions within the city administration who helped drive climate governance reforms and maintain engagement across departments. In **Lima**, respondents also noted that leadership support within municipal institutions played an important role in advancing climate planning processes and sustaining engagement across departments.[56] Conversely this strength is also perceived to be a weakness with city stakeholders commentating that climate progress remains vulnerable to changes in political leadership or shifts in institutional priorities, particularly in cities where climate action is not yet fully embedded within governance systems (for example, in Kuala Lumpur).

Continuous, well-received C40 advisory and technical support helped translate knowledge into institutional capacity and climate outcomes. Across cities, the presence of embedded advisors and C40 country / technical team members and sustained technical engagement was widely cited as a key mechanism for strengthening institutional capacity, KIIs suggest that capacity gains depended not only on technical training but on sustained day-to-day support and institutional mentoring. Programme KIIs highlight the role of City Advisors in helping cities operationalise climate strategies and coordinate across departments. In **Accra**, advisory support helped departments coordinate climate planning activities and engage stakeholders, while **Addis Ababa** KIIs describe how advisors supported planning processes and stakeholder engagement around environmental initiatives. Evidence from **Quezon City** similarly highlights how coordination between C40 advisors, consultants and city departments supported policy development and strengthened institutional collaboration.

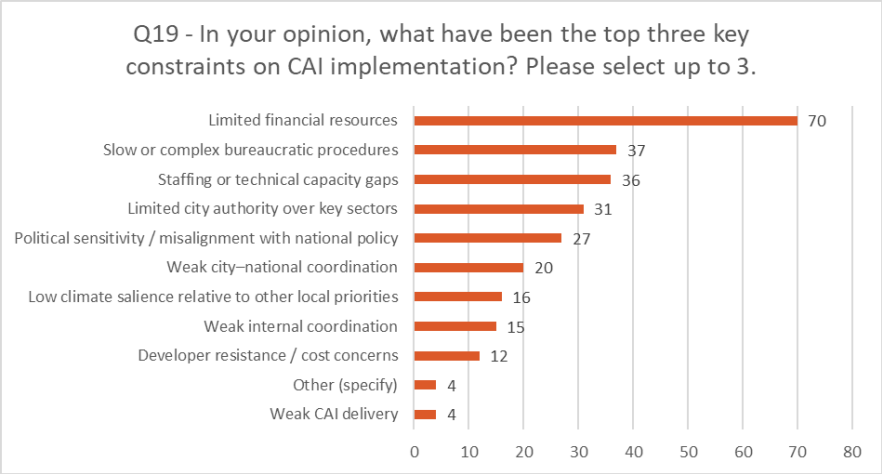
CAI-enabled cross-department coordination steering committees and working groups **have helped to strengthen institutional ownership and delivery of climate initiatives.** Programme respondents highlight that CAI activities often created spaces for collaboration between departments responsible for planning, environment, infrastructure, finance and social programmes that previously did not exist. A number of city teams reporting that having C40 work at their side gave them credibility to engage and operate with other departmental teams on climate issues. For example, in **Quezon City**, technical working groups enabled collaboration between departments including CCESD, PESO and the Department of Building Officials in developing climate-related policies and programmes.[57] In **Nairobi**, CAI helped to strengthen the city's Climate Change Steering Committee to enhance coordination and implementation of climate actions across departments, supported by a dedicated budget line. In **Dar es Salaam** they formalised its Climate Change Steering Committee (DCCSC) to sustain climate governance and integrate climate aspects into strategic plans and budgets. A number of these are steering committees / technical advisory committees continue, with C40 regional stakeholders arguing if they were to design the programme again, it would ensure committee development and usage early on.[58] Conversely, in **Accra**, programme activities helped bring together departments responsible for waste management, transport and environmental policy, which improved coordination on climate initiatives. However, the Steering Committee was not effective unless prioritised by the Mayor meaning the meetings did not happen as frequently as they should.[59]

Several structural constraints have limited the pace and scale of implementation, and may go on to impact sustainability. The survey of city government stakeholders shows that limited financial resources, slow or complex bureaucratic procedures and staffing or technical capacity gaps are the top constraints. (See Figure 4). Financial constraints and the reliance on external funding remain persistent structural constraints. For example, **Accra** respondents report municipal budget limitations, while **Addis Ababa** KIIs highlight institutional and financial barriers affecting environmental initiatives. In **Lima**, respondents also highlighted financial constraints and dependence on external financing as barriers affecting implementation and sustainability of mobility projects remains a systemic constraint, limiting the city's own financial commitment to these initiative.[60] Not being able to see the immediate benefit was also mentioned as a related barrier to city action. SHIA that could demonstrate more obvious and rapid cost savings

[56] See PROG01, PROG04; AC015, AC020; ADDIS006; L01, L03; QC KII 01, QC KII 09, QC KII 14; KL KII-1, KL KII-4
[57] QC001, QC009, QC011
[58] See PROG01, PROG15; ADDIS010; L01, L14; QC KII 14, QC KII 17; KL KII-4, KL KII-11
[59] See AC003, AC016
[60] See PROG01, PROG02, PROG12, PROG15, PROG18, PROG20; AC005, AC010; ADDIS02; L02, L08; QC KII 02, QC KII 12, QC KII 17; KL KII-6, KL KII-12.

such as building energy efficiency were successful in making climate action politically more attractive.[61] In **Quezon City**, regulatory constraints affecting renewable energy deployment, including net metering caps and permitting processes, have limited the scaling of solar energy initiatives. In **Kuala Lumpur**, KIIs highlight structural barriers such as limited enforcement authority, fragmented data systems and IT challenges affecting implementation of governance tools.

Figure 4 City government survey responses on the constraints to CAI implementation (n=99)



Source: CAI evaluation survey

4.4 Efficiency

Table 11: Overview of EQ3 findings including SoE, contribution claim when relevant, and contradictory evidence

EQ 3: To what extent has CAI delivered outputs and likely results efficiently, offering good value for money?			
#	Finding Statement	SoE	Contribution Claim
8	CAI's complex scope has largely been delivered on time and on budget and CAI's delivery and VfM has benefitted from C40's positive reputation and convening powers.	High	**Contributor**: For specific interventions, CAI was unique in achieving results.
9	Strong value for money (VfM) has been achieved through delivery of much of the technical tasks by local suppliers, although multiple small contracts has increased the management burden on the C40 team.	High	**Contributor**: For specific interventions, CAI was unique in achieving results.
10	The role of embedded City Advisors has been instrumental to efficient project delivery, while CAI's decentralised, regional programme management model has enabled responsiveness. However, regional teams are generally working beyond capacity.	High	**Contributor**: For specific interventions, CAI was unique in achieving results.
11	CAI has generally coordinated well with other climate action initiatives in each city, with some room for improvement.	Medium	**Partial Contributor:** CAI was not the only actor.

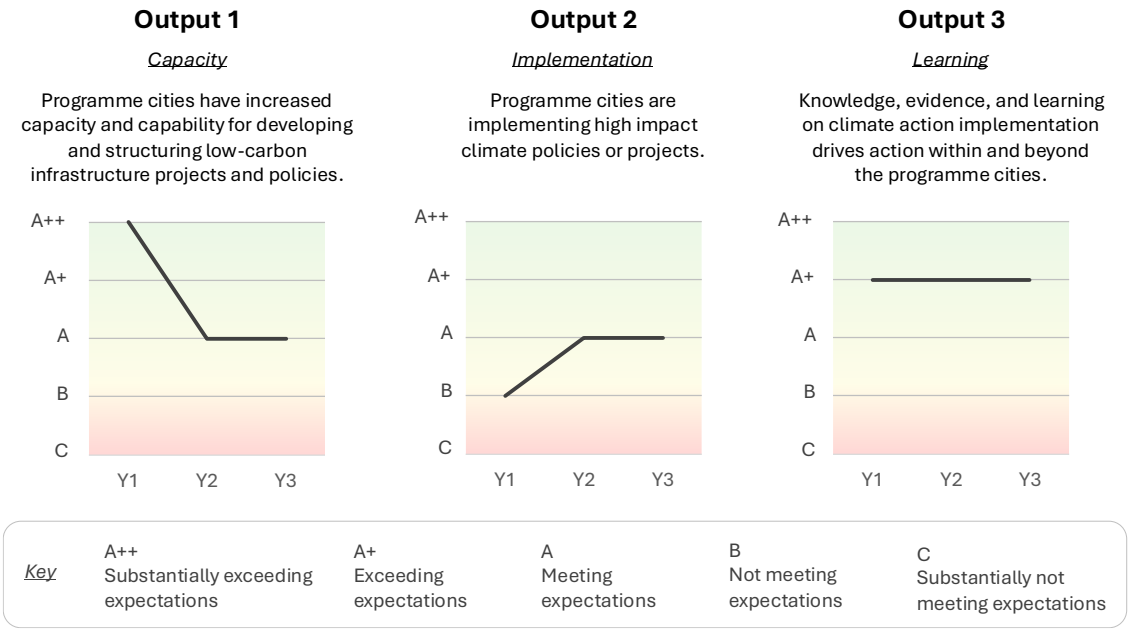
The delivery of CAI has been highly efficient, driven by C40's strong in-house technical expertise and organisational reputation, embeddedness in city governments, procurement practices focused on local service providers, and nimble navigation of shifting political landscapes. Most of the work has been delivered on time and on budget – a commendable result given the contextual pressures and limited time horizon of the project. Coordination with other climate action initiatives has generally been good, though instances were noted where efficiency could have been improved in this respect.

FINDING 8. CAI's complex scope has largely been delivered on time and on budget and CAI's delivery and VfM has benefitted from C40's positive reputation and convening powers.

[61] PROG05

CAI has delivered a complex, multi-city programme largely on time and within budget. This is a commendable effort given the political turnover occurring in most cities at some point in the programme, as well as the intensive load of technical assistance delivered through many external consultancies across SHIAs in multiple sectors. Logframe outputs were for the most part at or above expectations throughout the project, which received overall annual review scores of Ain Years 1, 2, and 3 respectively (Figure 5 5).[62]

Figure 5: Delivery of logframe outputs[63]



Source: FCDO

A significant factor underpinning this performance has been C40's institutional standing. C40's globally recognised leadership position in urban climate action, and the respect afforded to it by mayors and senior city officials, has facilitated access and political buy-in that a less established organisation would have found difficult to secure. This convening power was most visibly demonstrated through events such as the Regional Academies and the annual Mayors Summit, which brought together political and technical stakeholders from across the programme. These platforms not only raised the profile of CAI's objectives but also created peer pressure and mutual accountability among participating cities, contributing to sustained engagement throughout the programme lifecycle.

Within individual cities, C40's reputation also enabled efficient mobilisation of stakeholders and smooth engagement with government counterparts. Similarly, in cities where C40 had pre-existing relationships from the earlier Climate Action Plan preparation phase, City Advisors were able to move immediately into implementation without the relationship-building period that typically absorbs significant time and resource at the start of a new programme. The ability to leverage this institutional capital represents a clear driver of value for money. Finally, C40's reputation also helped to attract high-quality service providers of technical consultancy, who were eager to work with the organisation.

Political turnover has been handled efficiently across the programme, with most cities having had elections at some point during the programme. Such events risk disruption to implementation through staff turnover, shifting political priorities, and the general disruption to city governance that comes with campaigns, elections, and handover periods – even if the same party, or even the same mayor, retains power. For the most part, C40 has successfully anticipated these disruptions, and adjusted their efforts accordingly – either accelerating work to deliver results before elections, or working hard to build continuity with new administrations. In **Mexico City**, for example, particular efforts were made to ensure electric bus guidelines were published pre-election[64]. Despite these efforts, some cities have inevitably suffered

[62] Annual review scores for Year 1-3 published by FCDO. The Y4 annual review was not available at the time of writing. As with the output scoring, an "A" signifies meeting expectations while "A+" signifies exceeding expectations.
[63] Performance grading of outputs was taken from the FCDO annual reviews for the first three years of the project available at the time of writing.
[64] MC001, MC009

from a challenging political environment – in **Medellin**, at the time of writing, one of the SHIAs had not been concretised via a mayoral decree as planned, and the controversial congestion charging proposals that form part of the city's low emissions zone are unlikely to be implemented during the remainder of the present mayor's administration[65]. In the latter case, however, we do not believe that C40 could necessarily have done anything differently to improve the outcome – the efficiency of urban climate action can at times simply be constrained by political realities – a fact which C40 were mindful of, and generally responsive to, across the project.

FINDING 9. Strong VfM has been achieved through delivery of much of the technical tasks by local suppliers, although multiple small contracts has increased the management burden on the C40 team.

A key feature of CAI's delivery model has been its reliance on local and regional consultancies for the bulk of technical work. This approach has generated value for money in multiple ways - it has kept costs lower than international procurement would have allowed, strengthened the contextual relevance of outputs by drawing on local expertise, enhanced continuity and coherence between CAI and other initiatives (as city governments return to the same local consultants for multiple services), and helped build local capacity and relationships between city officials and service providers that are likely to be beneficial post-project. In **Medellin**, for example, the work on energy efficient public buildings was carried out with *Empresas Publicas de Medellin*, a state-owned utilities company headquartered in the city. Given the company's commitment to climate action, and its past and likely future work with the city government, it was well-placed to serve as lead partner on this SHIA, bringing local expertise and implementation continuity that would likely not have been possible with an international contractor[66].

While this reliance on local consultants is generally considered a positive of the programme, it is easier to deliver in some locations than others. Many of CAI's focal cities feature local supplier markets with a range of highly capable, internationally competitive firms, making local procurement the natural choice. Elsewhere, local supplier markets in less developed countries tend to feature fewer options, or a generally lower capacity level. C40 has applied deliverables-based contracting alongside robust quality assurance processes, which has further strengthened value for money. On the rare occasion of consultants underperforming, C40 has acted quicky to address the issue and keep overall delivery on track - in **Lima**, for example, quality issues with the initial consultant on SHIA 1 were identified early and the contract was terminated before further resources were committed.[67] A number of C40 team members reported that when local consultants underperformed it was due to some or all of: not receptive to feedback from C40 team; being good technically, but poor in terms of political economy understanding; having poor project management skills. In such cases, C40's in-house expertise (particularly regional technical staff) offered valuable backstopping services. There is some interest among the CAI team in bringing on board team members to the CAI team who have a more technical background, to reduce reliance on external consultants, for a possible second phase of the programme.[68]

Some suppliers noted that C40 offered less-than-competitive fee rates, though this does not appear to have materially affected the quality of services procured overall. In some cases, the strategic value of working with C40 was itself an attraction for service providers, who were willing to accept fees below what they would typically charge.[69] In **Nairobi**, a pro-bono energy audit carried out by Best Energy as part of the initial supplier engagement saved the programme an estimated US$20,000, illustrating the reputational leverage that C40 can bring to bear in procurement.[70] While this combination of goodwill, strong relationships, and strategic desire of suppliers to work with C40 has supported overall VfM, the question around consultancy fees requires reflection from C40 to ensure that the organisation can continue to be competitive in the market and attract the required expertise to future projects.

Finally, it is worth noting that the vast amount of external consultancy underpinning the SHIAs in particular proved challenging at times for the City Advisors tasked with overseeing the work. Many City Advisors were managing several parallel consultancies at any given time, often covering very different technical content, ensuring that output-based contracts were upheld on time and to budget, while ensuring a high quality of deliverables. In some cases, it could be argued that greater VfM could have been realised by tasking larger (potentially international) suppliers with a larger, consolidated workload. For example, in **Mexico City**, the study of transport corridors was split among multiple smaller,

[65] ME001, ME010
[66] ME001, ME007, ME009
[67] LM008
[68] PROG08
[69] KL006, KL007, KL008, AC002
[70] NB001

local firms, placing a significant management and coordination burden on C40.[71] However, this more dispersed model also has its advantages. Smaller firms tend to be nimbler and more responsive than large international contractors, and spreading tasks across multiple partners also helps mitigates the risks of overreliance on any single contractor, while broadening the network of providers with which city governments may have repeat business in the future.

FINDING 10. The role of embedded City Advisors has been instrumental to efficient project delivery, while CAI's decentralised, regional programme management model has enabled responsiveness. However, regional teams are generally working beyond capacity.

CAI's City Advisors have been among the most important drivers of efficient programme delivery. These individuals tend to have close relationships with city officials (sometimes with prior experience working in city government themselves) and are well-respected for the breadth and depth of their political economy awareness and technical knowledge on priority CAI topics. City Advisors have been instrumental in raising awareness of CAI's objectives, driving and coordinating the implementation of activities, convening diverse stakeholders, and facilitating capacity development. Their value has been greatest where advisors were already in post prior to CAI, allowing the project to quickly mobilise, drawing on City Advisors' intimate knowledge of city Climate Action Plans and strong relationships with city officials.

CAI's decentralised, regional delivery model - with regional teams across Latin America, Southeast Asia, and Africa providing programme management and cross-cutting technical support services - has also been an important source of operational efficiency. The model has enabled responsive and flexible programme management, allowing regional teams to adjust to changing city contexts without requiring central approval for every decision. Budget control has been maintained effectively across the portfolio, and the regional structure has facilitated a degree of cross-city learning within each region, building networks of climate action knowledge rooted in regional contextual relevance. Beyond decentralised decision making, C40's regional in-house technical expertise, provided by their Climate Solutions Network (CSN), has supported implementation across the project. In **Lima**, regional staff helped to review deliverables, provide technical opinions, and solve specific city queries that were outside of consultants' scope[72].

Despite these positives, there is evidence that regional teams have been operating at or beyond their capacity at times during the programme. Team members have frequently been stretched across multiple workstreams, and the volume of subcontracts requiring active management and quality assurance has compounded the pressure. Several C40 staff mentioned the importance of clearly defining the dynamic between the regional and cross-regional teams at the start of the programme.[73] Political transitions in several cities - including elections and government reshuffles - have further increased demands on staff, as relationship building with new counterparts has required intensive effort in order to keep delivery on track. The survey of FCDO and C40 staff corroborated this picture, with limited local government capacity during peak periods of work cited as a structural challenge to delivery.

FINDING 11. CAI has generally coordinated well with other climate action initiatives in each city, with some room for improvement.

Across the 15 cities, CAI has generally succeeded in identifying and working alongside other international climate initiatives, coordinating with stakeholders to improve efficiency and avoid duplication of effort. The most effective examples of this have involved formal collaboration arrangements, including co-financing and joint delivery. For example, in **Addis Ababa**, C40 collaborated with GIZ to co-host workshops and provide training to SMEs through a budget-sharing arrangement, and further partnered with GIZ's Nature Restoration Project, the Africa Circular Economy Network, and other C40 initiatives to advance renewable energy goals, including the installation of a 10 kW solar plant at the Environmental Protection Authority building.[74] In Lima, CAI coordinated actively with the World Bank, the Inter-American Development Bank, and the Cities Finance Facility to ensure complementarity of effort – informing IDB's Global Environment Facility programme to avoid repeating earlier errors and supporting CFF to identify the appropriate government counterparts for specific technical workstreams.[75]

[71] MC002, MC007, MC010
[72] LM001, LM008
[73] PROG02, PROG21
[74] AD011
[75] LM001, LM008

However, coordination has not always been seamless and there is opportunity for greater collaboration. In **Accra**, CAI and the KfW-funded Covenant of Mayors in Sub-Saharan Africa programme were initially unaware of each other's activities in the energy efficiency space, and despite joint planning sessions convened following FCDO Post signposting, some duplication occurred before the overlap was resolved[76]. This points to a broader gap in systematic donor mapping at programme outset - had a more structured landscape analysis been completed before activity design, the risk of duplication could potentially have been identified and managed proactively. There is a range of opportunities to collaborate with other FCDO programmes, for example with UK PACT in Indonesia where green buildings is a common area of support with CAI in **Jakarta**, and PACT could potentially conduct a deep-dive on implementing one portion of the Green Buildings Roadmap. In Nigeria the Green Cities, Infrastructure and Energy Programme (GCIEP) is working on waste-to-value and there may be possible synergies with CAI's waste work in **Lagos**. There are likely to be many opportunities to collaborate on technical assistance and mobilising finance for specific climate action projects, which would strengthen VfM across the UK Aid portfolio.[77]

4.5 Sustainability

Table 12: Overview of EQ4 findings including SoE, contribution claim when relevant, and contradictory evidence

EQ 4: To what extent are CAI-supported results, capacities and partnerships likely to be sustained or scaled beyond the programme's lifetime?			
#	Finding Statement	SoE	Contribution Claim
12	Climate actions and priorities have been embedded and institutionalised within some local city governments, but challenges such as high staff turnover, political will, and technical capacity of city governments undermine future sustainability.	**High**	**Contributor**: For specific interventions, CAI was unique in achieving results.
13	While much has been achieved by CAI, ongoing city specific support is critical to sustain results and help cities scale climate action.	**High**	**N/A**
14	There are strong exit strategies and handover processes in place across some cities, but without clear support to access future finance for implementation, activities are unlikely to continue.	**High**	**Contributor**: For specific interventions, CAI was unique in achieving results.

C40 has focused on prioritising the sustainability of its programme's activities through technical capacity building and the embedding of results within city policies, regulations and ordinances. Nonetheless, many stakeholders expressed hesitation about the future sustainability of CAI's results if no form of ongoing support is provided to cities. Institutional strengthening, mainstreaming, and capacity gains are likely to endure, but continued momentum depends heavily on political will, available finance to implement activities, staff continuity, and follow-on technical support.

FINDING 12. Climate actions and priorities have been embedded and institutionalised within some local city governments, but challenges such as high staff turnover, political will, and technical capacity of city governments undermine future sustainability.

All sampled cities show that some degree of institutional anchoring has been achieved through the CAI programme. Accra, Medellin and **Jakarta** have been supported to include climate actions within their city's Medium Term Development plans, **Nairobi** passed its Climate Change Management Bill (2024), **Addis Ababa** institutionalised its circular waste management approach through its Green City Development Initiative and its National Plastic Waste Management Strategy (2024-2034) and **Kuala Lumpur, Quezon City**, and **Accra** implemented a green building code to embed energy efficiency components within the design of new buildings.[78] Furthermore, within **Accra's** waste sector, CAI supported 1) the development of a waste optimisation strategy; 2) the formal recognition of informal waste workers; and 3) the Accra

[76] AC001

77 PROG08

[78] C40 cities Workshop Accra, Mayoral Decree for ZUAP Medellin, Review and Update of the ICA Checklist Jakarta, City Fact sheet Nairobi, AD008, AD009, AD011, AD012, AD013, KL002, KL005, KL010, KL020, QC007, AC002, AC009, AC005

Metropolitan Assembly to fully fund the elections and inauguration of the informal waste worker cooperative.[79] The degree of embedded climate action is also clearly demonstrated within **Medellin** where stakeholders confirmed that climate actions have not only been embedded within traditionally climate focused government departments, but also within less climate focused areas of government such as the Secretariat of Supplies and Services[80]. Additional examples of cities embedding change can be found in Box 3 below.

Box 3. An overview of high-impact embedded change achieved by the programme.

- **Accra** has secured a US$3 million AfDB grant for composting and source separation as it was able to demonstrate its waste reform commitment to other donors through the support offered by CAI. The city has also incorporated climate actions into its Medium-Term Development Plan, and actions have been budgeted for within relevant departmental annual plans.
- **Addis Ababa** has been supported by CAI to increase 1) engagement with the private sector, namely SMEs, 2) government staff technical capacity to ensure continuation of energy audits and renewable energy activities, and 3) allocated city budgets from ETB 380 million to ETB 420 million.
- **Nairobi** has created a permanent climate change unit with an annual budget of KES 5 million which has increased political support and local ownership of climate activities, in addition to supporting a self-financing cold storage solution for market traders.
- **Mexico City** has adopted electromobility guidelines published in the Official Gazette, providing legal backing for zero-emission public transport adoption.
- **Quezon City** has approved a Green Building Code mandating retrofitting of municipal buildings within five years, and Green Building Code adherence of all new building applications. CAI has also supported the city to offer free climate action training to Government staff through the Government's online learning platform.

CAI has also supported behavioural change and built stakeholder capacity across different cities, although staff turnover threatens sustained impact. Within **Lima**, **Kuala Lumpur**, and **Addis Ababa**, CAI supported cities to complete regular Greenhouse Gas inventory updates, and stakeholders within Accra and Nairobi also report an increase in their own technical capacity in energy audits and waste management.[81] Specifically, within **Accra**, stakeholders have observed shifts in staff awareness of energy usage, and behavioural changes amongst government stakeholders towards a stronger focus on energy consumption, data and tracking which is viewed as contributing to reinforced long-term behavioural change in favour of climate adaptation; stakeholders are reportedly more likely to turn off air conditioning units and office lights when not in use as a result of the CAI programme.[82] Within **Quezon city** CAI supported 1) the Climate Change and Environmental and Sustainability Department, and Public Employment and Services Office to better understand the 'greening the good' jobs 2) less negatively connotated language associated with resource collectors (vs waste collector) and 3) the city to make the Green Building Code mandatory rather than voluntary. Similarly, **Jakarta** developed training programmes for energy managers to implement Energy Management Systems within the city.[83] Within **Addis Ababa**, not only were city officials trained on compost monitoring and regulation, CAI also engaged the private sector, especially SMEs to 1) strengthen their own, and government stakeholders', technical and operational capacities 2) create inclusive green employment, and 3) scale, and institutionalise initiatives such as organic waste composting and renewable energy projects into routine city operations.[84] This priority of increasing capacity is supported by CAI's focus on generating local ownership of tools, assets and data platforms created as part of the CAI programme. For example, the KPI platform in **Kuala Lumpur** clarifies data ownership and reporting roles to ensure accountability across departments.[85]

However, high staff turnover in many city government departments across CAI's portfolio poses a significant threat to the sustained effectiveness of capacity building and training. For example, in **Mexico City**, the SEMOVI team underwent

AC002, AC003, AC009, AC012, AC015, AC024
[80] ME001, ME007
[81] LM005, LM007, L010, LI011, KL002, KL010, KL011, KL019, KL020, KL021, AD012, AD008, AD009
[82] AC022
[83] JEMPOL Training Report, Jakarta
[84] AD001, AD002, AD003, AD004, AD005, AD006, AD007, AD010, AD014, AD015
[85] MER Final Report, Kuala Lumpur

significant change within a few months of CAI's ICA training, and although C40 team members believe that staff who moved to different departments continue to apply ICA principles learnt through the CAI programme, this is likely overoptimistic, and the evaluation did not capture evidence of this. To mitigate this potential loss of knowledge through staff turnover, many ICA principles such as accessibility measures for buses are now embedded in the e-bus guidance that CAI developed for Mexico City.[86]

In many cases, CAI-supported climate action is fully institutionalised, which will enable sustained impact. For example, not only have stakeholders within **Lima** expressed a strong interest to maintain climate progress through continued international city exchanges and engagement with civil society, ProLima evolved from a city programme to a municipal management office with dedicated financing.[87] Similarly, **Nairobi** formalised a Climate Change Unit which aims to coordinate and implement climate actions within Nairobi City council, as a permanent county structure with a dedicated annual budget allocation.[88] Strong political buy-in from the Governor's office also facilitated the drafting of the Renewable Energy Bill, and the establishment of Special Purpose Accounts to manage revenue/expenses of the cold storage pilot project. In addition to the formal channels such as policy design, by-law updates, and SME engagement, integration of climate actions has also been achieved through increased cross departmental coordination as evidenced in both **Quezon City** and **Accra**.[89] Some CAI supported SHIA activities have also been included within future budgets, further improving likely future activity sustainability. For example, in **Lima**, CAI supported activities have been budgeted for within the 2026 municipality budget,[90] and the waste activities developed in **Accra** have been included within the city's Medium Term Development Plan, and as a result, are now included within annual department budget plans.[91]

However, the ability of many city governments to sustain this embedded climate focus is dependent on political priorities, the stage of activity implementation, the turnover of political stakeholders, and the technical capacity of city stakeholders. All cities noted the critical role of political will to drive sustained future change; if mayoral or city government priorities are not aligned to climate priorities, or there is a change in either the mayor or key government stakeholders, relevant actions are reportedly unlikely to occur, which significantly impacts the sustainability of work completed to date. For example, one of the SHIA activities within **Medellin** has not yet been formalised with a mayoral decree (as of March 2026).[92] These perceived challenges were corroborated by FCDO and C40 staff who, through the survey, reported that factors such as 1) limited local government capacity during peak periods of work 2) competing political priorities, and 3) the need for consistent capacity support, are likely to impede the ability of governments to continue SHIA activities post programme termination. In **Addis Ababa**, land rental agreements designed to incentivise SMEs in organic waste composting within the city are too short term[93] which negatively impacts the sustainability of future actions. Furthermore, for cities where SHIA activities have not been included within city budgets, this is often reportedly due to their early stage of implementation.

CAI has also supported the creation of climate change steering committees which aimed to oversee climate action implementation and ensure continuity. Although each city's committee included diverse city stakeholders, these committees have not always been effective. Specifically within **Accra**, the frequency of the committee meetings and therefore its ability to make quick decisions in response to city challenges is reportedly closely linked to the availability of the mayor, and meetings have not been as frequent as initially anticipated.[94] This view of inconsistent institutionalisation of steering committees across some cities was also shared by one senior C40 staff member. However, this has reportedly been mitigated by placing more importance on the continuation of steering committees as part of city exit strategies[95].

FINDING 13. While much has been achieved by CAI, ongoing city specific support is critical to sustain results and help cities scale climate action.

86 PROG11
87 LM009, LM010
88 NA01
89 QC010, QC017, AC005, AC009, AC010, AC011, AC016, AC020
90 LM014
91 AC003
92 ME001, ME002, ME010
93 AD002, AD014, AD015
94 AC010
95 PROG015, PROG001

"The next phase is about the urgency of delivery. I would be concerned if CAI wraps up without a next phase, as cities continue to need support to move the results achieved so far into real action."

CAI team member[96]

All sampled cities, across a range of stakeholders, reiterated the importance and added value of CAI support. CAI has supported many cities to develop or update by-laws, regulations, and climate policies. Where activities cannot be completed within the timeframe of the programme, CAI has reportedly worked with cities to include these actions in annual or medium-term city strategic plans. For example, **Nairobi, Johannesburg** and **Kuala Lumpur** respectively integrated climate actions into their 1) County Integrated Development Plan and Annual Development Plan 2) Integrated Development Plan and Service Delivery Budget Implementation Plan, and 3) Low Carbon Building Checklist.[97] However, many stakeholders across cities and within C40 reiterated the importance and need to continuously support cities to translate these strategic plans into real world actions. One C40 stakeholder acknowledged that this could be achieved given C40's consistent presence in cities and its ability to influence government even post programme termination,[98] but many stakeholders reported that the depth of this support is uncertain without dedicated future funding.

More specifically, city advisors were viewed by many city stakeholders as being key to facilitating the progress that has been made to date. For example, **Medellin's** city advisor was involved in the design of the previous Climate Action Plan which greatly supported effective implementation of the CAI programme from its inception.[99] In other cities such as **Lima, Accra, Mexico City** and **Quezon City**, city advisors developed close working relationships with technical teams of local governments and other donors, which supported specific city tailoring of activities, in addition to capacity building and coordination across government departments.[100] Furthermore, the relationships held by city advisors not only allowed CAI to engage a wide range of stakeholders to inform the programme's design and outputs, but in some cities, these relationships which are often managed by city advisors, contributed to supporting the continuation of activities following changes in local government stakeholders.

FINDING 14. There are strong exit strategies and handover processes in place across some cities, but without clear support to access future finance for implementation, activities are unlikely to continue.

To support the sustainability of current and completed programme activities, CAI has supported cities to transition away from the programme through city specific exit strategies. One senior C40 stakeholder reported that exit strategy and handover events were planned to coincide with high level city events, and within **Johannesburg**, **Dar es Salaam** and **Nairobi**, these events were designed to bring city stakeholders together to share knowledge and demonstrate C40's expectations post project termination.[101] According to survey analysis, 89% of national government stakeholders reported that their organisation would be likely or very likely to sustain CAI-supported practices after the programme ends. This was reportedly due to a number of reasons, including 1) developed roadmaps 2) alignment of CAI activities to city transport policies 3) integration of CAI activities into institutional processes, and 4) increased climate awareness amongst stakeholders. Examples of CAI's city roadmaps include **Kuala Lumpur's** which presents a phased approach starting with pilot projects before scaling to mandatory compliance, and **Nairobi's** tiered cold chain infrastructure roadmap which demonstrates transition from a joint management model (between CAI and vendors) to a vendor cooperative model.[102]

Within **Kuala Lumpur**, CAI also implemented climate training, GEDSI checklists, and portals which are designed to integrate ICA and SHIAs into capacities, awareness, and workflows of various city departments.[103] Similarly, CAI supported government officials within **Mexico City** to document SHIA 2 activities (such as the corridor implementation plan, demand studies, training, negotiations with the minibus operators, and the scrapping and replacement of buses and trolleybuses) before the change in government administration (October 2024), and ensure that guidelines for SHIA 1 were published in the official Gazette of Mexico City.[104] As previously mentioned, CAI supported several countries to

[96] PROG15
[97] Case Study Nairobi, Mainstreaming strategy Johannesburg, Study Report Mandating LCBC in Development Submissions Kuala Lumpur
[98] PROG010
[99] ME001
[100] LM007, LM009, LM012, AC005, AC018, AC010, AC012, CM001 CM003 CM006 CM010, QC017
[101] PROG001, PROG015
[102] LCBC Study Report Kuala Lumpur, Cold Chain Business Case Nairobi
[103] KL001, KL002, KL008, KL010, KL011, KL012, KL013, KL015, KL019, KL020
[104] MC002, MC003, MC010

develop policies and local ordinances focused on climate such as Green Building Codes, but in the case of **Quezon City** specifically, these policies also included other policy recommendations and institutional arrangements including the creation of a Good Green Jobs unit, a partnership with a vocational training institution to give professional training on solar PV and green construction, and fiscal incentives for solar PV rooftops adoption to ensure effective implementation and organisational stability.[105]

In contrast, although CAI is supporting **Medellin** to pass climate focused mayoral decrees, stakeholders reported that this is unlikely to be completed before the end of the programme.[106] Similarly, cities have been supported to design strategies and plans such as Climate Finance Strategies and Circular Economy Roadmap within **Addis Ababa**, but sustainability is reportedly unlikely without a defined unit or task force responsible for implementation.[107] CAI has also effectively disseminated knowledge and results of activities within **Lima** municipality, but communication (videos and bulleted summaries) outside of the municipality was too technical and did not reach a wide range of stakeholders such as those within national government which could have promoted the programme at a national level.[108] FCDO and C40 survey respondents also reported that factors such as limited institutional capacity, and changes in staff turnover in response to shifts in political context (which leads to lost knowledge), are likely to impede future sustainability of the programme, even if cities have been supported to develop a climate roadmap.

Some CAI cities have made progress in managing future financial needs beyond CAI support, either through other donors, dedicated municipality budgeting, or self-funding alternatives. For example, local leaders within **Bogotá** secured external funding to train women as bus drivers for an electric bus lane, and the city of **Johannesburg** independently secured funding to implement microgrids in informal settlements.[109] In **Accra**, the city used CAI supported activities to demonstrate its readiness for investment and Climate Action Plan implementation progress in order to apply for, and secure, a $3 million African Development Bank composting and source separation grant.[110]

"We [Accra city] recently won a $3 million grant from the African Development Bank for a composting and source separation project. CAI supported us [the city] to have the structure in place to evidence our progress on the Climate Action Plan in order to secure this funding"

Accra city government official[111]

CAI also supported cities, including **Johannesburg**, to create an alternative finance committee whose role was to look at opportunities for financing Climate Action Plan projects.[112] Specifically, CAI facilitated events between Johannesburg city stakeholders and private funders and Development Finance Institutions to showcase investment opportunities.[113] Similarly, the city of Lima has allocated municipal budget (in 2026) to implement the first 5km cycle lane, and the city has also secured additional financing from GIZ to continue and expand the project. **Quezon City** also reported that Climate Action Plan targets (such as the solarisation of schools, hospitals, and sports facilities; 100% of building permits issued are green) are linked to local budget processes which has helped secure medium-term budget allocation e.g., 3 hospitals and 21 schools solarised in 2024; on-going installations of solar PV in 10 schools in 2026; 2026 allocation for printing of climate action storybooks.[114] Similarly, within **Nairobi**, the use of Special Purpose Accounts for market traders to collectively manage payments, and beneficiaries' willingness to pay for services such as cold storage has created self-sufficient projects, with limited reliance on external funding.[115]

However, C40 and FCDO staff, in addition to stakeholders across multiple cities, raised financing as a major constraint to the sustainability of future programme activities. Within **Medellin**, the implementation of some technical assistance has not currently been costed or estimated, and across the Africa region, CAI reportedly planned to include funder engagement and city budget sessions within the political masterclass event but these components were removed due to

[105] QC001, QC011
[106] ME001, ME010
[107] AD011, AD006
[108] LM014
[109] Annual Review Year 2 Bogota, Quarterly Report: Year 3 Quarter 1 Johannesburg
[110] AC012
[111] AC012
[112] PROG004
[113] PROG004
[114] QC007, QC008, QC009, QC017
[115] NA002, NA003, NA0011

limited programme budget.[116] For **Mexico City**, future finances could be used to support the creation of a technical committee that would periodically review electrical mobility guidelines in response to changing technologies; members of this committee, which was identified as a necessary mechanism, that would include representatives from the National Secretary of Environment and Natural Resources, the Metrobus System, Electric Transport Services, and the Secretary of Mobility.[117] Finally, amongst government stakeholder survey respondents, limited financial resources was voted as the top constraint to CAI implementation, and many city stakeholders reported that without dedicated and reliable financing, it will be challenging to continue the implementation of existing plans and strategies.

4.6 Impact

Table 13: Overview of EQ5 findings including SoE, contribution claim when relevant, and contradictory evidence

EQ 5: To what extent is CAI likely to contribute to transformational change in partner cities' ability to decarbonise?			
#	Finding Statement	SoE	Contribution Claim
15	Some tangible impacts and just transition co-benefits are emerging in several cities. These are most commonly tied to pilots, procurement processes, or implementation-ready standards and tools.	**High**	**Contributor**: For specific interventions, CAI was unique in achieving results.
16	Climate action systems change is underway in the 15 cities. However, achieving transformational impact generally depends on follow-on support.	**High**	**Partial Contributor:** CAI was not the only actor.
17	A number of replication cases are emerging, within some CAI cities and in some cases in among neighbouring cities, although greater national government engagement by CAI could have driven more opportunities for scale.	**High**	**Partial Contributor:** CAI was not the only actor.

CAI is viewed as having credible potential for transformational impact, primarily by reshaping how cities plan, coordinate, and prioritise climate action. While emissions impacts will materialise over longer horizons, interviewees highlighted strong evidence that CAI is changing systems, behaviours, and expectations in ways that enable long-term decarbonisation.

FINDING 15. Some tangible impacts and just transition co-benefits are emerging in several cities. These are most commonly tied to pilots, procurement processes, or implementation-ready standards and tools.

Despite the relatively short project timeframe, CAI is already beginning to generate measurable impacts in several cities. These include both emissions reductions and socio-economic co-benefits, although they remain unevenly distributed across the portfolio and are still in early stages, in many cases. The most concrete impacts to date are concentrated in cities and interventions where pilots have progressed to operational status or where standards and tools have reached a state of implementation-readiness. These are important early results for a programme that, by design, has pursued systemic and policy-level change rather than direct infrastructure delivery. Early examples of impact include:

- In **Nairobi**, the installation of a solar-powered cold storage facility at a city market - funded at approximately US$100,000 - has delivered tangible economic and environmental benefits[118]. Traders are now able to store perishable goods, reducing post-harvest losses and enabling income stabilisation, with the facility having the potential to generate an estimated US$42,000 in annual savings and revenue. The structured payment model has demonstrated the willingness of traders to pay for services, establishing the financial viability of scale-up.

[109] ME001, ME003, ME007, PROG004
[117] MC001, MC006, MC009
[118] NB002, NB005, NB011, NB013, NB014

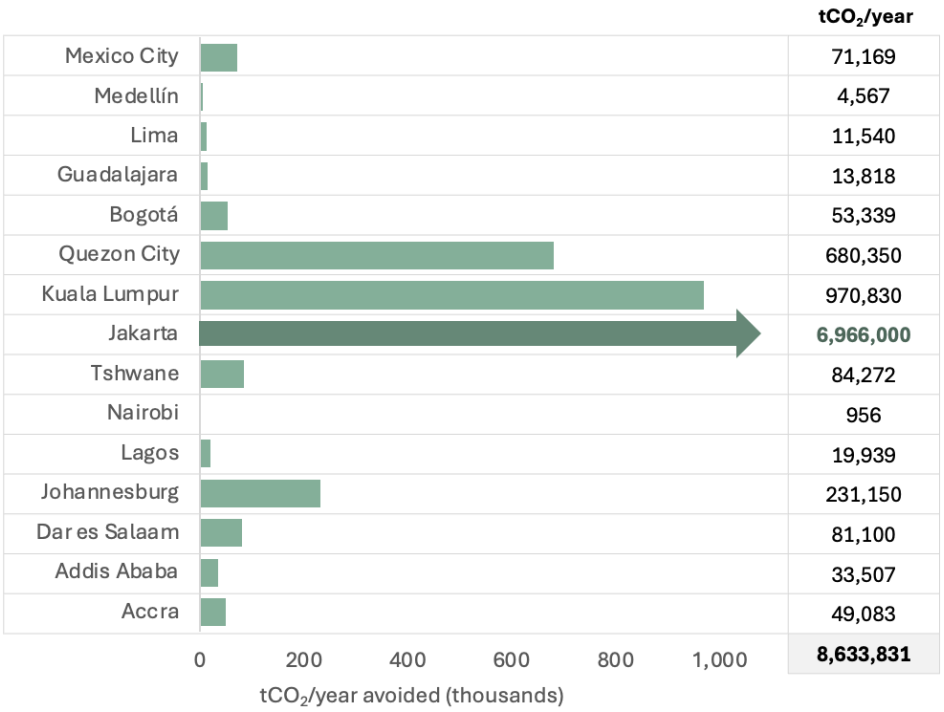
Women traders - who make up around 60% of market vendors - have been the primary beneficiaries, making this an explicit just transition co-benefit.

- In **Mexico City**, the fully electric Aztecas Corridor, implemented with former minibus operators as the operating entity, has achieved a 10% increase in passenger demand since launch, alongside reported reductions in noise, air pollution perception, and journey time variability - benefits concentrated in a historically underserved urban corridor[119].
- In **Accra**, CAI's support for the formal recognition and cooperative organisation of informal waste workers - including the creation of a waste worker cooperative and a nursery for the children of female waste workers - represents a significant just transition outcome, integrating previously marginalised workers into formal city systems while advancing climate goals in the waste sector[120].
- In **Bogota,** CAI has supported *La Rolita* to be the first public transport operator in the city with a full fleet of electric buses, helping to avoid 9,000 tons of CO2 emissions per year[121]. Most notably, however, the scheme has focused on employing female bus drivers, with women now making up the majority of the workforce – in a sector that is traditionally overwhelmingly male-dominated. As well as technical training, the project has provided psychosocial support to empower 430 female drivers.

Overall, it is estimated that the programme has already delivered emissions reductions of almost half a million tCO_2/year[122], expected to rise to 8.6 million tCO_2/year by 2030 (Figure 6)[123]. While results to date are uneven (primarily by the diversion of organic waste from landfill in Johannesburg and solarisation of public buildings in Quezon City[124]), the emergence of such impacts within the project's lifetime are testimony to the efficient and effective delivery of CAI. Despite these early successes, however, more work is needed to ensure the delivery of intended impacts across the supported cities in the years to come (see *Sustainability*). Notably, around three quarters of the modelled impacts of CAI by 2030 are linked to CAI's support to Jakarta's decarbonisation roadmap[125]. Without Jakarta, programme impacts would be around 2.3 million tCO_2/year in reduced emissions by 2030 – though this alone would represent very good value for money (see *Value for Money*, below).

[119] MC008, MC010, MC011,
[120] AC003, AC009, AC012, AC015, AC020, AC024
[121] C40 (2024). C40 Cities and Bogotá win an international Polaris Award for communications campaign on gender equality. Available at: https://www.c40.org/news/c40-bogota-award-gender-equality/
[122] CAI (2025). Benefits assessment of C40 projects under the UCAP CAI programme – preliminary results.
[123] See our *Limitations* section (in Section 3) for a discussion of the use of C40 impact data in this analysis.
[124] CAI (2025). Benefits assessment of C40 projects under the UCAP CAI programme – preliminary results.
[125] The CAI impacts modelled by C40 and used in this report only include 75% of the total projected emissions reductions in Jakarta – a deliberate choice by C40 to more conservatively estimate the very substantial impacts expected in this city alone.

Figure 6: Modelled emissions reductions expected to result from CAI by 2030[126]



As well as the targeted impacts described above, the project has generated several unintended impacts. In **Nairobi**, the cold storage and waste management work contributed to a broader shift in how the city conceptualises its waste sector - from a cost and disposal problem to a positive economic opportunity - with projections of up to one million green jobs from waste diversion, a systems-level change that went well beyond the original pilot framing[127]. On the negative side, formalisation of waste management in **Nairobi** created conflict with existing waste pickers whose livelihoods were disrupted.[128] In **Bogotá**, unintended positive effects primarily include the wider ripple effects that both SHIAs are having as demonstration projects, leading to heightened interest in women's economic empowerment in public transport and pedestrianisation.[129]

In **Medellin**, work on the low emissions zone is helping to clean up the downtown area, which is dominated by small merchants, and until recently suffered from high rates of violent crime and other illegal activities.[130] The pedestrianisation of key commercial streets and new regulations around loading time for commercial vehicles have substantially improved the security situation, highlighting the vital interconnections between climate action, transport, and security in the city. Finally, in **Quezon City**, CAI's support helped to shift the identity of resource collectors in Barangay Payatas from that of "palero" or "basurero" (which carry somewhat negative connotations) to "resource collectors", helping to improving dignity, social recognition, and willingness to participate in formal programs.[131] Overall, these unintended impacts demonstrate the close relationships between urban climate action and broader socio-economic risks and co-benefits associated with CAI's work.

FINDING 16. Climate action systems change is underway in the 15 cities. However, achieving transformational impact generally depends on follow-on support.

Across all 15 cities, CAI has made meaningful progress in shifting the systems through which climate action is planned, governed, and financed. This represents a structural advance - mainstreaming climate action into governance processes, budgeting cycles, and sector planning - rather than isolated project-level success. Evidence of this systems change includes the establishment or strengthening of dedicated climate governance structures (such as steering committees,

[126] CAI (2026). Benefits assessment of C40 projects under the UCAP CAI programme – End of programme results.
[127] NB002, PROG12
[128] NB004
[129] PROG13
[130] ME001, ME003, ME008
[131] QC011, QC018

climate change units, and cross-departmental coordination mechanisms), the development and institutionalisation of greenhouse gas emissions inventories and monitoring frameworks, the updating of Climate Action Plans, and the creation of policy tools and procurement guidelines that embed climate criteria into routine city decision-making.

The depth and pace of this systems change has varied across cities, reflecting differences in starting conditions, political environment, and the specific SHIAs selected. In **Nairobi**, CAI's support reinforced the passage of the Climate Change Act (2023–2024), established a formal Steering and Planning Committee, and formalised a Climate Change Unit as a permanent county structure with a dedicated annual budget allocation.[132] In **Kuala Lumpur**, CAI has used digital monitoring tools, greenhouse gas inventories, and a key performance indicator platform to strengthen the evidence base for climate decision-making across departments.[133] In **Medellin**, a new decarbonisation strategy, overseen by the Secretary of Supplies and Services, has introduced energy efficiency considerations into procurement practices across thousands of public buildings in the city.[134]

Critically, however, the solid foundations set down by CAI will likely require further support if transformational change is to be realised at scale. In most cities, impact at the level of systemic decarbonisation remains conditional on a combination of formal policy adoption and enforcement, access to financing for implementation and scale-up, and continued technical assistance to translate strategies and plans into operational action. Where any of these conditions is absent, the momentum that CAI has generated risks falling short of the desired decarbonisation impact. Our survey of government stakeholders reinforced this picture - while 89% of 108 city or national government respondents reported that their organisation was either “likely” or “very likely” to sustain CAI-supported practices, limited financial resources was cited as the top constraint to implementation by 70% of respondents across the portfolio. In **Medellin**, for example, while the CAI-supported decarbonisation strategy is already leading to improvements in energy efficiency in public buildings, substantial additional funds will be required to accelerate the refitting of thousands of public buildings across the city in order to deliver on the city’s goals by 2030. While a new phase of CAI (or equivalent donor programme) would likely not be able to directly fund such work, an important role for donors remains in helping to leverage finance from other sources to implement the plans developed under CAI.

FINDING 17. A number of replication cases are emerging, within some CAI cities and in some cases in among neighbouring cities, although greater national government engagement could drive more opportunities for scale in future programming.

One of the stronger signals of CAI's potential transformational impact is the emergence of replication dynamics. These are cases in which climate action approaches developed within the programme are being voluntarily adopted or adapted by actors outside the immediate city context, either in other C40 cities, or cities beyond the C40 network. These early replication signals are a meaningful indicator of the quality of CAI’s work and the associated systemic influence that it is having. In **Mexico City**, the technical guidelines for electric buses and trolleybuses developed under SHIA 1 are being followed by several other Mexican cities, indicating that the framework has achieved a degree of national influence beyond its immediate implementation context.[135] In **Bogota**, La Rolita and the e-bus work is creating a ripple effect, creating a high standard and way of doing things that works well. This is demonstrating and further driving creating change.[136] In **Quezon City**, the mandatory Green Building Code - which evolved through a consultative process from an incentive-based to a mandatory instrument - is expected to inform replication in other Philippine cities, given its role as one of the first mandatory building codes of its kind in the country.[137] In **Lima**, the pedestrianisation approach developed with CAI support has served as a demonstration for other municipalities within the Lima metropolitan area as well as cities elsewhere in Peru.[138]

These replication signals are encouraging, but the evidence also points to a structural limitation in CAI's approach: national government engagement was considered beyond the programme’s remit. This has constrained the programme's ability to leverage city-level results for national scale-up.[139] By design, CAI was focused on working with city

[132] NB001, NB002, NB003, NB006
[133] KL0022, KL003, K0077, K008
[134] ME001, ME007
[135] MC006, MC009, MC010, MC011
[136] PROG13
[137] QC003, QC007, QC010
[138] LM005, LM007, LM013
[139] PROG21

governments - an appropriate strategic choice given cities' significant autonomy in areas such as transport and buildings. However, without systematic engagement of national governments in CAI's objectives and outputs, the programme has had little opportunity to embed lessons learned in national policy frameworks, technical standards, and financing mechanisms that would drive replication across a broader set of cities. A future phase of CAI, or similar urban climate action programmes, could consider a more deliberate national government engagement strategy - particularly in countries where city-level results have been strongest and where a national champion for replication exists. This does not necessarily mean shifting the programme's primary focus away from cities, but rather building in explicit linkages between city-level demonstration and national policy processes, ensuring that what works in one city has a structured pathway to adoption at scale. Multilateral platforms and regional knowledge-sharing mechanisms - such as those CAI has already piloted through the Regional Academies - could play a useful role in supporting this ambition.

4.7 Value for money

FINDING 18. Overall, CAI represents good value for money, with strong performance against the "4E" framework of economy, efficiency, effectiveness, and equity, and an estimated benefit-cost ratio of 9-to-1. This ratio could be far higher with continued support to build on the technical foundations established under CAI.

Our assessment of VfM is based on the "4E" framework of economy, efficiency, effectiveness, and equity, plus cost-effectiveness – the relationship between funds spent and impacts generated. The following section summarises our VfM judgement across each of these dimensions, drawing on the analysis presented above, before presenting additional analysis on the overall cost effectiveness of CAI. For this final section, we note the caveat that the analysis relied on C40's own impact calculations (see *Limitations* in Section 3). While we are confident in the general C40 methodologies used to generate these numbers, independent verification of modelled impacts was beyond the scope of this study.

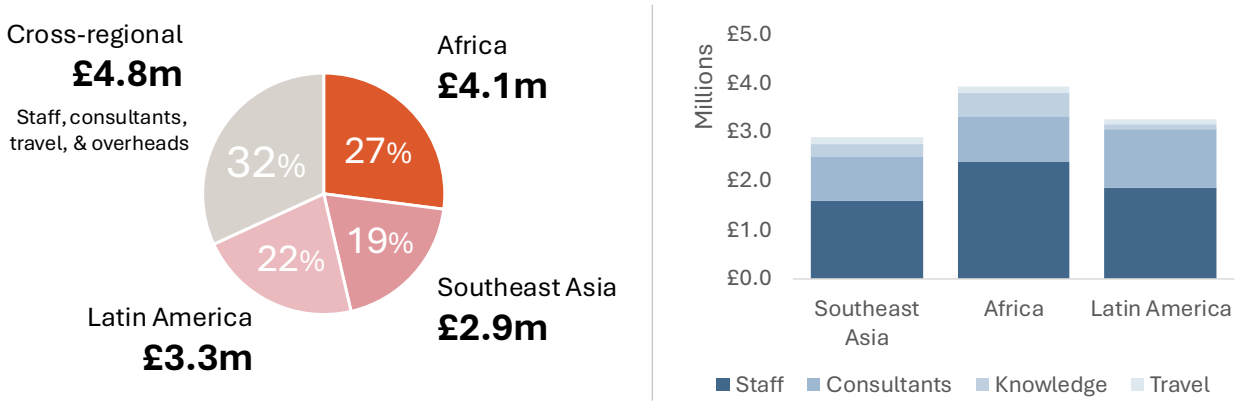
Overall, we believe CAI to represent very good VfM – the project has been efficiently delivered by a highly capable C40 team drawing on networks of local consultant expertise, and the value of emissions reductions delivered to date outweigh project costs by a factor of 9 to 1.

4.7.1 Performance against the 4E framework

The project's performance against the 4E framework can be summarised as follows:

- **Economy**: Figure 77 illustrates the CAI budget breakdown, with around one third of the budget spent on cross-regional staff, consultants, travel, and overheads, and the remainder split between the three regions. Regional spending was primarily on staff and subconsultants. As discussed in *Efficiency*, above (Section 3.4), resources have generally been well-managed by CAI, with high quality staff (particularly C40 City Advisors) and consultant inputs procured across the project.

Figure 7: CAI budget breakdown[140]



[140] CAI budget summary (2026)

One minor concern on the "economy" point is the issue of consultant fee rates being considered slightly below competitive market rates (see *Finding 9*, above). While this does not appear to have harmed the quality of inputs procured during CAI, in part due to reputational draw of C40 as a client - it should be an area for C40 to review in future programming.

- **Efficiency**: The efficiency dimension of VfM pertains to the conversion of these inputs into desired outputs. As discussed in Section 3.4, delivery of outputs has mostly been at or above target, with deliverables being broadly on time and on budget, a testament to the high-quality project management skills of the C40 team. CAI efficiency has been driven by strong regional leadership and the reputation of C40, highly capable City Advisors with close relationships with city governments, and an emphasis on using local consultants to deliver technical assistance.
- **Effectiveness**: The effectiveness dimension of VfM pertains to the conversion of outputs to outcomes. As discussed in Section 3.3, performance against outcome targets as the project nears its close is slightly above what was expected. A host of positive outcomes being generated already, including almost 500,000 tCO2e/year in emissions reductions estimated by the C40 team (Figure 6) – a commendable result given the short timeframes involved. However, as set out in Section 3.5 and 3.6, questions remain around the scalability of impact and the potential for transformational change. Follow-on support will be important to capitalise on the solid foundations laid by CAI and the preceding CAP work and deliver on the potential of CAI's technical assistance.
- **Equity**: Inclusive climate action is at the heart of C40 strategy, which in turn has led to a prominent focus on GEDSI across the portfolio of work supported in CAI. This focus has led to shifts in the attitudes and systems of partners in city governments with respect to GESI and climate action, as well as a range of tangible socioeconomic co-benefits being delivered by end of project (see *Effectiveness*, Section 3.3).

4.7.2 Cost effectiveness and cost benefit analysis

For our cost effectiveness and cost-benefit analysis we took the following steps:

- **Estimated CAI cost per city** by spreading the £4.8 million in cross-regional costs in Figure 7 across the fifteen cities proportional to the city-specific costs.
- **Used CAI's estimates of expected emissions reductions by 2025 and 2030** in each city and SHIA to estimate the potential emissions reductions from the project. CAI's preliminary impact assessment in October 2025 estimated emissions reductions to date of 488,840 tCO_2/year[141]. CAI's final impact assessment in March 2026 projected 9.3 million tCO_2/year emissions avoided by 2030[142]. CAI modelled expected emissions reductions to 2030 countable under ICF guidelines for their end of programme results reporting to FCDO[143]. For the purpose of our analysis, we assumed linear growth in emissions reductions between 2025 and 2030 (though note the caveats around sustainability of impact noted earlier in this report).
- **Estimated the value of emissions reductions** using UK Government's guidelines on the social cost of carbon (i.e., the estimated value of damages avoided per tonne of carbon emissions reduction)[144], equal to £273 in 2025, rising to £294/tCO2e in 2030. To estimate the 2025 present value of these benefits, we discounted anticipated future emissions values using the UK Green Book discount rate of 3.5%[145].

[141] CAI (2025). *Benefits assessment of C40 projects under the UCAP CAI programme – preliminary results*.
[142] CAI (2026). *Benefits assessment of C40 projects under the UCAP CAI programme – end of programme results*.
[143] If more than two of the following were true, C40 did not count the projected results under ICF KPI 5, in line with the ICF methodologies outlined by UK government: (a) the primary goal of TA was something other than emissions reductions, (b) there is a high degree of uncertainty around the results, (c) significant additional work is required to ensure that the project is implemented, (d) there is a chance that the projected emissions reductions could have been achieved without CAI support, and/or there is a significant lag expected (>4 years) between TA and implementation. Ultimately, around one third of projected emissions (4.8 million tCO_2/year out of a total of 14 million tCO_2/year) were excluded on these grounds.
[144] Department for Energy Security and Net Zero (2023). *Green Book supplementary guidance: valuation of energy use and greenhouse gas emissions for appraisal*. London: HM Government. Available at: https://www.gov.uk/government/publications/valuation-of-energy-use-and-greenhouse-gas-emissions-for-appraisal
[145] UK Government (2026). The Green Book: UK government guidance on appraisal.

- **Estimated the marginal abatement cost** (i.e., the cost of avoiding an additional tCO_2 of emissions) by dividing the programme cost (£15m) by the cumulative volume of emissions avoided in each year (2025-30). The modelled marginal abatement cost falls over time, since benefits continue to accrue annually while costs cease at end-of-project.
- **Established emission reduction cost benchmarks** as a means of assessing the extent to which CAI was cost effective in reducing emissions, based on expected costs of reducing emissions elsewhere. Two benchmarks were used – a lower threshold used in the UCAP-CAI business case of £11/tCO2e[146] and a higher threshold of £93/tCO_2e recommended by the IPCC[147,148].
- **Estimated the results with and without Jakarta**, which accounts for around three quarters of the projected impacts of CAI.

Note that results are only presented to 2030, since this is the time horizon of C40's emissions reductions modelling for the programme, and forecasting beyond 2030 is likely to encounter significant uncertainty.

The results of the analysis are shown in Figure 8. The estimated 488,840 tCO_2/year avoided by end-of-programme are valued at £133 million[149]. Even without future expansion of emissions reductions, and not counting any of the socioeconomic co-benefits discussed above, this puts the benefit:cost ratio of CAI at a very healthy 9:1 at end-of-programme. The marginal abatement cost at end-of-programme amounts to £31/tCO2 – higher than the UCAP-CAI business case, but lower than the more conservative IPCC benchmark of £93/tCO_2e.

By 2030, emissions reductions due to CAI are expected to rise to 9.3 million tCO_2/year, which we value at £2.7 billion/year, or a present value of £2.3 billion/year in 2025 using the 3.5% discount rate. The cumulative emissions reductions over the period 2025-30 would stand at 29 million tCO2, with a present value of almost £7.5 billion – an almost 500:1 benefit:cost ratio. At this point, the marginal abatement cost would fall to just £0.51/tCO2. If these modelled results are accurate, and projected emissions reductions are scaled and sustained as expected, CAI would represent exceptional value for money.

[146] FCDO UCAP-CAI business case

[147] IPCC (2022). *Mitigation pathways compatible with long-term goals.* In IPCC, Climate Change 2022: Mitigation of Climate Change. Contribution of Working Group III to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change. Cambridge and New York: Cambridge University Press. Available at: https://www.ipcc.ch/report/ar6/wg3/downloads/report/IPCC_AR6_WGIII_Chapter03.pdf

[148] The IPCC value of $90/tCO2e in 2015 US$ was inflated to 2026 US$ using the US Bureau of Labor Statistics inflation calculator and converted to GBP£ for the purpose of this study.

[149] Since we expect most of these results to have materialised towards the end of the programme, we conservatively count this as a single year of 488,840 tCO2 emissions reductions in the final year of the programme.

Figure 8: Cost effectiveness and cost benefit analysis

	Whole programme	Excluding Jakarta
Project cost	£14,999,505	£13,296,320
Avoided emissions (2025-30)	29,281,380	8,383,380
PV benefits (2025-30)	£7,462,445,137	£2,148,965,904
Cost per tCO2	£0.51	£1.79
Benefit/cost ratio	498	143

	Emissions reduction	Benefits (social value of emissions reductions)			Abatement cost (£/tCO2)	
	(a) tCO2/year	(b) £/tCO2	(c) £	(d) PV£	(e) Cumulative tCO2	(f) £/tCO2
2025	488,840	£273	£133,453,320	£133,453,320	488,840	£30.68
2026	2,245,396	£277	£622,423,771	£601,375,624	2,734,236	£5.49
2027	4,001,952	£281	£1,126,149,293	£1,051,272,415	6,736,188	£2.23
2028	5,758,508	£286	£1,644,629,885	£1,483,361,928	12,494,696	£1.20
2029	7,515,064	£290	£2,177,865,547	£1,897,884,004	20,009,760	£0.75
2030	9,271,620	£294	£2,725,856,280	£2,295,097,845	29,281,380	£0.51

Notes

(a) tCO2 avoided	*Based on a linear extrapolation between CAI preliminary results modelling (October 2025) of 488,840 tCO2/year emissions reductions by programme end and CAI final impact modelling estimate of 9,271,620 tCO2/year emissions reductions by 2030.*
(b) £/tCO2	*Based on UK government estimates of the social cost of carbon rising from £273/tCO2 in 2025 to £294/tCO2 by 2030.*
(c) £	*The total value of carbon emissions avoided in that year (mutiplying a x b)*
(d) PV£	*The present value (2025) of avoided carbon emissions, using the UK Green Book discount rate of*

Several caveats are noted, however. First, emissions reductions reported to date by CAI are highly concentrated (77%) in Johannesburg and Quezon City. Removing these two cities leaves 114,000 tCO2e/year avoided to date – though at a value of £31 million/year, this would still equate to a benefit: cost ratio of 2.6:1. Similarly, future emissions reductions are heavily skewed by Jakarta projections of 9.3 million tCO2/year - around three quarters of the programme total. However, removing the Jakarta outlier still leaves potential emissions reductions of 8.4 million tCO2 by 2030, with a present value of £2.1 billion, a benefit: cost ratio of 143:1, and a marginal abatement cost of £1.79/tCO2 – all of which would still be considered very good value for money.

While the results to date already represent good VfM, questions remain as to whether the future emissions reductions forecasted by CAI – almost 20x the results seen at end-of-project – can realistically be reached and sustained. However, the very wide margins between CAI spend to date and the value of potential future benefits are such that substantially lower benefits or higher costs could be absorbed without substantially detracting from CAI's VfM proposition. For example, if a further £15 million were spent on a second phase of CAI between 2026-30, and the endline results at the end of Phase 2 were only a quarter of what is currently being forecasted, the benefit:cost ratio of the overall initiative would still be 62:1, with a marginal abatement cost of just £4/tCO2 – both of which would still represent very good value for money.

Finally, as noted in the limitations section, it should be noted that the analysis here is based upon CAI's own forecasts of emissions reductions, which cannot be validated by the evaluation team – though the CAI MEL staff do appear to have followed UK Government standardised methodologies on results measurement, particularly relating to ICF KPIs.

Ultimately, the analysis presented here suggests that CAI represents very good VfM, particularly if results can be sustained, and even more so if they can be scaled to their intended potential - making a strong case for continuing to support C40 in building on the solid foundations of CAI. CAI has already delivered valuable emissions reductions that put the project benefit: cost ratio at around 9:1, with a cost-per-tCO2e far below the IPCC marginal abatement benchmark rate. While additional investment is likely required to achieve the projected future emissions reductions, this initial analysis suggests that substantial extra costs could be absorbed while still representing very good value for money.

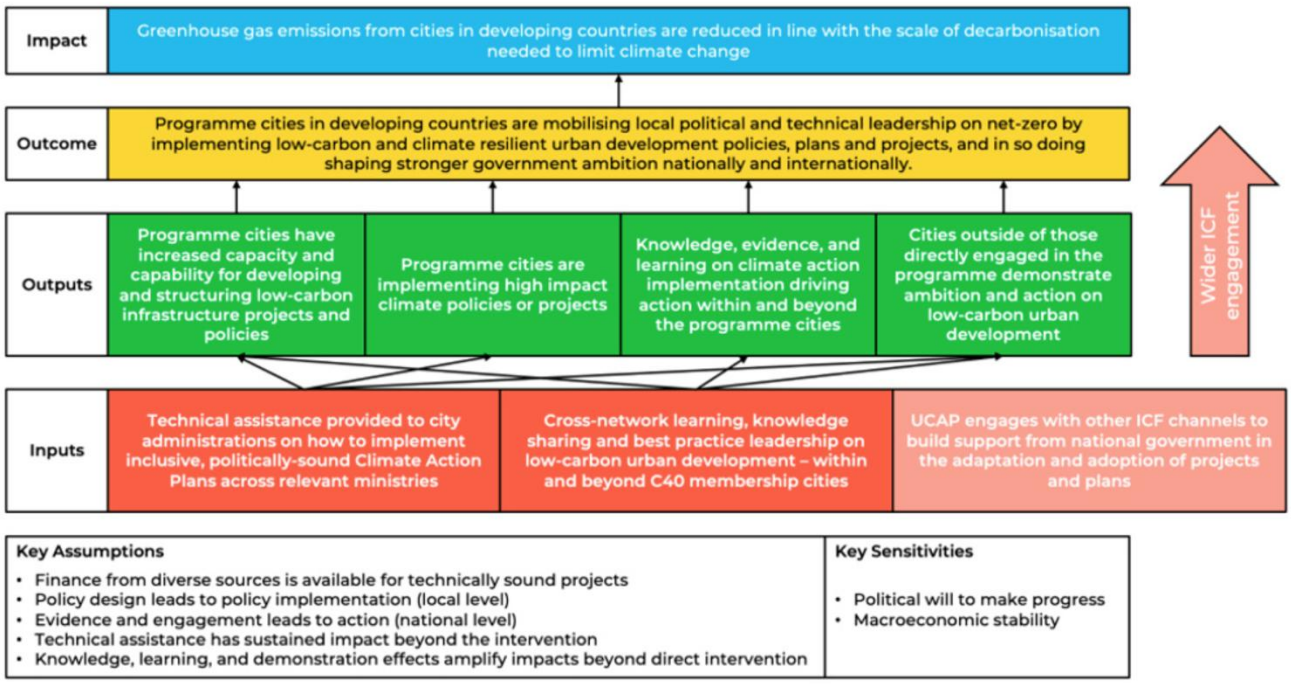
4.8 Analysing the Theory of Change

This section provides an assessment of the programme logic of CAI, as captured in its theory of change (TOC) based on the evidence gathered as part of the evaluation, with a view to supporting future C40 CAI design.

4.8.1 Theory of change overview

The CAI ToC is shown in **Figure 9,** structured according to the programme's inputs, outputs, outcomes, and impact. The core logic was that through the provision of a combination of technical assistance, learning, and knowledge sharing, CAI would not only bring about the delivery of elements of cities' Climate Action Plans (via the SHIAs), but also generally raise municipal government capacity and knowledge levels around urban climate action. This in turn would deliver urban climate action outcomes, with the ultimate impact of reduced greenhouse gas emissions.

Figure 9: CAI theory of change



Source: FCDO

4.8.2 Theory of change assessment

In the following sections we comment on the extent to which results reflected the intended logic, the assumptions underpinning this logic, and the overall utility of the ToC. This is based on primary and secondary evidence gathered during the evaluation as well as expert opinion from the team.

Results and assumptions

As discussed in previous sections[150], the results achieved by CAI in practice largely map to the ToC. Taking each layer:

Impact: There is evidence of the project achieving its desired effects as far as possible at the impact level at this stage in the programme lifecycle, with emissions reductions already being witnessed in some cities and a trajectory towards this in others. These impacts are underpinned by lower-level results (outputs and outcomes) mostly being delivered on time, budget and to the desired quality standard.

Outcomes: there is evidence across contexts to support the high-level outcome statement – although the depth varies across geographies.

[150] The findings and VfM sections, above, details how inputs were converted to outputs (efficiency), outputs to outcomes (effectiveness), and outcomes to impacts (impact).

Outputs: there is a clear and significant evidence base presented above highlighting increased programme city capabilities, delivery of high impact climate projects and policies, learning and knowledge driving climate action. There is less around the fourth output but this is to be expected at this stage in the programme.

Key assumptions

Key assumptions are critical for programme delivery and the ToC and often form the backbone of risks that are actively monitored by a programme. There is evidence of results not yet being fully realised due to issues with the "key assumptions" of the ToC. Assumptions that "policy design leads to policy implementation" or that "evidence leads to action" are clearly not so straightforward or realistic. The assumption that finance will be available for "technically sound projects", and the "key sensitivity" of the project to "political will" are two clear areas where our evaluation found barriers to wider impact. Critically, CAI's evidence-based technical assistance has proven a key building block for climate action – but this alone is insufficient in the absence of adequate financing and political buy-in (see preceding findings on effectiveness, sustainability and impact in the report).

In practice, CAI has not treated these assumptions as entirely external factors – the project has put significant effort into building political support and coordinated to an extent with CFF on financing. However, treating these aspects as core project logic, and mapping this logic out in greater detail, could have helped to more proactively target some of these barriers from the outset or reduce overview programme ambition. For example, in Medellin, the clean air zone and public building decarbonisation strategies do not feature fully costed plans or connections to potential sources of finance, while a high-level mayoral decree has not yet been secured for the public building decarbonisation plans[151] . In this regard, key assumptions around finance and political will have not transpired, and technical inputs alone are so far delivering limited results as a consequence. While these technical foundations are vital, and their delivery reflects a commendable effort by C40 in a short timeframe, any future phase of support should seek to more explicitly integrate the issues of financing and political influence into the ToC.

Utility of the theory of change

A good ToC should help projects scrutinise – and regularly update - the logic behind their delivery strategy, while also serving as the basis for MEL frameworks that monitor progress towards the desired results. The ToC in Figure 910 is a high-level, illustrative ToC – useful for quickly communicating the project's intentions, but lacking in the requisite detail to interrogate intervention logic or build out results frameworks. However, these latter components are present in the project's wider MEL documents,[152] which map out the logic in greater detail, and show how indicators used in the logframe were developed based on this.

However, some areas for potential improvement are noted. As noted above, certain assumptions – particularly around financing and political will – could have been unpacked in greater detail, and integrated more explicitly into the programme logic and interventions. Phrasing such as "evidence and engagement leads to action" is too vague – a good TOC should map out the pathway from evidence to action in detail, with clarity on specific assumptions being made at each step. Moreover, the decision to label issues such as finance or political buy-in as an "assumption" or "sensitivity", rather than a core logical step, can have a meaningful impact on programme strategy - assumptions are often treated as external factors to be passively monitored, rather than critical issues to be actively addressed by the project. Similarly, while the decision to list assumptions at the side of the TOC - disconnected from the logical steps - may seem superficial, this too can contribute to the practical effect of sidelining or externalising assumptions, rather than understanding exactly where, when, and how they are likely interact with project delivery.

Finally, the four-step logic of the TOC utilising a more logframe focused input, output, outcome, impact layering (rather than a more worked up logic and supporting narrative) and requirements of the corresponding FCDO logframe lead to an unavoidable simplification of a very complex project. As with many projects, the resulting KPIs – particularly at output level – are mostly focused on readily quantifiable deliverables, such as numbers of plans, events, stakeholders, and trainings. While these metrics are well suited to the technical delivery of SHIAs, important areas of the project such as climate mainstreaming, inclusive climate action, political buy-in, and spillover effects are not as well captured in the TOC and corresponding results frameworks. Any future support should look to strengthen the examination of these less tangible results, with a focus on the necessary shifts in attitudes and behaviours in city government counterparts that link C40 outputs to desired outcomes.

[151] ME001, ME003, ME007, ME009, ME010
[152] CAI (2025) M&E Overview Slides Collated for Tropical Health.

5 Conclusions, Lessons Learnt & Recommendations

This section provides an overview of conclusions, learning points and recommendations, based on the evidence generated during the evaluation. Numbering shows how the recommendations are directly informed by the evaluation findings.

5.1 Conclusions

Overall, CAI has delivered high-quality technical assistance to 15 cities resulting in a combination of early emissions reductions impacts (with far more projected to arise in coming years), socio-economic co-benefits, and, crucially, shifts in systems and attitudes towards urban climate action. Delivering such results across a diverse portfolio of cities spanning three continents in a short time frame and often challenging political circumstances has been a commendable achievement.

The design of CAI from the outset was well-aligned with the needs, capacities, and political priorities of host cities as well as UK government priorities. The two SHIAs in each city were drawn directly from evidence provided by previously developed Climate Action Plans, targeting the highest-emissions sectors where cities had both the mandate and the political momentum to act - navigating elections, government transitions, and shifts in institutional priorities across the three regions - while maintaining coherence with UK International Climate Finance objectives and, where applicable, with the Cities Finance Facility.

GEDSI considerations were embedded across the portfolio, with tangible outcomes in several cities, including the female-led electric bus operator La Rolita in Bogotá, the formalisation of the informal waste worker cooperative in Accra, and the mainstreaming of gender and equity criteria into cycling and pedestrian infrastructure in Lima, among many other examples.

Delivery has broadly been on time and on budget across all three regions, underpinned by efficient management of resources and deployment of local consultant inputs, backstopped by highly capable national, regional, and cross-regional C40 staff. Logframe results were at or above expectations throughout most of the project. C40’s strong reputation and close relationships with city officials served as a major asset, facilitating access to senior decision-makers and enabling CAI to move quickly in contexts where other programmes would have taken longer to establish credibility. This was driven primarily through the work of City Advisors - embedded individuals with deep institutional knowledge and close relationships with city governments - whose value has been one of the most consistently cited enablers of programme effectiveness across all evaluation evidence. The use of a decentralised, regionally managed delivery model enabled the responsiveness required to manage a programme of this complexity, even as regional teams were frequently working at or beyond capacity.

Beyond the delivery of specific climate actions, CAI has made meaningful progress in strengthening the systems through which climate action is implemented across all 15 cities. This includes the establishment or reinforcement of dedicated climate governance structures such as steering committees and cross-departmental coordination mechanisms, the development of greenhouse gas emissions inventories, the updating of Climate Action Plans, and the creation of procurement guidelines and policy tools that embed climate criteria into routine city decision making. In a number of cities - including Nairobi, which passed its Climate Change Management Bill in 2024, Quezon City, which enacted a mandatory Green Building Code in 2025, and Addis Ababa, which institutionalised its circular waste management approach - these shifts represent durable institutional achievements likely to persist beyond the programme's close. Early replication signals are also emerging - technical guidelines developed in Mexico City are being adopted by other Mexican cities, Lima's pedestrianisation approach has attracted national-level policy attention in Peru, and Jakarta's Governor signed a new Regulation on Energy and Water Efficiency for buildings, signalling that CAI's influence extends meaningfully beyond its directly supported cities.

Despite these promising signs, the scale and sustainability of results remain uncertain in many cases. Institutional embedding varies across cities and SHIA types, and is most secure where CAI has succeeded in anchoring climate action within legislation, formal governance structures, and city budgets. Where this has not yet been achieved, sustainability depends on the continuity of political will, the availability of finance to implement plans, and the retention of the technical capacity built over the project's lifetime. The absence of clear follow-on financing commitments - both to

sustain existing activities and to implement the plans and standards developed under CAI at scale - is the most significant systemic risk to the programme's legacy.

At present, CAI represents very good value for money. C40's preliminary impact assessment estimated end-of-programme emissions reductions of around 488,840 tCO_2/year, while their final impact assessment projects 9.3 million tCO_2/year in avoided emissions by 2030 once policies and strategies are fully implemented. Assessed against the UK Government's social cost of carbon, the value of emissions reductions already achieved outweighs the total programme cost by a factor of approximately 9 to 1. However, far greater value for money could be secured if the solid foundations established by CAI can be developed into tangible climate action at the scale envisioned in the various climate actions delivered to date, moving from technical plans and policy frameworks to implementation at scale. Ultimately, if all intended outcomes are achieved over the coming two or three years, a benefit:cost ratio of almost 500:1 could be delivered. Doing so will require ongoing support to sustain CAI's efforts to date, as well as a keen focus on mobilising the necessary finance to implement the relevant climate actions at scale.

5.2 Learning Points

The evaluation has revealed a number of important learning points, the most valuable of which are recorded here. These will help to inform CAI Phase 2 or other similar urban climate action programmes funding by FCDO or other partners.

1. **Building city government relationships and trust takes time but leads to significant results**: Securing the support of Mayors and other city officials, as well as more technical staff, based on strong political economy / economy analysis, is vital for efficient implementation and uptake of climate action support and for CAI to be able to adapt quickly and effectively to changes in government/staff.
2. **Climate ambition needs to be reconciled with political and implementation reality and, in this context, flexibility is very important for effective programme delivery:** Aiming for very advanced vision or solutions too rapidly creates stumbling blocks whereas 'proof of concept' of more limited or achievable ambition can both support shorter term delivery and longer-term scale up, while providing evidence of climate action successes.
3. **Facilitating cross-departmental coordination on relevant climate action topics within municipal governments has worked effectively, especially via the mainstreaming**: CAI has played an important role in helping municipal government departments to communicate and coordinate on relevant climate action topics, including via establishing institutionally embedded technical working groups. This approach, paired with capacity development and collaborative work on specific climate action projects, should be replicated where possible.
4. **Climate action support to cities has generally been designed within the limits of city government mandates, but could play a role in reforming national policy boundaries that are blocking municipal climate action:** CAI found that limited city government mandates and national policies, which can negate or override city mandates, are often binding issues that reduce the scope of possible and effective climate action support. However, evidence from trialing different approaches at the city level can also inform the necessary policy reforms at national level, which can unlock greater scale of climate action, if it unlocks action across other cities.
5. **Demonstration projects that deliver tangible infrastructure or tools, have delivered measurable outcomes that increase political and public buy-in to climate action:** Building an evidence base of what works is important to catalyse further city government action, including regulatory change that enables piloted approaches to be scaled up. Examples of measurable outcomes include reduced post-harvest losses, energy savings, income generation, and improved urban services. All these have demonstrated the co-benefits of climate action and increased end user buy-in.
6. **Focusing on embedding climate in city / national policies, legislature / ordnances and systems increases the likelihood of climate action persisting beyond political cycles**: Success and sustainability require not only enhancing systems (policies, capacities built etc.) but identifying and working towards embedding within city structures, committees, budgets and - where possible - national or regional laws.

7. **Well-regarded local delivery partners with close relationships with city governments are key drivers of VFM**. C40's reputation and embeddedness in city governments, coupled with the use of high-quality local consultants, enabled efficient project delivery. While contracting a large number of consultancies helped to make this viable, it created some capacity challenges for the CAI regional teams.
8. **Continued support is needed for sustainability and impact at scale**: The VfM of the CAI programme now depends on continued support to help governments consolidate and build on the results achieved by CAI, maintaining momentum behind implementation of the CAPs, whether this is provided by C40 or FCDO.
9. **Strategic partnerships and donor coordination, supported by learning and knowledge exchange, are vital for sustained climate action, including project financing**: Coordination and collaboration with other donors, civil society actors and the private sector, via learning and knowledge sharing events, as well as coordination meetings, reduces the likelihood of duplication of efforts and improves the conditions for replication. This could also support the foundations for financing of climate action projects developed by some of the SHIA.

5.3 Recommendations

Recommendations based on evidence and findings gathered in the evaluation are provided below grouped across two key areas, linked back to findings and marked for the intended audiences.

Table 14 Recommendations

#	Recommendation	Related findings (code)	Intended audience
Recommendations for FCDO regarding CAI and a possible Phase 2 of the programme			
1	All other things equal, continue to fund CAI, via a second phase of the programme, to consolidate results in all 15 cities and to explore expansion in other CAP areas and/or other cities. If full programme funding for a further phase of CAI is not possible, FCDO should aim to provide continued oversight and advocacy in the 15 cities, via a scaled down funding package, to prompt city governments to continue to implement the required actions to achieve CAI outcomes.	Finding 4, 5, 8, 12, 13, 16	FCDO
2	Ensure that coordination with CFF Phase 4 and the wider climate finance landscape is a priority, in a future phase of CAI, or in similar urban climate action programmes, enabling greater synergies in activities related to capacity development of government staff, project financing and learning and knowledge sharing.	Finding 3, 11	FCDO
3	The role of embedded City Advisors has proven to be very effective in facilitating climate action and should be continued and replicated in CAI Phase 2 and/or future urban climate action programming, supported by a sufficiently robust team of technical experts and programme management staff. Where possible, urgent efforts should be made to retain existing City Advisors in order to avoid loss of institutional knowledge and government relationships.	Finding 5, 9, 10	FCDO
4	Increase the focus on mobilising finance for urban development and infrastructure projects related to climate action, for continued CAI support and for future urban climate action programming. This may include supporting cities to identify appropriate public sector and development finance sources and catalysing private sector investment.	Finding 14, 16	FCDO

#	Recommendation	Related findings (code)	Intended audience
5	Continue to support peer learning and knowledge sharing between CAI cities and other primary and secondary cities, supported by CAI Phase 2 or future programming, as an effective way of raising awareness of solutions and encouraging competition on positive climate action.	Finding 6	FCDO
6	Ensure sufficient resources for the programme management teams in a future phase of CAI, or in similar urban climate action programmes, particularly if they involve a significant amount of sub-contracted consultancy work, to enable appropriate contract management and quality assurance capability.	Finding 9, 10	FCDO
Recommendations for FCDO regarding wider climate action programming in cities			
7	Continue to find the right balance between tangible pilot projects, that intentionally inform policy, institutional change or wider scale up, and more abstract but vital policy reform and enabling environment work, in a future phase of CAI, or in similar urban climate action programmes.	Finding 1, 4	FCDO
8	Explore how a number of effective technical approaches demonstrated by CAI can be replicated or adapted in other urban climate action programmes, including the establishment of technical working groups for climate action at the city government level, to enable cross departmental collaboration, the establishment of a GHG inventory to provide an evidence base line.	Finding 4, 7	FCDO
9	Continue to support and evidence climate action co-benefits as part of urban climate action programming, with a focus on good green jobs, accessible transport services and urban spaces and improved public health, all of which helps to build government and city residents support for climate action.	Finding 15	FCDO
10	Ensure that the right balance is achieved on engagement with municipal and national government stakeholders, in future climate action programing, making sure that opportunities for national government buy-in and scaling are maximised.	Finding 17	FCDO

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Annexes are available in a separate volume