



CLIMATE CHANGE ADAPTATION IN EAST AFRICA

Mainstreaming gender-responsive and participatory approaches

This case study shows how convening influencing government practices and decision-making processes can have a transformative effect across government, bringing positive benefits to marginalized communities and millions of people. It also shows how NGOs can influence and support changes to government practices by playing a strategic convening role and becoming a systemic intermediary between different levels of government, regional bodies, CSOs, and local communities.

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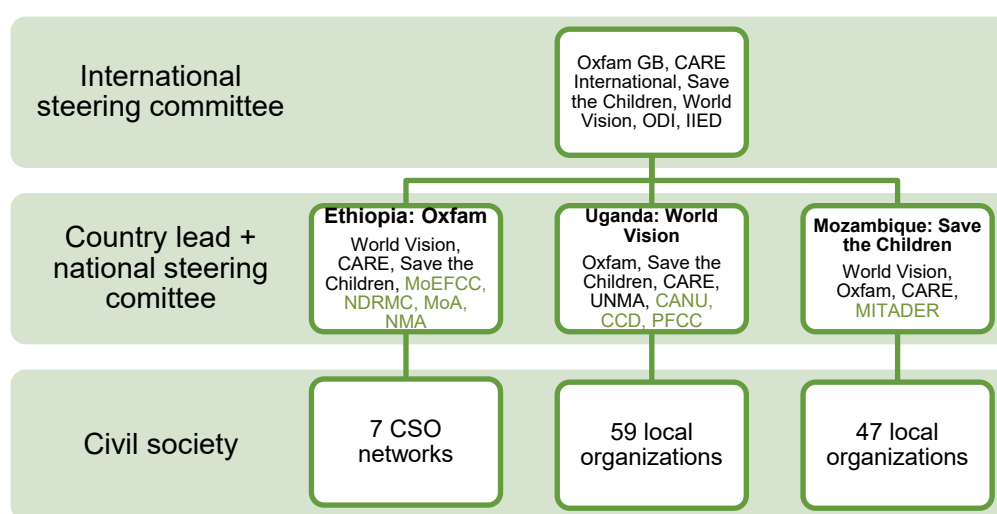
Cover photo: Safiya Ali next to her flock of goats, Ethiopia.

Photo by: Pablo Tosco/Oxfam Intermon.

EXECUTIVE SUMMARY

Ethiopia, Uganda and Mozambique are low-income countries that are highly vulnerable to the impacts of climate change (Centre for Global Development, 2010). The Africa Climate Change Resilience Alliance programme (ACCRA), a unique consortium of national and international partners¹ that was established in 2009, sought to improve the adaptive capacity² of people most vulnerable to climate change in these countries through people-centred and gender-sensitive governance and planning processes (ACCRA, 2016). (See Figure 1).

Figure 1: Consortium of partners governing ACCRA. Note: Government institutions are emphasized in green.³



The focus and approach of ACCRA's work on strengthening local adaptive capacity varied across the three countries. In Ethiopia, the initiative helped to:

- ▽ Mainstream gender-sensitive adaptive capacity frameworks and more decentralized participatory approaches within sub-national governments (*kebele*⁴ and *woreda*⁵ levels) and national government ministries, strengthening their response to climate change and their capacity to achieve poverty-reduction goals;
- Create an inclusive policy dialogue between communities, civil society, *kebele* and *woreda* governments and national government, contributing to further changes in government practices (Jones et al., 2014); and
- Strengthen local adaptive capacity and the livelihoods of marginalized communities in these areas.

The effects and impacts of the ACCRA initiative have continued to ripple on following the end of the project in 2016.

Key insights

ACCRA offers an effective approach to climate change adaptation (CCA), resilience building and poverty reduction at scale in challenging contexts with restricted political space. It's approach for achieving change at scale is notable for:

- **Establishing a unique consortium** of national and local government institutions, and local civil society organizations (CSOs) and International Non-Governmental Organizations (INGOs).
- **Collectively influencing and transforming different levels of government** to adopt more inclusive approaches to knowledge sharing and policy making and apply gender-sensitive approaches to CCA.
- **Supporting and strengthening community participation in decision making.** The inclusive and empowering approach enables change to be owned and led by participants and those at the bottom of the top-down political structures to have greater influence at *kebele* and *woreda* levels, while remaining consistent with overarching aims for people-centred and gender-sensitive adaptation (ACCRA, 2016).
- **Using a flexible and forward-looking decision-making approach** that recognizes that government data collection, planning and policy deliverables need to be flexible to deal with uncertain or unforeseen events (Jones et al., 2013). The approach involved using games with district planners and policy makers to encourage longer-term and more reflexive, inclusive, gender-sensitive planning processes. In Ethiopia, train the trainer (TOT) workshops were held with community leaders; *kebele*, *woreda* and ministry officials; and CSOs (Jones et al., 2014).
- **INGOs playing a convening role** between different levels of governments, regional bodies, CSOs and local communities, and over time becoming a trusted 'systemic intermediary', facilitator and government advisor (Colvin and Mukute, 2018). ACCRA's consortium approach ensured that local government, domestic civil society groups and other relevant stakeholders were engaged in an integrated and inclusive process, rather than displaced by INGOs.

WHAT HAS CHANGED?

THE CHALLENGE

Ethiopia, Uganda and Mozambique are all low-income countries and highly vulnerable to the impacts of climate change (Wheeler, 2011). Although the causes of their vulnerability are context-specific (Barnett and Campbell, 2010), they have some common characteristics: poverty, natural resource dependency, lack of inclusive governance and gender inequality.

In 2013 and 2014, poverty rates⁶ in Ethiopia, Mozambique and Uganda were 30%, 48.4% and 19.7% respectively (World Bank, 2014a; World Bank, 2014b; World Bank, 2016). Importantly, poverty is intricately linked to climate vulnerability, in these three countries through the level of dependency of rural livelihoods on the natural environment (Care International, 2011). For instance, around 70 million people in Ethiopia – 80% of the population – depended on rain-fed agriculture (Colvin and Mukute, 2018). Furthermore, subsistence farming accounted for 90% of total agricultural output in 2010-2011 (ACCRA, 2012). Though many of these communities are used to adapting to changing environmental conditions, the current rate of climate change is unprecedented and will destabilize already precarious livelihoods. In Ethiopia, the most significant risk for those living on degraded land is drought. Similarly, 33% of Uganda is wetland, so it is especially vulnerable to changes in rainfall. In Mozambique, livelihoods are at risk of climate change disaster in the form of droughts, floods, cyclones and sea level rises (Oxfam, 2017).

The relationship between poverty and climate vulnerability is also linked to other factors: social differences and marginalization, intersectional inequalities (gender, class, ethnicity and age) and overarching power structures (Blaikie et al., 2005; Wisner, 2004). These factors affect an individual's capacity to cope with environmental changes.

Gender plays a significant role in vulnerability. In rural agricultural communities, women face a triple burden of work in often taking on child rearing, domestic, community and livelihood roles (FAO and Care International, 2019). Women are more affected by climate change than men due to these responsibilities, barriers to mobility and their historic exclusion from decision-making processes (Colvin and Mukute, 2018).

During the project period in Ethiopia, other structural forces also contributed to vulnerability, including: the top-down nature of governance, which is supported by power hierarchies; the disconnect between development plans and the needs of local communities (Amsalu and Ludi, 2013; Care International, 2011); the lack of understanding within senior government about on-the-ground realities; a lack of agency and ownership at district and local levels (Jones et al., 2014); existing

institutions being subject to elite capture and corruption; and a history of top-down governance that is hostile to civil action – CIVICUS classifies Ethiopia and Uganda as repressed, and Mozambique as obstructed (CIVICUS, 2019).

The above problems were exacerbated by: a lack of funding/investment for research, and hence a lack of robust evidence and information about climate change risks and impacts; a limited understanding of climate change impacts and causes of vulnerability (Colvin and Mukute, 2018; Ludi et al., 2011); and weak interpretation of existing data leading to poorly designed policies (Care International, 2011).

ACCRA'S APPROACH

ACCRA's aims were to:

- Understand how existing disaster risk reduction, social protection and livelihoods projects by ACCRA members were helping build adaptive capacity of vulnerable communities to climate change and how they could be strengthened;
- To jointly use the findings to influence donors, development partners and civil society to improve future planning/action;
- To work with local and national governments to enhance the capacity to implement interventions that can build communities' adaptive capacity;
- To encourage learning across countries, disciplines and stakeholders (ACCRA, 2012).

Its approach was informed by both the Local Adaptive Capacity Framework (LAC) – see Box 1 – and flexible and forward-looking decision making. The latter recognizes that planning and policy deliverables have to be flexible to deal with uncertain or unforeseen events (Jones et al., 2013).

Box 1: The Local Adaptive Capacity Framework (LAC)

LAC formed the overarching conceptual framework of ACCRA as it is based on enhancing household capabilities and consultations (Levine et al., 2011). The framework is based on five characteristics that affect adaptive capacity:

- An asset base that enables response to physical events
- Institutions and entitlements that are fair and accessible
- Collection and dissemination of knowledge and information to better understand change
- An enabling environment to support innovative, niche solutions
- Forward-looking decision making and a government that is supportive of future planning

If all are met, there is strong adaptive capacity at the local level (Jones et al., 2014).

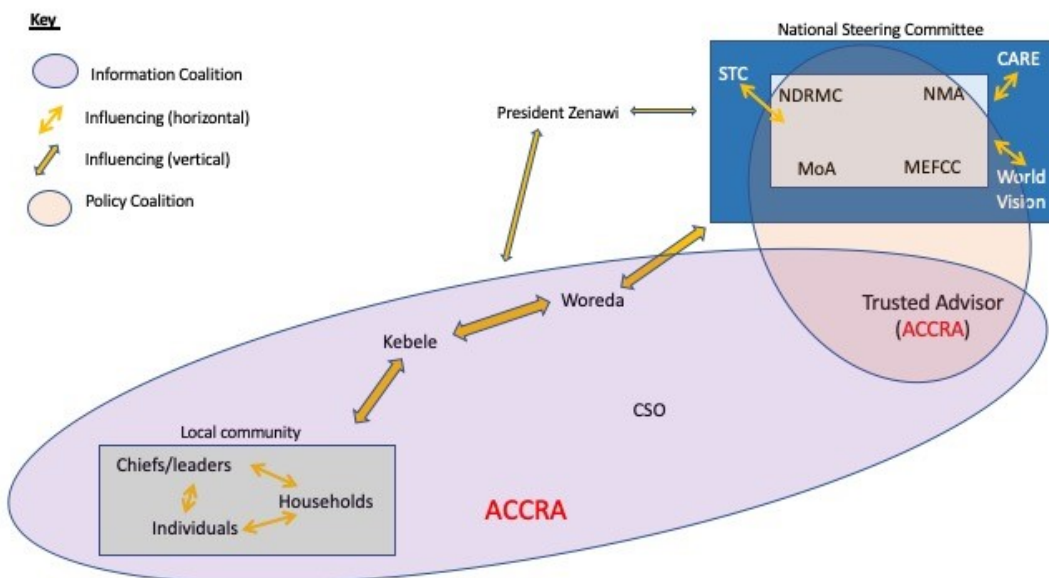
A key element of ACCRA's generic approach and influencing strategies across the three countries⁷ involved **horizontal and vertical convening and coordination** between local communities, district officials, local governments, central government and CSOs.

The actors that came together in phase 1 to research and collect evidence can be termed an 'information coalition'. This information coalition used different influencing pathways to inform government and INGOs in the national steering committee. The knowledge collected in phase 1 was then used in a policy coalition (phase 2), alongside influence from INGOs, to inform national guidelines and national strategy (CRGE), achieving various poverty impacts.

'I believe the success of this project is due to the coordination in the community, and between the community and the ministry'

Male community member, Yabdo Shembako kebele, Ethiopia (Colvin and Mukute, 2018).

Figure 2: Diagram showing the different elements of the coalitions and influencing pathways in scaling change



The programmes in Ethiopia, Uganda and Mozambique consisted of two phases (Mukute et al., 2017a):

Phase 1 (November 2009 to November 2011): involved participatory action research and evaluation of local pilot projects,⁸ which developed and applied the LAC framework (see Box 1) to:

1. Understand climate hazards faced by local communities and influence the ideas and approaches adopted by consortium members and existing DDR, social protection and livelihoods programmes; and
2. Strengthen the capacity of vulnerable communities to climate change (Roberts, 2013).

Phase 2 (November 2011 to March 2016): involved the joint use of the research findings to influence donors, governments and civil society to improve future planning/action at all levels. For example, the consortium used the phase 1 research findings to influence the overarching programme strategy for ACCRA; the national steering committees used them to inform national and local development plans and for the 'games' to train district planners and policy makers; and communities used the knowledge to change their own practices to become more climate resilient.

ACCRA's generic activities across all three countries included:

- Establishing national inter-agency teams and feedback mechanisms;
- Holding participatory workshops with local CSOs to develop national advocacy strategies;
- Developing CCA plans and strategies – informed by the vulnerable communities through participatory planning sessions – and building capacity to implement these (e.g. through the Climate Resilient Green Economy Plan, CRGE);
- Running training-the-trainer workshops to mainstream inclusive and gender-sensitive data collection and planning and select key stakeholders to disseminate the approaches within their circles;
- Integrating traditional, indigenous and scientific knowledge into research in phase 1 and into local projects (e.g. seed technologies, participatory forest management, Climate Smart Agriculture (CSA) and prediction technologies) in phase 2;
- Using experimental learning 'games' and communication activities to help government officials understand forward-looking decision making;
- Running gender-sensitivity training for civil servants in ministries, woreda and kebele officials, and CSOs on the importance of gender inclusivity and how to inform planning appropriately;
- Including adaptive capacity and gender considerations in government national plans and strategies, for example in the Disaster Risk Management and Food Security Sector framework (DRMFSS), CRGE and Second Growth and Transformation Plan (GTP II) in Ethiopia.

POVERTY REDUCTION

Influencing governments to mainstream gender-responsive and participatory approaches to CCA and invest in the rehabilitation of degraded lands across the three countries helped strengthen:

- Help governments achieve poverty reduction by enabling them to better manage climate impacts;
- The agency, voice and participation of vulnerable communities in decision making (Mukute et al., 2017b; Colvin and Mukute, 2018); and
- The adaptive capacity and livelihoods of vulnerable communities.

In Ethiopia, specifically, ACCRA influenced and contributed to:

- The content of the government CRGE and the DRMFSS. The CRGE introduced an overarching, integrated, government-wide approach to CCA rather than siloed actions by separate institutions;
- The mainstreaming of gender-sensitive disaster/risk adaptation into on-the-ground projects and local government decision making, including into 75 *woreda* annual plans (Daggett, 2014);
- The Ministry of Agriculture’s Fast Track Investment (FTI) programme and trainings to 50 regional hubs, 370 *woreda* experts and 81 development agencies (Colvin and Mukute, 2018; ACCRA, 2006).

The CRGE in Ethiopia pioneered a series of FTI plans to test the ability of these types of initiatives to deliver mainstreamed climate projects at *woreda* level. The projects created jobs, supported those living in poverty and reduced emissions. Their scope is outlined in Table 1 below. FTI plans emphasized the importance of knowledge transfer, use of the LAC (Mukute et al., 2017a), and integrated planning to increase incomes, reduce greenhouse gas emissions and improve resilience (Getu, 2014).

ACCRA made a crucial contribution to ensuring that the FTIs focused on landscape rehabilitation, agriculture and livestock, the inclusion of women, and community ownership through micro-enterprising and participatory management schemes (Colvin and Mukute, 2018). In total, 75 *woredas* in Ethiopia, with a population of around 7.5 million people, mainstreamed a gender-sensitive and participatory approach into their development plans through the implementation of FTI projects (Daggett, 2014; Colvin and Mukute, 2018).

FTI in resilience building activities in Ethiopia included participatory forest management led by marginalized women, increased use of fuel-efficient cooking stoves and strengthening of seasonal weather forecasting. By reducing time constraints, these improvements in turn enabled communities to engage in new initiatives such as rainwater harvesting, small-scale irrigation, diversifying home gardens, improving seeds (e.g. drought resistant breeds) and livestock marketing (Colvin and Mukute, 2018). This in turn may have increased the stability of incomes and reduced food insecurity (Daggett., 2014).

Table 1: Intended livelihood outcomes and impacts of Ethiopia’s FTI projects

Fast track investment focus	<i>Woredas</i>	<i>Kebele</i>	Number involved	Poverty aspects (2014–2016)
Climate smart agriculture	22	Data not available	Data not available	Increased productivity of crops and livestock
Improved water flow and quality in Oromia; Tigray; Amhara and the Southern Nations,	Data not available	Data not available	147,000	Solar water pumps and groundwater irrigation to improve productivity

Nationalities, and People's Region				
Reforestation in Harari region	Data not available	5	1,400 households	750ha reforested, 90% in community areas, and alternative incomes from bee keeping and selling by-products created
Bamboo cultivation in Arsi Negelle and Kofele	2	10	3,000 farmers	Planted 50,000 bamboo over 200ha – less environmental degradation and diverse income opportunities
Improved farming in Benishangul-Gumuz	Data not available	Data not available	100 farmers trained in seed management	Sense of ownership through cooperatives and use of indigenous plants and increased climate resilience
Watershed restoration in Afar and Somali regions	Data not available	Data not available	3,500	Targeted women and disadvantaged youths and improved water supply
Participatory Forest Management in Dire Dawa	Data not available	Data not available	2,650 households in participatory forest management (reclaim and restore degraded forest land, engage in sustainable finance schemes) 3,300 households promote use fuel-efficient stoves	Increased annual income for 50% of households
Sustainable management in Kamara Hill	Data not available	Data not available	220 trained in sustainable management	Improved conservation, alternative incomes generated and enhanced community awareness
Livestock investment plan	370 experts trained	81 development agents	4,575 households trained on crop productivity 4,780 households trained on natural resource management	Improved crop fertility and management techniques, rehabilitation of degraded land, rainwater harvesting and irrigation for livelihood stability and diversification

Source: Data from Getu (2014) and Colvin and Mukute (2018).

Other examples of scaling of poverty reduction initiatives linked to policy changes and approaches influenced by ACCRA included fuel-efficient cooking stoves and seasonal weather forecasting. Fuel-efficient cooking stoves are a gender-sensitive adaptive technology used to alleviate poverty by giving women more time to engage in other income-earning activities and education, and increasing food security (Daggett, 2014). ACCRA saw the potential of the stoves to overcome climate change vulnerability. In Uganda, for example, fuel-efficient stoves piloted in the two ACCRA focus sites of Kotido and Bundibugyo were subsequently horizontally scaled to thirteen other districts selected by the government, and contributed to increased incomes and wellbeing of users (Daggett, 2014). Box 2 illustrates the process further.

Box 2: Horizontal scaling of fuel-efficient stoves

Biira Annet in Bundibugyo, Uganda was trained on the use of fuel-efficient stoves in a local-level workshop that was supported by district planning and initiated by the National Climate Change Policy.⁹ She, in turn, trained 80 women in her village on how to use fuel-efficient stoves and how to use strengthened social networks to teach others (Lewis et al., 2013b). Sharing knowledge in this way builds the capacity of women both individually and collectively. Individually, women have more time to engage in other income-earning activities and education. Diversification of income-earning activities in turn improves resilience to climatic change and allows more time to engage in education, which opens up other opportunities as a route out of poverty. Enhancing the collective voices of women strengthens their position in local communities, empowering them to enforce changes to overcome their marginalization (FAO and Care International, 2019).

Accurate seasonal forecasting is vital for farmers to adapt to the variable weather patterns associated with climate change. Field assessments conducted in phase 1 showed there were inadequate or false seasonal forecasts in Uganda, which affected the sustainability of farming and limited production. ACCRA in Uganda facilitated dialogue and improved data collection and sharing between farmers, communities, CSOs and the government so that research captured the true impact of climate change in poor communities and was locally owned. To aid this process, findings were translated into local languages. The project directly enhanced productivity and reduced food security (Resilient Knowledge Hub, 2018).

‘Our bananas and cocoa on steep slopes for years had failed. When we applied contour trenches, and practiced agro forestry (calliandra and castor oil trees), now there is a difference. We now harvest between 5–10 bunches of matooke per week giving us between 500,000–1,000,000 [USH] per month [\$200 – \$400]. The increase in income has enabled us to pay school fees for the children in good schools and one is in a nursing school.’

Female sub-county leader in Bundibugyo, Western Uganda (Daggett, 2014)

The improvements resulting from accessible seasonal forecasting in Uganda have had a widespread impact. By 2014, 6,898 households had strengthened their farming practices, improving nutrition for 2,141 households (World Vision, 2014). This has since been scaled up to improve livelihoods and crop production for a further 2,545 households by 2015 (World Vision, 2015). In addition, 21,879 farmers were using weather information in 2017 (World Vision, 2017) compared with 26,758 using the improved methods in 2018 (World Vision, 2018).

STRUCTURAL CHANGES

ACCRA contributed to poverty reduction by addressing a number of structural causes of poverty. In Ethiopia, influencing was carried out at three levels (see Box 3 below) and contributed to the following structural changes.

More gender and climate responsive government practices

ACCRA's most crucial contribution in all three countries was its ability to collectively influence governments' institutional policies and practices (see Appendix 1). As noted above:

- In Ethiopia, ACCRA helped influence the content of the government's DRR guidelines, GTP II and Green Climate Fund (GCF) proposal, and the integration of gender-sensitive and people-centred adaptive capacity practices across many levels of government, including within *woredas* (ACCRA, 2016).
- In Uganda, ACCRA helped to ensure that local and national government decision making was informed by accessible weather forecasts and advisories (Mukute et al., 2017b), and influenced the approval and uptake of gender-sensitive climate indicators in national level M&E strategies within all ministries (Oxfam, 2016b).
- In Mozambique, ACCRA facilitated the development, piloting and scaling of a Local Adaptation Plan (LAP) framework and guidelines, and subsequently drew on this experience to help influence the National Adaptation Plan (NAP) development process (Mukute et al., 2017a; Lewis et al., 2013a).

Uganda and Mozambique trained ministers, civil servants and CSOs in gender-inclusive programming and decision making, and the countries also learned from each other in exchange visits (Lewis et al., 2013a). Together with changing power relations and political structures (see below), the introduction of the above policies helped to reverse the top-down and short-term nature of previous governance and policy making.

Box 3: Levels of policy influence in Ethiopia

In Ethiopia, ACCRA influenced three levels of government:

- It supported national government and influenced the traditional DRMFS training manual, which previously focused on short-term disaster response. ACCRA made DRMFS more participatory, introducing the key concepts of DRM and CCA at the *woreda* level, including vulnerability and adaptive capacity as set out in the LAC framework. This approach has been scaled up nationwide.
- It supported government and influenced the design of the *woreda*-level CRGE investment-planning manual. This was piloted in four *woredas* and investment proposals that accessed CRGE funding produced. The manual is being scaled up nationwide.
- Its overall support focused on ensuring that national government had the capacity to mainstream disaster risk management, CCA and gender dimensions across all levels: nationally through CRGE and GTP II, and regionally in *woredas* and *kebeles*. ACCRA's pilots have been scaled up, with some supported by other actors where ACCRA acts as a 'systemic intermediary'.

ACCRA helped mainstream new ideas and approaches by government and communities. By using community-led research in phase 2, policy makers and ministers became more aware of local vulnerabilities and existing technologies to overcome issues, such as improving soil fertility,

crop management, water harvesting and irrigation practices (Colvin and Mukute, 2018).

The train the trainer workshops with key players – community leaders; kebele, woreda and ministry officials and local CSOs – were used to encourage reflexive and inclusive decision making for CCA and to strengthen agency (Jones et al., 2014). It enabled key players to understand the key approaches and then disseminate them in locally relevant and meaningful ways (see Box 2 above for an example).

Figure 3 below is one of the flyers produced during phase 1 and 2 to explain climate adaptation to communities and engage with people to change their ideas and understanding.

Figure 3: A flyer showing different ways communities can adapt to climate change.



Source: Daggett, 2014

Rebalancing power relations: more decentralised and inclusive decision making

Rebalancing power relations was achieved through ACCRA’s participatory and gender-sensitive approach to developing project proposals for accessing CRGE funding. These efforts to shift the power balance were also key for poverty alleviation. ACCRA supported the realization of ‘power within’ by involving community members (Colvin and Mukute, 2018) – including women – in decision making, research and

project implementation and recognizing community members' ability to make change.

'Before, women were dependent of men – waiting on the support of men. Now I myself can work different works, even hot to plant potatoes...'

Female community member, Shembako kebele, Ethiopia (Colvin and Mukute, 2018, p.66)

'There is discussion even in the house – with husband and wife [–] on the role of the work. There was a little but share of responsibilities before. Now we discuss and agree what is responsibilities of men and women in the house. The discussion increased after the project [FTI]'

Female community member, Bilbilo kebele (Colvin and Mukute, 2018, p.67)

This had a knock-on effect that encouraged 'power to' through knowledge of how to collect better data and be involved in kebele and woreda governance. Training workshops and game learning were also used to strengthen the agency and political participation of women and men in decision making:

'Actually, the programme is more participatory. The community dealt in every aspect – planning, implementation, evaluation. In pastoral areas we used elders as means of entry – to prioritise the problems – in highland areas we used the authorised leaders. We also have extension workers. We use them mostly, so they participate in implementing and evaluating the whole programmes.'

Senior Measurement, Reporting and Verification Expert, CRGE unit, Ministry of Agriculture and Natural Resources (MoA&NR) (Colvin and Mukute, 2018, p.45)

One of the most noteworthy strengths of ACCRA was its ability to convene and coordinate the multiple stakeholders in the consortium. This was an essential part of generating 'power with', as collective capacity was used to influence local, sub-national and national governance in phase 1 and 2. Together, empowered climate-vulnerable communities were able to better demand inclusion and that their priorities be taken into account (Mukute et al., 2017b). An example of strengthened 'power with' can be seen in how local collectives came together:

'We organised together and we contribute to eggs and we supply for the market. For every member we can support our livelihoods day to day and make some savings'

Female community member, Yabdo Shembako kebele, Ethiopia (Colvin and Mukute, 2018, p.66)

This is not to suggest that top-down power did not play a role. Indeed, the ability of the government to then horizontally scale gender-sensitive and people-centred CCA and DDR through national policies and practices was a key part of influencing national guidelines; a key part enabling change in phase 2 of ACCRA. This can be understood as a change in institutional power relations so that the executive government can lead and influence but not control at the expense of local agency.

Figure 4: Women participating in data collection in Ethiopia



Source: Levine et al., 2011)

ACCRA also helped contribute to more inclusive decision making. Policy making in Mozambique, Uganda and especially Ethiopia, had been characterized by a disconnect with the local situation and a lack of recognition of farmer or pastoralist-led innovation (Jones et al., 2014). By helping strengthen power to, power with and power within, ACCRA enabled communities at the bottom of the top-down political structure to feed up to and influence at kebele and woreda levels.

ACCRA's emphasis on gender was also important. Participatory planning had a specific focus on female empowerment. Women were trained both with men and separately due to their different responsibilities and in recognition of power imbalances.

'The difference is the participation of women in the CRGE. Before, women's participation was less. CRGE trained us how to save using energy saving stoves, how to reduce the pressure on the forest – with a small amount of fuel wood we can prepare more foods. And we are the ones who are leading to take care of the chickens – we sell the eggs ton by ton – one ton is for one lady, one ton is for the next one – for saving and income generating purpose. Even I learned how to make bee keeping and I can make the material for the beehive. Now we are sharing the experience we get to our neighbours, to give them the chances and privileges in the future.'

Amintu Amadu, Yabdo Shembako kebele, Ethiopia (Colvin and Mukute, 2018, p.56)

Additionally, by diversifying activities and reducing the time taken to cook or raise animals, women had more time for education, other duties and additional income streams. This helped to reduce the vulnerability of the entire household (FAO and Care International, 2019).

Improved institutional coordination

ACCRA's influence on policy, decision making and changes in power also contributed to changes in political structures. In Ethiopia, ACCRA used the CRGE process to facilitate unprecedented institutional dialogue

and coordination between the Environmental Protection Authority (EPA), Ministry of Environment, Forest and Climate Change (MEFCC) and the Ministry of Finance and Economic Development (MoFEC). These efforts meant that poverty reduction could be approached holistically and intersectional vulnerabilities¹⁰ paid attention to (Colvin and Mukute, 2018). Although the president remains the executive, this coordination space enabled other important actors (e.g. local governments, communities and CSOs) to influence policy making by being able to voice concerns to those in upper government levels (MoA, EPA, MoFEC).

'Before this project every sector was running individually to implement its own roles and responsibilities. But now we are integrating between livestock, natural resources, irrigation and crop production because we understand that one sector is having an impact on the other, so we are working together.'

Ato Temesgen, Deputy Head, Agriculture Office, Akaki woreda, Ethiopia (Colvin and Mukute, 2018, p.45)

LIMITATIONS

ACCRA's participatory and gender-sensitive approach suggests that associated impacts should be inclusive, although there is no detailed evidence of this. However, although ACCRA is founded in inclusivity, there will inevitably be some individuals or households that were not able to participate or benefit due to structural constraints, power imbalances within communities and weaknesses in government policies, practices and investment (Agrawal and Gibson, 1999; Titz et al., 2018). Furthermore, not everyone will have participated equally, even if efforts to be inclusive have been made.

DURABILITY

The fact ACCRA acted as a facilitator by helping strengthen the capacities of communities, *kebele* and *woreda* committees, and government ministries meant policy and practice changes were owned by the individuals and groups contributing to them and hence are likely to be sustainable.

In Ethiopia, even the death of Prime Minister Zenawi, described as a 'father' for CRGE, in 2012 did not drastically affect the programme's implementation, suggesting the approaches have become fairly institutionalized. Anti-government protests since 2015, the resignation of the prime minister in 2018 and an attempted coup in 2019 were also all potential events that could have disrupted progress but haven't yet (BBC News, 2019). This, however, does not discount future political changes or events disrupting the policy. Moreover, intensification of climate change impacts over time may overwhelm the adaptive capacity of the government and communities unless mitigated globally.

ACCRA's work to foster links between different institutions has strengthened overall climate resilience, as actors are better able to respond to internal and external environmental pressures. ACCRA's gender and participatory approaches also helped foster norms and behaviours among communities and different governance levels that were accepting of gender inclusivity and climate change resilience.

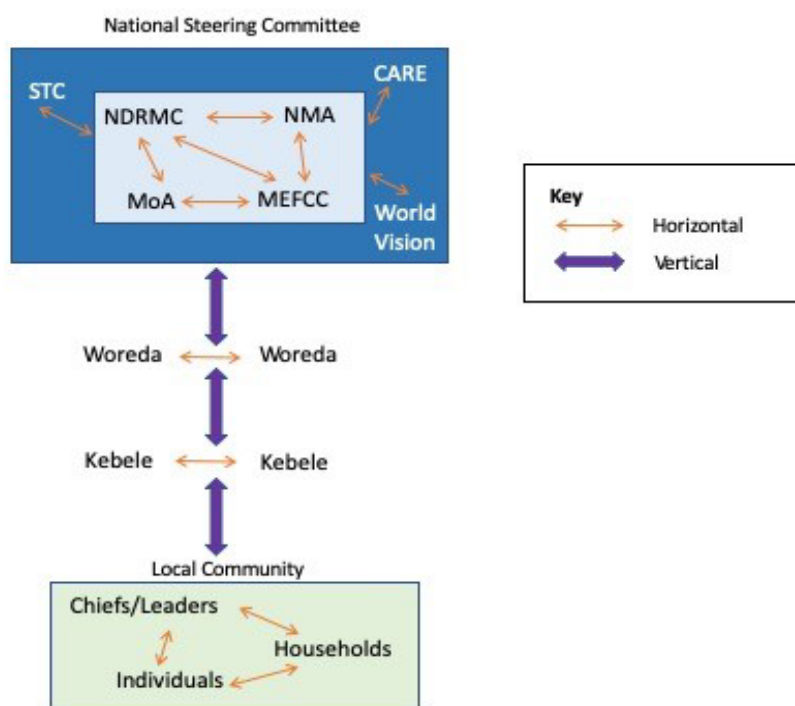
Financially, by acting as a convenor with change being owned by civil society and governments (Colvin and Mukute, 2018), the ACCRA project finishing in 2016 did not mean projects ceased. Indeed, the fact that ACCRA supported the mainstreaming of gender-sensitivity and participatory planning into CRGE and its scaling up, suggests that it will be sustainable in the long run, as the principles are based on a green economy and hence sustainable revenue flows, and CRGE has been normalized in policy and practice.

HOW SCALING WAS ACHIEVED

PATHWAYS TO SCALE

ACCRA deployed an intentional strategy to build the capacities of governments and communities to adapt to climate change and reduce vulnerabilities to alleviate poverty. Change happened because of incremental institutional transformations. For instance, through slowly building trust with governments and using research and pilot projects as a strong evidence base to justify mainstreaming approaches into policy (ACCRA, 2016; Twigg et al., 2018).

Figure 5: Diagram showing the different aspects of scaling.



Note: The different shades of blue separate the national steering committee into its government and INGO counterparts. STC refers to Save The Children.

ACCRA is based on both horizontal scaling, by strengthening communities, and vertical scaling transforming governments' policies and practices. During phase 1, actors from all levels came together to hold consultations with communities in order to assess climate change impacts. These findings were then used to inform kebele committees and, subsequently, woreda officials. CSOs played an important role in this upscaling; for example, seven local CSO networks¹¹ in Ethiopia were

involved (Oxfam, 2016b). Vertical scaling occurred simultaneously at multiple levels, going from communities, to *woreda* officials and up to the ministerial level and national coordinators (Colvin and Mukute, 2018). As outlined above, phase 2 institutionalized and implemented the lessons learned in phase 1. In Ethiopia, this took the form of widescale implementation through changes to government policy and practices. The process also involved horizontal scaling via collaboration between members of the steering committee, ministries and local communities (Colvin and Mukute, 2018).

Convening and coalition working played a key role in scaling, with ACCRA acting as a strategic intermediary (Colvin and Mukute, 2018) and enabling others to become agents of their own change.

CONTEXTUAL DRIVERS AND CONSTRAINTS

A number of contextual factors and events contributed to the observed changes in Ethiopia and created an enabling environment. ACCRA also created an environment that enabled its approach to climate change vulnerability to be mainstreamed and accepted (see timeline in Figure 5 below). Here we focus on drivers in Ethiopia.

Climate breakdown

A key driver of the observed changes in Ethiopia were climate breakdown and the ecological emergency. Over the past couple of decades, there has been an increase in the frequency and intensity of climate events, such as flooding and droughts, which exacerbates rural poverty, makes livelihoods more fragile and has a detrimental impact on economic growth. The current pace of the climate crisis means these impacts will not lessen.

New ideas and approaches

Alongside climate change impacts, there is a growing awareness of the economic, environmental and health co-benefits that a green economy can bring, even for low-emitting countries that have contributed little to climate change. For example, there is a wider understanding of how the green economy can contribute to a resource-efficient, inclusive, low-carbon and ultimately more cost-effective country (UNEP, 2019). This broad shift in understanding contributed to the Ethiopian governments' introduction of the CRGE and also created an enabling environment that allowed ACCRA's approach to climate change vulnerability to be mainstreamed and accepted.

ACCRA's approach to adaptation was, in turn, influenced by a better understanding of climate change vulnerability and the importance of sustainable livelihoods. ACCRA understands vulnerability as resulting from the interaction of structural forces and individual agency, rather than just people's physical exposure to climatic events. Reducing vulnerability

therefore involves helping address structural influences (e.g. government inclusion, power hierarchies and social institutions) and strengthening the ability of those living in poverty to overcome these barriers and subjectivities (Agrawal and Gibson, 1999; Titz et al., 2018). This is exemplified in the LAC, which both informs and is informed by ACCRA.

Power and political factors

In Ethiopia, the late Prime Minister Meles Zenawi is widely considered the driving force behind the CRGE policy (Jones and Carabine, 2013). His power and authority as prime minister were a result of the election of the Ethiopian People's Revolutionary Democratic Front (EPRDF) in 2005 and consolidation in 2015. Although at the time there was international concern over the potentially undemocratic nature of these elections (BBC News, 2019), as well as about human rights abuses, the ability to govern from a strong top-down position was an important political factor. In being seen as an influential leader, Prime Minister Zenawi was able to further the climate change agenda.

In 2011, Prime Minister Zenawi laid out Ethiopia's ambitious vision (Jones and Carbine, 2013; Colvin and Mukute, 2018) for climate resilience and positioned Ethiopia as a pioneer of change. This new national image, combined with the beneficial effects of the green economy and addressing vulnerability, attracted support. This does not mean, however, that there was no resistance, but simply that the narrative of CRGE was appealing to ministers, civil servants and civil society.

As noted previously, the power of the CRGE facility and the national steering committee was also important. ACCRA encouraged different ministries to coordinate the implementation of CCA and DRR, rebalancing power relations to be more participatory, realising both power with and power to. This was enabled by forming different coalitions at the local level, in *kebeles*, in *woredas* and with stakeholders in civil society and the ACCRA consortium.

Institutional policies and practices

As noted above, Prime Minister Zenawi and the increasing power of the EPRDF party meant they were able to encourage the coordination of ministries and alter the way climate change was governed. Rather than independent activities, CRGE required and achieved a government-wide approach. The over-arching nature of the policy meant woreda disaster risk/adaptation guidelines were created that further integrated climate change planning and vulnerability into on-the-ground-projects and local government decision making. This changed the institutional environment.

New technologies

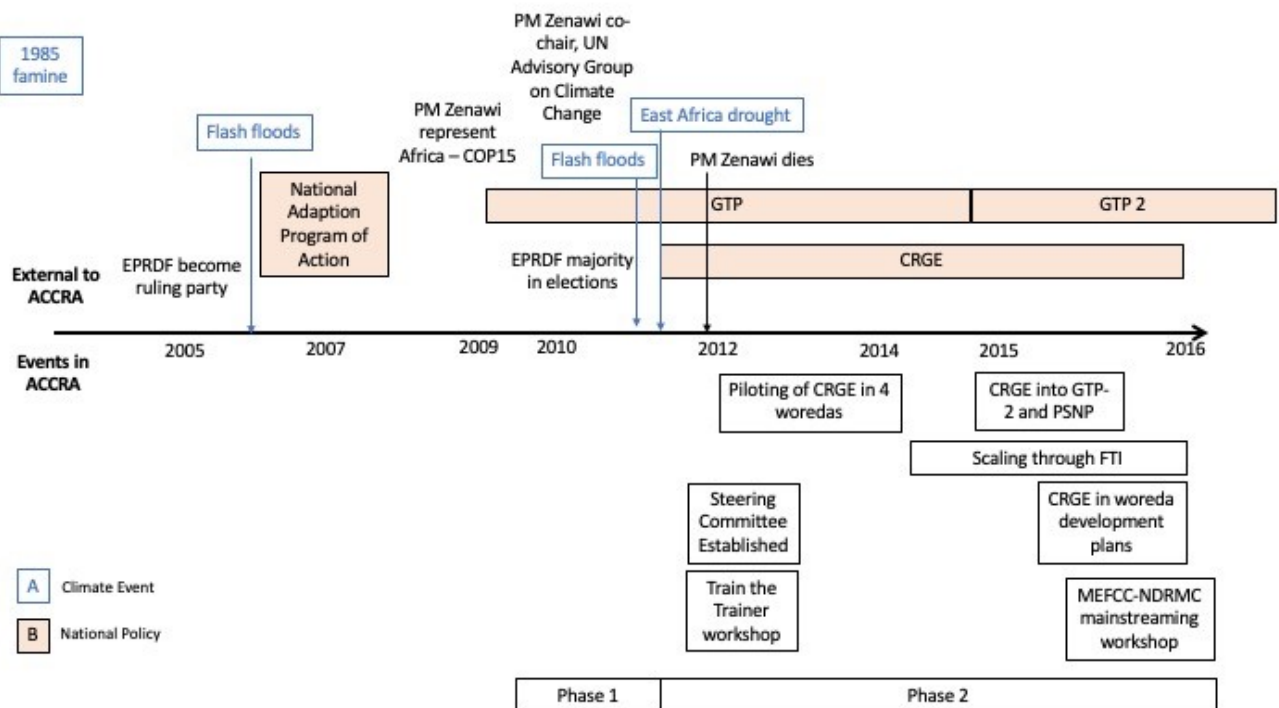
Improvements in climate science and technologies to prove and understand climate uncertainties have been instrumental in increasing climate change awareness. Technologies, such as those used in ACCRA, are now being used globally to continually improve precision and the ability to forecast climate events.

ACCRA's contribution

Contextual factors in Ethiopia meant that in many ways ACCRA was pushing against an open door. Nevertheless, ACCRA made a number of specific contributions, particularly in fostering more inclusive decision making. The Oxfam effectiveness review (Colvin and Mukute, 2018) suggests that ACCRA made an important or crucial contribution to the outcomes and impacts outlined above.

TIMELINE

ACCRA in Ethiopia



ANNEX 1: ETHIOPIA

EFFECTIVENESS REVIEW

Table A1: Findings of the Ethiopia effectiveness review (Colvin and Mukute, 2018)

Outcome	Rating	Short commentary
2a. Adaptive capacity thinking and frameworks mainstreamed into national DRR guidelines, supporting a more decentralized and participatory approach.	5	While the contributions of a diverse mix of government and non-government actors were all necessary to the realization of the Woreda Disaster Risk Mitigation/Adaptation Planning Guidelines (2014/16), thereby shaping a broader systemic approach, the contribution of ACCRA was of particular significance given its articulation of adaptive capacity within a community-focused and participatory framing, derived from the LAC framework.
2b. Changes in governance relationships both supporting and reflecting mainstreaming of adaptive capacity thinking into national DRR guidelines and local DRR planning.	5	The process of strengthening the collaboration between the DRMFSS/NDRMC and MEFCC appears to have been both systemic and nuanced, with several actors, including the World Food Programme and Save the Children (independently from ACCRA) playing a role. Nonetheless, ACCRA appears to have played a key role in brokering a joint understanding between the MEFCC minister and the DRMFSS of the value of collaborating, focusing this on the value of mainstreaming CRGE and DRR together into woreda Annual Development Plans.
2. (Overview). Adaptive capacity thinking and frameworks mainstreamed into DRR governance, supporting a more decentralized and participatory approach.	4	DRR governance is a multifaceted system and there have been several initiatives seeking to mainstream local adaptive capacity thinking and practices within this system. For example, outside the ACCRA consortium, CARE has played a lead role within the Productive Safety Net Programme Climate Smart Initiative (PSNP CSI). However, even if ACCRA's contribution hasn't been unique, looking across these several initiatives it can be concluded that it has been both significant and necessary, as demonstrated in the evaluation of the two elements above.
3a. Local CRGE planning practices, which are gender-sensitive, people centred and enabling of adaptive capacity,	4	We found strong evidence that ACCRA made a significant contribution to shaping a FTI programme within MoA, which began to enable a process of adaptive capacity development that was also people-centred and gender-

<p>mainstreamed within the FTIs of the MoA&NR.</p>		<p>sensitive. Principally, this contribution came through leading on the preceding local CRGE planning pilot and then inputting the resulting guidelines, experience and findings into the shaping of MoA's FTI proposals. ACCRA's contribution at the launch workshops for the 27 FTI woreda-level processes also appears to have been influential.</p>
<p>3b. Local CRGE planning practices, which are gender sensitive, people centred and enabling of adaptive capacity, are referenced within the GTP II of the MoA&NR.</p>	<p>3</p>	<p>The final version of the GTP II includes some requirements for gender-sensitive approaches, but references to local adaptive capacity building are much weaker and more tangential. While the mainstreaming of local CRGE approaches within the MoA's GTP II could therefore have been more substantial, ACCRA earned a privileged role alongside government to evaluate and strengthen the integration of CRGE in this highly significant strategic context.</p>
<p>3c. Local CRGE planning practices, which are gender-sensitive, people centred and enabling of adaptive capacity, are reflected in the GCF proposal of the MoA&NR.</p>	<p>2</p>	<p>There is some evidence for the strengthening of climate-informed, woreda-based integrated planning and budgeting systems being included in the GCF proposal. And there is some evidence that ACCRA made a relevant contribution to this proposal, but it appears that stronger contributions came from Oxfam America, Echnoserve, and perhaps also Global Green Growth Institute (GGGI).</p>
<p>3 (Overview). Local CRGE planning practices, which are gender-sensitive, people-centred and enabling of adaptive capacity, mainstreamed within the FTI, GTP II and GCF policies of the MoA&NR.</p>	<p>3</p>	<p>While ACCRA made a significant contribution to at least one, and perhaps two of the elements of this outcome, it is important to see these as nested within a broader, systemic change story, involving many other actors, in both enabling and contributing roles. For the mainstreaming work within the FTI programme, these include not only ministry officials at various levels of governance, but also Echnoserve, Climate Change Forum Ethiopia (CCF-E) and possibly also GGGI and ILRI. Other ongoing work within the MoA&NR, including on Sustainable Land Management Programme (SLMP) and on the CSI project for PSNP, may also have indirectly shaped the thinking and practices of MoA&NR, regional and even woreda officials working on the FTI. The SLMP and CSI/PSNP programmes can also be seen as part of a wider process of systemic change in CRGE governance systems, again contributing towards the strengthening of local adaptive capacities.</p>

Scoring key

5	Outcome realized in full and evidence that intervention made a crucial contribution
4	Outcome realized in part and evidence that intervention made a crucial contribution Outcome realized in full and evidence that intervention made an important contribution
3	Outcome realized in part and evidence that intervention made an important contribution
2	Outcome realized in part and evidence that intervention made some contribution Outcome realized to a small degree and evidence that intervention made an important contribution
1	Outcome realized, to any degree, but no evidence that intervention made any contribution

ANNEX 2 CASE STUDY AT A GLANCE

<i>Case study name and key organizations</i>	<i>Climate Change Adaptation in East Africa: Mainstreaming gender-responsive and participatory approaches</i>
<i>Key implementing organizations</i>	A unique consortium of local civil society organizations (CSOs), national and local governments and international non-government organizations (INGOs) funded by the UK Department for International Development (DFID)
<i>Location</i>	This case study focuses on Ethiopia, but also references projects in Mozambique and Uganda.
<i>Country indicators</i>	<p>Ethiopia</p> <p>Income – low-income economy. One of the poorest countries in the world, but aiming to reach lower middle-income status by 2025 (World Bank, 2020)</p> <p>Inequality – 1.46 palma index in 2016 (UNU-WIDER, 2019)</p> <p>Human Development Index (HDI) – low HDI score; 173rd out of 185 countries (UNDP, 2019)</p> <p>Gender gap – ranked 82nd out of 153 countries (WEF, 2020)</p> <p>Civic space – classified as repressed (CIVICUS, 2020),¹² although it is opening up</p> <p>Fragility – classified as an ‘alert’ country, but most improved in 2019 (Fund for Peace, 2019)</p> <p>Climate risk – ranked 57th out of 181 countries for 1999-2018 (Eckstein et al., 2020)</p> <p>Ecological threat – High exposure, ETR count:4 (Ecological Threat Register, 2020).</p>
<i>Time period</i>	2009 to present
<i>Systemic challenge</i>	Climate injustice Gender injustice
<i>Type/s of poverty reduction</i>	<ul style="list-style-type: none"> • Strengthened voice of marginalized communities. • Increased political participation of

	<p>marginalized communities in decision making.</p> <ul style="list-style-type: none"> • Strengthened women and men's local adaptive capacity. • Improved local livelihoods.
<i>Scale of poverty reduction</i>	<p>Evidence for impact is inferred from case studies (See below). In Ethiopia 75 woredas, with a combined population of around 7.5 million people, reportedly institutionalized a gender-sensitive and participatory approach into their development plans.</p>
<i>Structural Changes</i>	<p>Mainstreaming of more (a) gender and climate responsive government practices and (b) decentralized and inclusive participatory government decision making to climate change adaptation and increased voice and agency of communities</p> <p>Improved integrated climate change planning across ministries, sectors and directorate</p>
<i>Change dynamics and pathways to scale</i>	<ul style="list-style-type: none"> • Intentional, incremental and transformational¹³ change • Vertical and horizontal
<i>Types and quality of evidence</i>	<p>Evidence on impacts on people's lives has low reliability as it is inferred from a combination of (a) small pilot case studies and (b) changes to governments' policies and practices. Outcomes and case study contribution to outcomes were assessed from independent evaluations, but not comprehensively reviewed across all countries (medium reliability)</p>

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NOTES

- 1 The consortium of partners includes an international steering committee (to provide direction and influence its members' strategies), country leads, national steering committees and coordinating actors (Jones et al., 2014; Mukute et al., 2017a) – see Figure 1.
- 2 ACCRA understands adaptive capacity to be based on five characterises: asset base, institutions and entitlements, knowledge and information, innovation and flexible forward-thinking decision making.
- 3 Figure 1: ODI (Oversees Development Institute), IIED (International Institute of Environment and Development), MoEFCC (Ministry of Environment, Forest and Climate Change), NDRMC (National Disaster Risk Management Committee), MoA (Ministry of Agriculture), NMA (National Meteorological Agency), UNMA (Uganda National Meteorology Authority), CANU (Climate Action Network Uganda), CCD (Climate Change Department), PFCC (Parliamentary Forum on Climate Change) and MITADER (Ministry of Lands, Environment and Rural Development).
- 4 A kebele is the smallest government level of administration, equivalent to a neighbourhood (Shinn et al., 2004)
- 5 A woreda is the next administrative unit up from a kebele, equivalent to a district (Shinn et al., 2004). According to the World Bank, woreda's have average of 100,000 people. (World Bank, 2011)
- 6 Defined as living beneath the poverty line of \$1.9 a day (World bank, 2014).
- 7 Information compiled from Colvin and Mukute (2018); Mukute et al. (2017a); and Oxfam (2017)
- 8 Summarized in Levine et al. (2011).
- 9 In a similar way to CRGE in Ethiopia, ACCRA in Uganda coordinated civil society, communities and ministers to develop a more inclusive climate change policy, which initiated technologies such as the fuel efficient stove (Lewis et al., 2013)
- 10 The term intersectional vulnerabilities refers to multiple factors that may render an individual vulnerable. For instance, vulnerability may be caused by features such as income, gender, race, education, employment and caste as well as more physical factors such as location.
- 11 Networks refers to groups of CSOs. These are present in Ethiopia given the strong advocacy links formed between different groups.
- 12 Repressed refers to countries where civic space is significantly constrained. Although CSOs exist, they are heavily monitored and face imprisonment (CIVICUS, 2020).
- 13 Transformational change is defined as strategic changes in targeted markets and other systems with large-scale, sustainable impacts that accelerate or shift the trajectory toward low-carbon and climate-resilient development.



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