AFRICA CLIMATE CHANGE RESILIENCE ALLIANCE: PHASE 2 SYNTHESIS EVALUATION

Final Report

DR MUTIZWA MUKUTE

SOCIAL LEARNING & INNOVATION LTD

DR JOHN COLVIN

EMERALD NETWORK LTD

ARISTIDES BALOI

UNIVERSITY OF EDUARDO MONDLANE

ACCRA, which began implementing its programme in Mozambique, Uganda and Ethiopia in 2009, works with national and local governments and civil society groups in the countries where its programmes are implemented, to tackle complex climate change issues and work towards increasing community adaptive capacities, transforming governance systems and achieving climate justice.

This evaluation of phase 2 of the programme used a participatory, reflexive and theory-informed methodology to assess the extent to which the programme objectives were met.

CONTENTS

Executive summary	6
Introduction	6
Evaluation findings	7
Conclusion	10
Recommendations	10
 1 Introduction	 12
1.1 Background	12
1.2 Context	13
1.3 Phase 2 goal and objectives	14
1.4 Evaluation objectives and focus of this report	14
1.5 Organization of the report	15
 2 Methodology	 16
2.1 Orientation	16
2.2 Evaluation ethics	16
2.3 Evaluation process and associated methods	17
2.4 Validity and methodological limitations	19
 3 Evaluation findings	 20
3.1 ACCRA consortium arrangements	20
3.2 ACCRA consortium arrangement challenges	21
3.3 ACCRA's reconstructed theory of change	23
3.4 Illustration of ACCRA-inspired change processes	32
3.5 Programme challenges	32
 4 Conclusion and recommendations	 34
4.1 Conclusion	34
4.2 Recommendations	34
references	38
Oxfam	39

ACRONYMS

ACCRA	Africa Climate Change Resilience Alliance
ACSAA	Alliance for Climate Smart Agriculture in Africa
ALP	Adaptation Learning Programme for Africa
CAN-U	Climate Agenda Network-Uganda
CC	Climate change
CCA	Climate change adaptation
CCD	Climate Change Department
CCU	Climate Change Unit
CDKN	Climate and Development Knowledge Network
CHASE	Conflict, Humanitarian and Security Department
CHIP	Climate High Level Investment Plan
COPs	Conference of parties
CRGE	Climate Resilient Green Economy
CSO	Civil society organization
CVCA	Climate vulnerability and capacity assessment
DANIDA	Danish International Development Agency
DDPs	District Development Plans
DFID	Department for International Development (UK)
DRR-A&CP	Disaster risk reduction–adaptation and contingency planning
DRR	Disaster risk reduction
ENAMMC	Mozambique's Climate Change Adaptation and Mitigation Strategy
EPA	Environmental Protection Agency
FCJ	Women, Food and Climate Change (Campaign)
FFDM	Flexible forward-looking decision making
FTI	Fast track investments
GIZ	German Agency for International Cooperation
GTP	Growth and Transformation Plan
IGAD	Intergovernmental Authority on Development
IIED	International Institute for Environment and Development
INGC	National Disaster Management Institute
IPCC	International Panel on Climate Change
LAC	Local Adaptive Capacity
LAPs	Local Adaption Plans
LGAT	Local government assessment tool
M&E	Monitoring and evaluation

MEFCC	Ministry of Environment, Forest and Climate Change
MICOA	Ministry of the Coordination of Environmental Affairs
MITADER	Ministry of Land, Environment and Rural Development
MoA	Ministry of Agriculture
MoA&NR	Ministry of Agriculture and Natural Resources
MoFPED	Ministry of Finance, Planning and Economic Development
MPD	Ministry of Planning and Development
MPs	Members of Parliament
NAP	National Adaptation Plan
NARO	National Agricultural Research Organization
NDCs	Nationally Determined Contributions
NDRMC	National Disaster Risk Management Commission
NEPAD	The New Partnership for Africa's Development
NGO	Non-government organization
NMA	National Meteorological Agency
NPA	National Planning Authority
ODI	Overseas Development Institute
OPM	Office of the Prime Minister
PACA	Participatory community action plans
PFCC	Parliamentary Forum on Climate Change
PMF	Performance management framework
PPA	Programme partnership arrangement
SCIP	Strategic Climate Institution Programme
SDGs	Sustainable Development Goals
SRM	Sectoral Reduction Mechanism
TAMD	Tracking adaptation and measuring development
ToC	Theory of change
ToT	Train the trainer
UEM	University of Eduardo Mondlane
ULGA	Uganda Local Government Association
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNMA	Uganda National Meteorological Authority
USAID	United States Agency for International Development
WMO	World Meteorological Organization

ACKNOWLEDGEMENTS

The ACCRA Programme Phase 2 External Evaluation Team is grateful to many people and organizations for their respective and invaluable support and contributions to the evaluation process and outputs. In particular, we thank:

- The international ACCRA team and the Oxfam team in the UK (ACCRA advisors) for affording us the opportunity to evaluate the programme, and for the patient and flexible support throughout the process.
- Members of the ACCRA Global and National Steering Committees, the majority of whom participated in more than one evaluation event over the last three months, for their insightful reflections on the programme.
- The ACCRA Country Directors and teams for their logistical and administrative support; for ensuring that a good range of ACCRA stakeholders took part in the evaluation; and for their introspective and strategic contributions.
- ACCRA former country and international coordinators for affording us opportunities to converse with them and tap into their memories of ACCRA for lesson learning.
- CSOs, national governments and local government authorities, United Nations and donor organization personnel for sharing their experiences of working with ACCRA and their perspectives on its value and contributions to climate change related developments and systems.
- Male and female farmers from Otuke and Bundibugyo districts in Uganda, and from Oromia region in Ethiopia, for their enthusiastic and inspiring stories of practice and livelihood changes.

ACCRA Programme Phase 2 External Evaluation Team

EXECUTIVE SUMMARY

INTRODUCTION

1.1 What is ACCRA?

This executive summary outlines the ACCRA Phase 2 Evaluation objectives, findings, conclusion and recommendations. ACCRA, whose programme was evaluated, is a consortium partnership comprising Oxfam, CARE, Save the Children, World Vision and the Overseas Development Institute (ODI), with the International Institute for Environment and Development (IIED) as a collaborative partner. The programme was governed by the ACCRA Global Steering Committee (comprising all consortium partners in the UK) and National Steering Committees and managed by an ACCRA international team and country teams respectively. Each consortium partner organization had a representative who acted as a focal point, bringing organizational issues and learning to the ACCRA programme and embedding ACCRA tools and insights in organizational programmes. ACCRA teams were housed in lead partner organizations: Oxfam at international level and in Ethiopia, World Vision in Uganda, and Save the Children in Mozambique, leaving CARE as the only international NGO without a lead role. Each National Steering Committee had consortium partners who were joined by government ministries in Uganda, Ethiopia and Mozambique, as well as by climate change NGOs in Uganda and a public university in Mozambique.

1.2 ACCRA phase 2 objectives

ACCRA, which began implementing its programme in Mozambique, Uganda and Ethiopia in 2009, works with national and local governments and civil society groups in the countries where its programmes are implemented, to tackle complex climate change issues and work towards increasing community adaptive capacities, transforming governance systems and achieving climate justice. ACCRA phase 2 (2011–2016) specifically sought to transform (climate) governance systems in Ethiopia, Uganda and Mozambique so that they enhance adaptive capacity and become more gender-sensitive and people-centred, by:

- Incorporating community-driven adaptive capacity initiatives into local government planning (drawing on the phase 1 research results and the Local Adaptive Capacity (LAC) framework).
- Influencing, advising and informing governance processes and policy decisions so that they are community-driven, participatory, gender-sensitive and enhance adaptive capacity.
- Enhancing the capacity of civil society networks through capacity building to support community-driven adaptation planning processes.
- Promoting learning (through the production and communication of training materials, research outcomes and learning) aimed at improving the policy and practice of the participating non-government and government agencies and their regional and global networks.

1.3 Objectives of the evaluation

The two main objectives of the evaluation that are reported on in this synthesis report were to:

1. Deepen ACCRA learning from the evaluation through: (a) assessing the consortium partner arrangement; (b) reconstructing the programme theory of change; (c) articulating the main contributions of ACCRA at national and supranational levels; and (d) identifying models and tools that are scalable;
2. Make recommendations for ACCRA's consideration.

The process of conducting the evaluation

The evaluation's orientation was participatory, reflexive and theory-informed to make it robust. Consequently, more than 110 purposively selected ACCRA stakeholders took part in it, from September to December 2016. The reflexive process not only involved multiple stakeholders but also an iterative process of scoping, fieldwork, data analysis and report writing, and feedback and collective learning. Ongoing Skype-conducted reflection meetings between the client and the consultants, and among the consultants, also increased reflexivity. Data-generation methods included: document analysis; key-informant interviews; meetings with Steering Committees and ACCRA teams; workshops with stakeholders; reflection meetings; and feedback processes. Learning, partnership, power and agency development theories and concepts informed the evaluation. 'Do no harm' and 'prior informed consent' principles guided the evaluation process and our interaction with evaluation participants. Validity and rigour were ensured by the co-designed evaluation process, reflexivity, the use of multiple data-generation methods, wide consultation and the feedback process for triangulation.

EVALUATION FINDINGS

The evaluation findings are organized around: (a) consortium partner arrangements, (b) reconstructed theory of change, (c) major programme contributions and (d) main programme challenges.

2.1 Consortium partner arrangements

We established that the consortium arrangements were effective in providing strategic direction at both global and country levels and in ensuring government participation, buy-in and co-ownership of the programme in all three countries. This was an important achievement because it laid a strong foundation for transforming governance systems that had a bearing on climate justice and adaptive capacity development. In the case of Uganda and Mozambique, the consortium arrangements resulted in the development of strong ties with leading climate change CSOs – and culminated in dialogue on climate change between government and civil society. The consortium partnerships also created spaces for multi-stakeholder joint learning and solution-development, through participation in relevant national technical steering committees and a secondment in Ethiopia; and through the National Steering Committees in Mozambique and Uganda. We also identified some challenges faced by the consortium partnership. The most important of these are as follows.

- The ACCRA identity and strategic contributions were not clearly communicated.
- The ACCRA National Steering Committees lacked the participation of consortium partner directors and/or senior managers who make strategic and budgetary decisions in their respective organizations, potentially limiting the extent to which ACCRA insights can be integrated in partner organizations' programmes.
- Low levels of interaction, collective planning and cross-learning between the three National Steering Committees, and between National Steering Committees and the Global Steering Committee; these interactions are essential for developing coherent programmes and a clear identity.
- Uneven distribution of leadership roles, and of financial and human resources between and among the lead partners and the countries in which the programme has been implemented.
- Lack of staff dedicated to knowledge management.
- A funding model which had no budgets for interaction/collaboration between focal points or for other joint consortium partner activities.

2.2 Reconstructed theory of change

Goal

The reconstructed theory of change shows that the overall programme goal remained the same, namely: ‘to transform climate governance and planning systems, making them gender-sensitive and people-centred towards strengthening the adaptive capacities of local communities’.

Strategies

The programme strategies were largely unchanged, and we framed them as: participatory research and learning; context-informed needs-driven capacity development; partnership development; and policy influencing and advising. We noted that in practice, ACCRA joined up these strategies to generate the desired outcomes. Partnerships formed a central way of working, linking the other three strategies. Capacity development was used to develop knowledge about climate change, climate change adaptation (CCA), CCA mainstreaming and climate indicator development of affected communities, district authorities, consortium partners, government and parliamentarians, towards transforming climate governance systems and strengthening community adaptive capacities. Action research and learning was particularly important for generating understanding of CCA gaps and needs, and the co-generation of solutions. Policy influencing and advising benefited from the other three strategies and helped to create a more enabling environment for their implementation.

Pathways of change (outcomes)

The evaluation identified five layers of interconnected intermediate outcomes (Figure 4 in the main report) that ACCRA produced across the countries in which the programme was implemented. As we progress from one layer to another, ACCRA's degree of control, influence and advising diminishes, partly because more actors get involved and more variables come into play. The outcomes to which ACCRA contributed are:

- i. Guidelines and frameworks on research, climate change policy influencing, advising and translation of government–community–CSO collaboration, and CCA planning and mainstreaming;
- ii. CCA plans, strategies and projects by consortium partners and local governments, and the development of capacities to produce and implement them;
- iii. Institutional linkages and relationships of mutual trust, collective learning, planning and action between government and civil society, between government sectors and vertical government levels, and between local government and communities;
- iv. Enhanced CCA and CCA mainstreaming capacities of local government, national government and consortium partner organizations;
- v. Empowered climate-vulnerable communities that are better able to demand and participate in just and relevant climate research, planning, decision making and actions, taking advantage of the newly developed climate change policies.

These stratified outcomes resulted in transformed governance systems and coordinated multi-actor, cross-sectoral strengthening of local gender-sensitive and people-centred adaptive capacity.

Main programme assumptions

The programme assumptions that we generated in the evaluation were significantly different from those identified at the beginning of the programme. We identified the major assumptions as follows.

- Climate change justice is possible when government shares *power with* its citizens and with civil society in understanding and prioritizing climate issues; in designing policies, strategies and plans; and in implementing, reviewing and learning from them.
- Joined-up participatory action research and learning, needs-driven capacity development, partnership development, and collaborative policy influencing and advising is more effective than using any one of these approaches in isolation when working to transform climate-related governance systems.
- The lived experiences of the impacts of climate change and their growing frequency and severity provide sufficient motive for communities, government and CSOs to work together towards increasing adaptive capacities of rural and urban communities.

2.3 Major programme contributions

Table E1 below summarizes ACCRA contributions at international and country levels, as well as its contributions to consortium partners.

Table E1: Summary of ACCRA contributions

Methodological tools and approaches	<p>Local Adaptive Capacity (LAC) framework</p> <p>Tracking adaptation and measuring development (TAMD)</p> <p>Climate Vulnerability Capacity Assessment (CVCA)</p> <p>Gender analysis tools</p> <p>Local adaptation and DDR planning guidelines</p> <p>How to work with government and support policy formation/improvements and policy translation from within</p> <p>Joining up research capacity development, partnership development, and policy influencing and advising</p>
International contributions	<p>Developed and disseminated tools for collaborative climate research and planning, and monitoring and evaluation of CCA</p> <p>Developed and shared a joined-up multi-stakeholder research, learning, innovation, capacity development, and policy influencing and advising approach across sectors, levels and actors</p> <p>Documented and shared scalable case studies on how to effectively tackle climate change in a way that fosters climate justice, transforms governance systems and develops community adaptive capacities</p>
Country-level contributions	<p>Shared climate change information, advice and tools for dealing with climate change</p> <p>Built community capacities to participate in climate change research, planning and accountability systems</p> <p>Embedded community voices in national policies, district plans, and government performance and accountability systems</p> <p>Enabled participatory development of gender-sensitive, context-informed <i>national standard climate indicators</i> in Mozambique and Uganda</p> <p>Transformed public sector relations by breaking government sectoral and vertical barriers in planning; innovating solutions and their implementation in relation to complex climate change and development challenges</p> <p>Transformed government–civil society relations by creating and utilizing spaces for constructive dialogue, collaborative learning and co-development of climate change related solutions</p>
Contributions to consortium partners	<p>Increased consortium partners' climate change related programming capacities through the provision of conceptual tools and capacity development</p>

	<p>Strengthened relationships of trust between the partners, government, <i>other CSOs and communities in pilot sites</i> through steering committees, joint research, planning, monitoring and review, and capacity development</p> <p>Increased the visibility of consortium partners in the public sector while at the same time increasing their abilities to influence and advise on policy development and implementation</p>
--	---

2.4 Main programme challenges

We identified the following programme challenges:

- The 2011–2016 ACCRA programme was originally developed at international level, with relatively low and insignificant input from the countries.
- There is a tension in how to articulate impact and become more visible for resource mobilization when the subtle policy-influencing approach thrives on not being too visible.
- Insufficient documentation of and capitalization on ACCRA work for visibility and wider impact, and lack of a clear mechanism on how to feed ACCRA learning into international climate resilience and associated governance-transformation processes.
- Governments lack funds to implement scalable methodologies and pilot projects, especially on CCA.

CONCLUSION

We concluded that ACCRA's first two programme objectives were well-achieved; and that the second two objectives were achieved to a great extent. Through the evaluation findings, we concluded that ACCRA is:

- A *process facilitator* in the collective development of understanding, knowledge and solutions on gender-sensitive, people-centred climate change planning at local and national levels.
- A *trusted government advisor* on CCA and disaster risk reduction (DRR) mainstreaming into local and national plans and governance systems at multiple levels.
- An *emerging international thought leader* on how to integrate jointly developed technical innovations and relational agency between sectors and stakeholders to tackle nexus climate change and development matters.

RECOMMENDATIONS

We make the following institutional recommendations, which are elaborated on in the main report.

- ACCRA should involve Country Directors or Programme Directors in National Steering Committees, which serve as governance as well as technical bodies, and review their composition and mandate in view of new and emerging understanding and needs.
- The ACCRA Global Steering Committee, Country Directors and ACCRA teams should jointly decide on equitable leadership distribution between consortium partners in African countries where the programme will be implemented.
- ACCRA leadership should invest more energy and resources in defining and articulating its identity, uniqueness and added value.
- ACCRA lead partners at international and country levels should extend ACCRA staff contracts by one year, i.e. the period during which the transition from phase 2 to phase 3 will be taking place.

Finally, we outline four programme recommendations:

- a. The International and National Steering Committees – including Country Directors – should hold interim planning meetings in early 2017 to make decisions on how to manage the transition from phase 2 to phase 3, as well as to plan for phase 3.
- b. ACCRA governance and management structures at international and country levels should jointly develop a future programme that is more adaptive and has a stronger monitoring, evaluation and learning thrust.
- c. ACCRA should retain its role as a knowledge broker, process facilitator and trusted advisor, and increase its focus on knowledge management towards consolidating its emerging identity as a thought leader.
- d. ACCRA country and international leadership should consider expanding its work in the three countries, based on new and emerging needs and understanding.

1 INTRODUCTION

1.1 BACKGROUND

The Africa Climate Change Resilience Alliance (ACCRA), whose programme is discussed in this report, was launched in 2009 by a consortium of UK-based organizations, namely: World Vision, CARE International, Save the Children, Oxfam, the Overseas Development Institute (ODI), and the International Institute for Environment and Development (IIED) as a collaborative partner. These organizations give direction to the international ACCRA programme and are led by Oxfam at this level. The programme has been implemented in three African countries – Mozambique, Uganda and Ethiopia – from November 2009 to March 2016, in two phases: phase 1 – November 2009 to November 2011; phase 2 – from November 2011 till March 2016. DFID Conflict, Humanitarian and Security Department (CHASE) Programme Partnership Arrangement (PPA) funding supported the programme for the entire seven years. CARE International, Save the Children, World Vision and Oxfam constitute the four consortium partners that design and implement country programmes in Mozambique, Uganda and Ethiopia; and the country lead partners are Save the Children, World Vision and Oxfam respectively.

ACCRA phase 1 sought to increase governments' and development actors' use of research and evidence to deal with climate change challenges and improve local adaptive capacities. One of the most important products of phase 1 was the Local Adaptive Capacity (LAC) framework (Figure 1), which was developed through the conceptual capitalization on consortium partner experiences. In phase 2, this tool has been used to guide inclusive action research and flexible, forward-looking planning in response to complex and uncertain climate change issues.

Figure 1: The Local Adaptation Capacity (LAC) framework

Phase 1 also produced four major lessons for phase 2, namely to: (a) make government more central players in the country programmes to increase their buy-in and ownership; (b) shift leadership towards more egalitarian management teams while at the same time making the programme more southern-led; (c) add the 'missing middle' between the international and the specific country studies; and (d) focus on capacity building (not research).

1.2 CONTEXT

Climate change has been increasing the vulnerabilities of the poor in sub-Saharan Africa where economies and livelihoods are agrarian-based, because of rising temperatures and increased frequency of droughts, mid-season dry spells and floods. Several national challenges have been constraining governments' efforts to support communities to adapt to climate change – including inadequate evidence, capacities, policies, structures and supportive governance systems. These issues are reflected in the operating contexts of the three African countries in which the ACCRA programme was implemented, and are discussed below.

1.2.1 Uganda context

Uganda is one of the well-watered countries in Africa, with about 33 percent of the country comprising water and wetlands. With an agrarian and natural resource dependent economy, Uganda is vulnerable to climate change and variability, especially to more extreme and frequent incidents of erratic rainfall and droughts.¹ This is why Uganda's National Climate Change Policy (2015) and current National Development Plan (2015–2020) seek to promote adaptation and resilience to climate change, and green growth development. Within this context, the ACCRA Uganda adaptive capacity assessment showed that climate information was an urgent issue for government to work on, to support its citizens to plan for uncertainty and adapt to climate change. The assessment also revealed that national policies and plans, and local plans, did not adequately factor in climate-change-related vulnerabilities and the voices of affected communities.

1.2.2 Ethiopia context

For decades, Ethiopia has experienced long droughts; these have increased in frequency and severity over time due to the effects of climate change. Land degradation has made matters worse for rural communities, whose livelihoods are dependent on land and water. External shocks, including climate change and fluctuating commodity prices, threaten growth. Consequently, millions of people in the country live in extreme poverty. About 70 percent of the country's population live on degraded land.² The government developed several national strategies to respond to the country's climate and development issues including the Growth and Transformation Plan (2011–2025), covering five-year planning periods, and the Climate Resilience Green Economy (CRGE) initiative, which needed to be translated into practice. The ACCRA opportunity emerged from the need to find ways to implement the CRGE initiative effectively.

1.2.3 Mozambique context

Globally, Mozambique is the third most vulnerable country to climate-related disasters after Ethiopia and Bangladesh, and is exposed to increased frequency of droughts, floods and cyclones and sea-level rise.³ This has worsened the vulnerabilities of Mozambique communities, whose voices are not historically included in plans. Other livelihood challenges arise from Mozambique's colonial period, which was characterized by extraction of resources away from the country, a long post-independence armed conflict that undermined rural development and contributed to the emergence of a democracy based on central government control, and a decentralization process that has retained power and resources at central government level. Mozambique's Climate Change Adaptation and Mitigation Strategy (ENAMMC) provides a framework for enhancing the country's resilience in times of changing climate.⁴ For ACCRA Mozambique, it presented the main opportunity for carrying out its work during phase 2.

1.3 PHASE 2 GOAL AND OBJECTIVES

ACCRA phase 2 sought to transform climate governance systems so that they would support adaptive capacity development and become more gender-sensitive and people-centred in the three African countries (the goal). The specific objectives of ACCRA phase 2 were to:

3. Incorporate community-driven adaptive capacity initiatives into local government planning, drawing on the phase 1 research results and the LAC framework;
4. Influence, advise and inform governance processes and policy decisions so that they are community-driven, participative, gender-sensitive and enhance adaptive capacity, through research, stakeholder engagement and capacity building;
5. Enhance the capacity of civil society networks through capacity building to support community-driven adaptation planning processes;
6. Promote learning (including through the production and communication of training materials, research outcomes and learning) aimed at improving the policy and practice of the participating non-government and government agencies and their regional and global networks.

The main strategies that ACCRA worked with in phase 2 are: action research and learning, capacity development, partnership development, and policy influencing and advising.

1.4 EVALUATION OBJECTIVES AND FOCUS OF THIS REPORT

This evaluation report is directly linked to the fourth objective of ACCRA phase 2, which focuses on documenting, lesson-learning and dissemination. The evaluation seeks to stimulate ACCRA learning through reconstructing the theory of change, analysing ACCRA's contribution to impacts, and articulating the uniqueness of ACCRA's approach to transformational change and adaptive capacity building. It summarizes the main external evaluation findings of phase 2 (November 2011 to March 2016), the main goal of which (as articulated in the inception report) was to *'transform governance systems in order for them to support adaptive capacity development and become more gender-sensitive and people-centred'* in Ethiopia, Uganda and Mozambique. The specific objectives of the evaluation were to:

1. Document and systematize ACCRA's approach, its outputs and observable outcomes at national and supranational levels;
2. Provide an evidence base that substantiates ACCRA's approach and impact, and that enables ACCRA, Oxfam and DFID to reflect on and learn from ACCRA's approach and strategies, and their effectiveness;
3. Obtain recommendations to improve the effectiveness of ACCRA's approach and the effectiveness of the consortium, particularly around the added value and limitations of the consortium structure, and how the consortium provides strategic steer and technical support to country programmes and ACCRA as a whole.

This synthesis report primarily addresses objectives 1 and 3 and the learning components of objective 2, with much of the second objective being addressed in a separate impact evaluation report on Ethiopia.⁵ The findings and recommendations draw on country-specific evaluation reports: three focusing on the main change processes and outcomes in the three countries, and two 'stories of change' on Mozambique and Uganda respectively. Specifically, this report addresses the following:

- ACCRA consortium arrangements at international and country levels, and associated challenges;
- Key events and products that ACCRA contributed to in the three African countries.

- Reconstructed theory of change of the multi-country ACCRA programme under review, covering main assumptions, strategies and outcomes;
- Programme contributions at international level, including scalable models and approaches;
- Programme challenges;
- Recommendations for consideration by ACCRA consortium members.

1.5 ORGANIZATION OF THE REPORT

This report is organized into four sections, namely:

- *Introduction*, which provides the programme background, contexts and objectives, and introduces the objectives of the evaluation;
- *Methodology*, which discusses the orientation, process and phases of the evaluation;
- *Findings*, which address all the evaluation objectives except the recommendations;
- *Conclusion and recommendations*, which rates programme performance against its objectives and provides stakeholder-informed suggestions on the way forward for ACCRA.

2 METHODOLOGY

This section outlines the thinking that underpinned the framing of the evaluation (orientation); the evaluation process, methods, participants and products; and the validity of the findings and methodological limitations.

2.1 ORIENTATION

Our evaluation methodology was inclusive, reflexive, theory-informed and multi-layered during data generation and analysis. It was designed to take into account the complexity of the programme under review and the evaluation objectives (learning and accountability). The main theories and concepts used were selected for their value to the evaluation, based on our experiences of working with them. These are:

- *Systems thinking*, which recognizes the dynamic *inter-relationships* between components that make up a complex situation, and different *perspectives* and framings that different stakeholders bring to the situation; it values *emergence*, which can only be established in retrospect;⁶
- *Theory of change*, which embeds systems thinking in programmes and makes non-linear linkages between assumptions, strategies, activities, outputs and outcomes of a programme;⁷
- *Learning history*, which provides a framework for documenting reflective learning through combining storytelling and analysis;⁸
- *Expansive learning cycle*, which is a more robust, theory-informed action research and learning process that provides a framework on how complex problems can be jointly identified and collectively tackled, and how old practices can be transformed or new ones developed through the use of multi-actor knowledge, experience and imagination.⁹ The framework also provides for scaling-up processes;
- *Power with*, which draws on a feminist view of power as something that can be shared and utilized productively and dialectically towards more equal societies and governance systems, challenging the dominant idea of *power over*;¹⁰
- *Contribution analysis*, which makes causal inferences about cause and effect using a generative model based on six steps (in impact evaluations); it is based on the theory of change for the intervention being examined, and serves as a useful entry point for process tracing;¹¹
- *Process tracing*, which has emerged from the analysis of historical events rather than the field of evaluation, and involves an in-depth analysis of a single case. It comprises three main components: an intervention as a hypothesized cause; a mechanism such as activities or intermediate outcomes that link the hypothesized cause to the effect; and an outcome or impact, which constitutes the effect under investigation.¹²

2.2 EVALUATION ETHICS

Evaluation ethics were primarily guided by two cardinal research principles: ‘do no harm’ and ‘prior informed consent’. Obtaining the prior informed consent of evaluation participants was done after disclosing the aims and use of the evaluation to them, and was complemented by a validation of quotes. Confidentiality was maintained where sensitive information was shared.

2.3 EVALUATION PROCESS AND ASSOCIATED METHODS

The evaluation took place between 31 August and 23 December 2016, and comprised four main stages: scoping; fieldwork; analysis, report writing and synthesis; and sharing of evaluation findings, feedback and collective lesson-learning in ACCRA.

2.3.1 Scoping

The *scoping stage* involved Skype calls with the ACCRA Country Coordinators, the ACCRA International Coordinator, and the Oxfam team in the UK as the lead international partner; individual interviews with international ACCRA partners and DFID; and an inception meeting in Oxford. It resulted in the production, review and approval of an inception report, which guided the subsequent evaluation focus – learning and accountability – and processes. The ACCRA programme in Ethiopia was randomly selected for impact evaluation under Oxfam's 'policy influencing and governance' stream and focused on accountability as well as learning. The selection of evaluation participants at this stage was guided by ACCRA's lesson on the need to create more egalitarian leadership and management teams. The primary audiences of the evaluation were identified as: (a) the inclusive ACCRA team (comprising the global programme and national teams, and the Global Steering Committee); and (b) the Oxfam evaluation team. It was agreed that ACCRA would take responsibility for how to use the evaluation findings to stimulate wider learning beyond the consortium partnership.

2.3.2 Fieldwork and selection of participants

The *fieldwork* stage primarily comprised evaluation meetings, workshops and individual interviews with: ACCRA consortium Country Directors; ACCRA country employees (teams) housed in each country lead partner; ACCRA focal points in consortium partner organizations; government stakeholders; and civil society stakeholders. The dates for country visits were as follows: Ethiopia 20–23 September, Uganda 26–28 September and Mozambique 4–7 October. From 7–18 November we conducted an impact evaluation visit in Ethiopia, with the emphasis on both accountability and lesson-learning based on an in-depth analysis of both pathways of change and contribution analysis. Face-to-face meetings were augmented by Skype calls to elicit the contributions of key informants who were unavailable during the field visits.

More than 110 ACCRA stakeholders from the three African countries and the UK contributed to the evaluation. We selected evaluation participants in consultation with ACCRA coordinators, based on purposive sampling to ensure that evaluation objectives were addressed and that key stakeholders for each intervention component of programme change were represented. These included: international consortium partners in the UK; ACCRA Global Advisors and the Global Steering Committee; DFID personnel; the international ACCRA team based in Uganda; consortium Country Directors; ACCRA country teams, former ACCRA coordinators; government officials, CSOs and research organization personnel who are members of the ACCRA National Steering Committees; district officials who have worked with ACCRA; CSO and donor development partners of ACCRA in the three African countries; and community members who have participated in the ACCRA programme. The data-generation process was punctuated by reflection meetings between members of the external evaluation team, and between the team and the client.

2.3.3 Data analysis, report writing and synthesis

The *analysis, report writing and synthesis* stage produced *three* detailed summary reports – one per country – and *two* stories of change: on seasonal climate forecasts in ACCRA Uganda, and on Local Adaptation Plans (LAPs) in ACCRA Mozambique. The stories of change are built around evaluation interview quotes that we gathered based on prior informed consent, and

which participants subsequently gave us permission to use. These five reports were combined to form this synthesis report. There is no story of change on Ethiopia, where the main focus was an in-depth impact evaluation that forms another important piece of the main evaluation outputs, and is reported on separately.

2.3.4 Sharing of evaluation findings, feedback and lesson-learning

Consistent with ACCRA's objective to use evaluations as learning processes and products, the fourth stage of the evaluation focused on *sharing evaluation findings (including lessons) and recommendations for mutual learning* to stimulate further learning within ACCRA. The process comprised sharing draft reports (the Ethiopia impact evaluation and this synthesis evaluation) with ACCRA consortium partners at country and international levels, and presenting them during a learning workshop held in London on 15 December 2016. It culminated in the finalization of this synthesis report and the Ethiopia impact evaluation report. Figure 2 below shows the schedule of activities.

Figure 2: Evaluation process and schedule of activities

2.4 VALIDITY AND METHODOLOGICAL LIMITATIONS

We ensured validity of evaluation findings by *triangulating* through employing a range of data-generation *methods and sources*: document analysis, in-depth interviews, meetings with ACCRA consortium partners and staff, workshops with ACCRA stakeholders in the three African countries, two feedback workshops at country level, and one international feedback and learning workshop. Secondly, we used *inductive and adductive analyses* to make sense of data, drawing on several theories and concepts that enable working with complexity in learning-oriented evaluations. The main theoretical lenses that we used include systems thinking, learning history, theory of change, expansive learning and *power with*. *Data interpretation* was also theory-informed and drew on the experiences of the evaluators in using *retroductive analysis*. Potential biases in analysis were managed and curtailed through the use of theoretical lenses and feedback processes that involved country stakeholders (ACCRA, government officials and CSO representatives) and international ACCRA consortium partners in the UK. Finally, we enhanced the validity of our findings through holding *an inception meeting* with the client to develop a common understanding of the assignment, and establishing and utilizing a *client-evaluators' reflection and feedback platform* through which we shared progress and methodological reflections, and made changes that grew out of field-based experiences.

We were able to include all the ACCRA stakeholder groups but it was not feasible to meet all of the individuals within the evaluation period. This was mostly because these individuals had moved on, often to other countries, although we were able to contact some of them through Skype. The main methodological limitation in Uganda and Mozambique was time, as the two evaluators spent only three days each in each country. This limitation was overcome through document analysis and subsequent feedback processes. At the international level, the main limitation was lack of time and resources to investigate the contribution of ACCRA at this level, as we largely drew on ACCRA experience and not on that of potential users of its products. Consequently, we may have missed some elements of ACCRA's impact at international level.

3 EVALUATION FINDINGS

Evaluation findings are organized around the consortium arrangements and associated challenges; ACCRA's reconstructed theories of change; programme-inspired change processes and scalable models; and programme challenges.

3.1 ACCRA CONSORTIUM ARRANGEMENTS

3.1.1 Global Steering Committee

The consortium partnership at international level is led by a Global Steering Committee comprising World Vision, CARE, Save the Children, ODI and Oxfam; it is chaired by Oxfam with the leadership of the ACCRA International Coordinator. The Global Steering Committee provides direction at that level and its members raise the profile of ACCRA in their respective organizations, ensuring organizational buy-in and ownership of ACCRA while at the same time using its evidence and learning to improve their respective organization's programmes.

3.1.2 National Steering Committees

This structure is replicated at country level under the leadership of middle-management personnel rather than Country Directors or Programme Directors, who possess wider decision-making powers. It is worth noting that the composition and complexity of National Steering Committees varies from country to country. In Mozambique, it comprises representatives from consortium partners and the University of Eduardo Mondlane (UEM), Ministry of Land, Environment and Rural Development (MITADER) and National Disaster Management Institute (INGC), while in Ethiopia it consists of consortium partners and four government institutions. These are: National Disaster Risk Management Commission (NDRMC), Ministry of Agriculture (MoA); National Meteorological Agency (NMA); and the Ministry of Environment, Forest and Climate Change (MEFCC). Uganda has the largest and most complex Steering Committee, comprising consortium partners, four government organizations and three CSOs. The government organizations are the Climate Change Department (CCD) and the Uganda National Meteorological Authority (UNMA) – both in the Ministry of Water and Environment – the Office of the Prime Minister (OPM) and the Ministry of Local Government; the CSOs are the Parliamentary Forum on Climate Change (PFCC), the Climate Agenda Network-Uganda (CAN-U) and the Uganda Local Government Association (ULGA).

Extending the National Steering Committees has been effective in making government more central players within the ACCRA country programmes, thus making the programme more southern-led in line with lessons learnt from phase 1. The strong country-level relations between ACCRA and several government ministries and departments suggest that it is feasible and desirable for international NGO governance systems to involve and share power with government and research organizations. We established the main limitation of the National Steering Committees as the limited and/or non-participation of consortium partner Country Directors or Programme Directors, who possess greater decision-making power within their organizations. This gap also potentially constrains programme-related communication and cooperation between the National and Global Steering Committees.

3.1.3 Country lead partners

Lead partners in each country are responsible for coordinating and managing the programme and budgets and for reporting and accountability. They also employ and supervise the ACCRA team at country level. Out of the four consortium partners that have offices in Africa, three play lead roles: one per country. Oxfam, which is the international lead partner, is also the Ethiopia lead partner. Save the Children and World Vision are lead partners in Mozambique and Uganda

respectively, leaving CARE International without a leadership role during the period under review.

3.1.4 ACCRA team and focal points

The fourth tier of the ACCRA consortium arrangement comprises an ACCRA-paid International Coordinator, an International Programme Officer; and a Country Coordinator and Capacity Building Coordinator per country (ACCRA team). In addition, ACCRA Ethiopia has had up to six members of staff during the period under review and five at the time of the evaluation: the Country Coordinator is seconded to NDRMC and MEFC, two staff are seconded as technical advisors to MoA and MEFC respectively, and a project officer is seconded to NDRMC. The other member of staff works as an Early Warning, Early Action Manager. ACCRA teams are responsible for programme implementation and internal accountability. We established that the past and current staff members have been exceptionally good at their jobs. We identified one staffing constraint: limited focus on the emerging and central role of knowledge management and conceptual capitalization on ACCRA experiences for scaling up. At this level, ACCRA also has a focal point in each consortium partner organization, who brings organizational issues and learning to the ACCRA programme and embeds ACCRA tools and insights in organizational programmes. In most cases, the ACCRA team and focal points participate in Steering Committee meetings.

We found it striking that ACCRA Uganda extended the concept of focal points to all members of the 'extended' National Steering Committee – government and civil society – to perform the same roles as those of the consortium partner focal points. This comes across as a form of reciprocity by ACCRA Uganda stakeholders on the Steering Committee. We share further reflections on this arrangement under the partnership development pathway of change. We identified the main shortcoming of the focal points arrangement as the non-compensation for their time under the ACCRA budgeting model. This limited focal points' ability to prioritize ACCRA work in their organizations, including attending necessary meetings.

3.2 ACCRA CONSORTIUM ARRANGEMENT CHALLENGES

The main challenges that we identified are concerned with ACCRA's identity and its effective communication; as described below, these were linked to challenges with governance, the funding model and the staffing model.

3.2.1 Governance challenges

We established that ACCRA has not effectively articulated and communicated its identity, key messages and a coherent approach in diverse situations at international level. The challenge is partly linked to the need to acknowledge and work with specific country contexts on one hand, and on the other hand to find and project a unified, coherent picture of the alliance and its work (programme). We also identified relatively weak linkages within ACCRA: between the Country Directors and the Global Steering Committee; between the ACCRA teams and the International Coordination Team; and between the National Steering Committees and the Country Directors (Figure 3). These under-developed linkages potentially constrain programme coherence. In addition, ACCRA members of the Global Steering Committee and the National Steering Committees are technical staff rather than directors or deputy directors with decision-making powers in their respective organizations. Consequently, ACCRA is sometimes not viewed as a co-owned network. Another problematic aspect of the partnership arrangement is that CARE does not have a lead role while the other three INGOs do – with Oxfam taking a lead role at both country and international levels.

Figure 3: Reconstructed ACCRA structure

3.2.2 Funding model challenges

The ACCRA funding model has been helpful in terms of its flexibility. But its short-term nature, especially after the programme extension in 2014, has created uncertainties in staff members, resulting in some of them leaving the network. It has also constrained flexible and forward-looking planning – the essence of ACCRA's approach to dealing with climate change and related uncertainties. Secondly, consortium partners reported that the way in which the funds are distributed between consortium partners is inequitable. Thirdly, focal points in consortium partner organizations are not compensated for the time they spend on the programme, resulting in programme activities not being prioritized. Over-reliance on one donor – DFID – created a financial risk for ACCRA.

3.2.3 Staffing model challenges

We identified four main challenges in staffing arrangements. Firstly, the ACCRA focal points in the consortium partner organizations at both international and national levels are largely technical people who are neither budget-holders nor high-level decision makers – thus limiting their capacities to embed ACCRA ideas and insights into their respective organizations. Secondly, the ACCRA teams at international and country levels lack staff dedicated to knowledge management, lesson-learning and sharing at international and national levels, which constrains capitalization on ACCRA experiences for wider impact. This is worsened by the limited availability of space and time for *collective* planning, review and reflection between and among ACCRA staff and leadership at country and international levels. ACCRA also has an uneven allocation of human resources between countries, with Ethiopia having more staff members than Uganda and Mozambique (Figure 3).

3.3 ACCRA'S RECONSTRUCTED THEORY OF CHANGE

ACCRA's reconstructed theory of change comprises the needs and opportunities; programme goal; programme strategies; programme assumptions; key country processes, events and outputs; intermediate and long-term outcomes; and major ACCRA contributions at country and international levels (Figure 4). These are discussed below.

3.3.1 The needs and opportunities

The programme context gave rise to climate change needs and opportunities, to which ACCRA responded nationally and internationally. We identified four kinds of needs: (a) the needs of climate-vulnerable communities who were becoming increasingly exposed and aware of the negative impact of climate change and variability on their livelihoods, in both rural and urban settings; (b) the need for inclusion of community voices and knowledge in climate decision-making tools and systems; (c) the need for inter-sectoral and transdisciplinary collaboration in the face of complex climate change; and (d) local, national and international DRR, mitigation and CCA strategies lacked conceptual tools and models that could help those responsible for their implementation to understand complex climate change matters and perform their duties effectively.

We identified two major opportunities for ACCRA: (a) environment, climate change resilience and green growth national policies and strategies that were either in the making or had been completed, and provided strategic entry points for ACCRA interventions; and (b) international funding opportunities for African governments associated with meeting certain conditions of the Paris Agreement, such as Nationally Determined Contributions (NDCs). The good reputation of ACCRA consortium partners in the eyes of national governments, and their combined, accumulated wisdom on CCA, sustainable natural resource use, humanitarian work, development, gender- and child-sensitive and people-centred development, capacity development, policy influencing and advising, and working at multiple levels comprised a major strength.

3.3.2 Programme goal

Against the above background, the ACCRA phase 2 programme goal was: 'to transform climate governance and planning systems, making them gender-sensitive and people-centred towards strengthening the adaptive capacities of local communities'.

3.2.3 Programme strategies

The strategies of ACCRA phase 2 – around which its theory of change was built – are:

- a. *Research and learning*: by collectively generating context-specific and relevant evidence that is grounded in the needs and knowledge of women, men, boys and girls, and using it to support decision making that addresses complex climate issues and the real needs of communities;
- b. *Building vertical and horizontal connections*: through a long-term approach to policy engagement based on developing responsive and trusting relationships with champions in government, and with CSOs as core partners and not as targets or recipients;
- c. *Enhancing skills and knowledge*: by developing and implementing training and capacity enhancement in response to government and civil society capacity needs, including new approaches such as accountability mechanisms and transparency to communities;

- d. *Building alliances and collaborations*: by drawing on the ACCRA partnership to address complex climate change and development challenges, sharing learning and tools at international, regional and national levels of change, and showing leadership for long-term transformative change.

The reconstructed theory of change (Figure 4) shows how ACCRA joined up its strategies. Partnerships formed a central way of working, linking the other three strategies. The partnerships were many and multi-layered: between consortium partners, between ACCRA and other CSOs focused on climate change, between ACCRA and Steering Committee members, and between ACCRA and government sectors and research organizations. ACCRA also partnered with funding organizations such as DANIDA, USAID and GIZ to scale up some of its most impactful work. Capacity development was used to develop knowledge about climate change, CCA, CCA mainstreaming and climate indicator development of affected communities, district authorities, consortium partners, government and parliamentarians. ACCRA also used capacity development to explore and develop how stakeholders think about climate matters and can better work together towards transforming climate governance systems and strengthening community adaptive capacities.

Action research and learning was particularly important for generating understanding of CCA gaps and needs, using local, national and international organizations such as ODI and IIED to develop methodological and conceptual solutions. Policy influencing and advising benefited from the other three strategies while at the same time creating a more enabling environment for capacities to be developed and utilized, research to be conducted and fed into governance systems, and partnerships to be formalized.

3.3.4 Programme assumptions

Through the process of reconstructing the theory of change for each country, we were able to identify ACCRA programme assumptions at international level. The assumptions are stratified, with some pitched at broad, structural, overall level; and others associated with specific strategies and change pathways. We identified the following three overall programme assumptions.

- Climate change justice is possible when government shares *power with* its citizens and with civil society in understanding and prioritizing climate issues; in designing policies, strategies and plans; and in implementing, reviewing and learning from them.
- Joined-up participatory action research and learning, needs-driven capacity development, partnership development, and collaborative policy influencing and advising is more effective than using any one of these approaches in isolation when working to transform climate-related governance systems.
- The lived experiences of the impacts of climate change and their growing frequency and severity provide sufficient motive for communities, government and CSOs to work together towards increasing adaptive capacities of rural and urban communities.

In addition to the overall programme assumptions, we identified the following strategy-level assumptions that underpinned how the programme was implemented across the countries (Table 4).

Table 4: Strategy-level assumptions

Programme strategies	Assumptions
<i>Participatory action research and learning</i>	Climate change knowledge generation will produce desired material benefits and results when it draws on the knowledge and experience of communities, subject specialists, planners and social justice promoters, and is packaged and disseminated at the right level and through accessible channels for the intended users Scaling up is a critical process of mainstreaming innovative ideas, and should only be done after a reasonable amount of pilot-testing and lesson-learning involving multiple actors in different contexts
<i>Context-informed, needs-driven capacity development</i>	CCA technical knowledge, contextualized and re-contextualized training, mentorship and accompaniment, and relationship-building are preconditions for developing local government, national government and civil society capacities to support the transformation of climate governance systems towards gender-sensitive, people-centred adaptive capacities
<i>Multi-stakeholder partnership development</i>	Multi-stakeholder, multi-level, authentic climate change partnerships comprising community members, government, CSOs and research organizations with a shared interest are a precondition for tackling complex and dynamic climate change issues
<i>Collaborative policy influencing and advising</i>	Influencing government policy should be based on mutual respect for each other's mandates, mutual appreciation and influencing of each other's ways of working, and recognition of government's leadership role in policy making Policy translation is an important part of policy influencing and advising

3.3.5 Key country processes, events and associated outputs

The application of ACCRA strategies – policy influencing and advising, capacity development, research and learning, and partnership development – produced outputs at country level, some of which had impact at international level. We identified three sets of national key events and outputs in the three African countries: (a) multi-stakeholder *partnerships* between ACCRA, government and CSOs; (b) national *policies, strategies, performance and accountability frameworks*; and (c) district- and community-level *plans and decision-making tools* (Tables 1–3).

Table 1 highlights the Steering Committee structures and how they are constituted differently in the three African countries. It is worth noting that in all three countries, while relations with government were developed around and through (extended) National Steering Committees, relations with CSOs were pursued differently in each country. There were no formal relations between ACCRA-Ethiopia and CSOs; leading climate change CSOs formed part of the Steering Committee of ACCRA-Uganda; and ACCRA-Mozambique developed a separate partnership with national gender-focused and climate change CSOs, outside the Steering Committee.

Table 2 on environment and climate change policies illustrates how ACCRA participated in the translation of national policies and strategies into tools and frameworks that increased government capacities to deliver on climate issues and mandates in the three African countries. For example, in Uganda the production of gender-sensitive, people- and context-informed national standard climate indicators compelled government departments to include climate indicators in their performance and accountability systems, laying the foundation for changing public sector workplace practice, and increasing accountability to the local and international communities. It also shows how ACCRA Uganda contributed to the development of national policy on climate change.

Table 3 illustrates how ACCRA has taken an active part in transforming governance systems and contributing to the development of local adaptive capacities through research and development, capacity development and partnerships. This culminated in the production of

woreda (district) CRGE plans in Ethiopia; climate-sensitive District Development Plans (DDPs) and seasonal climate/weather forecasts and advisories in Uganda; and LAPs in Mozambique. The combined processes and outcomes have generated programme insights that have been fed into international climate change thinking and discourse (Section 3.3.7).

The main international events and processes that ACCRA influenced and advised on during the period under review include the Sendai Framework on Child-Friendly Disaster Risk Reduction and Community Based Adaptation (CBA) Conferences since 2011, and the UNFCCC meetings and Sustainable Development Goals since 2014. Its main influencing and advising has been through sharing its research products and case studies.

Table 1: ACCRA–government–CSO partnership processes, events and outcomes

2011	2012	2013	2014	2015	2016	Outcome
Uganda						
ACCRA phase 2 National Steering Committee set up comprising: ACCRA; OPM and Ministry of Water and Environment (Climate Change Unit and Meteorology Dept); and a CSO: CCN-U Met monthly	Met monthly, provided strategic advice and support, and relationship-building between and within CSOs and government Ministry of Local Government, ULGA and PFCC joined Steering Committee		Steering Committee started working closely with the Ministry of Finance, Planning and Economic Development and National Planning Authority. Their membership is not yet formalized	ULGA focal point changes from economist to communicator – enabling greater climate change information flow in districts, including forecasts	Brought UNDP on board – through OPM Considered bringing in the Ministry of Gender 17 Oct: ACCRA oriented new MPs on CC	A responsive, evolving, inclusive and multiple-actor collective learning and planning governance space for government and CSOs involved in climate change issues
Mozambique						
ACCRA began engaging CSOs towards the formation of a CSO climate change platform	The national CSO Forum on Climate Change was formed with ACCRA support. MITADER and INGC joined the Steering Committee	UEM joined the ACCRA Steering Committee The CSO Forum on CC began to operate, engaging government	ACCRA participation in the CSO Forum on CC was dropped due to differences in approaches to engaging government ACCRA's role shifted to capacity development	The CSO Forum on CC assumed its own life and identity, independent of ACCRA It held a reflection workshop on UNFCCC COP-21		CCA CSO capacity development for policy advising
Ethiopia						
	ACCRA National Steering Committee was established, comprising consortium partners and NDRMC, MoA, NMA and MEFC	Steering Committee met bi-annually				Coordinated government-ACCRA approach to climate change responses

Table 2: Environment, climate and DRR policy processes, events and outcomes

2011	2012	2013	2014	2015	2016	Achievements
Ethiopia						
CRGE development and launch resulting in a Climate Resilience Strategy and a Green Economy Strategy	<p>Climate Resilience (CR) Strategy on Agriculture developed</p> <p>CR Strategy on Water, Irrigation and Energy developed</p> <p>CRGE facility established with Ministry of Finance and Economic Development and Environmental Protection Agency</p>	<p>Sectoral Reduction Mechanism (SRM) developed</p> <p>Operational manual approved</p> <p>Climate High Level Investment Plan approved</p> <p>Strategic Climate Investment Programme developed</p> <p>EPA upgraded to Ministry of Environment, Forest and Climate Change and retained role in co-managing the CRGE facility</p>	Fast Track Investment launched and funded by CHIP	<p>National Capacity Support Programme led by MOFED</p> <p>Regional Capacity Support Programme initially led by MEFCC and funded by SCIP</p> <p>CRGE integrated with Green Growth and Transformation Plan</p>	Bids to Green Climate Fund submitted	<p>National CRGE mainstreaming and regional CRGE capacity building strengthened through ACCRA input</p> <p>Local CRGE practices piloted and mainstreamed</p>
Uganda						
<p>In 2009 and 2010, ACCRA was a member of the DRR national platform led by the OPM and working on a DRR policy</p> <p>Government (CC</p>	<p>CC Unit started participating in the DRR national platform</p> <p>DRR policy forms part of the draft CC policy</p> <p>ACCRA mobilized</p>	<p>Started trying to increase collaboration between CC Unit and community in the DRR national platform</p> <p>Government incorporated many of the CSO recommendations in</p>	<p>CC policy approved</p> <p>The Meteorological Department became UNMA</p> <p>Government of Uganda decided to develop national standard CC</p>	<p>CC policy implementation began</p> <p>CC Unit became CC Department with a government budget</p> <p>35 districts participated in CC indicator development. ACCRA</p>	<p>CC policy implementation continued</p> <p>National CC indicators presented and approved</p> <p>Plans to integrate the CC indicators in</p>	<p>Inclusion of civil society and community voices in the Uganda Climate Change Policy</p> <p>Context-specific, stakeholder-informed national CC indicators in</p>

Unit) was developing a CC policy paper	17 CSOs and produced position paper to inform and advise the policy (through CAN-U)	the draft national CC policy ACCRA co-funded a DRR international conference in October	indicators The main plan was to review and embed the indicators into existing M&E government tools such as: Performance Measurement Framework (PMF) for climate change policy and Local Government Assessment Tools (LGAT), which were missing CC indicators	took part in 24 of these and 11 government ministries participated	existing M&E tools and ensure all sectors integrate them are at advanced stages	government M&E systems
Mozambique						
	National Strategy on CCA and Mitigation (ENAMMC) produced Climate Change Unit and Climate Change Knowledge Management Centre established		National Gender and Climate Change Strategy produced Disaster Management Law enacted Seminar held in August on DRR Action Plan for post-2015	MICOA became MITADER National Climate Change M&E framework produced Strategy for CCA and DRR Integration in Planning began Sendai Framework on Child-Friendly DRR developed and piloted	Government decides to develop National Adaptation Plans, drawing on LAP experiences Strategy for CCA and DRR Integration launched Sendai Framework on Child-Friendly Disaster Risk Reduction launched with ACCRA support	Harmonized planning approach to CCA adopted by government DRR, CCA and mitigation policies mainstreamed Context-specific, stakeholder-informed national climate change indicators included in government M&E systems

Table 3: Main events on policy translation, building community adaptive capacities and practices

2011	2012	2013	2014	2015	2016	Outcome
Mozambique						
<p>Research conducted at community level using LAC and CVCA</p> <p>The FFDM tool was being developed</p>	<p>The FFMD tool was finalized</p> <p>District personnel were trained on CCA</p>	<p>LAP and TAMD tool development commenced involving sectoral ministries, local government, CSOs and communities</p> <p>First LAP produced and piloted in Guija district</p> <p>UEM become an ACCRA partner</p>	<p>LAP guidelines submitted for approval; LAP pilots began in 6 more districts</p> <p>ODI report on lessons on future-oriented planning on CCA</p> <p>CVCA and Participatory Community Action Plans began in 4 districts</p> <p>CCA M&E indicators were developed and approved (October)</p>	<p>More LAPs were developed and scaled into other districts by government, with support from DANIDA funding</p> <p>USAID/Chemomics International (development company) piloted the development of LAPs in 2 urban areas, with technical support from ACCRA</p> <p>The national CCA monitoring system began to use the (locally developed) indicators</p>	<p>60 LAPs had been developed and 32 of these approved</p> <p>Use of indicators in the national monitoring system continues</p> <p>Conference to share LAP implementation experiences convened by ACCRA and DANIDA</p>	<p>Inclusive LAPs and accountability</p> <p>Enhanced local opportunities and capacities to adapt to climate change</p>
Uganda						
<p>Phase 1 research and capacity assessment studies by ACCRA revealed a need to support improved dissemination of quality and accessible weather forecasts</p> <p>Strategizing workshops held</p>	<p>March: first weather forecast disseminated</p> <p>June: An ACCRA-convened workshop comprising government, CSOs, private sector and media recommended the production of sector- and region-</p>	<p>Seasonal production and translation of weather information continues</p> <p>Weather information user-feedback system established and utilized</p> <p>National gender-responsive weather</p>	<p>Met Department became UNMA</p> <p>GIZ began supporting translation into 25 more local languages</p> <p>Weather forecasts became gender-sensitive and</p>	<p>Weather forecast information and advisories scaled up to more districts (now 19)</p>	<p>USAID gave ACCRA funds to support the National Agricultural Research Organization (NARO) and Water Resource Management to produce agro-</p>	<p>Stimulated the production and wider dissemination of understandable, accessible, practically actionable and gender-sensitive</p>

	<p>specific weather information</p> <p>August: first seasonal translations of weather forecast produced (10, of which 2 were supported by UNMA and 8 by ACCRA)</p>	<p>forecasting dissemination strategy produced and implemented</p> <p>GIZ supports UNMA to acquire weather equipment</p>	<p>include advisories for sectors and communities</p> <p>World Meteorological Organization recognized the Uganda model and urged the IGAD countries to learn from it</p>		<p>met and hydro-met information to advisories</p>	<p>weather and climate forecasts, advisory services and feedback mechanisms</p>
Ethiopia						
<p>Government decision to pilot and mainstream CRGE, CCA and DRR into local planning and practice</p> <p>DRR guidelines preparation task force established</p>	<p>Launch of pilot CRGE mainstreaming under SCIP funding in 4 woredas in 2 regions</p> <p>Woreda disaster risk profiling: hazards, vulnerability and adaptive capacity needs assessments</p>	<p>Woreda task force established and capacity assessment conducted</p> <p>Development and validation of local CRGE planning guidelines</p> <p>Development of woreda investment plans for priority sectors</p> <p>Piloting of DRR-adaptation and contingency planning (DRR-A&CP) at woreda level</p>	<p>Validation of woreda investment plans through regional and national workshops</p> <p>ACCRA facilitates one of four Fast Track Initiatives for the MoA</p> <p>DRR-A&CP scaled up and guidelines translated into three local languages</p> <p>Completion and handing over of DRR-A&CP to regions</p>	<p>ACCRA facilitates three small-scale pilots for the Ministry of Agriculture and Natural Resources (MoA&NR) – on climate information services; gender and adaptation; and CRGE training for extension workers</p> <p>Key recommendations produced on woreda DRR-A & CP</p> <p>Early warning – early action (EW-EA) launch workshop held at federal level</p>	<p>Guidelines developed for DRR mainstreaming at woreda level</p>	<p>Adaptive capacity thinking and framework incorporated into local DRR, mitigation and adaptation planning, supporting a more decentralized participatory approach</p>

3.3.6 Intermediate outcomes and long-term outcome

We identified five layers of interconnected intermediate outcomes (Figure 4) that ACCRA produced across the countries in which the programme was implemented – contributing towards the long-term outcome. These were based on the application of the four joined-up strategies. Analysis of the layers of intermediate outcomes shows that they comprised:

- a. *Guidelines, frameworks and partnerships* for collective action research on CCA, climate change policy influencing and advising, policy translation of government–community–CSO collaboration, and CCA planning and mainstreaming.
- b. *Flexible and forward-looking CCA plans, strategies and projects* by consortium partners and local government, and the development of capacities to produce and implement them.
- c. *Institutional linkages and relationships of mutual trust, collective learning, planning and action* between government and civil society, between government sectors and vertical government levels, and between local government and communities.
- d. *Enhanced community, local government, national government and consortium partner gender, CCA and CCA mainstreaming capacities*. Community gained access to a wider range of tools and information for enhancing their adaptive capacities, while CSOs and government accessed climate resilience research, planning and decision-making tools, and increased their capacities to access climate change funding nationally and internationally. Partly through ACCRA's contribution, government institutional capacities were developed to embed climate change in budgeting, performance and accountability systems.
- e. *Empowered climate-vulnerable communities that are better able to demand and participate in just and relevant climate research, planning, decision making and actions*, taking advantage of the newly developed climate change policies. This provided important lessons for the international community, especially through LAPs in Mozambique, weather information and advisories production and dissemination in Uganda, and climate resilience planning and implementation in Ethiopia.

Each of these five layers of outcomes contributed to the long-term outcome of the programme under review, which we identified as *'transformed governance systems and coordinated multi-actor, cross-sectoral strengthening of local gender-sensitive and people-centred adaptive capacity'*. The transformation of relationships and structures within government and between government, CSOs and climate-vulnerable communities towards enabling and strengthening adaptive capacity took place at this level, underpinned by ACCRA's feminist approach to power as *power with* and not *power over*.

3.3.7 Programme contributions

The reconstructed theory of change (Figure 4) shows the multi-layered changes that ACCRA contributed to in the countries in which it was implemented:

- Co-development of methodologies, mechanisms and approaches that support the transformation of climate and other governance systems.
- Collaborative transformation of climate and other governance systems in the three African countries (Uganda, Ethiopia and Mozambique), making them more multi-voiced, gender-sensitive, people-centred, and technically and relationally more competent.
- Strengthening of community participation and adaptive capacities through adaptation and disaster risk planning, implementation in pilot sites, lesson-learning and scaling across contexts and into governance systems.

In addition, the effectiveness of ACCRA's work in the respective countries contributed to international thinking and discourse on CCA and resilience-building.

Figure 4: Reconstructed ACCRA programme phase 2 theory of change

Methodological contributions at country level

The LAC framework and the *Climate Vulnerability Capacity Assessment (CVCA)* tool that ACCRA co-developed enables gender-sensitive, people-centred, context-specific research, and flexible and forward-looking planning that is critical in the context of climate-induced uncertainties. Some country-developed tools that have benefited from the LAC framework and adaptive thinking, and that have potential for scaling up, include the *national and woreda disaster risk mitigation and adaptations planning guidelines* in Ethiopia, *Local Adaptation*

Planning guidelines in Mozambique and *seasonal climate forecasts and advisories* in Uganda. The way in which LAP guidelines and weather information have been used to transform climate governance systems and community adaptive capacities is illustrated in Figures 5 and 6 below.

Secondly, the *alliancing approach* helped to mobilize the intellectual, material and relational resources of consortium partners and combined them with those of national government structures and national CSOs and communities to produce tools, frameworks, plans and climate change indicators. The success of working in alliances was underpinned by authentic intentions to collaborate, to increase transparency, to strengthen capacity to work with contradictions and complexity, and perhaps most importantly, a willingness and ability to share power and influencing and advising. Within ACCRA, it was the Global and National 'extended' Steering Committees that served as the core innovative mechanism for potential replication.

Thirdly, the *joining up* of research, capacity building, networking, and policy influencing and advising approaches (which also benefited from alliancing), as reflected in the reconstructed theory of change (Figure 4), provides important insights into tackling complex, transdisciplinary climate change issues that demand both knowledge and agency development.

On policy influencing and advising, ACCRA's major methodological contributions are on how to work with government and inside government to inform and advise on policy spaces as civil society. This was achieved through a secondment strategy in Ethiopia, a mutual accompaniment (interpenetration) and facilitator-coordination strategy in Uganda, and adopting a capacity-builder role in Mozambique. The programme's collaborative policy influencing and advising methodological contributions lie in the use of dialectical thinking and *power with* principles on how to creatively and productively: (a) engage government officials as members of the ACCRA National Steering Committee; (b) facilitate government dialogue with climate-vulnerable communities, and co-generate evidence for policy review and implementation; (c) provide technical and advisory support while also building bridges between government institutions, leading to institutional strengthening; and (d) co-design, co-implement and mainstream (nationally) innovative solutions on DRR, CCA and mitigation.

Transformation of governance systems at country level

The ACCRA programme contributed to the transformation of national and local governance systems in Uganda, Mozambique and Ethiopia in multiple ways – providing evidence of how good climate research and planning tools can be applied. ACCRA helped to embed community voices into national policies and district plans; break government sectoral barriers in planning; and transform accountability and performance systems. Transforming governance systems was achieved through the *mainstreaming of multi-voiced, people-centred, gender-sensitive climate information* in district and community disaster risk and adaptation plans, climate information services and institutional arrangements in Mozambique, Uganda and Ethiopia. This illustrated in Tables 1–3 and Figures 5–7.

System-wide governance contributions of the ACCRA programme in phase 2 occurred through the participatory development of gender-sensitive, context-informed *national standard climate indicators* in Mozambique and Uganda. The process of developing them involved climate-vulnerable communities, several government departments, research organizations and CSOs. The standards transformed governance systems by ensuring that government *plans and budgets, performance and accountability systems* address the gender-sensitive and people-centred indicators. In Ethiopia, ACCRA took an active part in the integration of LAC framework-informed climate resilience and Fast Track Investment (FTI) experiences into the agriculture sector.

Another level of system-wide contribution has been *climate change policy and strategy development and their translation into other sectors and into practice*. For example, in Ethiopia and Mozambique, ACCRA contributed to the effective translation of the CRGE and National

Figure 5: Contextualized ACCRA seasonal climate information story of change, Uganda

Figure 6: Contextualized ACCRA Local Adaptation Planning (LAP) story of change, Mozambique

Figure 7: Six institutional change processes in Ethiopia

Climate Change Adaptation and Mitigation Strategy respectively. In Uganda, ACCRA contributed through participating in the production of a CSO position paper on the national climate change policy; the policy embraced many of the civil society recommendations. The programme also contributed to the *transformation of working relations between government sectors and across government levels*, resulting in better vertical and horizontal collaborative community support by environment, climate change, DRR, water, agriculture, infrastructure and local government sectors. This had the net effect of increasing governance services to communities, as illustrated by the coordinated community support in woredas in Ethiopia, and the multi-sectoral, transdisciplinary seasonal forecast advisories in Uganda.

Strengthening of community participation and adaptive capacities at country level

ACCRA pilot projects in the three African countries involved communities in research, planning and implementation of LAPs, woreda plans, and seasonal weather and climate forecasts. This ensured that *affected community voices were valued*, which is important from a climate-justice perspective and also for ensuring better fit of project interventions. Secondly, and more importantly, the use of gender-sensitive, people-centred research and flexible and forward-looking planning tools; research-based evidence; trans-sectoral knowledge and agency; and government, civil society and research organizations and joined-up approaches, helped to develop the adaptive capacities of communities where pilot projects were implemented. Male and female farmers interviewed during the evaluation reported that they *had access to adaptation information, tools and resources; were getting ongoing government support for developing adaptive capacities; had adopted climate-smart agricultural and energy-use approaches, and had generated knowledge and material benefits*. The strategic programme outcome from the pilot projects was that they demonstrated the effectiveness of including community voices in adaptation planning, implementation and review, thus providing justification for scaling up.

ACCRA contributions to consortium partners

ACCRA has shaped consortium partners' programming, while at the same time supporting the development of relationships of trust between the partners, government, *other CSOs and communities in pilot sites* in the three countries as well as beyond.

Improved programming has resulted in increased consortium partner capacities to deliver on their mandates beyond these three countries, while country-level relationship-building has produced potentially enduring connections between local and international experts, capacity support agencies, government officials and civil society in the focus nation states. For example:

- Oxfam integrated the LAC framework and ACCRA lessons into the Oxfam International Resilience Framework across its 20 affiliates, and into the framing of Oxfam GB's multi-country programming guidelines.
- ACCRA work shaped Oxfam's Pan-African policy paper on Women, Food and Climate Justice (FCJ) in 2015 ahead of CoP21 at Paris.
- CARE mainstreamed the LAC framework in its global design, monitoring and evaluation frameworks, notably in the Adaptation Learning Programme for Africa (ALP) and in its Participatory Scenario Planning training materials.
- CARE International notes that 'ACCRA research in adaptive capacity directly informed ALP's approaches', especially through LAP experiences in Mozambique.¹³
- ACCRA products also informed the World Vision Global Resilience Fundraising Strategy, and increased World Vision visibility.
- ACCRA provided resources and spaces for Save the Children to mainstream climate change into its child-based interventions and into national government and international tools, most notably the Sendai Framework on Child-Friendly Disaster Risk Reduction.

- ODI drew on ACCRA experiences to publish research on CCA for wider impact, especially in the research and education (academia) sector, thus influencing thinking and discourse on climate change.
- IIED has also produced several publications based on ACCRA experiences of influencing and advising on climate change related development policies and practice, and climate change capacity development content and process.

ACCRA contributions at international level

ACCRA has influenced and advised global actors' climate change policies and practices, based on the realization that:

- Adaptation is complex and involves participatory learning, innovation and agency development processes to tackle nexus issues of climate change, environment, social and climate justice, livelihoods improvement, and economic development and governance.
- Institutional barriers constrain adaptation in several ways, including elite capture and corruption; exclusion of community voices in public policies and plans; lack of interaction and cooperation between government departments at different levels, and between government and civil society; and lack of interaction between researching, planning, implementing, monitoring and accountability.

This realization resulted in ACCRA developing and sharing the following tools, approaches and scalable case studies for wider use:

- *Tools for collaborative climate research and planning, and monitoring and evaluation of CCA:* ACCRA has played a significant role in co-developing or facilitating the co-development of tools and frameworks for adaptive capacity assessments (LAC framework, CVCA tools and TAMD manuals) and participatory adaptation planning (e.g. DRR guidelines, LAP guidelines, contingency planning) and review tools and frameworks (e.g. national climate change indicators). These have been widely disseminated through the ACCRA website, *Climate and Development Knowledge Network* (CDKN) research reports, the International Panel on Climate Change (IPCC) 5th Assessment Report on Adaptation (Chapter 22).
- *Approaches on multistakeholder collaboration to tackle climate change:* ACCRA successfully designed and implemented institutional arrangements in which CSOs, national and local government, research organizations and communities can work together to understand complex climate change issues, co-design and co-implement plans and strategies that are gender-sensitive and people-centred, and find ways of integrating these strategies into local and national governance systems. These approaches have been shared through the same channels as the tools for climate research and CCA planning, discussed above.

Concrete and scalable case studies on how multistakeholder, trans-sectoral and transdisciplinary teams can research, plan, implement, monitor, review and improve collectively: ACCRA has produced, documented and disseminated scalable case studies on how to support community adaptive capacity development and transform governance systems in the face of climate change and variability. These have been shared on platforms that include the World Meteorological Organization (WMO) International Conferences, CBA Conferences, Low Carbon Earth Summit International Conferences, UNFCCC COP meetings (sometimes as part of the government delegations); and in books, manuals, policy briefs and stories: please see the ACCRA website at <http://community.accraconsortium.org/.59d669a8/publications.html> for a full list of publications.¹⁴

3.4 ILLUSTRATION OF ACCRA-INSPIRED CHANGE PROCESSES

The programme theory of change that is visually represented by Figure 4 shows the global picture of what ACCRA does. In order to give more substance to it, we provide two concrete examples of how ACCRA contributed to change processes through contributing to the co-development of gender-sensitive and people-centred climate information in Uganda (Figure 5) and LAPs in Mozambique (Figure 6). We also illustrate how ACCRA contributed to institutional transformations that were stimulated and brought about in Ethiopia (Figure 7) during the period under review.

3.5 PROGRAMME CHALLENGES

ACCRA organizational and institutional development challenges have already been discussed (Section 3.2). This sub-section focuses on ACCRA programme challenges.

3.5.1 Programming

The 2011–2016 ACCRA programme was originally developed at international level, with relatively low and insignificant input from the countries. This resulted in an initial challenge around programme ownership, but this was subsequently overcome through the domestication of the global programme in the three countries. We also established that in the process of translating the international programme to country contexts, some of the common strands – that together create programme coherence – became hard to articulate, leading to the identity challenges already discussed (Section 3.2). We traced these challenges to weak joint planning and review linkages and processes between the National Steering Committees and the Global Steering Committee.

3.5.2 Strategizing for effectiveness, visibility and resource mobilization

ACCRA needs to make its impact more visible, for both accountability and resource mobilization. In doing so it faces a methodological challenge of how to combine its subtle policy influencing and advising work, in which its contributions are not explicitly acknowledged in government documents (especially in Mozambique and Ethiopia) on the one hand, and the need to provide evidence of impact for both accountability and resource-mobilization purposes on the other. If the evidence continues to be ‘invisible’, ACCRA may lose funding and the ability to do its work; yet if it begins to demand acknowledgement, it is likely to lose spaces for contributing to the transformation of climate governance systems.

3.5.3 Monitoring, evaluation and knowledge management

ACCRA has done well in developing interventions that resonate with the complexity of climate change and climate change responses. However, it has not developed sufficiently robust monitoring and evaluation systems that enable it to make the necessary reflections and adjustments as part and parcel of its ongoing work. In addition, it has not sufficiently documented, distilled and communicated its programme experiences within and across countries for wider impact. This is partly because the current staffing arrangement has no dedicated personnel for monitoring, evaluation, accountability and learning. At a systemic level, ACCRA has not developed a clear mechanism of how to feed its learning into international climate resilience and associated governance-transformation processes.

3.5.4 Contextual challenges: government access to climate funding

ACCRA has recognized the limited access to climate funding for adaptation that developing countries such as Mozambique face, but has not been able to develop an effective strategy on

influencing and advising the flow of climate funds to countries where they are needed. Lack of climate funding constrains the scaling of ACCRA lessons within and beyond the countries in which the programme is implemented, thus reducing potential impact.

Box 1 below discusses documentation achievements and challenges of the programme.

Box 1: Documentation and dissemination of ACCRA lessons

ACCRA did relatively well in documenting country-level experiences and lessons, and sharing them within the countries, the partner organizations and the sector. The lessons were documented as case studies. For example, ACCRA Ethiopia's piloting experiences were documented and fed into the CRGE Fast Track Investment projects; ACCRA Uganda documented and disseminated the weather forecast and advisory experiences and shared them in the country and internationally; and ACCRA Mozambique documented its LAP and climate change indicator development experiences, and shared them within the network.

Secondly, some of the lessons were embedded in research and planning tools, such as the LAP guidelines in Mozambique, DRR guidelines in Ethiopia, and the national gender-responsive weather forecasting dissemination strategy in Uganda. The LAC framework that was developed during ACCRA programme phase 1, drawing on lessons from ACCRA partners' experiences, proved to be a useful tool for research and planning in phase 2. In the three African countries, ACCRA experiences were documented and shared in the climate change and environment sectors and beyond, to build community adaptive capacities through district or woreda plans and LAPs. ACCRA also produced and circulated reports on its work. Finally, ACCRA experiences were documented and shared in the relevant sectors of the countries through feeding into performance and accountability frameworks, such as national standard climate indicators.

However, much scope remained for ACCRA to document and disseminate more lessons on its work beyond the specific interventions, to include its approach to CCA, collective learning and agency development, and working in complex situations – across and beyond the specific countries. Such documentation would also have enabled the development of a more coherent picture of ACCRA's programme. ACCRA could also have used a wider range of knowledge products – such as documentaries, peer-reviewed academic articles and policy briefs – to reach more stakeholders, beyond the sectors and countries in which the programme was implemented, to contribute towards international impact and visibility. The main constraints appear to have been lack of personnel dedicated to knowledge management, monitoring and evaluation; and limited monitoring, learning and evaluation systems.

4 CONCLUSION AND RECOMMENDATIONS

4.1 CONCLUSION

We conclude our findings by assessing the extent to which the programme objectives were met (Table 5). These are rated against four levels of achievement, namely: (a) well-achieved; (b) achieved to a great extent; (c) satisfactory; and (d) under-achieved. Objectives 3 and 4 did not reach the 'well-achieved' category because ACCRA did not significantly work with CSOs in Ethiopia, where the policy environment is constraining; and learning aimed at regional and global networks was constrained by knowledge management and dissemination capacities respectively.

Table 5: Assessment of the extent to which programme objectives were achieved

Programme objectives	Extent to which they were met
1. Incorporate community-driven adaptive capacity initiatives into local government planning, drawing on the phase 1 research results and the LAC framework	Well-achieved
2. Influencing and advising, and informing governance processes and policy decisions so they are community-driven, participative, gender-sensitive and enhance adaptive capacity, including through research, stakeholder engagement and capacity building	Well-achieved
3. Enhance the capacity of civil society networks through capacity building to support community-driven adaptation planning processes	Achieved to a great extent
4. Promote learning (including through the production and communication of training materials, research outcomes and learning) aimed at improving the policy and practice of the participating non-government and government agencies and their regional and global networks	Achieved to a great extent

The second dimension of our conclusion covers what is unique about ACCRA, its identity based on the reconstructed theory of change and its emerging impact. In this regard, we conclude that ACCRA is a *process facilitator* in the collective development of understanding, knowledge and solutions on gender-sensitive, people-centred climate change planning at local and national levels; a *trusted government advisor* on CCA and DRR mainstreaming into local and national plans and governance systems at multiple levels; and an *emerging international thought leader* on how to integrate jointly developed technical innovations and relational agency between sectors and stakeholders to tackle nexus climate change and development matters.

4.2 RECOMMENDATIONS

Our recommendations are informed by expansive learning theory, which explains how complex problems such as climate change can be addressed through multi-stage collective learning and agency development, stimulated through needs-driven capacity development, participatory action research and learning, partnership development, and subtle policy influencing and advising. The theory also suggests that organizations, practices and programmes grow by identifying and overcoming internal limitations and external obstacles, while at the same time drawing on the best available innovative conceptual and practical tools.¹⁵ Figure 8 below

summarizes the expansive learning stages. We make two kinds of recommendations, namely: (a) for ACCRA to continue along the expansive learning cycle that it has been working on, through identifying and tackling new and emerging challenges along the pathways of change; and (b) for ACCRA to start a new expansive learning journey that is based on a comprehensive situational analysis.

Figure 8: Expansive learning cycle

Source: Engeström, 1999¹⁶

Below, we suggest more specific institutional and programme development recommendations for ACCRA.

4.2.1 Institutional development recommendations

The ACCRA Global Steering Committee, international and country teams and Country Directors should meet and work out the most effective ways of dealing with the identified consortium challenges. We make the following specific institutional recommendations for ACCRA as a whole:

ACCRA governance and technical support structures

ACCRA should involve Country Directors or Programme Directors in National Steering Committees, which serve as governance as well as technical bodies, and review their composition and mandate in view of new and emerging understanding and needs. The reviews should include assessing the appropriateness of splitting the Steering Committee into a governance body and a technical body. In addition, ACCRA should build linkages and facilitate ongoing dialogue between the country and the international governance and management structures. ACCRA should also invest in developing complexity change leaders within the network, and ensure that decision-making spaces in the Steering Committees are effectively utilized.

Leadership and resource distribution

The ACCRA Global Steering Committee, Country Directors and ACCRA teams should jointly decide on equitable leadership distribution between the consortium partners in African countries where the programme will be implemented. This should result in a situation where each

consortium partner plays a leadership role, either through rotating leadership of the governance structure, redistributing leadership roles at international and country levels, and/or expanding the number of countries in which the programme is implemented and assigning CARE a leadership role in one or more of the countries. In addition, the ACCRA Global Steering Committee, Country Directors and ACCRA teams should jointly develop and implement equitable (common) resource-allocation systems based on a set of agreed principles.

Identity and visibility

ACCRA leadership should invest more energy and resources in defining and articulating its identity, uniqueness and added value. The conclusion section of this report provides evaluation insights on the uniqueness of ACCRA, that could be built upon to address this recommendation. The products of the articulation should then be strategically communicated to its stakeholders, including donors, for visibility and resource mobilization.

Human and financial resources

ACCRA lead partners at international and country levels should extend ACCRA staff contracts by one year, i.e. the period during which the transition from phase 2 to phase 3 will be taking place. The contract extensions should be based on support from the remaining DFID funding, with additions from lead partner funds. Secondly, ACCRA international and country leadership should assess and address the human and financial resources capacity needs of ACCRA for the next phase, based on the expressed level of ambition that will be jointly developed during planning processes. This should result in, among other things, staff positions or job descriptions on knowledge management (documentation, collective learning and scaling up learning), monitoring and evaluation at country and international level, and decisions on how focal points in ACCRA consortium partner organizations will be funded.

ACCRA should also retain the flexible funding model, expand the funding base at country and international levels, and consider basket funding. At the same time, ACCRA should seek long-term funding given the nature of its work.

4.2.2 Programming recommendations

We identified the following programming recommendations, based on ACCRA's strengths and challenges and the nature of its work:

Transitioning from phase 2 to phase 3

The Global and National Steering Committees – including Country Directors – should hold separate and combined interim planning meetings in early 2017 to make decisions on how to manage the transition from phase 2 to phase 3, as well as to plan for phase 3. This is critical given the need to sustain the momentum of the programme and to maintain the relations developed between ACCRA and its stakeholders. In addition, an interim and transitional plan is necessary given ACCRA's funding situation and the institutional development decisions that need to be made.

Adaptive programming

ACCRA governance and management structures at international and country levels should jointly develop a future programme that is more adaptive, and embed this in a theory of change which has strong monitoring, evaluation and learning foundations. This should result in more emphasis on the ongoing monitoring of context and programme, making of the necessary adjustments, and the distillation of programme experiences into knowledge products for dissemination across contexts and countries – within and beyond ACCRA. The expansive learning theory already discussed in this report offers a useful framework for adaptive programming and monitoring, evaluation and learning.

Consolidation of achievements and tackling new and emerging obstacles

ACCRA governance and management structures at international and country levels should consolidate ACCRA's work in and across the three countries, by continuing to work along the expansive learning journey(s) towards the enrichment and mainstreaming of methodological contributions and practice insights from phases 1 and 2. ACCRA should retain its role as a knowledge broker, process facilitator and trusted advisor, and increase its focus on knowledge management towards consolidating its emerging identity as a thought leader. The programming implications of consolidation include:

- Embedding lessons learnt into future programming.
- Sharpening the focus on action research, experience capitalization and sharing.
- Expanding knowledge and agency development partnerships in response to the revised goal and evolving needs at country, Pan-African and international levels.
- Continuing to work collaboratively with government to influence and advise policy, while at the same time continuously reviewing the evolution of the partnership.
- Supporting the capacity development of other CSOs involved in climate change in order to increase the pool of organizations that are good at supporting resilience-building.
- Developing civil society to demand government accountability on CCA work that has been embedded in performance and reporting systems.
- Enhancing southern governments' opportunities for accessing climate funding, so that they can better scale up gender-sensitive and people-centred DRR, mitigation and CCA experiences and methodologies.

Expansion of scope of work and number of countries

ACCRA country and international leadership should consider expanding its work in the three countries, based on new and emerging needs and understanding established through mapping, situational analyses and contextualized needs-identification, leading to the beginning of new expansive learning journeys. This will enable ACCRA to continue to be responsive and relevant to both country-specific and international evolving opportunities and matters of concern. In addition, ACCRA leadership should investigate the feasibility of expanding its work into at least one more African country and scaling up its programme experiences for wider impact. An additional country would also increase ACCRA's options for more equitable distribution of the leadership role among consortium partners, by enabling CARE to lead one of the country programmes.

Consolidation and expansion recommendations will work best when they are supported by cross-learning between the three African countries and the UK, and between the established country programmes and those that would be established in phase 3.

REFERENCES

- 1 ACCRA (2015) ACCRA Advocacy and Advising Strategy 2015. ACCRA: Kampala.
- 2 Government of Ethiopia (2016) Revised Environment Policy of Ethiopia. Ministry of Environment, Forest and Climate Change: Addis Ababa.
- 3 L. Artur (2013) CCA capacity building assessment and literature review. ACCRA Mozambique: Maputo.
- 4 Ministry of the Coordination of Environmental Affairs (MICOA) (2012) Climate Change Adaptation and Mitigation Strategy, 2013–2025. Maputo: Government of Mozambique.
- 5 J. Colvin and M. Mutizwa (2017) Transforming Systems of Governance in Ethiopia to Support Adaptive Capacity Development. Impact evaluation of ACCRA Ethiopia phase 2. Oxford: Oxfam GB.
- 6 P. Rogers (2011) Program theory and logic models for systemic evaluation. International conference on systemic approaches in evaluation. Eschborn: GIZ.
- 7 I. Vogel (2012) Review of the use of ‘Theory of Change’ in international development. Review report. London: DFID.
- 8 M. Gearty and J. Colvin (2015) Ethiopia’s climate resilient green economy, 2009–2015: A learning history. Unpublished report. Addis Ababa: Global Green Growth Institute.
- 9 J. Virkkunen and D.S. Newnham (2013) The change laboratory: A tool for collaborative development of work and education. Rotterdam: Sense Publishers; M. Mukute (2015) Developmental work research: A tool for enabling collective agricultural innovation. Wageningen: Wageningen Academic Press.
- 10 M. Karlberg (2005) The power of discourse and the discourse of power: Pursuing peace through discourse intervention. *International Journal of Peace Studies*, 10(1), pp. 1–23.
- 11 B. Befani and J. Mayne (2014) Process tracing and contribution analysis: A combined approach to generative causal inference for impact evaluation. *IDS Bulletin*, 45(6), pp. 17–36.
- 12 D. Beach and R.B. Pedersen (2013) *Process-Tracing Methods: Foundations and guidelines*. Michigan: University of Michigan Press; M. Punton and K. Welle (2015). *Applying process tracing in five steps*. CDI Practice Paper Annex, IDS.
- 13 CARE International (2015) *Adaptation Learning Programme for Africa: ALP results, outcomes and impacts report – January 2010 to June 2015*. London: CARE International, p. 50.
- 14 Books include *Climate Change Adaptation in an African Context: Fostering Resilience and Capacity to Adapt*; manuals include the TAMD manual for local planning; IIED briefings including *Forwards and backwards evidence-based learning on climate adaptation* (<http://pubs.iied.org/17257IIED/>) and *Strengthening frameworks to monitor and evaluate climate adaptation in Uganda* (<http://pubs.iied.org/17287IIED/>); also see ACCRA stories of system change in Ethiopia, Uganda and Mozambique (<http://community.accraconsortium.org/59d669a8/storiesofchange.html>).
- 15 Y. Engeström (1987) *Learning by expanding: An activity theoretical approach to developmental research*. Helsinki: Orienta-Konsultit.
- 16 Y. Engeström (1999) Innovative learning in work teams: Analyzing cycles of knowledge creation in practice (pp. 377–404). In Y. Engeström, R. Miettinen and R. Punamaki (Eds.) *Perspectives on Activity Theory: Learning in Doing: Social, Cognitive, and Computational Perspectives*. Cambridge: Cambridge University Press.

For more information, or to comment on this report, email Margaret Barihaihi, ACCRA International Coordinator: Mbairihaihi1@Oxfam.org.uk

© Oxfam International June 2017

This publication is copyright but the text may be used free of charge for the purposes of advocacy, campaigning, education, and research, provided that the source is acknowledged in full. The copyright holder requests that all such use be registered with them for impact assessment purposes. For copying in any other circumstances, or for re-use in other publications, or for translation or adaptation, permission must be secured and a fee may be charged. Email policyandpractice@oxfam.org.uk

The information in this publication is correct at the time of going to press.

Published by Oxfam GB for Oxfam International under ISBN978-1-78748-008-7 in June 2017.
Oxfam GB, Oxfam House, John Smith Drive, Cowley, Oxford, OX4 2JY, UK.

OXFAM

Oxfam is an international confederation of 20 organizations networked together in more than 90 countries, as part of a global movement for change, to build a future free from the injustice of poverty. Please write to any of the agencies for further information, or visit www.oxfam.org

ACCRA is:

A champion of development planning which is adaptive to climate change, grounded in the needs and priorities of citizens, and equitable toward women, girls, boys and men.

An enabler of local and national systems, which never replaces existing institutions.

A process facilitator of collaborative design and planning.

A go-between or 'systemic intermediary' that strengthens vertical and horizontal relationships across different levels, sectors and organizations.

A responsive partner that provides know-how and capacity development that responds to the real needs of local and national institutions.

An alliance of Oxfam, World Vision, CARE, Save the Children and the Overseas Development Institute (ODI), working closely with the International Institute for Environment and Development (IIED).

To find out more:

Download all our publications from the ACCRA website:

<http://community.accraconsortium.org/.59d669a8/publications.html>

Find more success stories on our blog page:

<http://community.accraconsortium.org/.59d66929/Blog/>

Save the Children

OXFAM