

ADAPTIVE GOVERNANCE FOR A CHANGING CLIMATE

Government, communities and others working collaboratively in Mozambique to transform climate adaptation planning systems



Community members validating their local adaptation plan with district government officials and ACCRA team in Guija district, Mozambique. Photo: Thomas White

In Mozambique, climate change has been increasing the vulnerability of rural and urban communities. Droughts, floods and cyclones are more frequent and severe, and sea-levels continue to rise – and the situation is likely to worsen. This has undermined the government’s efforts to achieve its goal of reducing extreme poverty.

The approval of the new National Climate Change Adaptation and Mitigation Strategy (ENAMMC) in 2012 presented an important opportunity for ACCRA to advise the Government of Mozambique and ultimately to effect systemic and institutional change in planning for climate change adaptation. ACCRA also supported MITADER, which is responsible for operationalizing the strategy, with tools, resources and advice on processes. This story of change was developed following an external evaluation of ACCRA’s work in Mozambique, through a series of interviews and a learning history workshop held in October 2016 in Maputo.

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1 INTRODUCTION

This story of change was developed using information generated during an external evaluation of ACCRA's work in Mozambique through a series of interviews and a learning history workshop held on 6 October 2016 in Maputo.

During the learning history workshop, participants co-constructed their story about ACCRA's role in transforming climate adaptation planning systems in Mozambique.

The interviews and workshop have enabled the ACCRA team to identify the outcomes and impact of its work and refine its theory of change, which are set out in this paper. This document uses quotes from interviewees and workshop participants with their permission. In this way, the voices of the stakeholders involved in developing Mozambique's system of climate adaptation planning are incorporated throughout the document. The authors and ACCRA are extremely grateful to all the people who have participated in the co-creation of this story of change.

ACCRA

Since 2009, the **Africa Climate Change Resilience Alliance (ACCRA)** has effectively enhanced governance systems and climate resilience in Ethiopia, Uganda and Mozambique.

ACCRA believes change at a system level is required if climate justice – in particular, fairness toward vulnerable communities – is to be achieved. This is possible when a 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 these plans.

Governments everywhere need to find new ways of planning to address climate change. In sub-Saharan Africa, this challenge compounds the other challenges facing governments. However, ACCRA's experience shows that when governments are supported to adapt their planning and budgeting systems to better address climate change, they also become more able to tackle other challenges such as food security, gender inequality and poverty.

This is because climate change cannot be addressed through governance systems that are top-down, siloed across sectors and focused on short-term funding streams. It cannot be addressed when the voices of women and men affected by climate change are not heard, and when governments are not accountable to their citizens. This is also true for other complex challenges.

The need to resolve long-standing, systemic weaknesses in governance systems is therefore as urgent as the need to find scientific and technological answers to the challenge of climate change.

ACCRA's experience proves that action on climate change is also a catalyst for systemic change, with wide-reaching benefits for inclusive and sustainable development.

ACCRA is 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). Until 2016, ACCRA was funded by the UK Department for International Development (DFID).

MOZAMBIQUE



Women farmers in Guija District, Mozambique. Photo; Thomas White

In Mozambique, climate change has been increasing the vulnerability of rural and urban communities, especially through increased frequency and severity of droughts, floods and cyclones, as well as through sea-level rise; and the situation is likely to worsen.¹ This has undermined the government's efforts to achieve its goal of reducing extreme poverty.

In order to respond to climate change at systemic level, the Constitution of Mozambique (2004) provides for climate change as a cross-cutting issue that has to be tackled. At strategic level, the government developed the Mozambique Climate Change Adaptation and Mitigation Strategy (ENAMMC),² to which ACCRA Mozambique contributed. ENAMMC provides a framework for enhancing the country's resilience in times of changing climate, based on three interrelated pillars: (i) climate change adaptation (CCA) and climate risk management; (ii) mitigation and low carbon development; and (iii) cross-cutting issues of research, capacity development and technology transfer as well as institutional and legal reforms.

The Ministry of Land, Environment and Rural Development (MITADER), formerly the Ministry of the Coordination of Environmental Affairs (MICOA), is the designated national authority on climate change in Mozambique, and leads the country's involvement in the United Nations Framework Convention on Climate Change (UNFCCC). The National Disaster Management Institute (INGC) is tasked with Disaster Risk Reduction (DRR), while the Ministry of Planning and Development (MPD) mainstreams climate change in government plans across sectors and in districts.

2 THE STORY OF CHANGE

The approval of the new National Climate Change Adaptation and Mitigation Strategy (ENAMMC) in 2012 presented an important opportunity for ACCRA to advise the Government of Mozambique, and ultimately to effect systemic and institutional change in planning for adaptation. MITADER, which is responsible for operationalizing the strategy, did not have the necessary processes, tools and resources to do so and therefore welcomed ACCRA's support.

'ACCRA's close relationship with government, in particular with MITADER, was important, as the government had just approved the National Climate Change Adaptation and Mitigation Strategy (ENAMMC). It needed a mechanism to ensure that district development planning would be able to assess climate risk and develop solutions towards building resilience.'

Melq Gomes, former ACCRA Mozambique Coordinator, Save the Children

'The government had a strategy and they were keen to find out how to implement it. Local Adaptation Plans provided a suitable response, which resonated with government thinking.'

Luis Artur, University of Eduardo Mondlane (UEM); ACCRA Mozambique Steering Committee member

'ACCRA Mozambique's work is based on working with national government through MITADER – without whom we could not do much – and involves all three levels of government. The district is critical for changing things on the ground. The provincial and central government are where strategic and policy decisions are made.'

Nelly Simbine, Deputy Operational Programme Director, Save the Children, who provides oversight to the ACCRA programme

ACCRA drew strategically from the expertise of Alliance members, and together with MITADER agreed on a package of tools and approaches to facilitate the development of Local Adaptation Plans (LAPs) at community level. Tools were drawn from the Tracking Adaptation and Measuring Development (TAMD) approach, Community Vulnerability and Capacity Assessment (CVCA), and the ACCRA Local Adaptive Capacity framework, to support and strengthen local adaptation planning processes. Initially piloted in Guija District, the LAP methodology was rolled out to other districts as described below. Developing a LAP was a process of collaborative action research involving the Government of Mozambique through MITADER, communities and ACCRA; other government ministries included MPD and INGC. This progressed through seven distinct phases or cycles, as follows.

THE FIRST CYCLE: ACTION RESEARCH

ACCRA's initial action research in 2011 revealed that existing District Development Plans did not reflect the challenges communities faced regarding climate variability, disasters and change. This was despite the fact that the District Development Plan is a key instrument for determining allocation of both local revenue and national resources.

While central government had started developing good policies for CCA and DRR, the general perception was that both of these concepts were relatively new subjects which were not yet being adequately addressed within existing frameworks. Hence many sectors, even those that were highly sensitive to climate change, neither planned for nor reported on CCA and DRR.

The study also found that barriers hindering implementation fell into two priority areas: first, low capacity and awareness at the local government level; and second, limited coordination and technical support, both horizontally across sectors and vertically between central and local

government. These problems of lack of capacity, awareness, coordination and technical support were compounded by limited access to funds to address climate change – but also by the fact that there was no overall system yet in place to track and measure progress towards achieving resilience.

The action research also revealed that before ACCRA, several trainings on climate change had been provided for government officials at different levels. However, these had not been able to equip people with relevant knowledge on how to include CCA in their sector/project/programme planning and implementation, and how to monitor progress.

THE SECOND CYCLE: STAKEHOLDER LEARNING AND PLANNING

ACCRA led several stakeholder consultations, particularly with government ministries responsible for the implementation of the National Climate Change Adaptation and Mitigation Strategy, local government, development agencies and CSOs. The aim was to share ACCRA research findings and agree on a joint capacity-enhancement programme to improve planning for CCA in Mozambique. These consultative meetings generated consensus on the selection of sample districts for piloting the local adaptation planning initiative. Guija District in Gaza Province, the site of the ACCRA research, was selected as the initial pilot district. ACCRA also introduced some key participatory planning tools, and the package of tools to be used was agreed on. This included the CVCA and theory of change exercise, the ACCRA game on flexible and forward-looking decision making (FFDM), and the capacity assessment scorecard from the tracking adaptation and measuring development (TAMD) approach.

Government officials at district level were given training on the tools and how to apply them. The CVCA tool, for example, explores how climate change risks are playing out with the existing drivers of vulnerability for different categories of people within a community (e.g. women, girls, boys, men). This in-depth analysis is complemented by a theory of change exercise, which aims to enable women and men to use their local experiences and knowledge to design a collective vision of where they want to go and how they want to get there. It also determines indicators that will measure the change they want to see. The ACCRA game on FFDM inspires decision makers and policy makers, and helps them to understand and tackle climate change complexities and uncertainties according to context.

THE THIRD CYCLE: DATA COLLECTION AND VALIDATION

After undertaking the training, government officials collected the data for the pilot district, Guija. The data was then validated with representation from the communities, and the first LAP was developed by consensus of the community and representatives of the Provincial Agency for Environmental Coordination (DPCA), District Planning and Infrastructure (SDPIs) and District Departments of Economic Activities (SDAEs). ACCRA's technical support was instrumental in this work, particularly in convening a group of leaders – men, women, youth and children – coordinated by the national consortium member, University of Eduardo Mondlane.

THE FOURTH CYCLE: LAP DESIGN AND EVALUATION

Following data collection, the LAP for Guija was designed and evaluated following the process described here, which has now become standard practice. The data (which must be collected

in at least two communities) is harmonized at the district headquarters by district government staff. This process involves comparing and agreeing on the information gathered in the two communities plus information provided by district government representatives or from literature. The information gathered in the communities includes climate risks and adaptation activities, and their respective signals of success (i.e. indicators) if well implemented in order to achieve resilience (according to the perspective of communities).

Once the activities are harmonized, they are then grouped into sectors (infrastructure, agriculture, fishery, livestock, etc.) in order to define the LAP's specific objectives. A theory of change is agreed in order to achieve the LAP vision.

The final stage is the design of the Action Plan, including the monitoring and evaluation (M&E), whereby all activities should be budgeted and indicators identified (i.e. output, outcome and impact indicators). The process of ratification takes place after a LAP has been documented and is ready for implementation. ACCRA follows up with district staff to submit the LAP for approval in the District Advisory Board meeting's agenda.

In July 2014, Guija became the model district with the first approved LAP in Mozambique.

THE FIFTH CYCLE: DEVELOPMENT OF NATIONAL GUIDELINES ON LAP PROCESS

In collaboration with MICOA and MPD, ACCRA developed national guidelines on the LAP process to facilitate scale-up, using the lessons drawn from the pilot in Guija. Officials attended capacity-building programmes and actively contributed to the design of the methodology applied to the process. The resulting guidelines summarize the key steps of the LAP process to support those responsible for developing district adaptation plans. They are available in Portuguese and English.

THE SIXTH CYCLE: LEARNING AND SCALE-UP

ACCRA members in Mozambique actively participated in the project and co-funded the development of LAPs in six more districts (giving a total of seven districts). Save the Children led the development of the LAPs in the districts of Guija and Chigubo in Gaza province, the former being the site of the initial studies and pilot activities which generated the evidence and tools for LAP development. In Nampula province, Oxfam (through partners FACILIDADE) took the lead in the districts of Mongicual and Moma, and CARE led in Angoche district. World Vision covered Mopeia and Morrumbala districts in Zambezia province.

MITADER has adopted ACCRA's participatory LAPs approach as a national climate-resilience planning model. The government attracted more funding, from DANIDA (Danish International Development Agency), enabling it to scale up from the seven LAPs piloted by ACCRA to 60 LAPs, with 32 of these now approved for funding; and government plans for fiscal years 2015–19 include LAPs scale-up. USAID has piloted the model in an urban context, and the two municipalities of Quelimane and Pemba have completed their LAPs and had them approved for funding. These plans are addressing communities' needs, including women's issues, in all sectors – agriculture, energy, health, education, information etc.

As part of the scale-up and sustainability strategy, in 2016 a total of 10 CSOs from different parts of Mozambique came together in Maputo for training on LAP development. This was followed by fieldwork conducted in Mabalane district, to enable trainees to experiment with

putting their theoretical knowledge into practice. The CSO training was documented, resulting in a step-by-step manual to enable CSO staff to replicate the LAP process. More trainings and collaboration are planned with local CSO networks.

THE SEVENTH CYCLE: INFLUENCING THE NATIONAL M&E SYSTEM TO ADOPT CCA INDICATORS

Through the LAP process, which applies the theory of change approach, communities are guided to come up with a shared, collective vision of change and the pathways to get there. This includes identifying indicators that can measure the changes they would like to see, and setting out assumptions relating to the challenges they have to overcome in order to achieve these changes. ACCRA, in collaboration with MITADER and other stakeholders such as DANIDA and IIED, used the locally collected indicators to influence the development of a national M&E system for adaptation in Mozambique. It was one of the first countries in Africa to launch a climate-smart and participatory development M&E framework, in which the government of Mozambique adopted community-informed indicators generated through the LAPs process.

Learning and action research

These seven learning cycles illustrate how ACCRA works – by supporting the co-creation of innovative solutions through action research and iterative learning by doing. This approach helps to break the disconnect between researchers and decision makers, and between different levels of governance, through a focus on the real needs of climate-affected populations, in particular women.

Learning through action research is combined with strengthening agency. Agency is the capacity to act on or respond to situations towards a purpose^{3,4} and comprises individual, collective and relational agency. Relational agency is about exchanging ideas, negotiating, tolerating diversity, respecting differences and aligning one's thoughts and actions with those of others towards a common purpose. Collective agency is about working with others towards a common objective, with relational agency serving as the glue that binds the actors together.⁵

These forms of agency resonate with ACCRA's approach to partnership development, policy influencing, and the management of action research and learning.

INTERMEDIATE OUTCOMES

Drawing on the interviews and learning history workshop, the external evaluation was able to identify a set of linked outcomes from this specific area of ACCRA's work in Uganda, as follows:

- Community voices are now included in districts plans as climate-vulnerable communities have become part and parcel of CCA planning processes in about 60 districts of Mozambique.

'ACCRA has made sure that beneficiary communities' voices matter in LAPs... It provided government with a way of implementing the National Climate Change Adaptation and Mitigation Strategy... developed community and public sector capacities in climate change adaptation, and facilitated the preparation of legal instruments and monitoring and evaluation tools [climate change indicators].'

Luís Buchir, Head of Environment Department, MITADER

- Community adaptive capacity development needs are being addressed through 32 district LAPs that have been approved and implemented.

'ACCRA built MITADER staff capacity to develop LAPs, provided training for government officials on negotiation in COP [Conference of Parties to the UNFCCC], contributed to the editing and printing of the National Climate Change Adaptation and Mitigation Strategy, funded the preparation of some LAPs, and piloted the implementation of LAPs in seven districts.'

Telma Manjate, MITADER; Mozambique Focal Point, UNFCCC

- Rural and urban communities have begun integrating CCA in their livelihood knowledge and information, activities, innovations and assets.
- The National Climate Change Adaptation and Mitigation Strategy has been operationalized through LAP development and implementation as part of the policy translation process.

'MITADER also benefited through ACCRA's technical assistance in the development of LAPs, as well as in their elaboration.'

Carla M.D. Pereira, Technician, MITADER

- Climate change is no longer only being treated reactively (e.g. through DRR); at the same time, it has become a developmental and not merely an environmental issue through LAPs and their planned integration into District Development Plans.

'ACCRA's main achievements include the development of a climate change adaptation planning methodology... [followed by] capacity development of government technical staff to use the methodology, focusing on training of trainers; and pilot-testing and implementing LAPs in partnership with others.'

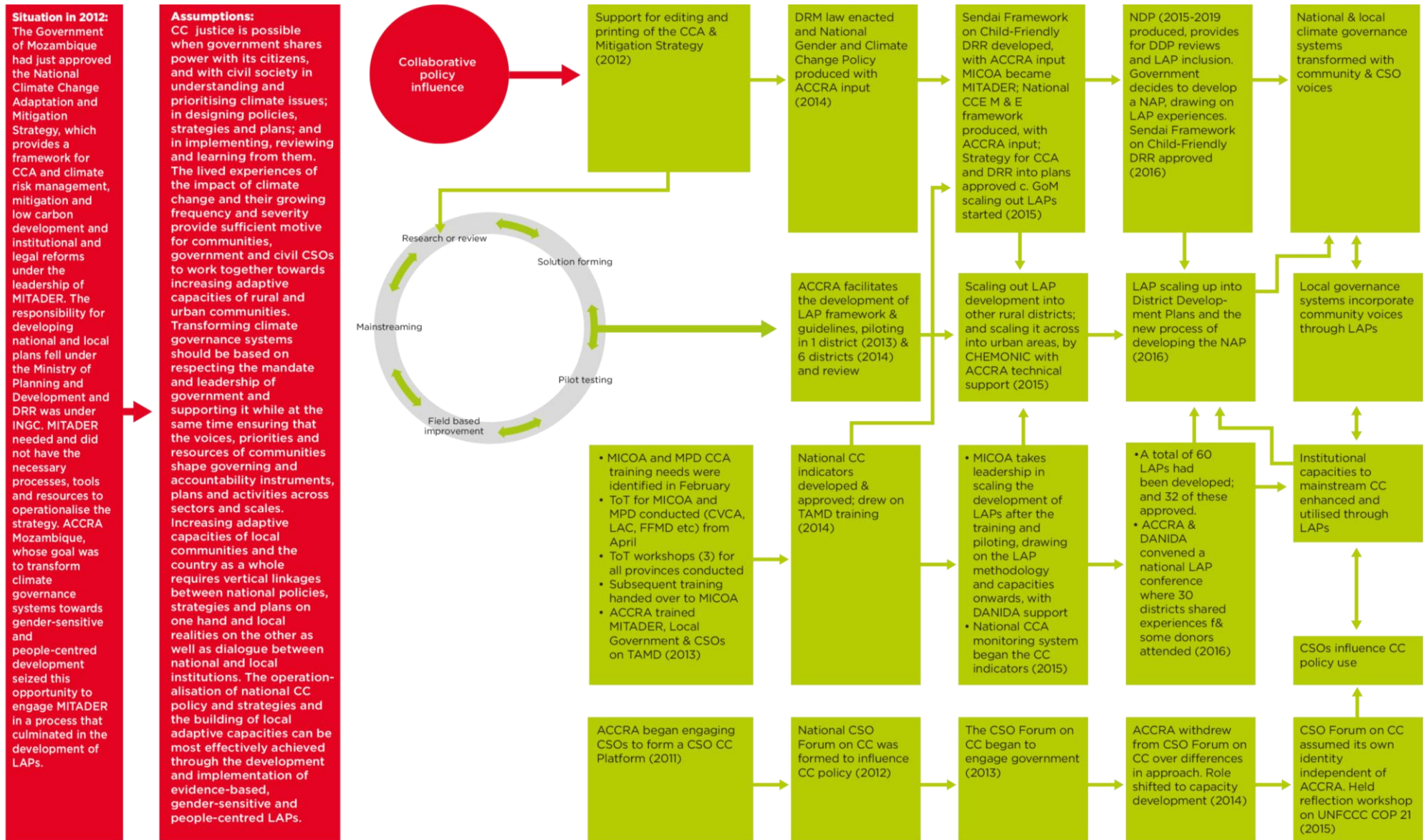
Luís Artur, UEM; ACCRA Mozambique Steering Committee member

- Nationally, climate change indicators are being used as part of determining government structures' performance, and for accountability.
- LAP experiences are set to be incorporated in the National Adaptation Plan, which shows a movement of ideas from local authorities and communities to the national government.
- Constructive climate change dialogue between (and within) government, communities, CSOs and donors has increased, thereby enhancing relational and collective agency to tackle climate change issues, such as vulnerability, through LAPs.

'I have learnt how to work in a team of multi-stakeholders interested in addressing climate change issues; and how to bring community voices into local plans.'

James Mugabe, Permanent Secretary, Chigubo district

Figure 1: Contextualized ACCRA Local Adaptation Planning (LAP) story of change, Mozambique



3 THE THEORY OF CHANGE

ACCRA Mozambique's programme goal is to transform governance systems to support gender-sensitive and people-centred adaptive capacity development. The long-term vision and goal of ACCRA Mozambique and the whole ACCRA consortium beyond the country are climate justice and adaptive communities respectively.

Through the evaluation process, ACCRA in Mozambique was able to develop and refine its theory of change. This is based on ACCRA's overarching theory of change and comprises a set of stratified assumptions which can be understood as first-, second- and third-order assumptions. These are outlined below, and examples are given of quotes from which the assumptions were inferred.

FIRST-ORDER AND DEEPEST ASSUMPTION

Climate change justice is possible and can be realized through developing the decision making capacities of duty bearers on the one hand and the knowledge and agency of rights holders on the other, and through creating spaces for continued engagement.

This assumption is underpinned by *dialectical thinking*, in which qualitative improvements of practices and societies are caused by revealing, challenging and synthesizing or resolving competing positions, opposites and contradictions.⁶ By working with different sectors and stakeholders, including duty bearers and right holders, by promoting knowledge generation and transmission, and by working with the known past as well as the uncertain future, ACCRA puts dialectical thinking at the centre of its approach to transforming governance systems.

'ACCRA believes that climate justice is possible. It seeks to achieve improved national decision making in order to reduce vulnerability and to strengthen the agency and resilience of communities... Increasing vulnerable communities' resilience can only take place by reducing inequality and distribution of risk, so that this does not fall disproportionately on the poorest in society... ACCRA's approach is to support pro-poor and participatory planning, enabling communities to better exercise their agency through access to information and to national policy frameworks. ACCRA also uses capacity building to explore ways in which people think about adaptation, disaster risk reduction and collaboration with one another.'

Isabel Crabtree-Condor, ACCRA Consultant

'My fondest memory of ACCRA is the establishment of LAPs, which allows the government to start thinking of climate adaptation as a key issue for sustainable development, not just as an environmental issue.'

Elidio Jamisse, DRR and Climate Change Adaptation Project Manager, World Vision; ACCRA Focal Point

The first-order assumption is based on ACCRA's stated commitment to climate change justice through transforming climate governance systems. It draws on ACCRA's programme approach, which combines action research and learning, capacity development, partnership development and policy influencing in its work to transform governance systems.

Document analysis clearly shows how ACCRA has put this approach into practice in Mozambique. ACCRA has worked with ODI, University of Eduardo Mondlane (UEA) and IIED in action research and learning, and capacity development. It facilitated the formation and contributed to the development of a civil society platform on climate change to engage

government. ACCRA directly partnered with government in reviewing and operationalizing climate policy, and worked with donors such as DANIDA and inter-governmental organizations such as UNDP in strengthening government capacity on climate change. It has also directly engaged communities to understand vulnerabilities, assets, knowledge resources and innovations which they can build upon to develop their adaptive capacities.

ACCRA's unified range of programme activities and relationships appears to be underpinned by the idea of *power with*, which is explained in the box below. The evaluation meeting with the Country Directors of consortium partners showed a deep understanding of the concept of power with, and how it could be applied in the consortium arrangement. Piggybacking on each other's ideas, participants produced a recommendation to create a chairing/governance structure of consortium partners, whose leadership will be rotated.

The concept of 'power with'

There are two main ways in which the concept of power is used: *power over* others – the coercion and domination of one by another, false consciousness⁷ and cultural hegemony.⁸ The expanded concept of power that ACCRA works with is referred to as *power with*. This has been called a feminist model of power: it has been traced to the work of women who warned against conflating power with domination, and instead defined power as the human ability to *act in concert* with others.⁹ Others have defined *power with* as the capacity to bring about change, including by nurturing and empowering others.¹⁰

Systems theorists have also conceptualized power in a positive sense. These include the phrase *integrative power*,¹¹ which includes cooperation and reciprocity, the growth of a sense of community, and the ability to create and pursue desirable futures together. These positive views of power have also been called *mutualistic power relations*.¹² In the real world, *power over* exists, and building relations around *power with* is an important way of bringing about the kind of change ACCRA seeks.¹³

SECOND-ORDER ASSUMPTIONS

There are three assumptions within the second layer of ACCRA's stratified assumptions: valuing community voice, working in alliance with others, and using a joined-up approach. These are about how governance systems can be transformed towards climate adaptive development.

1 Valuing community voice

Developing community adaptive capacities should combine the inclusion of community voices in governing and accountability instruments with context-specific and contextualized evidence, flexible and forward-looking planning, and collective action across sectors and scales.

'What should shape the governance of adaptation should really be vulnerable people... We should have the evidence of vulnerabilities to inform systems – and systems should be able to reflect those needs and work accordingly... The impact of climate change is context-specific. If you miss local evidence, do you think you are going to do good development?'

Margaret Barihaihi, ACCRA International Coordinator, Oxfam

'I like ACCRA's approach because it ensures that the voices of the beneficiaries, that is, the communities, the leaders, matter... ACCRA follows due process when working with government. It does not conduct interventions without seeking government clearance.'

Luis Buchir, Head of Environment Department, MITADER

2 Working in alliance with others

Tackling complex problems of climate change requires alliances between government and civil society (at multiple levels), without conflating their respective mandates and roles.

'My fond memories of ACCRA Mozambique include the dynamic involvement of government, the engagement of local researchers in overall research, the gains made as a result of the establishment of the NGO platform on climate change adaptation and DRR that now stands on its own feet, and the encouragement of districts to value the use of LAPs.'

Samuel Maibasse, Deputy Director for Safety Security and Government Liaison, Save the Children

'I think those three aspects [of ACCRA's second-order assumptions – valuing community voice, working in alliances, joined-up approach] reflect a solid experience of the change around governance, partnership and development planning in Mozambique... The Government of Mozambique was involved and took formal leadership of the process... The LAPs were developed in this context to ensure an approach based on participation of the community members as much as possible.'

Melq Gomes, former ACCRA Mozambique Coordinator, Save the Children

3 A joined-up approach

Joined-up action research, capacity development, partnership development and policy influencing is more effective than using any one of these approaches in isolation when working to transform climate-related governance systems.

Action research and learning

'The climate change and DRR policies and strategies of governments and INGOs [in terms of content] have improved through using ACCRA's research and capacity building.'

Margaret Barihaihi, ACCRA International Coordinator, Oxfam

Capacity building

'Chigubo district began working with ACCRA on LAPs in 2014 and has benefited through technical capacity development; support for the development of a LAP and its implementation; and the monitoring of LAP implementation. Through LAP development and implementation, I learnt how community voices can be brought into local plans.'

James Mugabe, Permanent Secretary, Chigubo district

Information and advice dissemination (capacity development)

'ACCRA brought valuable instruments – LAP guidelines for the districts. These were incorporated in the District Development Plans [as annexes]. The district used ACCRA's approach to work with other institutions.'

Gilda Tivane, Permanent Secretary, Massingir district

Mainstreaming climate change matters (process and systems capacity building)

'What I value most about the work of ACCRA Mozambique is the capacity-building process of government staff on mainstreaming climate change local plans; and sharing ACCRA Mozambique's good practices related to local adaptive capacity building at global level.'

Saide Anlaue, ACCRA Capacity Building and Advocacy Coordinator, Save the Children

Transforming governance systems

'ACCRA Mozambique's work is based on working with national government through MITADER – without whom we could not do much – and involves all three levels of government. The district is critical for changing things on the ground. The provincial and central government are where strategic and policy decisions are made.'

Nelly Simbine, Deputy Operational Programme Director, Save the Children, who provides oversight to the ACCRA programme

Partnership development and policy influencing

'The challenging but amazing aspect of ACCRA's approach was to get all levels of the government involved under the work of the LAP; we had central, provincial and district levels working together.'

Melq Gomes, former ACCRA Mozambique Coordinator, Save the Children

'ACCRA [Mozambique] contributed to the government's ability to meet its international commitments under the UNFCCC, partly through encouraging the government to request UN support for the development of a National Adaptation Plan, whose development will be launched soon [it launched on 27 October 2016].'

Janeiro Avelimo, Climate Change and Environment Specialist, United Nations Development Programme (UNDP)

'ACCRA should continue to help the government to implement its climate change and DRR strategy... articulate co-benefits innovatively so that the government can access funds dedicated to low carbon development... [and] develop creative ways of reducing community poverty, vulnerability to climate change, and [strengthening] adaptive capacities.'

Telma Manjate, MITADER, Mozambique Focal Point, UNFCCC

THIRD-ORDER ASSUMPTION

The third-order assumption is specific to ACCRA Mozambique's story of change – using LAPs to transform governance systems and increase local adaptive capacities.

The operationalization of national climate change policy and strategies and the building of local adaptive capacities can be most effectively achieved through the development and implementation of evidence-based, gender-sensitive and people-centred local adaptation plans.

'Guija district is badly affected by climate change. ACCRA responded by co-designing adaptation plans on climate change, involving communities, using an instrument called LAP.'

Argentina Manhique, Permanent Secretary, Massingir district

'My assumptions were based on the great interest internally and externally in a planning process around adaptation; the fact that the Government of Mozambique was willing to find a practical way to implement the national strategy... and the fact that it would have buy-in from donors.'

Melq Gomes, former ACCRA Mozambique Coordinator, Save the Children

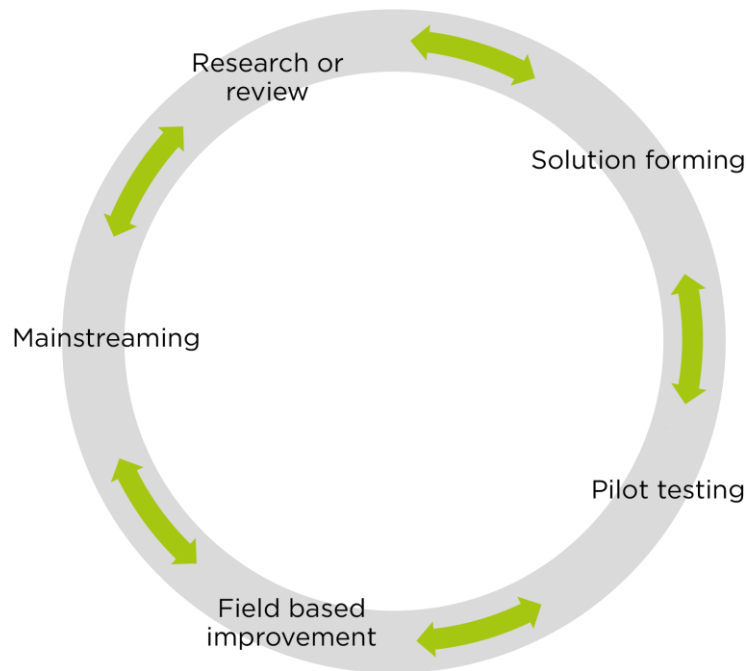
'ACCRA Mozambique's contribution to the country has been through the development of an adaptation planning tool and process to implement the National Climate Change Adaptation and Mitigation Strategy, the design of the methodological framework of LAPs, the development of LAP guidelines, kick-starting LAPs and facilitating cross-learning arising from LAP experiences.'

Janeiro Avelimo, UNDP

'MITADER also benefited through ACCRA's technical assistance in the development of LAPs, as well as in their elaboration. ACCRA sometimes accompanies MITADER officials when they visit and engage communities... There are plans to develop the National Adaptation Plan [launched on 27 October 2016], and this will be shaped by LAPs... ACCRA's approach is unique because it fosters community participation in and possible ownership of local plans. It creates opportunities for the voices of the community members to be heard in the local plans.'

Carla M.D. Pereira, Technician, MITADER

Figure 2: Stages of individual and institutional capacity development



FOURTH-ORDER ASSUMPTION

The fourth layer of ACCRA Mozambique's stratified assumptions is associated with its intervention strategies, which are joined up towards transforming governance systems and improving adaptive capacities. Central to the use of the strategies is an assumption that appears to have provided the *motive force* for working together across civil society and government sectors.

The lived experiences of the impacts of climate change and their growing frequency and severity provide sufficient motive for communities, government and civil society organizations to work together towards increasing adaptive capacities of rural and urban communities (in Mozambique).

'Mozambique is heavily affected by climate change and is among the top 10 most vulnerable countries in the world. It is particularly prone to floods, droughts and cyclones... making everybody feel the effect of climate change and raising the profile of the issue on everybody's agenda... Climate change adaptation is also high on all the consortium partners' individual agenda, which makes commitment to the ACCRA programme easier.'

Statement made in the ACCRA Mozambique consortium partners' country directors' evaluation meeting

'There has been multi-level awareness of climate change and its impact; partly due to extreme weather events being experienced in the country, and [partly due to] a 2009 in-depth report on how climate change is affecting and will affect Mozambique, whose contents were widely shared.'

Malene Wiinblad, Advisor, DANIDA Programme on Environment Sector Support

'The government had just approved the national policy regarding adaptation and mitigation... and part of it was to develop a mechanism to be able to assess climate risk and build resilience. The LAP was developed in this context to ensure an approach based on participation of the community members as much as possible... and through the involvement of other stakeholders such as UNDP, DANIDA, ABIODES (Biological Agriculture, Biodiversity and Sustainable Development – national civil society association), IIED and so on. Later it also included the Coastal City Adaptation Programme [of] USAID in an urban approach... The work was developed under the leadership of ACCRA, in a way that no terms of reference or memoranda of understanding were necessary, but all partners were contributing to the process largely based on similar agenda.'

Melq Gomes, former ACCRA Mozambique Coordinator, Save the Children

Who are the beneficiaries?

In addition to generating assumptions, a theory of change identifies those whom the action aims to benefit. The people that ACCRA Mozambique intended to benefit from the systemic and institutional change in planning for adaptation development are rural and urban communities, as well as government and local authorities.

Rural and urban communities

The main direct beneficiaries of LAPs were the rural and urban women, men, boys and girls in the districts in which LAPs were developed and implemented. At the time of the evaluation, 32 LAPs had been approved and 28 were awaiting approval. Seven LAPs had already been piloted in rural districts. A further two LAPs had been piloted in an urban context.

'ACCRA is a good partner, especially if you want someone who can help in climate change matters at local/community level.'

Telma Manjate, MITADER; Mozambique Focal Point, UNFCCC

National government and local authorities

National government and local authorities benefited from LAPs because the approach enabled them to respond to citizen issues, operationalize the National Climate Change Adaptation and Mitigation Strategy, and meet some of their international commitments on climate change. Some district authorities were able to use LAPs for resource mobilization. NGOs such as ACCRA consortium partners benefited through increased credibility and access to climate funding.

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ANNEX 1: INTERVIEWEES

Members of the Mozambique ACCRA National Steering Committee

Vânia Dava, Programme Development Officer, CARE

Samuel Maibasse, Deputy Director for Safety Security and Government Liaison, Save the Children

Adelmar Ribeiro, Programme Officer for Climate Change, Oxfam

Cláudio Jamal, Regional Humanitarian Team Leader, World Vision

Elidio Jamisse, DRR and Climate Change Adaptation Project Manager, World Vision

Luís Artur, Lecturer at University of Eduardo Mondlane

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Country Directors of ACCRA consortium members

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Chance Briggs, Country Director, Save the Children International in Mozambique

Joost Van de Lest, Country Director, Oxfam Novib in Mozambique

Graham Strong, Country Director, World Vision International in Mozambique

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Helen Jeans – Agriculture and Natural Resources Unit Manager, Resilience and Climate Change Adaptation Advisor, Oxfam

ANNEX 2: WORKSHOP PARTICIPANTS

Participants of the ACCRA Mozambique Stakeholders' Evaluation Workshop, Maputo, 6 October 2016

Government officials

Gilda Tivane Guija District Local Government

Argentina Manhique Missingir District Local Government

Hermilio Macuche Guija District Local Government

Antonio Alexandre Chigubo District Local Government

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Partners

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Aristides Baloi UEM/Consultant Mozambique

International Consultants

Mutizwa Johnson - Social Learning Innovation Ltd
John Colvin - Emerald Network

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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.

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