

Evaluation of the Climate Justice Fund

Final Evaluation Report

DECEMBER 2021

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Acronyms

Acronym	Name
CADECOM	Catholic Development Commission in Malawi
CARD	Churches Action in Relief Development
CCPM	The Climate Challenge Programme Malawi, led by SCIAF
CICOD	Centre for Integrated Community Development
CISONECC	Civil Society Network on Climate Change
CJF	Climate Justice Fund
CJIF	The Climate Justice Innovation Fund
LUANAR	Lilongwe University of Agriculture and Natural Resources
M&E	Monitoring and Evaluation
NIRAS-LTS	LTS International Limited, part of the NIRAS Group
OECD-DAC	Organisation for Economic Cooperation and Development's Development Assistance Criteria
QuIP	Qualitative Impact Assessment Protocol
SCIAF	Scottish Catholic International Aid Fund
ToC	Theory of Change

Executive Summary

Introduction

The Climate Justice Fund Intervention (CJF) was established by the Scottish Government in 2012 to help tackle the effects of climate change in Malawi, Zambia and Rwanda. Since its inception it has supported 31 climate justice projects and programmes through three separate calls-for-proposals: Round 1 (2012-2015), Round 2 (2014-2016) and Round 3 (2016-2021), which includes the larger Climate Challenge Programme Malawi (CCPM) and the Climate Justice Innovation Fund (CJIF) grants programme.

NIRAS-LTS was contracted by the Scottish Government to undertake this endline evaluation of the first three rounds of CJF funding to support learning and inform future phases of work. With the CJIF having concluded in March 2021, and the CCPM due to finish in September 2021, this evaluation provides a timely opportunity to take stock of what has worked, why and for whom. The objective of this evaluation is to 'assess the effectiveness of the CJF in delivering climate justice objectives and appraise the programme's achievements to-date. The findings will help inform the next phase of the CJF so that it remains influential.' The evaluation design is based around the Organisation for Economic Cooperation and Development's Development Assistance Criteria (OECD-DAC)¹: relevance, coherence, effectiveness, efficiency, impact and sustainability. Fourteen evaluation questions, covering both the project and programme-level, were developed against each of these criteria. The evaluation draws on a mix of qualitative and quantitative data from a literature review, project and programme documentation and interviews with programme stakeholders, drawing on principles from the Qualitative Impact Assessment Protocol (QuIP)² and data synthesis, to respond to the

¹ The OECD-DAC Quality Standards for Development Evaluation were developed through international consensus to improve the quality of international development evaluations. The guidelines support best practice evaluations at each stage of evaluation design and implementation. The OECD-DAC Network on Development Evaluation defines the following six evaluation criteria: Relevance (is the intervention doing the right things?); Coherence (how well does the intervention fit?); Efficiency (how well are resources being used?); Effectiveness (is the intervention achieving its objectives?); Impact (what difference does the intervention make?); and Sustainability (will the benefits last?).

² A qualitative evaluation methodology based on asking participants about the most significant changes that have taken place in different areas of their lives, over a specified period, which was used to assess intervention impacts and their theory of change.

evaluation questions and to develop a climate justice Theory of Change (ToC).

Climate Justice Definition and Theory of Change

During the inception phase, a Climate Justice Pathways Theory of Change (ToC) (Figure 1) was developed with the Scottish Government through an interactive workshop on the 17 June 2021. This established three interlinked pathways to change in line with the three distinct pillars of climate justice:

- **Distributive Justice** relates to equal access to, and sharing of resources and benefits. In Climate Justice definitions this includes both access to resources and benefits and equitable sharing of the costs of responding to climate change;
- **Procedural Justice** relates to transparent, fair and equitable decision-making processes;
- **Transformative Justice** relates to structural inequities and focuses on mainstreaming understanding of climate justice issues, as well as building capacity.³

³ Deutsch, M. 'Justice and Conflict,' in Deutsch, M; Coleman, T. and Marcus, C. eds (2011). *The Handbook of Conflict Resolution: Theory and Practice*. John Wiley & Sons. See also, Newell, P; Srivastava, S; Naess, L.O; Contreras, G. and Price, R. (2020). *Working Paper 540: Towards Transformative Climate Justice: Key Challenges and Future Directions for Research*. International Development Research Centre (IDRC).

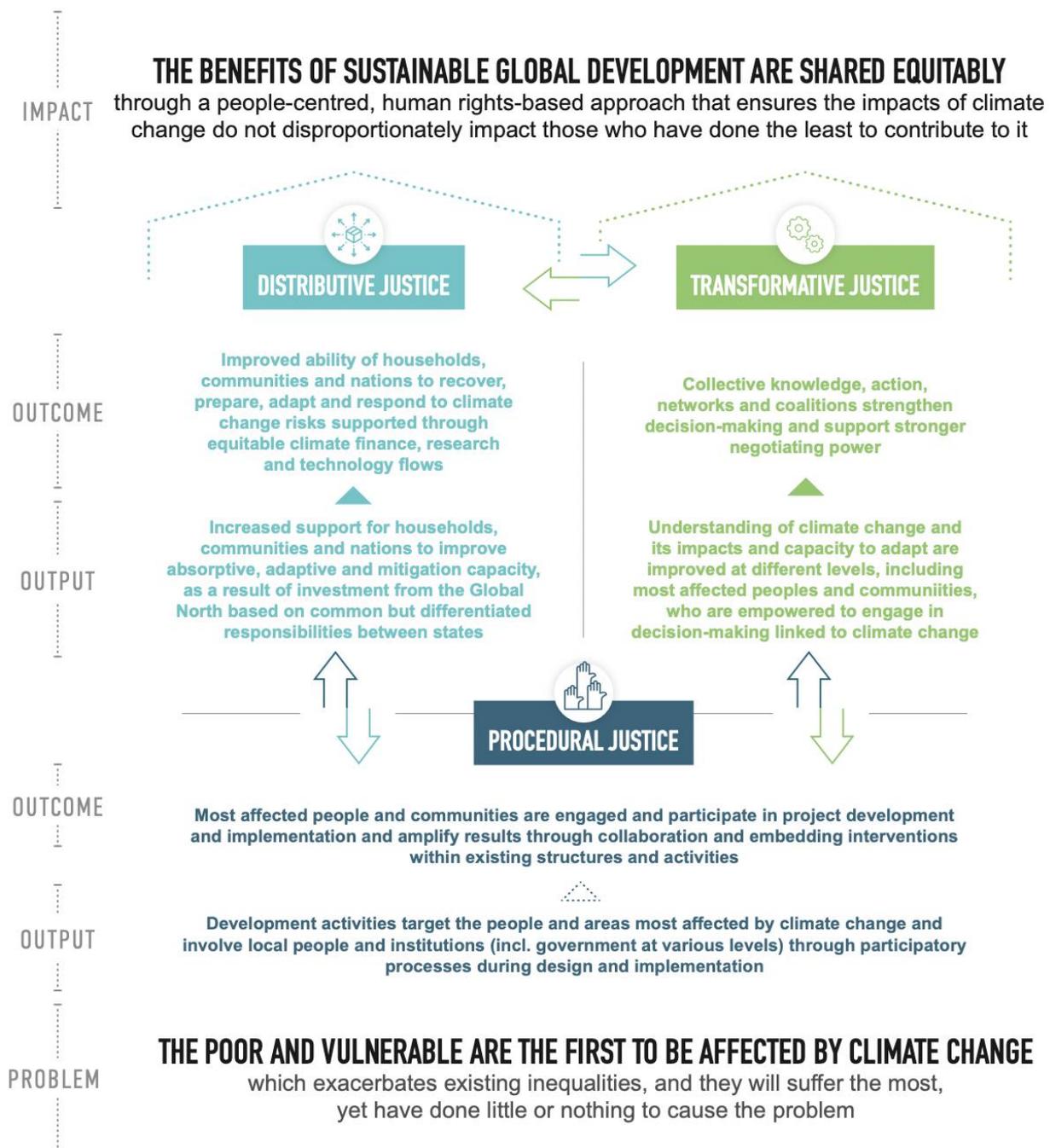


Figure 1 Climate Justice Pathways Theory of Change (ToC)

Taking this climate justice pathways ToC model as a starting point, a ToC specifically designed for the evaluation of the CJF programme (which we refer to as the Climate Justice Interventions Theory of Change), was developed iteratively with the Scottish Government and CJF stakeholders as part of the evaluation (Figure 2 below). This was used to a) evaluate the interventions supported under previous phases of the CJF and can possibly b) inform the development of future interventions.

IMPACT
 OUTCOME
 OUTPUT
 INTERVENTIONS
 PROBLEM

THE BENEFITS OF SUSTAINABLE GLOBAL DEVELOPMENT ARE SHARED EQUITABLY
 through a people-centred, human rights-based approach that ensures the impacts of climate change do not disproportionately impact those who have done the least to contribute to it



THE POOR AND VULNERABLE ARE THE FIRST TO BE AFFECTED BY CLIMATE CHANGE
 which exacerbates existing inequalities, and they will suffer the most, yet have done little or nothing to cause the problem

Figure 2 Climate Justice Interventions Theory of Change

The three interlinked climate justice pillars incorporate both the approach to project implementation (procedural justice), as well as the types of interventions supported by a project (distributive and transformative justice). As part of the Inception Phase, a list of potential interventions that can potentially support the achievement of the outputs and outcomes under the three climate justice pillars were explored and elaborated. For example, participatory processes and needs assessments (procedural justice) support the selection of interventions (distributive justice), the success of these interventions is supported by strengthening local institutions (transformative justice) and engagement with stakeholders, including government extension workers who support farmers in through advice and capacity building services (procedural justice). Furthermore, by building communities' capacity to make decisions around climate change and supporting community members to advocate for their community's needs and rights (transformative justice), projects can support both the sustainability of project outcomes, as well as leveraging additional support by communities for new interventions or scale-up, and replication by other actors.

The evaluation analysed CJF projects to identify the ways in which CJF has contributed to climate justice to date.

Findings

The evaluation findings synthesise the qualitative and quantitative data from the document reviews and key informant interviews around a set of evaluation questions. The evaluation questions were designed to respond to the OECD-DAC good practice evaluation criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability) at both the CJF project and programme-level.

In terms of **Relevance** (are the interventions designed to deliver climate justice), the key findings are:

- **Evaluation Question 1:**⁴ To what extent are the CJF projects relevant to climate justice? How well focused on existing inequalities (such as wealth disparity and discrimination based upon gender, age, disability or indigenous status) were the design of the projects?

⁴ The order (and therefore numbering) of the evaluation question has been revised since the Inception Report.

CJF projects tended to target the most vulnerable areas but not always the most vulnerable peoples. Targeting of beneficiaries under the innovation projects tended to focus more on 'technical aspects' rather than taking a participatory approach to identifying local needs. Nevertheless, many CJF projects had a strong understanding of, and focus on, climate justice, although some projects had more of a standard development focus. In interpreting the results, it should also be noted that communities in Malawi, Rwanda and Zambia are vulnerable to a large number of shocks (including flooding, droughts and dry spells), and CJF projects addressed these shocks in a variety of ways. For example, many projects improved access to water for drinking and/or irrigation, while others supported crop diversification to improve resilience, or clean energy solutions to improve productivity and reduce reliance on decreasing forest-resources.

- **Evaluation Question 2:** To what extent is the CJF approach aligned with climate justice pillars (distributive, procedural and transformative justice)?
The CJF approach is well aligned with the climate justice pillars, although it could go further by increasing focus on procedural justice.

When it comes to **Coherence** (how well the interventions and projects align with each other and Scottish Government policy and programmes), the evaluation found:

- **Evaluation Question 3:** How well has there been coherence with local programmes, grass roots efforts and national/local policy objectives?
CJF projects tended to be better at learning from their own experience and aligning projects with local needs (stronger internal coherence) than aligning project interventions with national policies and engaging with government stakeholders (weaker external coherence). Some projects were highly coherent with local efforts, especially when they worked closely with local stakeholders. In addition, there may be more opportunities for CJF projects to complement each other and leverage learning from other projects.
- **Evaluation Question 4:** How coherent are the projects as a combined portfolio of the CJF?

The CJF portfolio of projects are fairly heterogeneous, although coherence is achieved through their focus on (mostly) climate change adaptation projects.

- **Evaluation Question 5:** How coherent is the CJF with Scottish Government priorities and how they relate to CJ? What are the synergies between Scottish Government climate programmes more broadly and how do they collaborate and overlap? The CJF is both well aligned with Scottish Government policies and has influenced these policies to better align with climate justice. Nevertheless, an opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects.

In terms of **Efficiency** (how well CJF resources were allocated towards achieving climate justice), key findings include:

- **Evaluation Question 6:** How efficient, for achieving climate justice, were the CJF partnerships and collaboration with national implementing partners, governments and stakeholders?

It would be beneficial for CJF projects to collaborate more with national stakeholders, where this was done, it appears to have improved project results. For example, by building capacity and coordinating with government agricultural extension workers to improve the level of ongoing support available to local communities.

Evaluation Question 7: To what extent are the CJF governance and management arrangements consistent with achieving its strategic climate justice objectives?

Flexibility in the funding mechanism was lauded for allowing adaptation and learning. However, delays in funding or approvals - partially due to the chain of CJF project implementers - were cited as a challenge among some projects. In addition, more innovative projects may require more time and adaptation.

Key findings on **Effectiveness** (alignment of interventions with its objectives) are outlined below:

- **Evaluation Question 8:** How well were the most affected people (vulnerable, women etc) targeted and given voice in CJF implementation (at the project and programme level)? CJF projects tended to target the most vulnerable areas but not always the most vulnerable peoples, targeting of beneficiaries

under the innovation projects tended to focus more on 'technical aspects' rather than taking a participatory approach to identifying local needs. Effectiveness varied by project, and was influenced by project design, context, and timeline. Understanding of climate justice concepts at the local level was often limited and may be relatively broad compared with international definitions. In addition, the focus of CJF projects means they may require longer time horizons to deliver results for communities.

- **Evaluation Question 9:** How do projects in the CJF portfolio as a whole incorporate learning?
Project partnerships contributed to knowledge sharing, while collaboration with project stakeholders strengthened climate justice. There was some evidence of replication and scaling as a result of CJF projects.
- **Evaluation Question 10:** How effective is the Scottish Government at leveraging lessons from the CJF to increase support and delivery of CJ?
An opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects. For example, building in systematic, cross-programme learning and communications component to future CJF phases to ensure lessons are shared from this innovative fund.

In relation to climate justice **Impact** (the achievement of climate justice outcomes), the evaluation found:

- **Evaluation Question 11:** How have the CJF projects and programme as a whole contributed to climate justice outcomes?
Although results vary across projects, CJF has achieved climate justice impact on-the-ground. Distributive, procedural, and transformative justice were often complementary in projects, and projects that focused on all three approaches were highly successful. However, many communities in Malawi are facing overwhelming challenges. Impact needs to be very significant for local communities to perceive a positive change in the face of worsening shocks.
- **Evaluation Question 12:** Looking forward, what are the emerging strengths, weaknesses, constraints and opportunities in managing and implementing the CJF and can these inform a potential future programme phase?

CJF has catalysed a shift towards climate justice. Nevertheless, an opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects. In addition, engagement with private sector firms was limited and likely to be challenging for grants-based projects to achieve.

In terms of CJF **Sustainability** (the extent to which climate justice outcomes are expected to endure), the evaluation found:

- **Evaluation Question 13:** To what extent did project implementing partners and/or beneficiaries assume ownership and responsibility for the project preparation, implementation, and sustainability?

Projects have been effective at achieving buy-in from communities and government partners, particularly when communities see benefits. For example, where projects have produced positive impacts for communities, especially around livelihoods and incomes (distributive justice), respondents were highly optimistic about sustaining those activities.

- **Evaluation Question 14:** To what extent has Scottish Government leveraged the CJF to strengthen CJ collaboration, buy-in, replication and scale-up?
CJF has catalysed a shift towards climate justice, although an opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects (refer to Evaluation Question 10).

Conclusions

Malawi, Rwanda and Zambia are amongst the countries contributing least to climate change but amongst those most vulnerable to climate change impacts. A climate justice approach is therefore highly relevant because it allows sustainable development for these countries, not only through direct funding support for climate change adaptation projects transferred from more developed countries but also through strengthening local capacities to respond to climate change and advocate for their own needs.

Drawing on the Scottish Government's climate justice policy and the evaluation's climate justice literature review, the evaluator proposes the following climate justice definition for future phases of the CJF: 'Climate justice is a people-centred, human rights-based approach that aims to share the benefits of equitable global development and the burdens of climate change fairly, while building trust between developed and developing countries. Climate justice recognises that the poor and vulnerable are the first to be affected by climate change, exacerbating existing inequalities, and will suffer the most, despite having done little or nothing to cause the problem.'

This definition of climate justice means that the evaluation looked for projects to include the following elements (recognising that this definition is being applied retrospectively, and was not the basis of the original grant awards):

- ensure a participatory, community-defined, needs-based approach to development (procedural justice);
- provide support for climate change resilience for the most affected areas and people in the Global South (distributive justice); and
- build understanding and capacity that enables local people to actively engage in decision-making and advocacy (transformative justice) to enable equitable, sustainable development in the face of climate change.

Key learnings from the evaluation include:

- It is important that the CJF clearly articulates its objectives, definition of climate justice, expectations and processes to project grantees. This supports them in delivering on the CJF objectives;

- All three pillars of climate justice are important for achieving CJF objectives and should be integrated from the design phase (through project selection, monitoring and reporting criteria):
 - **Procedural Justice:** Engaging with both external stakeholders (such as national and district government) and local stakeholders (including women and the vulnerable) as part of a participatory and needs-based approach to identifying who to target and ensuring locally appropriate solutions;
 - **Distributive Justice:** Ensuring support for climate change resilience (such as, livelihood development, access to water and energy etc.) is built into all projects (especially for innovation and mitigation focused projects) to ensure participants benefit from project activities;
 - **Transformative Justice:** Active participation in finding solutions and advocating for their needs, empowering communities and ensuring sustainability of results;
- The time required for such an approach needs to be built into project timelines.

The evaluation finds that the CJF has been effective at delivering on its climate justice objectives, particularly in terms of mainstreaming climate justice within the Scottish Government and building knowledge and experience around climate justice through the CJF-supported projects. Although results vary across projects, CJF has achieved climate justice impact on-the-ground, including increased adaptive and absorptive capacity of vulnerable communities and, in some instances, improving equity. This was particularly the case for projects that addressed all three pillars of climate justice, engaged with local and national stakeholders and ensured the projects responded to local needs. Nevertheless, opportunities exist to build on this experience and share lessons to a broader audience beyond CJF direct stakeholders.

The CJF, through its portfolio of projects, covers all three pillars of climate justice: distributive, procedural and transformative. However, despite an increasing focus on broader aspects of climate justice, CJF project selection criteria have largely focused on distributive aspects of climate justice. Projects that have clearly addressed all three pillars of climate justice tend to be more effective, have greater impact and achieve more sustainable results. However, some aspects of climate justice (such as, participatory project design, developing capacity for advocacy and improving equity) may require longer implementation

timelines than standard development projects. The procedural and transformative justice pillars are also important for addressing systemic climate justice issues. However, focusing on these aspects in short-term projects creates a risk that communities will participate in these initiatives and contribute to long term outcomes, but see few immediate returns. This could be addressed by ensuring projects cover all aspects of climate justice in their design and implementation and/or by clustering projects that focus on different aspects of climate justice within the same landscape.

Recommendations

The following recommendations are targeted at the Scottish Government CJF management team to support future CJF phases:

- **Recommendation 1.** It is recommended that CJF develops a set of project selection and monitoring criteria that ensure projects incorporate all aspects of climate justice (including procedural and transformative) in their design and implementation.
- **Recommendation 2.** It is recommended that CJF facilitates the sharing of lessons and learning from across its portfolio to support a community of practice that improves climate justice impacts both from across its portfolio and beyond.
- **Recommendation 3.** It is recommended that the CJF invests in larger programmes and/or supports smaller projects to provide clusters of interventions to communities.
- **Recommendation 4.** It is recommended that the CJF builds upon the flexibility of its approach that supports participatory processes in project design and implementation and complements these with more flexible project design and reporting cycles.
- **Recommendation 5.** It is recommended that Scottish Government leverages CJF learnings to support the integration of climate justice by other donors and programmes.

1 Introduction

1.1 Background

The Climate Justice Fund (CJF) was established by the Scottish Government in 2012 to help tackle the effects of climate change in the poorest, most vulnerable countries. Since its inception it has supported 31 climate justice projects and programmes through three separate calls-for-proposals.

The Scottish Government has structured the CJF through three key funding rounds (see Table 1 for a summary of CJF projects). Round 1 (2012-2014), Round 2 (2014-2016) and Round 3 (2016-2021), which includes the larger Climate Challenge Programme Malawi (CCPM) and the Climate Justice Innovation Fund (CJIF) grants programme.

Table 1. Summary of CJF projects and programmes

Round	Year	Funds	Countries	Country/s	Project Types
Round 1	2012	£3m	5	Malawi (4), Zambia (1)	Water focus funded through Hydro Nation programme
Round 2	2014	£3m	6	Malawi (4), Rwanda (1), Tanzania/Zambia (1)	Water (or energy/agriculture related) focus funded through Hydro Nation programme
Round 3	2015	£12 m*	16	Malawi (12), Rwanda (1), Zambia (3)	Implemented through CJIF, CCPM and Hydro Nation.
(i) CJIF	2017	£600 k	6	Malawi (4), Rwanda (1), Zambia (1)	The Climate Justice Innovation Fund (CJIF), administered by Corra as the grant manager.
	2018	£600 k	6	Malawi (4), Zambia (2)	
	2019	£375 k	3	Malawi (3)	
(ii) CCPM	2017/18	£400 k		Malawi (1 programme)	CCPM
	2018/19	£1.3 m			
	2019/20	£1.5 m			
	2020/21	£1.5 m			

* Funded through £4m from the Hydro Nation programme and £8m from the Sustainable Action Fund. However, the Hydro Nation programme and its CJF work is outside the scope of this evaluation.

1.2 Policy Context

The climate crisis is not borne equally or fairly, between rich and poor, men and women, nor between younger or older generations. It is already hitting those currently suffering from inequalities, meaning the poorest and most vulnerable, who have done least to cause climate change, are also those who are the first to suffer and feel the greatest impact of the climate crisis. Climate justice describes climate action which seeks to address this unfair distribution of climate change impacts. It puts human-rights at the core of international development initiatives whilst ensuring climate solutions are informed by science and innovation, and are built on a people-centred approach. It also seeks to help raise the profile and voice of vulnerable groups' access to, and participation in, decision making on climate mitigation and adaptation.⁵

The prevalence of climate justice framing in the policy arena has grown significantly over the last two decades, with the first climate justice summit taking place in The Hague at COP6 in 2000. In 2012, the Scottish Government was the first national government to develop an international development fund specifically centred around the concept of climate justice. Since then, the international debate on climate justice has been applied to wider climate change work, although there have been few formal meetings and the community of practice is still relatively disbursed. The first World Forum on Climate Justice was held in Glasgow in 2019 in partnership with the Glasgow Caledonian University Centre for Climate Justice and organisations such as the United Nations to help catalyse and consolidate thinking on climate justice.⁶

The Scottish Government set out its ambitious response to the climate crisis in its Programme for Government (December 2020), stating that the CJF will continue to support communities in partner countries to become more resilient to climate change.

⁵ <https://www.jrf.org.uk/report/climate-change-and-social-justice-evidence-review>

⁶ <https://www.un.org/sustainabledevelopment/blog/2019/05/climate-justice/>

Different policy actors engage with issues of climate justice in different ways. Through its extensive work with the UK Government, for example, NIRAS-LTS is aware that – with the exception of the Scottish Government’s CJF – government bodies rarely frame policies as ‘climate justice’, instead often engaging with issues of climate justice under their ‘leave no one behind’ policy, in line with the United Nations-led 2030 Agenda for Sustainable Development. The climate justice movement at an NGO/INGO and civil society level, in contrast, actively engages with the explicit concept of climate justice (e.g. the Climate Justice Resilience Fund). Refer to Annex 1 for more information on current climate justice funding programmes). Cutting edge efforts are underway to disentangle arguments on issues such as: inter-country equity (including loss and damage, how the term fits with the polluter-pays principle, capability/allocation of resources); intra-country equity (income distribution, just transition/employment, varying climate vulnerability between populations); and inter-generational equity (including gender equity issues and indigenous communities). Drawing on NIRAS-LTS experience in delivering climate justice-related interventions, and taking perspectives from various donors, research institutions, non-government organisations and civil society, as well as other development actors, will allow this evaluation to set clear boundaries and to help disentangle and address the precise contribution that the CJF has had on ‘climate justice.’

1.3 Objective and Scope of the Evaluation

The objective of this evaluation is to ‘assess the effectiveness of the CJF in delivering climate justice objectives and appraise the programme’s achievements to-date. The findings will help inform the next phase of the CJF so that it remains influential and at the cutting edge of climate justice work globally.’

Following a tender process, NIRAS-LTS was contracted by the Scottish Government to undertake this endline evaluation of the first three rounds of CJF funding to support learning and inform future phases of work. NIRAS-LTS understands that the Scottish Government has commissioned this evaluation to help assess the effectiveness and impact of the CJF over the course of its existence. With the CJIF having concluded in March 2021, and the CCPM due to finish in September 2021, this evaluation provides a timely opportunity to take stock of what has worked, why and for whom. It also offers the opportunity to identify key lessons which can be used to inform, enhance and improve

the design of the next phase of the CJF and ensuring that the CJF remains at the forefront of innovative climate justice, resilience and adaptation programming. Importantly, this evaluation also represents a timely opportunity to capture lessons and use findings to showcase CJF innovation, drive consensus building and influence development partner thinking on climate justice at COP26 in Glasgow.

1.4 Organisation of This Report

The remainder of this Report is divided into the following sections:

- Section 2 outlines the evaluation approach and methodology;
- Section 3 presents the CJF Theory of Change (ToC) and the synthesised evaluation findings; and,
- Section 4 provides the evaluation conclusions and recommendations for the Scottish Government to take into consideration when designing potential future CJF funding rounds.

2 Evaluation Approach and Methodology

This section outlines the evaluation approach for the CJF evaluation. The evaluation design is based around the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD-DAC)⁷ criteria: relevance, coherence, effectiveness, efficiency, impact and sustainability. During the Inception Phase, evaluation Questions (EQs) at both the project and programme-level were developed against each of the OECD-DAC criteria. Each of the following questions were explored in relation to the climate justice ToC:

- **Relevance**

EQ1. To what extent are the CJF projects relevant to climate justice? How well focused on existing inequalities (such as wealth disparity and discrimination based upon gender, age, disability or indigenous status) were the design of the projects? [projects]

EQ2. To what extent is the CJF approach aligned with climate justice pillars? [programme]

- **Coherence**

EQ3. How well has there been coherence with local programmes, grass roots efforts and national/local policy objectives? [projects]

EQ4. How coherent are the projects as a combined portfolio of the CJF? [projects]

EQ5. How coherent is the CJF with Scottish Government priorities and how they relate to climate justice? What are the synergies between Scottish Government climate programmes more broadly and how do they collaborate and overlap? [programme]

- **Efficiency**

EQ6. How efficient, for achieving climate justice, were the CJF partnerships and collaboration with national implementing partners, governments and stakeholders? [projects]

⁷ The OECD-DAC Quality Standards for Development Evaluation were developed through international consensus to improve the quality of international development evaluations. The guidelines support best practice evaluations at each stage of evaluation design and implementation. The OECD-DAC Network on Development Evaluation defines the following six evaluation criteria: Relevance (is the intervention doing the right things?); Coherence (how well does the intervention fit?); Efficiency (how well are resources being used?); Effectiveness (is the intervention achieving its objectives?); Impact (what difference does the intervention make?); and Sustainability (will the benefits last?).

- EQ7.** To what extent are the CJF governance and management arrangements consistent with achieving its strategic climate justice objectives? [programme]
- **Effectiveness**
 - EQ8.** How well were the most affected people (vulnerable, women etc) targeted and given voice in CJF implementation (at the project and programme level)? [projects]
 - EQ9.** How do projects in the CJF portfolio as a whole incorporate learning? [projects]
 - EQ10.** How effective is the Scottish Government at leveraging lessons from the CJF to increase support and delivery of climate justice? [programme]
 - **Impact**
 - EQ11.** How have the CJF projects and programme as a whole contributed to climate justice outcomes? [projects]
 - EQ12.** Looking forward, what are the emerging strengths, weaknesses, constraints and opportunities in managing and implementing the CJF and can these inform a potential future programme phase? [programme]
 - **Sustainability**
 - EQ13.** To what extent did project implementing partners and/or beneficiaries assume ownership and responsibility for the project preparation, implementation, and sustainability? [projects]
 - EQ14.** To what extent has SG leveraged the CJF to strengthen climate justice collaboration, buy-in, replication and scale-up? [programme]

The evaluation draws on a mix of qualitative and quantitative data from a literature review, project and programme documentation and interviews with programme stakeholders (refer to Table 2 below for an outline of CJF stakeholders, Table 3 provides an overview of interviews against these stakeholder groups, while the full list of documents reviewed and stakeholders interviewed is provided in Annex 2). The evaluation uses principles from the Qualitative Impact Assessment Protocol (QuIP)⁸ and data synthesis (refer to Section 2.2 below) to respond to the evaluation questions and to develop a Theory of Change

⁸ A qualitative evaluation methodology based on asking participants about the most significant changes that have taken place in different areas of their lives, over a specified period, which was used to assess intervention impacts and their theory of change.

(ToC; refer to Section 3.2). The evaluation consisted of three phases, which are outlined below.

Table 2. Summary of CJF Stakeholders

Stakeholder Type	Role in CJF
Scottish-Based Stakeholders	Scottish Government CJF managers, CJF programme/grant managers, non-CJF Scottish Government climate change projects
CJF project stakeholders	Scottish-based grantees, partner country project implementers, beneficiaries and cooperatives
Non-CJF project stakeholders	Partner country National, district and local government, government extension officers, village heads/traditional leaders, other NGOs and project implementers in CJF project areas

2.1 Evaluation Phases

Phase 1: Scoping. A five-week inception phase was used to mobilise the team, design and prepare for the evaluation. This phase included:

- The development of the evaluation questions;
- Selection of the evaluation methodology;
- A review of the overview CJF documents;
- A climate justice literature review (based on published climate justice literature, including academic, policy-focused and practitioner-led materials; refer to Annex 1);
- The development of an overarching climate justice ToC, which was further refined for CJF through this evaluation;
- The development of the evaluation tools (survey questions and data collection guides), which were developed around the OECD-DAC criteria focused on testing which aspects of climate justice (based on the climate justice ToC) were covered by the CJF through its portfolio of projects;
- Initial online/phone interviews with CCPM and CJIF programme/grant managers, as well as preparation for stakeholder meetings and fieldwork through calls with project implementing partners.

Phase 2: An Interim Document and Data Collection Phase: A five-week data collection phase was used to:

- Undertake Key Informant Interviews (KIIs) with Scottish stakeholders;
- Undertake KIIs for the country case studies in Malawi, Rwanda and Zambia case studies;
- Undertake an online survey of Round 1 and 2 project implementers using Survey Monkey;
- Provide a presentation of interim findings to ensure the evaluation aligned with Scottish Government expectations and needs.

Phase 3: A Final Analysis and Synthesis Phase: A two-week wrap-up phase was used to:

- Test and elaborate on the preliminary findings and the ToC with CJF implementation stakeholders through an online moderated discussion;
- Analyse and synthesise results from the literature review, country case studies, online surveys, Scottish KIIs and online moderated platform, in order to draw conclusions, highlight lessons and make recommendations for future phases of funding under the CJF.

2.2 Data Analysis Methods

Literature Review: A review of grey literature on climate justice was conducted as part of the inception phase (refer to Annex 1). In total, 21 documents were reviewed. The literature ranged from organisational policy briefs, project summaries, and NGO/foundation websites. Literature specific to climate justice is not expansive, with the majority published pre 2016 (i.e., more than five years old). The aim of the literature review was to, as far as possible, conduct a rapid review of relevant literature in order to help inform how to structure a global Climate Justice Pathways ToC. As the CJF does not have an existing overarching results framework or ToC, and given the focus on learning from the CJF to inform potential future phases of funding, this evaluation was tasked with building a specific ToC for the Scottish Government. Specifically, the objectives were to map what current funding and programmes are being implemented under the banner of 'climate justice'; who the key players are; clarify how Climate Justice is being defined by different actors and document commonalities between definitions; and identify any lessons learned from other programmes.

Document Review: More than 65 CJF programme and project documents were reviewed. The documents were assessed for evidence against the evaluation questions, as well as evidence of activities undertaken that align to the three pillars of climate justice. The document review was also used to refine key informant questions.

Theory of Change Development: The CJF does not have an overarching results framework or ToC (although the six Round 2 projects, 15 CJIF projects and the CCPM each have their own results frameworks). In addition, the literature review found a lack of consensus on the definition of climate justice internationally. As a result, the evaluators developed an overarching climate justice ToC, which was used to test the CJF portfolio to better understand how the CJF contributes to climate justice and whether there were aspects of climate justice that should be included in future phases of funding.

Key Informant Interviews: Semi-structured interviews were undertaken with CJF programme and project stakeholders and relevant non-project stakeholders (refer to Table 3). Separate guides were developed for grant managers, implementing partners, non-project stakeholders and beneficiaries. The questions were developed around the OECD-DAC criteria, with project specific questions related to climate justice for each intervention.

Table 3. CJF stakeholders and project engagement

Stakeholders	Count	Type	Comments
Evaluation Team	12 (7F)	n/a	The evaluation team of consisted of 12 national and international experts and field staff, it was made up of 7 Females (F) and 5 Males (M), and included 4 Malawians, 1 Rwandan and 1 Zambian)
Scottish-Based Stakeholders			
Scottish Government CJF managers	4 (2F)	KIIs	1 Scottish Government CJF not available due to holidays
Grant Managers	4 (4F)	KIIs	1 CJIF, 3 CCPM
Non-CJF Scottish Government project	1 (1F)	KIIs	1 non-CJF not available due holidays
Round 1 Stakeholders			
Round 1 project implementer	2	Online survey	Contact details provided by Scottish Government for 5 people across 4 projects, 1 project could not be

			contact (2 emails, both undeliverable), 1 out of office, no indication why other 2 projects did not respond
Round 2 Stakeholders			Contact details provided by Scottish Government for 13 people across 6 projects (4 emails undeliverable). All projects had at least one email, 1 out of office, no indication why other projects did not respond
Round 2 project implementer	1	Online survey	4 CJIF projects (all in Malawi) were not contactable, documents were reviewed but Scottish Government documentation does not provide details to complete analysis of climate justice elements
CCPM and CJIF Stakeholders			
<i>Deep-Dive: Malawi Project 1</i>	12 (7F)	KIIs / QuIP	10 Beneficiaries (7F/3M; QuIP), 1 Project Officer (M), 1 Stakeholder (M)
<i>Deep-Dive: Malawi Project 2</i>	10 (4F)	KIIs / QuIP	6 Beneficiaries (3F/3M; QuIP), 1 Committee Chair (M), 1 Implementing Partner (M), 1 Project Officer (M), 1 Stakeholder (F)
<i>Deep-Dive: Malawi Project 3</i>	13 (9F)	KIIs / QuIP	9 Beneficiaries (7F/2M; QuIP), 1 Implementing Partner (M), 1 Project Officer (M), 2 Stakeholders (2F)
<i>Deep-Dive: Malawi Project 4</i>	13 (8F)	KIIs / QuIP	10 Beneficiaries (8F/2M; 1 Implementing Partner (M), 1 Project Officer (M), 1 Stakeholder (M)
Malawi Project 5	1	KIIs	1 Implementing Partner (M)
Malawi Project 6	1 (F)	KIIs	1 Implementing Partner (F)
Malawi Project 7	1	KIIs	1 Implementing Partner (M)
Malawi Project 8	1 (F)	KIIs	1 Implementing Partner (F)
Rwanda Project 1	7 (2F)	KIIs	3 Beneficiaries (1F/2M), 3 Implementing Partners (1F/2M), 1 Stakeholder (M)
Zambia Project 1	5 (1F)	KIIs	5 Implementing Partners (1F/4M)

Qualitative Impact Assessment Protocol: QuIP is a qualitative evaluation methodology that can be used to assess the types of impact that an intervention is producing, and to test the intervention's ToC.

Principles from the QuIP method were used with project beneficiaries in the four deep dive Malawi projects. The approach is based on asking participants about the most significant changes that have taken place in different domains, or areas of their lives, over a specified period. The domains are selected to reflect the specific outcomes the intervention is intended to affect. Participants are also asked what they consider to be the main factors driving or enabling those changes. Participants are not directly asked about the intervention of interest, to avoid pro-project confirmation bias. The approach allows for the development of stories of change that describe which factors, including interventions, are linked to outcomes in each domain, and how. The QuIP method provides evidence of programme participants' own narratives of the causal mechanisms leading to change and is complementary to other approaches such as monitoring data, and qualitative and quantitative approaches.

Online Survey: An online survey based on the implementing partner interview guide was sent to all Round 1 and Round 2 project implementers, although, as noted in Table 2 above, only one Round 1 and two Round 2 project implementers responded despite three reminders. This is partially due to a number of emails no longer being valid but it is unclear why other projects did not respond (most likely due to the time since project close).

Online moderated platform: The online moderated platform was hosted on Live Minds (chosen due to its low bandwidth environment and alignment with GDPR). Respondents were invited to participate for approximately 20 minutes per day, over the three days, at a time of day that suited them (and their electricity/internet connection). The eight respondents (all CJF project implementers were invited to participate) included both grant managers, one Zambia project implementer and four respondents a Malawi based project. There was a high level of engagement on the platform around questions around climate justice, what it means to project implementers and the ToC, as well as project implementation, the role of partnerships, factors that contribute to project success and suggestions for improving future phases of CJF funding. For most questions, respondents could see and comment upon one another's responses, which respondents did, also commenting on how much they learnt from one another through the experience.

Data synthesis: The synthesis brings together the findings from across the literature and document reviews, and stakeholder engagement (through key informant interviews, online survey and online moderated platform). A systematic approach was used to compare, contrast and integrate the empirical evidence against the OECD-DAC criteria and synthesise the evaluation data to support synthesis of findings. Project documents were systematically reviewed against the evaluation questions, while question guides were developed to respond to different aspects of the OECD-DAC criteria. Results from the country case studies and online moderated platform were written up against these criteria and then cross-referenced with the Scottish-stakeholder key informant interviews and the Round 1 and 2 online survey to identify themes and establish the confidence in findings.

2.3 Evaluation Challenges

Almost all the CJF projects have now closed (some more than five years' ago), which meant that in many cases project staff no longer worked for the organisation that implemented the project and/or were not always available to discuss the implementation of CJF. In addition, this meant that recall of project activities and experiences may be incomplete. The evaluation used a combination of project documentation and interviews/surveys to attempt to mitigate this risk. However, the availability of project documentation for Round 1 was extremely limited and, as noted above, only one Round 1 and two Round 2 project implementers responded to the online survey, despite two follow up reminders. As such, project findings should be interpreted as referring to Round 3, except where Round 1 or Round 2 are specifically mentioned. In addition, with the exception of the four in-depth Malawi case studies, the evaluation relies on project's self-reporting and interviews with project staff, which means there is the potential for positive self-reporting bias in the findings (i.e. potential exaggeration of positive impacts and downplaying of negative impacts). However, this is less of an issue given the climate justice learning (rather than accountability) focus of the evaluation. The QuIP methodology is also designed to overcome this bias. Engagement could be increased in future CJF evaluations by undertaking evaluations in the final year of project implementation (while project staff are still in the field) and allowing for longer evaluation timeframes. For example, programme-level Monitoring and Evaluation (M&E) could run alongside programme implementation through either an independent evaluator

or as part of the grant manager's role, which could include development of a baseline of the climate justice situation, as well as learning and communication products.

Covid restrictions meant that research covering the one Zambia and one Rwanda projects was desk-based. This was more complicated than usual as the strain of the lockdown restrictions in Rwanda and an upcoming election in Zambia meant that internet connection was inconsistent, causing delays in contacting stakeholders. There were also challenges with availability of Scottish stakeholders due to the summer holidays. This means that beneficiary feedback draws from four Malawi case study projects (using the QuIP methodology), as well as some phone interviews for the one Rwanda project. The evaluation took a flexible approach (conducting interviews later in the evaluation where necessary) to maximise the number of interviews possible despite these constraints.

The CJF uses a relatively open design approach, allowing projects to develop and adapt their approach in response to their work with communities. This aligns with a climate justice approach but means there is no one business case or programme results framework that could form the basis of the evaluation, although project results frameworks are in place for CCPM and each of the six Round 2 and 15 CJIF projects. The 12-week evaluation timeframe was therefore challenging, as the evaluation of the CJF programme and its 31 projects had to be fully designed and implemented within this period. The evaluation team prepared clear question guides and report templates to minimise this challenge, although depth of analysis of the different projects varies.

3 Results

Key findings on how CJF and its portfolio of projects contribute to climate justice are presented below against each of the OECD-DAC criteria.

3.1 Definition of Climate Justice

Currently, there is no one 'official' definition of climate justice (refer to Annex 1). In the evaluation terms of reference, the Scottish Government defines climate justice as:

- 'An approach which recognises that it is those least responsible for the global climate emergency that are being affected first and most severely by it.
- An effective response must tackle existing inequalities such as wealth disparity and discrimination based upon gender, age, disability or indigenous status, as the impact of climate change can be made worse by these factors.'

The most commonly used definition found in the literature is from the Mary Robinson Foundation:⁹

'Climate justice links human rights and development to achieve a human-centred approach, safeguarding the rights of the most vulnerable people and sharing the burdens and benefits of climate change and its impacts equitably and fairly. Climate justice is informed by science, responds to science and acknowledges the need for equitable stewardship of the world's resources.'

Drawing on the above definitions, the Scottish Government's climate justice policy, the evaluation literature review and the ToC (outlined in Section 3.2), the evaluator proposes the following climate justice definition:

Climate justice is a people-centred, human rights-based approach that aims to share the benefits of equitable global development and the burdens of climate change fairly, while building trust between developed and developing countries.

⁹ Mary Robinson Foundation Climate Justice 2010-2019, <https://www.mrfcj.org/wp-content/uploads/2019/05/Mary-Robinson-Foundation-Climate-Justice-2010-2019-A-Legacy.pdf>

Climate justice recognises that the poor and vulnerable are the first to be affected by climate change, exacerbating existing inequalities, and will suffer the most, despite having done little or nothing to cause the problem.

This Evaluation would determine that using this definition of climate justice would therefore mean that climate justice projects on the whole should include the following elements:

- ensuring a participatory, community-defined, needs-based approach to development (procedural justice);
- providing support for climate change resilience for the most affected areas and people in the Global South (distributive justice); and
- building understanding and capacity that enables local people to actively engage in decision-making and advocacy (transformative justice) to enable equitable, sustainable development in the face of climate change.

3.2 Theory of Change

A Theory of Change (ToC) is an outcomes-based approach that applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. Given the long-term nature of achieving the transformative aspects of climate justice, which requires global support at various levels, the evaluations ToC defines shorter-term outputs and medium-term outcomes, which provide intermediate measures that indicate the likelihood that CJF will achieve its long-term impact goals.

As part of the inception phase, a Climate Justice Pathways ToC was developed by the evaluator (Figure 2). In understanding climate justice, the evaluation drew on definitions of different types of justice to categorise potential interventions and impact pathways:

- **Distributive Justice** relates to equal access to and sharing of resources and benefits and is used in Climate Justice definitions to include both access to resources and benefits and equitable sharing of costs of responding to climate change;
- **Procedural Justice** relates to transparent, fair and equitable decision-making processes;

- **Transformative Justice** relates to structural inequities and focuses on mainstreaming understanding of Climate Justice issues, as well as building capacity.¹⁰



Figure 2. Climate Justice Pathways Theory of Change (ToC)

¹⁰ Deutsch, M. 'Justice and Conflict,' in Deutsch, M; Coleman, T. and Marcus, C. eds (2011). *The Handbook of Conflict Resolution: Theory and Practice*. John Wiley & Sons. See also, Newell, P; Srivastava, S; Naess, L.O; Contreras, G. and Price, R. (2020). *Working Paper 540: Towards Transformative Climate Justice: Key Challenges and Future Directions for Research*. International Development Research Centre (IDRC).

The three climate change pillars incorporate both the approach to project implementation (procedural justice), as well as the types of interventions supported by a project (distributive and transformative justice). The three pillars are interlinked (hence the arrows between climate justice pillars). For example, participatory processes and needs assessments (procedural justice) supports the selection of interventions (distributive justice), while the success of these interventions is supported by strengthening local institutions (transformative justice) and engagement with local and national stakeholders, including government extension workers (procedural justice). Furthermore, by building communities capacity to make decisions around climate change and supporting community members to advocate for their community's needs and rights (transformative justice), projects can support both the sustainability of project outcomes, as well as leveraging additional support by communities for new interventions or scale-up, and replication by other actors.

Drawing on CJF programme documentation and the climate justice literature review, the three pillars of climate justice were built into the evaluation approach and question guides (particularly in terms of questions related to the CJF's relevance and impact in terms of climate justice). This Climate Justice Pathways ToC was then refined iteratively with Scottish Government and CJF stakeholders to provide a programme-level Climate Justice Interventions ToC (as shown in Figure 3 below). As part of the inception phase, a list of interventions under the three climate justice pillars were explored and elaborated. The Climate Justice Interventions TOC was used to evaluate the CJF for alignment with climate justice pillars (refer to Figure 4 in Section 3.5 below).

Both the climate justice pathways and interventions ToCs outline the separate but interlinked pathways to change along each of the three climate justice components: procedural justice, distributive justice and transformative justice. The ToC pathways show the progression from climate justice interventions through outputs and outcomes to achieve the overarching climate justice impact of: 'The benefits of sustainable global development are shared equitably through a people-centred, human rights-based approach that ensures the impacts of climate change do not disproportionately impact those who have done the least to contribute to it.'

The climate justice interventions ToC was shared with respondents in the online moderated platform for comment and to support its refinement for the CJF. Broadly, the ToC resonates and was popular with online moderated platform respondents who welcomed seeing the articulation of transformative, procedural and distributive justice within the ToC and the balance between global and local outcomes. Respondents agreed that climate justice projects should always be participatory (procedural justice) and that advocacy should be built in to future CJF projects (transformative justice). CJF stakeholders welcomed the potential development of an evaluation framework developed from the ToC with quantifiable indicators attached to the outcomes.

Specific CJF project stakeholder feedback on the ToC was used to further refine the Climate Justice Interventions TOC presented in Figure 3 below. In addition, the QuIP analysis presents beneficiary-defined ToCs for four Malawi projects.

While the ToCs provided a key tool by which the Evaluation could assess the Climate Justice Fund as a whole in delivering climate justice outcomes, care should be taken when interpreting individual project findings against this criteria. None of the CJF projects were originally designed or selected against these criteria.

The Climate Justice Interventions ToC (Figure 3) is proposed by the evaluator to support the development, monitoring and reporting of future phases of the CJF. The Climate Justice Interventions ToC provides the potential starting point for further development of a CJF results framework that would monitor and evaluate assumptions and changes along the intervention pathways.



Figure 3. Climate Justice Interventions Theory of Change

3.3 Project Overview

3.3.1 Malawi

Malawi’s overall climate is tropical, with temperatures in higher topographies relatively cool. The land is made up of a variety of flood plains, wetlands and forests within the Lower Shire Valley. These areas are particularly vulnerable to the effects of climate change. Drought and flood disasters are the most immediate impacts which directly

affect more than 500,000 civilians.¹¹ Malawi's economy is predominantly rainfed agriculturally based, which is experiencing decreasing yields of rainfed crops, a shift in the lean season and recurrent food shortages. Water resources are reducing in supply and quality; fisheries are experiencing reductions in productivity; and ecosystems are facing loss of biodiversity, reduced forest production and loss of ecosystem-dependent livelihoods. In addition, human health risks include increased diarrheal disease, expanding malaria areas to the highlands, and increased food insecurity. Changes in Malawi's hydrological cycle and changes in temperature may also negatively impact hydropower generation.¹² This further exacerbates vulnerable people as the majority of domestic energy in Malawi is produced via hydropower. Gender inequalities are deep rooted in Malawi, contributing to sustained or worsening levels of poverty for women and girls, which in turn makes them more vulnerable to climate change related shocks¹³ by reducing their adaptive capacity.

Since 2012, CJF has supported a total of 20 projects in Malawi through three rounds of funding. The third round, implemented from 2017 to 2020, included Malawi Project 1 (with a budget of £4.7 million), and innovation projects (total budget £1.5 million or with individual grants of approximately £100,000 in funding over two to three years), which supported eleven projects across all three regions of Malawi. Each of the innovation projects was selected on the criteria of trialling innovation and focused on one of three sectors: water, energy, or agriculture/food. Malawi Project 1 was selected to deliver a broader programme with longer time frame, and focused on all three sectors, by delivering layered interventions in targeted communities.

The evaluation looked in detail at four projects in Malawi summarised in Table 4. In addition, four other Malawi projects were evaluated through document review and phone interviews with implementing partners (also summarised in Table 4).

¹¹ World Bank (n.d.). *Malawi Climate Change Country Summary*. <https://climateknowledgeportal.worldbank.org/country/malawi#>

¹² Warnatzsch, and Reay, D. (2018). 'Temperature and precipitation change in Malawi: evaluation of CORDEX-Africa climate simulations for climate change impact assessments and adaptation planning.' *Science of the Total Environment* 654 (2019) 378-392

¹³ Lovell, E. (2021). *Gender Equality, Social Inclusion and Resilience in Malawi*, part of the BRACC Hub. Discussion paper.

Table 4. Overview of Malawi projects evaluated

Project*	Summary of project	Climate Justice aspects
<i>Deep-Dive:</i> Malawi Project 1 (still underway at time of evaluation)	A consortium of local partners implementing a large range of resilience-focused interventions selected through a rigorous community participatory process, in several locations, including a student advocacy component.	Distributive Justice: The project builds community capacities for absorbing and adapting to climate change, with a focus on the needs of vulnerable groups. Procedural Justice: The project utilised participatory methods and works closely with local government and institutions. Transformative Justice: Both the community interventions and student component aim to build capacity for climate justice advocacy.
<i>Deep-Dive:</i> Malawi Project 2	The project rehabilitated an artesian well system to support irrigated farming, fish farms, and drinking water supply; this was complemented with support for additional activities including beekeeping.	Distributive Justice: The project built community capacities for absorbing and adapting to climate change through livelihoods support. Procedural and Transformative Justice: The project supported the development of local institutions to manage the artesian well system.
<i>Deep-Dive:</i> Malawi Project 3	The project worked with a community struggling with deforestation to pilot a clean cooking stove utilising crop waste.	Distributive Justice: The community received a prototype stove for use in its school. Procedural Justice: The community participated in the development of a technology aimed at meeting local needs. Transformative Justice: Supported systems and capacity for integrating communities into technology development.
<i>Deep-Dive:</i> Malawi Project 4 (still underway at time of evaluation)	The project aims to improve transparency around borehole quality by testing boreholes, build capacity for government borehole monitoring and management, and increase awareness of water rights	Distributive Justice: The long run objectives of the project are to improve water access in vulnerable communities. Procedural Justice: The project works closely with local government institutions, and

through trainings and distribution of materials.

supports communities in securing repairs.

Transformative Justice: The project includes training and raising awareness of water rights among local stakeholders, and building institutional capacity.

Malawi
Project 5

The project commenced in 2019 and ended in 2021. It was implemented as a partnership. The project primarily aimed to support female small holder farmers particularly, allowing them to grow crops all-year-round through greenhouse farming.

Distributive Justice: The community were supported to improve yields.

Procedural Justice: The project trained extension officers and worked with cooperatives.

Transformative Justice: n/a

Malawi
Project 6

The project commenced in 2019 and ended in 2021. It was implemented in Chang'ombe and Sakata towns. The project aimed to help bakery cooperatives rely less on wood burning and transition to solar systems as a cleaner way to produce goods. Another intervention was encouraging tree planting as deforestation was a factor to climate change

Distributive Justice: Solar ovens were introduced that provide health benefits and reduce labour for women. Beneficiaries were also supported with diversifying their products.

Procedural Justice: The project worked with other NGOs in the area, as well as undertaking focus group discussions to identify the communities and vulnerable peoples to support.

Transformative Justice: n/a

Malawi
Project 7

The project commenced in 2018 and ended in 2020 after two years of implementation. The project was started in October 2018 and was scheduled to end in June 30th 2020 but was given a 6 month no cost extension (due to the Corona Virus) up to December 2020. It was implemented in Sukumbizi tea cooperation in Mulanje, Phata sugar cooperation in Chikwawa, and KASFA rice cooperation in Karonga. The aim was to domesticate the AWS

Distributive Justice: The project influenced the water standard to make it more appropriate for smallholder farmers.

Procedural Justice: n/a

Transformative Justice: The project built understanding of cooperatives understanding of the legal framework for water, and supported representation in formal forum.

Standard 2.0 - Alliance for Water Stewardship.

Malawi Project 8

The Sitolo Microgrid project begun in November 2017 and was scheduled to end in March 2020 but ended in July 2020 instead. The project empowered the communities to be able to use clean energy, understand its utility and benefits, and benefit from it as well through the provision of eco-friendly electrical systems.

Distributive Justice: The community was able to achieve cleaner energy (health benefits, reduced labour for women collecting wood).

Procedural Justice: Cooperatives were brought together to exchange learnings.

Transformative Justice: A lesson learning workshop was held with the Council who approved additional budget through its Local Development Fund and supported fundraising to scale activities.

* The majority of the innovation projects received approximately £100,000 in funding over two to three years (with the three 2019 grants having under two years), compared with a budget of £4.7m over four years for Malawi Project 1.

The Malawi CJF projects examined in detail in this evaluation all – at least partially – addressed all three pillars of climate justice: distributive, procedural, and transformative justice. However, the balance of focus differed across projects.

Within the pillar of distributive justice, interventions focused on delivering interventions to help support community resilience to shocks through absorptive and adaptive capacities, which enable communities most vulnerable to climate change impacts to withstand shocks and stressors better, and to adopt new approaches or livelihoods that are less vulnerable to climate change. For example, Malawi Project 1 delivered a wide range of interventions in communities, including trainings on improved and more resilient agricultural practices, watershed management projects, and livestock pass-on programmes; Malawi Project 2 supported resilient livelihoods such as fish farming and beekeeping. A number of projects employed methods of selecting project sites aimed at targeting the most vulnerable. For example, the Malawi Project 4 chose to work in an area where water access is a known challenge; the Malawi Project 3 worked with a community facing ongoing challenges with deforestation and lake drying.

Procedural justice was addressed through a wide range of approaches. With respect to participatory processes, some projects focused on working directly with communities, while others worked with government institutions, civic organizations, or local governance structures like Village Development Committees to ensure that the voices of those affected by climate change were included. For example, Malawi Project 1 used a rigorous participatory process to select interventions, and worked closely with a number of local government institutions. The Malawi Project 4 worked closely with government officials to build capacity for long-term management of rural water resources. In some cases, local voices were amplified by working with local organizations, or by embedding programs in existing multi-year projects. The Malawi Project 3 was an example of the latter, where the development of a clean cooking stove was implemented in partnership with a community that the implementing partners had a long-standing relationship with, partly in response to the community's advocacy for solutions to deforestations.

Transformational justice was also addressed through a variety of angles. In the context of projects that worked closely with communities, such as the Malawi Project 1 and the Malawi Project 2, mechanisms for addressing transformative justice included building the capacity of communities to advocate for themselves and engage in decision-making related to climate change. Some projects focused on achieving transformational justice at the level of various systems: the Malawi Project 3 developed a model for local integrating communities into the development of technologies to address climate change, while Malawi Project 4 seeks to increase transparency around borehole quality data, and to increase awareness and recognition of water rights in Malawi.

3.3.2 Rwanda

Rwanda is a landlocked country, with a moderate climate and relatively high rainfall. The two main seasons in Rwanda are a main rainy season from March to May, along with a shorter season from September to December. Overall, it is expected that increased temperatures and intensity of rainfall, with longer dry seasons will present different challenges to different regions: drought and desertification in the east; erosion and landslides in the mountainous region; and severe flooding

in the central and northern region.¹⁴ It is expected that Rwanda's annual temperature will increase by as much as 2.3 degrees Celsius based on current projections, with the likely increase of extreme heat waves expected to last up to 22 days.¹⁵ Agriculture is one of the most important sectors in Rwanda, employing 80% of the population.² rising temperatures are likely to reduce Rwanda's productivity of tea and coffee, two of its main export crops. This is due to heat stress and changes in agro-ecological zones.¹ Households which rely upon rain fed agriculture are at risk of substantial post-harvest losses due to changes in rainfall intensity and frequency. Human health impacts are also likely, due to the stress on water resources that will likely increase incidents of extreme flood events, whilst expanding the area of vector borne disease and waterborne disease.² Climate change may also impact on Rwanda's energy access. Currently 7 million people lack access to electricity.² To overcome this, there has been an emphasis on the use of hydropower, however with the changes in seasons and increasing dry spells experienced, hydropower generation is expected to reduce.

This evaluation focused on the main Rwanda project funded by the Scottish Government under the Climate Justice Fund. The Rwanda Project was piloted in Kopakaki Dutegure and Buhanga Cooperative. The objectives of the Rwanda initiative were to assess the feasibility and financial sustainability of clean and green implementations in coffee cooperatives.

The project mainly covered two components of Clean and Green Technologies in Rwandan coffee cooperatives:

1. The installation and feasibility of Solar PV Units as a means of providing renewable electricity and extra capacity to cooperatives, and;
2. The installation and assessment of wastewater treatment facilities to cooperative Washing Stations that could treat waste effluence produced in the coffee cleaning process

In 2018 the project funded the installation of a Solar PV Unit in Buhanga Cooperative, Gisagara district in the Southern province. Buhanga was selected as a site to monitor and model the feasibility of Solar PV as a technology for use among other cooperatives.

¹⁴ Ministry of Foreign Affairs (2019). *Climate Change Profile: Rwanda*.

¹⁵ USAID (n.d.). *Climate Change Risk profile: Rwanda. Fact Sheet*.

The benefits provisioned to cooperatives from supporting wastewater treatment are enumerable and demonstrable. Though not all cooperatives are the same, and in Rwanda cooperative coffee washing stations (hereafter referred as CWS or washing station) and communities can vary distinctly by size, geography, topography, climate, harvest cycles, and levels of economic development.

The project set out to understand the different types of costs and benefits that wastewater treatment facilities can afford to cooperatives, paying close attention to the distinctions of how and if the different contexts affect these opportunities across Rwanda.

In 2018, Kopakaki Dutegure, a cooperative in the Western region of Karongi, received the first wastewater treatment site as part of the Rwanda Project. Water samples taken from Kopakaki treatment site demonstrated a significant reduction in water usage, as well as pollutants coming from the washing station. The water treatment facility also contributed to securing Rainforest Alliance certification, leading to both environmental and financial dividends. A Summary is shown next in .

Table 5.

Table 5. Overview of Rwanda projects evaluated

Project	Summary of project	Climate Justice aspects
Rwanda Project 1	The project primarily supported feasibility work and supporting a financially sustainable approach to greening production of coffee in two cooperatives in Buhanga and Kopakaki. Buhanga support started in 2018 with a solar PV installation. While In 2018, Kopakaki Dutegure, a cooperative in the Western region of Karongi, received the first wastewater treatment site as part of the project. Following a refinement and adaptation to the objectives of the project in late 2019, a second wastewater treatment system was installed at Buhanga in 2020	<p>Distributive Justice: Use of local labour rather than external actors who tend to be costly.</p> <p>Adaptive approaches like use of local materials, like sand, stones, water, for construction purposes.</p> <p>Procedural Justice: Conflict resolution between the cooperatives and the communities</p> <p>Engagement of cooperatives Partnership and participation of different stakeholders.</p> <p>Transformative: n/a</p>

The evaluation finds that the Rwanda Project has, to some degree, covered aspects of climate justice through distributive, and procedural, but not through transformative justice which is understandable given the focus on trialling innovations.

Distributive justice was only partially addressed by ensuring local labour services were used – and the use of local and environmentally friendly materials for construction. However the extent to which further distributive justice aspects, such as embedding project concepts within the local community is not clear.

Aspects of procedural justice were partially addressed through the inclusion of cooperatives and engagement of the local government with these cooperatives. In addition, a local firm was contracted to design and construct required infrastructure, ensuring local knowledge and skills were used as a key component of the project. The project implementer also noted that some aspects of procedural justice had been undertaken by its Rwanda programme more broadly prior to undertaking the CJF project.

3.3.3 Zambia

Zambia has three key climate regions: tropical savanna; warm semi-arid; and humid subtropical. Zambia experiences three distinct seasons: a hot and dry season (August to November); a wet season (November to April); and a cool and dry season (May to August).¹⁶ It is predicted that, overall, Zambia will experience an increase of extreme weather events and an overall increase in temperatures, with 'hot days' increasing by 15-29% and 'hot nights' projected to increase by 26-54%.¹⁷ Although the overall rainfall is not projected to change based on the annual mean, the seasonality of rainfall may shift, with the proportion of rainfall from heavy events expected to increase significantly, further exposing the country to flash flooding. Zambia relies heavily on rain-fed agri-economy practices, with 9% of GDP generated through agriculture. Due to increased temperatures and changes in rainfall variability and intensity, Zambia is likely to see less predictable growing seasons, which will affect livelihoods and food security. Other aspects likely to affect those who depend on agriculture are: increased pests affecting crops and livestock; increased soil

¹⁶ USAID (n.d.). *Climate Change Risk Profile: Zambia Fact Sheet*.

¹⁷ World Bank (n.d.). *Zambia Climate Change Summary*.

<https://climateknowledgeportal.worldbank.org/country/zambia>

erosion; ruined crops due to waterlogging; and increases in crop failure. Periods of drought are likely to affect water resources and increase human and animal health impacts from extreme heat such as heat stress, with incidents of mortality in livestock also expected to increase.

The CJF has supported three climate justice projects in Zambia since 2017. This evaluation only considers Zambia Project 1, which commenced in November 2017 and ended in March 2021, three months behind schedule due to COVID-19 related restrictions. It was implemented as a tripartite partnership in 15 urban wards of Kabwe town (the capital of Central Province). The project primarily aimed to sensitize communities in sustainable waste management through demonstrations and community awareness programmes. The demonstrations consisted of biogas production and the production of charcoal briquettes.

Table 6 shows a summary of the Zambia Energy Project that was evaluated.

Table 6. Overview of Zambia project evaluated

Project	Summary of project	Climate Justice aspects
Zambia Project 1	The project reduced dumpsite waste through repurposing and reusing the waste. Biodegradable waste such as kitchen leftovers and/or animal waste were converted to gas using a Biogas digester. Other waste such as groundnut shells, saw dust, twigs, and leaves were converted into smokeless charcoal briquettes, which were demonstrated to be a cheaper and more eco-friendly alternative to wood charcoal and firewood.	<p>Distributive Justice: Local initiatives around climate change adaptation.</p> <p>Procedural Justice: Capacity, sustainability, embedding, ownership. Sharing of knowledge/ patents. Contributing to climate justice knowledge base. Engagement of communities in participatory processes. Working in partnership to share capacity/ benefits.</p> <p>Transformative Justice: Capacity building at local, national and international levels to advocate for most affected peoples (gender, vulnerability).</p>

The CJF Zambia Project examined in more detail within this evaluation has partially addressed all three pillars of climate justice to some degree, however to varying degrees within each.

Distributive justice was partially addressed through the project focusing on creating local initiatives around climate change adaptation. The project focused on community outreach initiatives whereby the communities' ability to adapt to climate change is said to have been enhanced. However, it is noted that the implementing partner interviewed views "climate justice" as safeguarding the environment by using eco-friendly solutions to replace harmful practices. This reflects the projects focus on innovation for which it was selected, rather than the human centered justice narrative of climate justice.

Procedural justice was partially addressed through three areas. The project ensured communities were mobilized with support from local authorities and community leaders. Community members were invited to participate in meetings and radio programmes as well as the operationalization of some of the project features. Waste collection groups were also established which was possible through the engagement of the Directorate of Public Health at the local Municipal Council in Kabwe. There has been, therefore, effort to embed project activities within local contexts beyond the direct project activities.

There has been some effort within the project to align to transformative justice, which crosses over slightly to the above two impact pathways, to embed capacity building in order to advocate for those most affected by climate change within the project region/scope (i.e., vulnerable groups). Community leaders were activated to serve as champions of climate justice in a bid to support equal access to the municipality's resources. The participation of district technocrats and political leaders reinforces the potential for climate resilience. The community was generally intrigued by alternative methods. The women would share the briquettes with neighbours and advocate for the product within their wards even without prompting from project teams.

3.4 Findings

The evaluation findings synthesise the qualitative and quantitative data from the document reviews and key informant interviews around a set of evaluation questions. The evaluation questions were designed to

respond to the OECD-DAC good practice evaluation criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability) at both the CJF project and programme-level.

3.4.1 Relevance

In terms of **Relevance** (are the interventions designed to deliver climate justice), the key findings are:

- **Evaluation Question 1:**¹⁸ To what extent are the CJF projects relevant to climate justice? How well focused on existing inequalities (such as wealth disparity and discrimination based upon gender, age, disability or indigenous status) were the design of the projects?

CJF projects tended to target the most vulnerable areas but not always the most vulnerable peoples (**Finding 1**), while targeting of beneficiaries under the climate justice innovation projects tended to focus more on 'technical aspects' rather than taking a participatory approach to identifying local needs. Nevertheless, many CJF projects had a strong understanding of, and focus on, climate justice, although some projects had more of a standard development focus (**Finding 2**). In interpreting the results, it should also be noted that communities in Malawi, Rwanda and Zambia are vulnerable to a large number of shocks, and CJF projects addressed many of them in a variety of ways (**Finding 3**).

- **Evaluation Question 2:** To what extent is the CJF approach aligned with climate justice pillars (distributive, procedural and transformative justice)?

The CJF approach is well aligned with climate justice pillars, although it could go further (**Finding 4**), in particular, by increasing focus on procedural justice (**Finding 5**).

Finding 1. CJF projects tended to target the most vulnerable areas but not always the most vulnerable people

Although projects could go further in incorporating targeting to women and the most vulnerable, the overall approach taken is good. In general, projects focused on targeting particularly vulnerable implementation areas, although not necessarily the most

¹⁸ The order (and therefore numbering) of the evaluation question has been revised since the Inception Report.

disadvantaged (including women, youth, those with disabilities etc. who could be targeted through the selection of appropriate interventions). Nevertheless, the areas are vulnerable to climate change and most people in these areas live below the poverty line. For example, the Zambia Project was relevant to climate justice as it targeted poor communities with limited means of coping with climate change. A more focused targeting approach could have been used, however, in order to place emphasis on women, elderly and disabled people. An unforeseen result, however, was that women were the main beneficiaries as they tended to collect and sell higher quantities of raw waste materials.

Targeting of beneficiaries under the climate justice innovation tended to focus more on 'technical aspects' rather than taking a participatory approach to identifying local needs. Many innovation-focused projects focused on the technical aspects of their interventions rather than working with communities to identify their needs. For example, the Rwanda project worked directly with identified cooperatives and not individual cooperative members or households. Therefore, the project was mostly relevant to the cooperatives with environmental and climate change challenges, thus the benefits/impact of the project was more directed at cooperatives than individual members. On the other hand, many projects (such as those in Zambia) used an open participation approach without targeting, which allowed anyone to join based on interest. By using both targeting of interventions towards vulnerable people (in design and participation) and an open approach that enables participation by the most interested community members, projects can maximise equity benefits.

Finding 2. Many CJF projects had a strong understanding of, and focus on, climate justice, although some projects had more of a standard development focus

Implementing staff at all levels of all projects were able to articulate how they viewed climate justice, and how their work contributes to it in different ways. In many cases, staff had a nuanced understanding of how local issues (such as deforestation and population pressures) interact with the effects of global climate change to put additional stress on vulnerable populations. Many expressed the view that communities need to both receive help, reflecting distributive justice, and be active participants in finding solutions, reflecting procedural and transformative justice. However, in some instances, understanding of

climate justice could be broadened. For example, in Zambia, project staff understood climate justice as safeguarding the environment and using eco-friendly solutions, which supports community adaptation but overlooks aspects of equity and advocacy (procedural and transformative justice).

This keen understanding of climate justice pillars was reflected in a very strong focus on climate justice in project design for Malawi Project 1 and a strong focus for many other projects. Most projects had elements focusing on each of the three pillars of climate justice and a strong focus on vulnerable populations. However, at least some of the projects appear to be more traditional development projects that had been 'tagged' as climate justice to attract funding. On the other hand, some projects that were designed as climate change adaptation or mitigation projects, without a strong focus on climate justice went on to deal with climate justice issues in their implementation, particularly where they focused on procedural justice by working with the underserved (who are often otherwise overlooked in traditional development and climate change adaptation/mitigation projects). In addition, the variation in how well projects addressed the three pillars of climate justice has implications for programme impact and sustainability (i.e. procedural justice supports better targeting of local needs and is more likely to lead to local buy-in and ownership in the long-run, as is the case for the Malawi Project 1 and a Malawi Project 3). It will be important for future phases of CJF funding to clearly articulate expectations for climate justice projects to ensure projects fully align with the three pillars of climate justice proposed by this evaluation and this is built in from the project design phase. For example, the proposed, revised climate justice definition and ToC could be used as a basis for developing a programme-level M&E framework, which could be used when designing future invitations to tender and made available through a CJF website. In addition, more could be done to ensure projects focus on issues of gender and vulnerability.

Finding 3. Communities in Malawi, Rwanda and Zambia are vulnerable to a large number of shocks, and CJF projects addressed many of them in a variety of ways

Community members from the Malawi case study projects mentioned a large number of climate shocks that affect communities, and in particular, the most vulnerable members, including flooding, droughts and dry spells, high winds, lake drying, shorter wet seasons, and

increasing pest pressures (which can be weather related). These shocks affect communities by reducing crop productivity, damaging homes, and harming livelihoods like fishing. The focus of the CJF projects on energy, food/agriculture, and water, is well aligned with addressing these shocks. Energy projects, such as the Malawi Project 3, seek to address deforestation, which can exacerbate flooding and wind damage. Water and agriculture projects address drought and shocks affecting crop productivity. Some projects, however, implemented activities outside the scope of these three sectors, but which still had relevance to climate shocks in Malawi. For example, Malawi Project 2 introduced beekeeping as an alternative livelihood which could help households adapt to reduced or less reliable income from farming.

Finding 4. The CJF approach is well aligned with climate justice pillars, although it could go further

The evaluation analysed CJF projects to identify in which ways the CJF has contributed to climate justice to-date (refer to Figure 4). The evaluation found that - through the various interventions under its portfolio of projects - the CJF programme covers almost all aspects of climate justice, though not all aspects of climate justice are covered by all individual CJF projects. This finding supported the adaptation of the Climate Justice Interventions ToC into a programme-level ToC, which is proposed by the evaluator as the ToC for future rounds of funding.

Across the CJF portfolio, elements of the different projects seek to address all aspects of climate justice, however, no one project includes all intervention types. Some notable examples of projects with strong interventions across all three climate justice pillars are Malawi Project 1 and the Zambia Project, which incorporate all three pillars of climate justice across their work. As can be seen from Figure 4, in general, the CJF contributes strongly towards building climate justice capacity at multiple levels (procedural justice), facilitating meaningful participation in design and implementation (procedural justice), targeting climate change projects and interventions to the most affected peoples and areas (distributive justice) and empowering communities to engage in decision-making around climate change (transformative justice).

The CJF could go further by taking a systematic approach to ensuring all aspects of climate justice are integrated from the project design stage. In particular, innovative projects (especially mitigation projects)

tended to be weaker on procedural and transformative justice and were more likely to be largely traditional development projects with elements of climate justice added on to meet CJF selection criteria. Round 2 and climate justice innovation project selection criteria only covered distributive justice elements (apart from the need for a local partner and an aim to improve governance), while insufficient documentation was available to assess the selection criteria for Round 1 and Malawi Project 1. Here, it should be noted that this broad definition of climate justice was only developed as part of this evaluation and was not the working definition utilised within Scottish Government at the time of project procurement. Project alignment with climate justice could be greatly improved by building in more specific project, selection, M&E and reporting requirements that cover all aspects of climate justice as defined by this evaluation.

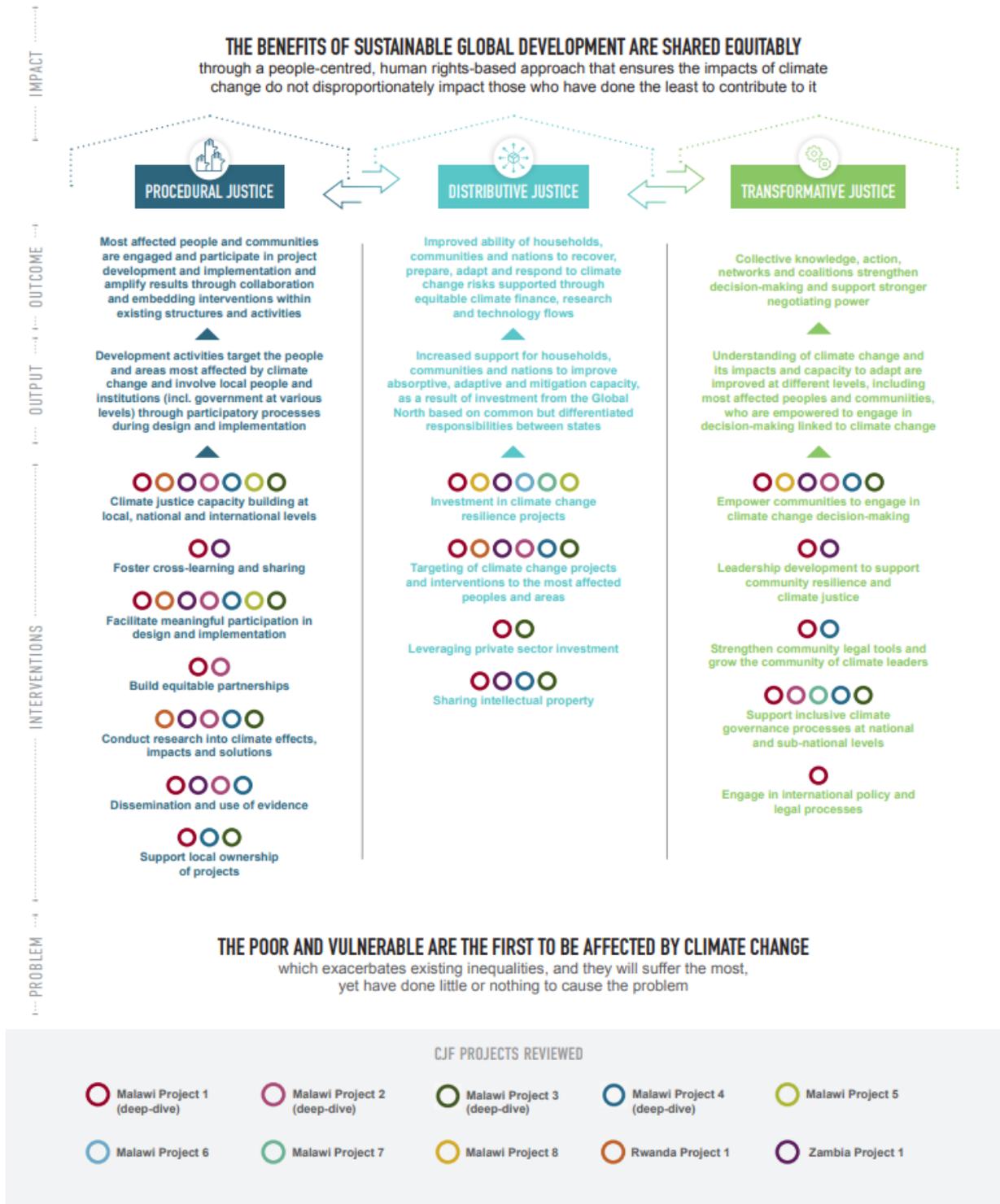


Figure 4. Assessment of CJF projects against the Climate Justice Interventions ToC

The evaluator proposes that future CJF projects should align to the Climate Justice Interventions ToC and where possible, incorporate activities that contribute to all three pillars of climate justice. Although this contribution could (and should) vary depending on the type of

intervention, requiring projects to demonstrate how they are ensuring participatory and inclusive project design and implementation processes (procedural justice), building capacity around climate change and climate justice (procedural justice), targeting projects to the most affected areas and people (distributive justice) and empowering communities to engage in climate change decision-making (transformative justice), as well as advocacy (transformative justice). In addition, there is an opportunity to strengthen the sharing of learnings across projects and climate justice stakeholders (procedural justice) and local ownership of projects (procedural justice), as well as ensuring all projects contribute to climate resilience of local communities (distributive justice). This is discussed in further detail below. In addition, for the CJF to have a transformational impact on climate justice more broadly, there is a need to support replication and scale-up of successful climate justice project approaches, as well as sharing lessons with stakeholders more broadly (as part of the grant managers role and by supporting local people to advocate for themselves through national and international processes). These lessons are discussed in more detail below.

Respondents in the online moderated platform were asked what they would like to see in future CJF funding rounds, including the impacts they think such programmes should seek to achieve. Below is a summary of the criteria suggested:

- **Sharing knowledge and learning**
 1. Sharing lessons from project delivery to improve other projects (e.g. 'our involvement the community in this pilot project was not expansive enough in terms of impacting the community at large').
 2. Regular Grant holder/Contract Holder meetings;
 3. Sharing lessons nationally to raise awareness of project successes ('unless this message and practice goes across the country, the accomplishments are negligible and main goal unfulfilled').
- **Importance of co-design at inception phase** once the grant or tender has been awarded. ('[Malawi Project 1] benefitted hugely from having an inception period to co-design the programme with the community and it's not an opportunity I've seen available in other funding models so I feel strongly it should be kept in the CJF going forward' -online moderated platform respondent). A two-phased approach was suggested

for the commercial tender model i.e. following an inception phase, a specification would be agreed based on the programme co-designed with communities. This is driven by the reflection that previous rounds 'struggled to adhere' to initial contracts as 'the original specification was so broad.'

- **Localisation and partnership** is valued and is seen as a critical success factor
- **Advocacy** should be included as it is 'important to support systemic change and fairness'
- **Smaller organisations** should be funded
- **Alignment** - projects should align with country's Nationally Determined Contributions
- **Preservation of eco-systems** (e.g. forests & natural habitats)
- **Promotion of alternative energy sources** for factories for example solar power to reduce use of hydro powered electricity.

Finding 5. Procedural justice is an important element of climate justice

Participants in the online moderated platform were very clear that participation with local communities is inherent to climate justice and key to a successful climate justice project. There were some challenges with regular engagement due to Covid-19. However, grant holders involved in the online moderated platform were confident that their participatory work was done to a high standard. This is supported by the QuIP analysis of the Malawi Project 1 and the Malawi Project 3 but also indicates a correlation between projects engagement with communities and stakeholders and their willingness to become involved in the evaluation. Learnings can therefore be drawn from this finding but it should not be assumed that all CJF projects have had similar experiences.

Some reflections on 'what works' when adopting a participatory approach with communities include:

- Approaching challenges with an objective of understanding how community members viewed the problem
- Regular meetings with community members
- Recruitment and identification of community members through trusted partners, volunteers and/or radio

- Participatory Vulnerability and Capacity Assessment methodology – in some communities this had already been prepared and the CJF project complemented existing plans
- Particular strategies to ensure the meaningful participation of women, for example 'female only forums'.

Learning points about participatory approaches include:

- Some confusion over the term 'youth.' In some cultures, once someone is married or has had a child they are no longer considered youth. This meant some people did not self-identify as 'youth.'
- Codesign was new for some partners who were used to more formulated programmes. For example, at District level and they asked the project to 'come back when you have designed the programme' but once the approach was explained, they were receptive.
- It takes times to build relationships and trust with the district the communities so having a long inception phase is important for successful codesign.

3.4.2 Coherence

When it comes to **Coherence** (how well the interventions and projects align with each other and Scottish Government policy and programmes), the evaluation found:

- **Evaluation Question 3:** How well has there been coherence with local programmes, grass roots efforts and national/local policy objectives?
CJF projects tended to have stronger internal coherence than external coherence, although some projects were highly coherent with local efforts, especially when they worked closely with local stakeholders (**Finding 6**). Complementarities across the climate justice typologies are also important (**Finding 7**). In addition, there may be more opportunities for CJF projects to complement each other and leverage learning from other projects (**Finding 8**).
- **Evaluation Question 4:** How coherent are the projects as a combined portfolio of the CJF?

The CJF portfolio of projects are fairly heterogeneous, although coherence is achieved through their focus on (mostly) climate change adaptation projects (**Finding 9**).

- **Evaluation Question 5:** How coherent is the CJF with Scottish Government priorities and how they relate to CJ? What are the synergies between Scottish Government climate programmes more broadly and how do they collaborate and overlap? The CJF is both well aligned with Scottish Government policies and has influenced these policies to better align with climate justice (**Finding 10**). Nevertheless, an opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects (**Finding 25** below).

Finding 6. CJF projects tended to have stronger internal coherence than external coherence, although some projects were highly coherent with local efforts, especially when they worked closely with local stakeholders

In general, the CJF projects showed stronger internal coherence and weaker external coherence, although some projects were strong in both. For example, the Malawi Project 1 and Project 4 both had strong internal and external coherence, including learning from its own previous projects, working with NGOs and government stakeholders. The Malawi Project 2 had strong internal but weaker external coherence. In Rwanda, the Rwanda Project lacked external coherence as it had not engaged with national or local authorities except for formalities or where it required their inputs (e.g. it did not engage with the Rwanda Cooperatives Agency) and could have strengthened its internal coherence by undertaking more detailed preparatory assessments with the selected co-operatives prior to commencing work.

Nevertheless, among the Malawi projects examined in-depth, there were a number of examples of ways that projects appeared to address local efforts and priorities. For example, the Malawi Project 4 worked with the Water Resources Authority to support their efforts to improve water resources management in Malawi, including supporting their advertising campaign aimed at encouraging borehole drillers to follow required registration procedures; 40 drillers since came forward to register. This project also worked closely with local government for developing procedures to address poor quality boreholes, which can be

a politically sensitive issue since powerful politicians or organisations may sponsor poor quality boreholes.

Finding 7. Complementarities across the climate justice typologies are important

Projects that addressed all three climate justice typologies were more effective at achieving climate justice, had greater impact and are more sustainable than those that focused only on one or two aspects of climate justice. Addressing multiple constraints and issues appears to do a lot more for a community than doing a single thing. For example, where transformative issues are addressed through advocacy training or building systems for integrating communities into innovative research and development but immediate distributive justice issues like absorptive and adaptive capacity are not addressed, it will likely be hard for communities to see significant change that is relevant to them (such as the Malawi Project 4). Likewise, distributive projects that take a more top-down approach (lacking in procedural justice) tended to experience more delays and less impact and provided benefits that were potentially less relevant to communities (such as two of the Malawi water projects and the Rwanda Project). Whereas projects such as Malawi Project 1, Malawi Project 2 and the Zambia Project, which took a more holistic approach tended to achieve stronger results, with local ownership indicating the potential for long-term sustainability of interventions.

Finding 8. There may be more opportunities for CJF projects to complement each other and leverage learning from other projects

Among the projects examined, there were limited mentions of working with other CJF projects. One exception was Malawi Project 4, which used national water point mapping done by the Scottish Government Hydro Nation work under CJF to identify areas with large numbers of non-functional boreholes. Sequencing projects that generate data, and then building on them to support further innovation, advocacy or interventions, could help maximise the impact of the CJF. Projects engaged in similar activities, including livelihood interventions or youth advocacy efforts, could also potentially learn from sharing lessons across ongoing projects, while lessons on building knowledge, local decision-making and advocacy capacity could be beneficial to all CJF stakeholders. In some instances, projects were asked to collaborate

but competition between actors (that compete for funding) meant this engagement was unsuccessful. In other instances, projects learnt from other actors outside of CJF (e.g. Solar Grid learnt from South African experience), although the opportunity to share learnings across projects and CJF stakeholders was not formally supported by the programme. An opportunity exists for future phases of CJF to provide better support for cross-learning platforms and organic collaboration.

Finding 9. The CJF portfolio of projects are fairly heterogeneous, although coherence is achieved through their focus on climate change adaptation projects

The CJF projects focus on climate change adaptation, in particular water (Rounds 1, 2 and 3), as well as more recently resilience, agriculture and energy (including some almost purely mitigation projects). This provides some coherence to the portfolio, however there is significant heterogeneity within the portfolio, in terms of focus, approach taken, and the size of funding (Round 2 projects received £400,000 to £700,000 in funding, Malawi Project 1 receives £4.7m, while the CJF innovation projects received £100,000). The diversity of projects makes it more difficult to generalise findings from this evaluation to the programme as a whole.

Finding 10. The CJF is both well aligned with Scottish Government policies and has influenced these policies to better align with climate justice

The CJF is well aligned with Scottish Government policies and its influence can be seen in the reference to climate justice across Scottish Government policies. The Scottish Government sets out its ambitious response to the climate crisis in its Programme for Government (December 2020), stating that the CJF will continue to support communities in partner countries to become more resilient to climate change. The fund has been described as a 'world first,' and links in with Scottish Government's desire to seek a 'just transition' for a low carbon/net zero future, ensuring a just and sustainable world for current and future generations. This aligns with key themes within Scottish Government's work on climate change domestically, where there is a heavy focus on 'just transition' and 'justice' – a cross-cutting theme throughout various directorates as well as the green recovery and 'well-being', which are a focus of climate change policies. The CJF also aligns with the Scottish Government's policy on international

development, which has key focus countries of: Malawi, Zambia, Rwanda and Pakistan. A new focus is that of tackling gender inequality in these partner countries.

3.4.3 Efficiency

In terms of **Efficiency** (how well CJF resources were allocated towards achieving climate justice), key findings include:

- **Evaluation Question 6:** How efficient, for achieving climate justice, were the CJF partnerships and collaboration with national implementing partners, governments and stakeholders?

It would be beneficial for CJF projects to collaborate more with national stakeholders, where this was done, it appears to have improved project results (**Finding 11**).

Evaluation Question 7: To what extent are the CJF governance and management arrangements consistent with achieving its strategic climate justice objectives? Flexibility in the funding mechanism was lauded for allowing adaptation and learning (**Finding 12**). However, delays in funding or approvals - partially due to the chain of CJF project implementers - were cited as a challenge among some projects (**Finding 13**). In addition, more innovative projects may require more time and adaptation to get things right (**Finding 14**).

Finding 11. It would be beneficial for CJF projects to collaborate more with national stakeholders; where this was done, it appears to have improved project results

As noted under Finding 6, many CJF projects did not have sufficient external coherence and engagement with national stakeholders could be improved upon in future phases of the programme. However, in the few examples where external engagement did occur, it appears to have improved project results. For Malawi Project 1 while the programme was credited with directly supporting interventions, many respondents also mentioned support from government and local community structures, and often described coordination or support for government extension or local community committees coming through Malawi Project 1; while for the Malawi Project 3, relatively few examples of engagement were cited, but other projects by the project

implementer, were viewed as positively contributing to increased engagement.

Finding 12. Flexibility in the funding mechanism was lauded for allowing adaptation and learning

On the one hand, several projects mentioned that flexibility in CJF funding and budgeting contributed to project success. For projects such as Malawi Project 1, which employed a participatory approach to selecting interventions, flexibility allowed work plans and budgeting to adapt to the activities selected through that process. Flexibility also enabled projects to adapt to challenges such as COVID-19 in their implementation.

Respondents in the online moderated platform also noted that they had a positive experience applying to the CJF. Respondents have positive feedback on the application process. The CJF was especially welcome due to the following:

- For some projects, the application process mobilised partners to work together and align and provided an opportunity to resource and implement a localisation approach (i.e. implementing a project with local partners), while for others, they had a project / partnership ready (informed by previous work) and CJF criteria was a good 'fit'
- One applicant had observed projects in other regions and saw this as an opportunity to adapt for their area
- The focus on innovation allowed projects to take a risk and try something new, which was welcomed
- Respondents welcomed the ethos of a human-centred, holistic approach of the CJF and there was a general feeling of excitement due to the recognition of climate injustices ('the shift to focusing on climate justice (not just climate change) was an important one').

Finding 13. Delays in funding or approvals - partially due to the chain of CJF project implementers - were cited as a challenge among some projects

On the other hand, many projects mentioned delays in receiving funds, or in receiving approvals for things such as extensions, as contributing to delays in project work and results. Getting clarity on reporting systems was also mentioned as a challenge, indicating the benefit of providing additional guidance and clarity to project implementers on

the Scottish Government funding models and arrangements. As a result of these issues, projects have had to adapt their work plans and find ways to deliver activities within shorter periods. Some partners, particularly local organisations acting as sub-contractors to the lead organisation, also mentioned that their organisations had to finance activities and then get reimbursement, which can be a challenge for small, local organisations. These delays and challenges are likely to be a result of a combination of a long funding chain (Scottish Government to the grant manager to the Scottish partner to the implementing partner, potentially to a local partner), which caused delays in disbursements and potentially introduced costs in the transfer of funds, combined with short reporting cycles (many local implementing partners were required to deliver and report on a quarterly cycle, which meant a two-month delay in receiving funds could result in one-third of the time available for delivery) and budget cycles that did not allow automatic rolling over of funds between financial or programme years.

However, the covid pandemic was the biggest cause of delays (particularly due to lockdowns preventing staff from accessing project sites and working with beneficiaries in person), as well as challenges with flooding and the resultant reduced road access. Nevertheless, uncertainty over timing of activities would constrain national implementing partners' ability to plan for and work around factors that could be anticipated to cause delays (rainy season, election periods etc.). In some cases, projects noted the positive impact of working with local suppliers, which reduced costs, improved certainty of supply and protected them from exchange rate risks (for example, the Rwanda Project Buhanga Cooperative).

Finding 14. More innovative projects may require more time and adaptation to get things right

Malawi Project 1 was notable in that project participants credited the project with creating significant positive change in the community (such as, less vulnerability to various shocks, more income, more food security and having a wealth buffer against shocks). The programme included some innovations, including the methodology of its participatory approach to selecting interventions; however, the interventions themselves were not necessarily innovative—they were interventions that communities were familiar with and were confident worked.

In contrast, the Malawi Project 2 took a more innovative approach, introducing new technology in the form of an artesian well system that was aimed at leveraging the water source for drinking water, fish farming, and irrigation. Unfortunately, the system has required some adaptations and was not functional, with effects available for demonstration, at the time of the evaluation team's site visit.

Similarly, the cook stove prototype designed under the Malawi Project 3, despite undergoing improvements with input from the community, still appeared to face some challenges, including not heating quickly enough. The experience of these projects emphasise that projects that involve innovation may require several iterations of experimentation, evaluation, and adaptation in order to achieve an effective technology in a challenging context. In addition, successful innovations would benefit from further support for scale-up and roll out (i.e. the Zambia Project) and/or support to link to markets (i.e. the Malawi Project 3). These projects had considerably smaller timeframes for delivery, with three of those announced in 2019 having an implementation period of only 16 months.

Respondents in the online moderated platform were invited to state the optimum time duration of a CJF and expectations varied from 18 months to four to five years, indicating the different needs of different types of projects. Respondents were also asked to comment on the extent to which innovation needs longer time frames to implement. There were mixed views on this with some saying that innovation can be done relatively quickly (e.g. the stove piloted in Malawi took less than 12 months) and others describing it as an 'iterative process' often in the context of changing conditions and circumstances.

3.4.4 Effectiveness

Key findings on **Effectiveness** (alignment of interventions with its objectives) are outlined below:

- **Evaluation Question 8:** How well were the most affected people (vulnerable, women etc) targeted and given voice in CJF implementation (at the project and programme level)?
CJF projects tended to target the most vulnerable areas but not always the most vulnerable peoples (**Finding 1**), targeting of beneficiaries under innovation projects tended to focus more on 'technical aspects' rather than taking a participatory approach to identifying local needs. Effectiveness varied by project, and

was influenced by project design, context, and timeline (**Finding 15**). Understanding of climate justice concepts at the local level was often limited and may be relatively broad compared with international definitions (**Finding 16**). In addition, the focus of CJF projects means they may require longer time horizons to deliver results for communities (**Finding 17**).

- **Evaluation Question 9:** How do projects in the CJF portfolio as a whole incorporate learning?
Project partnerships contributed to knowledge sharing, while collaboration with project stakeholders strengthened climate justice (**Finding 18**). There was some evidence of replication and scaling as a result of CJF projects (**Finding 19**).
- **Evaluation Question 10:** How effective is the Scottish Government at leveraging lessons from the CJF to increase support and delivery of CJ?
An opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects (**Finding 25** below).

Finding 15. Effectiveness varied by project, and was influenced by project design, context, and timeline

Through the QuIP analysis, climate justice was measured across eight domains:

- **Distributive justice:**
 1. Adaptive capacity
 2. Absorptive capacity
- **Procedural justice:**
 1. Equity (equality and most vulnerable people's resilience capacity)
 2. Inclusion (participation of most vulnerable)
 3. Engagement (engagement of national and international stakeholders on issues that matter to the community)
- **Transformative justice:**
 1. Community action (capacity of community to address its challenges related to resilience)
 2. Community advocacy (capacity of community to advocate for itself with government or other national stakeholders)

3. Knowledge (understanding of the impact of climate change on communities).

The four Malawi projects that the evaluation looked at in detail had very different designs, and different levels of effectiveness against this evaluation's QuIP criteria. Malawi Project 1 had by far the largest budget, longest implementation period and included a large range of activities targeting all three pillars of climate justice. It could therefore invest heavily in engagement with communities, and the results of the QuIP suggest that it was successful at improving climate justice in a number of domains. Of the four Malawi deep dive projects, Malawi Project 1 was the only one that fully achieved all aspects of climate justice. For the three climate justice innovation projects, results were mixed, with only some improvement achieved across some of the QuIP domains (most achievements were in transformative justice, with mixed results for distributive and procedural justice) and no improvements noted in some areas for some projects. For example, the equity situation under the Malawi Project 4, which sought to support community advocacy for water accountability, was 'unchanged/worsened' due to increasing climate shocks (with potential positive impacts from the project delayed due to covid-19) during the 22-month grant, while under the Malawi Project 2, reduced support from other NGOs engaged in the area and CJF project activities only reaching a limited number of people had seen inequity increase over the project period, although participation of women in community activities, decision-making and leadership was reported to have improved. Whereas, under the Malawi Project 3, adaptive capacity was determined by the evaluation to be 'unchanged/worsened' due to continuing external deforestation pressures, despite improvements resulting from the 16-month project. However, care should be taken in interpreting these results, as Malawi Project 1, a four-year programme, compared to the much smaller £100,000 total, two to three-year innovation projects. Additionally the QuIP methodology meant we were assessing projects against criteria that might not have been part of the original design of the project.

The smaller projects, on the other hand, were much smaller, with more limited scope. Despite this, some of them appear to have been effective at achieving some elements of climate justice. For example, the Malawi Project 4 was credited by government stakeholders with improving government capacity, and it achieved national media attention, raising awareness of water rights and the problem of poor-

quality boreholes. The Malawi Project 3 contributed to strong local partnerships and a model for incorporating communities into technology research that has the potential to make technology development more inclusive and more effective. However, both projects were limited in that direct benefits to communities – largely distributive justice outcomes – may require years to be realised and the ‘scaling up’ and replication of the innovative approaches and technologies trialled through the original grants.

Finally, while the effectiveness of the Malawi Project 2 was limited by technical challenges with the installed water systems (which were not working at the time of the evaluation site visit), the evaluation views the project as having good potential to transform livelihoods, particularly as components of the project not dependent on the water system, such as beekeeping, have been effective for those participating in them.

The QuIP results found:

- **Malawi Project 1:** project took a coordinated approach with government partners and beneficiaries credit the project with improving equity and inclusion for a variety of vulnerable groups, and with improving community advocacy. Positive changes in the area of increased knowledge of the impact of climate change in community are mostly focused on community awareness, but some increased awareness among duty-bearers is also mentioned. The QuIP results for Malawi Project 1 were striking in that nearly every respondent viewed the situation as improving over the past four years, in nearly every domain. Respondents cited a large range of positive changes across multiple domains, and all but one respondent at least partially attributed these changes to interventions by the local the Malawi Project 1 Implementing Partner.
- **Malawi Project 2:** Overall, the QuIP results indicate that project beneficiaries attribute some positive changes in the area of absorptive and adaptive capacity, inclusion, engagement, and community capacity to interventions by the Implementing Partner. However, these changes appear to be limited, both in their scope and in the number of community members benefitting from them. Livelihood interventions not dependent on the system, e.g. inclusion of women and the poor in activities, and increased engagement with stakeholders are the elements of the Project most often linked with positive

changes. Assessments of overall change for the community during the project period by the respondents across the domains were highly mixed. The domains most likely to have reported positive overall changes were inclusion, community capacity for action and advocacy, and knowledge of climate change impact of the community.

- **Malawi Project 3:** Overall, the QuIP results indicate that project participants attribute some positive changes to the project and activities implemented by project partners. One respondent specifically mentioned the biogas stove prototype as contributing to less tree cutting, and training by one of the implementing partners (as part of a separate project) were attributed with increasing inclusion in the community. However, especially in the areas of adaptive and absorptive capacity, the positive impact of the prototype stove which was designed and trialled during a 16-month grant appear to be overshadowed by urgent and substantial challenges with worsening climate conditions and deforestation. Overall, the respondents viewed most of the domains as either unchanged or improved. One exception was adaptive capacity, where some respondents viewed the domain as having worsened over the past four years. This was largely driven by perceptions of worsening weather shocks and greater difficulty obtaining fuelwood due to deforestation. In the domains of inclusion, engagement, community capacity to take action on climate change, and knowledge of community challenges due to climate change, respondents were roughly split half and half between seeing the situation as unchanged and improved.
- **The Malawi Project 4:** The project had not yet entered the community engagement phase of its work at the time of the evaluation, as its original duration of 16 months had been extended to 22 months to conclude by 30 September 2021 due to extraordinary issues (primarily the Covid-19 pandemic) causing delays in implementation, which is reflected in the results. The project had done some small activities providing direct support in some communities, such as helping communities obtain locks for their water pumps or relocate latrines to avoid water contamination, but the bulk of its work with communities was delayed due to covid-19. In general, respondents reported few changes in their community over the past four years in the domains of climate justice included in the

survey. Where changes were noted, negative changes generally reflected increasing climate shocks, while positive changes generally reflected government extension trainings. Respondents noted that their community has very little engagement with stakeholders. They noted that NGOs have not worked in the community for quite some time, and government engagement and support is inconsistent. At the end of the interview, when asked specifically about the implementing partner's work in the community, some of the respondents were aware of it, but did not see it as contributing significantly to change in the community yet. These observations suggest that this community could benefit from the support of a project, supporting the community in advocating for itself to receive projects and support, including support beyond better borehole management.

In terms of the broader CJF portfolio, effectiveness also varied across the other CJF and Round 2 projects¹⁹ with the focus on innovation sometimes detracting from project's effectiveness in achieving climate justice aspects. As noted under Finding 12, there are differences between innovative versus core climate change projects that effect the most appropriate design, implementation and M&E approach. Of the deep dive projects, two innovative projects were less effective in achieving all aspects of climate justice as defined by this evaluation, while more traditional development type interventions (which have been tried and tested in the local context and are often better understood and trusted by local participants) were more effective.

The covid pandemic impacted effectiveness, with projects forced to pivot due to delays and challenges reaching project participants. While other non-implementation challenges, also influenced effectiveness in some instance (such as staff turnover in the Rwanda Project and problems sourcing raw waste materials for the biodigester in the Zambia project). Many of these challenges could not have been foreseen through risk management processes, although early engagement with communities through a more participative design process in Zambia should have identified the challenges with sources waste materials. However some could not, 2019 innovation projects

¹⁹ Project documentation for Round 1 was insufficient to review project outcomes. Also note that only CJIF projects that were spoken to are included in this analysis as the documentation Scottish Government receives on these projects was insufficient to evaluate them (full documentation was requested and provided for the in-depth project reviews).

had a small implementation period of only 16 months to trial their innovations.

Finding 16. Understanding of climate justice concepts at the local level was often limited and may be relatively broad compared with international definitions

Participants in CJF projects, particularly the Malawi Project 1 (which delivered a wide range of interventions), described a large range of positive outcomes as a result of CJF activities. In many cases, the outcomes were in line with conventional resilience project outcomes, such as reducing vulnerability to flooding by engaging in watershed management projects, or reducing vulnerability to dry spells through irrigated farming or alternative livelihoods. However, positive impacts were sometimes less expected. For example, where solar kiosks had been introduced through an innovation project, community members described children being able to get haircuts for school, or the community being able to watch football together. For solar PV, beneficiaries reported improved safety and security (due to lightning at night), increased productivity from ability to work (and study) after dark, as well as benefits from being able to charge mobile phones. Such outcomes may represent aspects of life that are highly relevant to welfare in communities vulnerable to climate change, but may not be directly connected to climate shocks. In the case of the Rwanda Project, support with wastewater facilities has had the unintended benefit of reducing the existing conflict between the coffee cooperative and local community because of pollution, as well as reducing competition for water.

Participants in the online moderated platform reported that there is not always a strong local understanding of some climate justice concepts amongst their communities. One respondent shared some examples of things they have done to improve local understanding including working with university students to develop radio jingles and theatre workshops with community members. Respondents were also keen to stress the role of advocacy work as part of climate justice, highlighting the need for systemic change and promotion of fairness as key parts of climate justice.

Finding 17. The focus of CJF projects means they may require longer time horizons to deliver results for communities

A focus on procedural and transformational pillars of climate justice may require longer time horizons to deliver results for communities, as do innovation projects. Malawi Project 1 was notable in that project participants credited the project with creating significant positive change in the community. The project included some innovations, including the methodology of its participatory approach to selecting interventions; however, the interventions themselves were not necessarily innovative—they were interventions that communities were familiar with and were confident worked.

Projects such as Malawi Project 4 and Malawi Project 3, which had a greater focus on achieving procedural and transformational justice through changes to systems for rural water management and inclusive models for energy technology development, showed positive signs of impact within those systems. Government stakeholders credited Malawi Project 4 with increasing knowledge of water rights and capacity among officials, and Malawi Project 3 demonstrated that communities can be effective partners in applied technology research. However, as relatively short-term innovation pilot grants, these projects had limited impacts on community members themselves within the timeframe of this evaluation; the majority of community members for both interventions reported little overall change in domains such as adaptive and absorptive capacity, equity and inclusion, engagement, and community capacity for action and advocacy. This reflects the design and circumstances of both projects – Malawi Project 3 was designed to be a technology pilot project, while Malawi Project 4 includes a community engagement component that has not yet been implemented due to covid-19. However, these results also underscore how systems change may take considerable time. For example, the sequencing of Malawi Project 4 was likely done well, with engagement with government laying the groundwork for more effective advocacy from the community. However the benefits for the community will, as a result, be achieved with a lag.

It should also be noted that strength of evidence with regard to impact is weaker for the projects whose strategies focus on longer term impacts, as many of those impacts have not yet occurred at the time of this evaluation and speaks to the need for longer time horizons to deliver results for communities

Finding 18. Project partnerships contributed to knowledge sharing, while collaboration with project stakeholders strengthened climate justice

Respondents in the online moderated platform reported positive relationships and interest from stakeholders at the district authority level. CJF project stakeholders reported a number of benefits from this relationship, including:²⁰

- Improved knowledge of delivery partners on the extent and use of natural resources
- A high level of appreciation (amongst district authorities) for the CJF-funded projects in terms of its technologies and approach
- Helped to empower community members to analyse their vulnerabilities and take action
- Helped identify areas where waste needed to be recycled
- Changed actions by district authorities. For example, a mapping study revealed a negative impact of mining activities. The mining activities were consequently suspended by district authorities until a clear plan to rehabilitate mining sites is submitted and approved. The repair of water taps was also integrated into the sector plan following advocacy from the same committee which presented critical issues faced by their village.

There were no reported barriers to engaging with district authority stakeholders. Respondents reported setting up meetings and regular communication, although some field trips were unable to go ahead due to Covid-19. Webinars and field visits were reported as being successful mechanisms for engagement.

CJF project stakeholders also reported positive relationships with NGOs and national governments, although there were few tangible examples of the impact of these relationships.

Finding 19. There was some evidence of replication and scaling as a result of CJF projects

In some instance, project successes enabled project implementers or communities to leverage additional funding to replicate project

²⁰ Note that, given the timing of the online moderated platform after the fieldwork had been completed and one week before submission of the final report, these benefits have not been verified by the evaluators.

activities, while in others, project benefits spilt over to nearby communities (both directly and through unintended impacts). Rwanda Project wastewater treatment at Kopakaki was so inspiring in its positive impact on water availability and community relations, that it was used to leverage additional funding which was used to provide wastewater treatment to a further six other cooperatives who also benefited from the CJF supported technology introduction. Previously, water and air pollution due to wastewater released from the washing stations and contaminating rivers in the neighbouring the coffee washing station, frequently created conflicts within the surrounding community and resulted in payment of fines due to environmental degradation. The wastewater treatment plant, helped by improving the relationship of the cooperative with the surrounding community. Farmers gardens are no longer affected by the wastewater, improving food security and contributing to the conservation of an entire natural eco-system.

In regard to Solar PV and wastewater treatment facility supply chains, the research commissioned through the Rwanda project highlighted questions over the sustainability of the solar product supply chains, with panels sourced from China. Most cooperatives cannot afford to adopt green or clean infrastructural improvements without grant funding. Donor attitudes toward certain 'green' innovations are fleeting, and therefore innovative blended financial approaches are required. Wastewater treatment facilities appeared to be more economically beneficially than solar PV units for cooperatives, leading to quicker environmental and economic returns (e.g., through certifications). The current economic landscape for Rwandan cooperatives creates a bottleneck to green development for smaller cooperatives.²¹

3.4.5 Impact

In relation to climate justice **Impact** (the achievement of climate justice outcomes), the evaluation found:

- **Evaluation Question 11:** How have the CJF projects and programme as a whole contributed to climate justice outcomes?

Distributive, procedural, and transformative justice were often complementary in projects, and projects that focused on all

²¹ Coffee Wastewater Treatment Research Report (2020)

three approaches were highly successful (**Finding 20**). However, many communities in Malawi are facing overwhelming challenges. Impact needs to be very significant for local communities to perceive a positive change in the face of worsening shocks (**Finding 21**).

- **Evaluation Question 12:** Looking forward, what are the emerging strengths, weaknesses, constraints and opportunities in managing and implementing the CJF and can these inform a potential future programme phase? CJF has catalysed a shift towards climate justice (**Finding 22**). Nevertheless, an opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects (**Finding 25** below). In addition, engagement with private sector firms was limited and likely to be challenging for grants-based projects to achieve (**Finding 23**).

Finding 20. Distributive, procedural, and transformative justice were often complementary in projects, and projects that focused on all three approaches were highly successful

Malawi Project 1 was notable in that community participants consistently credited the project with contributing to significant positive changes across multiple domains over the timeframe of the programme, including adaptive and absorptive capacity, equity and inclusion, stakeholder engagement, and community capacity for action and advocacy. Malawi Project 1 had a strong focus on all three pillars of climate justice and demonstrated how focusing on the three pillars together can create multiplicative effects. First, the strong focus on procedural justice through participatory approaches to programme design appears to have resulted in both increased engagement of vulnerable community members, with programme participants specifically crediting the participatory process with contributing to inclusion and community capacity to understand and address climate change, as well as with the project delivering interventions and activities that serve the community, particularly the most vulnerable.

Activities that focus on delivering interventions to communities can also create opportunities for broader engagement. Participants in both Malawi Project 1 and Malawi Project 2 cited increased contact with government staff like extension workers and with NGOs visiting the

community as a result to implementation of the programmes; this contact was described as presenting opportunities for engagement.

Projects that complement distributive justice interventions focused on meeting immediate needs with interventions focused on building local capacity for governance and advocacy can also be highly successful at delivering transformative justice impacts. For example, one participant in Malawi Project 1 described how local committees in their community now had the capacity to collect data, produce reports, and use them in advocacy with government as a result of support from the Malawi Project 1's Implementing Partner, the local Malawi Project 1's implementing partner. Working with local partners to deliver such interventions can also serve as a means of building local organisation capacity, enabling them to go on to access additional resources.

CJF project stakeholders also supported the concept of three climate justice typologies as underpinning future climate justice projects. Participants in the online moderated platform strongly felt that all three pillars – procedural, transformative and distributive – need to be present for a climate justice project to be successful. And all respondents felt familiar with the language and terminology used to describe these justice categories, even for those for whom it was new. Respondents also recognised the complementarity of the three typologies, articulating a strong desire for inclusion, participation and cohesion. An additional typology of justice was suggested by one respondent: 'cohesive - unity amongst everyone involved.'

Finding 21. Many communities in Malawi are facing overwhelming challenges. Impact needs to be very significant for local communities to perceive a positive change in the face of worsening shocks

This means to be able to detect project success: 1) projects have to be designed to achieve a lot of immediate impact in communities or 2) evaluation and metrics have to be designed well to measure longer-term, systemic changes that there is a strong reason to believe will lead to transformative change.

Finding 22. CJF has catalysed a shift towards climate justice

Some online moderated platform respondents were familiar with climate justice before the project. For others it was a new concept: '*I had never considered [...] what climate change is all about.*

Contributors, practices that cause it and the ecosystems affected, until this project' (online moderated platform respondent).

Respondents reported that since the CJF-funded project, they have done more climate justice work. For some, this has been an evolution of the funded project (e.g. *'I'm involved in a study to see what sort of cooking energy is being used and reasons of such a choice in middle class families in Malawi'*). For others, this includes reframing previous work around climate change and focusing on the justice element. Some respondents also credit the CJF with accelerating and/or catalysing a shift (from climate change to deeper consideration of climate 'justice') that was already happening.

Scottish-based respondents noted a shift in narrative from climate change to climate justice, catalysed by the CJF. They note that Round 1 focused on adaptation to the impact of climate change but subsequent rounds focused on climate literacy, advocacy and community participation. For example, one Round 1 project implementer noted (through the online survey) *'Our project didn't connect the work being done to address the impact of climate change with advocacy in country, this would have amplified the voices of the community members and could have been key to more discussions around climate change and climate justice in-country and internationally. Linking advocacy in-country with international advocacy would deepen the 'justice' component of the CJF projects, and ensure projects were taking a multi-pronged approach to address a complex challenge.'*

Finding 23. Engagement with private sector firms was limited and likely to be challenging for grants-based projects to achieve

Private sector engagement was limited in all of the Malawi projects examined in detail in this evaluation. The Malawi Project 4 worked towards building private sector awareness of borehole drilling regulations, and Malawi Project 1 supported communities in engaging with local businesses that were causing pollution in the community. The Malawi Project 3 had some engagement with the private sector regarding the cook stove prototype, but covid-19 restrictions limited meetings with prospective partners. Nevertheless, several projects worked closely with the private sector, for example the Rwanda Project

is a private sector project, as was one of the Malawi agriculture projects.

3.4.6 Sustainability

In terms of CJF **Sustainability** (the extent to which climate justice outcomes are expected to endure), the evaluation found:

- **Evaluation Question 13:** To what extent did project implementing partners and/or beneficiaries assume ownership and responsibility for the project preparation, implementation, and sustainability?
Projects have been effective at achieving buy-in from communities and government partners, particularly when communities see benefits (**Finding 24**).
- **Evaluation Question 14:** To what extent has Scottish Government leveraged the CJF to strengthen CJ collaboration, buy-in, replication and scale-up?
CJF has catalysed a shift towards climate justice (**Finding 22** above), although an opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects (**Finding 25**).

Finding 24. Projects have been effective at achieving buy-in from communities and government partners, particularly when communities see benefits

Where projects have produced positive impacts for communities, especially around livelihoods and incomes (distributive justice), respondents have been highly optimistic about sustaining those activities. This was particularly marked among Malawi Project 1 participants, but the Malawi Project 2 participants also mentioned they plan to carry on fish farming activities started under the project. Establishing local management committees and involving local government officials such as extension officers (procedural justice), are two mechanisms commonly mentioned as contributing to support for continuing activities after project support ends.

Another mechanism for achieving sustainability is providing direct capacity building for government or other local institutions. For example, the Malawi Project 4 worked with local officials to build capacity for borehole evaluation and management, and awareness of water rights.

Strength of evidence for this finding is necessarily limited by the timing of this evaluation, as the projects examined were either still underway or recently completed, so sustainability was inferred from buy-in and participant expectations rather than directly observed.

The use of local partners helped projects establish community buy-in, which was also enhanced by financial incentive for buy-in. Improving access to water and water rights is important to communities and enhances buy-in. On the other hand, external stakeholder engagement and buy-in was weaker across the projects. In addition, some projects seek stakeholder buy-in at start-up but fail to maintain these relationships and collaboration, which is an important aspect of procedural justice and supports long-term sustainability.

Participants in the online moderated platform agreed that partnership working is both an important critical success factor for CJF and a beneficial outcome.

Finding 25. An opportunity exists to increase collaboration, buy-in, replication and scale-up of climate justice projects

The CJF is a 'first of its kind', government-led programme focused on achieving climate justice. However, the programme does not have a learning and communications component to support the dissemination of lessons and leveraging of additional support for climate justice. Many projects have developed learning reports and produced papers for international conferences. The climate justice innovation projects, in particular, have a learning focus and are required to report on learnings from the innovative approaches they have trialled, but there is no systematic process for sharing these lessons. Sharing of lessons from the CJF has occurred on an adhoc basis (e.g. the grant manager sharing reports between grantees) but there is no CJF platform for sharing results or lessons, nor a CJF website.

Many CJF stakeholders referred to the benefit of not only sharing project outputs but also creating a community of practice around climate justice through semi-regular learning events. These could be organised and hosted through the grant managers and would provide an opportunity to learn about both innovative technical approaches to respond to climate change (distributive justice), but also approaches and lessons on working collaboratively with communities and broader stakeholders (including NGOs and government stakeholders) in project design and implementation (procedural justice), as well as building

local capacity and institutional structures for decision-making and advocacy around climate change and climate justice.

The CJF had begun engaging with project stakeholders prior to covid-19, however these activities have been put on hold as the programme and projects to pivot activities in response to the multiple challenges presented by a global pandemic. Nevertheless, the event was well received and stakeholders who attended it referred to it as an example of the type of engagement that would be welcomed by CJF implementers.

4 Conclusions and Recommendations

4.1 Conclusions

Malawi, Rwanda and Zambia are amongst the countries contributing least to climate change but amongst those most vulnerable to climate change. For example, in 2020, Rwanda was the eighth most affected country,²² while in 2019 Malawi was the fifth most impacted country.²³ A climate justice approach is therefore highly relevant because it allows sustainable development for the countries such as Malawi, Rwanda and Zambia, not only through direct funding support for climate change adaptation projects transferred from more developed countries but also through strengthening local capacities to respond to climate change and advocate for their own needs.

Despite being coined more than 20 years ago,²⁴ climate justice is still a relatively new concept for many stakeholders and definitions vary. The evaluation finds that the CJF has been effective at delivering on its climate justice objectives, particularly in terms of mainstreaming climate justice within the Scottish Government and building knowledge and experience around climate justice through the CJF-supported projects. Although results vary across projects, CJF has achieved climate justice impacts on-the-ground, including increased adaptive and absorptive capacity of vulnerable communities and, in some instances, improving equity. This was particularly the case for projects that addressed all three pillars of climate justice, engaged with local and national stakeholders and ensured the projects responded to local needs. Nevertheless, opportunities exist to build on this experience and share lessons to a broader audience beyond CJF direct stakeholders.

Key learnings emerging from the evaluation include:

- It is important that the CJF clearly articulates its objectives, definition of climate justice, expectations and processes to project grantees. This supports them in delivering on the CJF objectives;

²² <https://www.iberdrola.com/environment/top-countries-most-affected-by-climate-change>

²³ Eckstein, D; Künzel, V. and Schäfer, L. (2021). *Briefing Paper: Global Climate Risk Index 2021 - Who Suffers Most from Extreme Weather Events? Weather-Related Loss Events in 2019 and 2000-2019*. German Watch. Available at:

https://germanwatch.org/sites/default/files/Global%20Climate%20Risk%20Index%202021_1.pdf

²⁴ The first Climate Justice Summit took place in the Hague in 2000.

- All three pillars of climate justice proposed by this evaluation are important for achieving CJF objectives and should be integrated from the design phase (through project selection, monitoring and reporting criteria):
 - **Procedural Justice:** Engaging with both external stakeholders (such as national and district government) and local stakeholders (including women and the vulnerable) as part of a participatory and needs-based approach to identifying who to target and ensuring locally appropriate solutions;
 - **Distributive Justice:** Ensuring support for climate change resilience (such as, livelihood development, access to water and energy etc.) is built into all projects (especially for innovation and mitigation focused projects) to ensure participants benefit from project activities;
 - **Transformative Justice:** Active participation in finding solutions and advocating for their needs, empowering communities and ensuring sustainability of results;
- The time required for such an approach needs to be built into project timelines.

Project stakeholders (in Scotland and the partner countries) credited the CJF with building their knowledge and understanding on the concept and this has resulted in additional climate justice projects (and replication of some CJF projects) beyond the CJF. In addition, the evaluation found that CJF implementing partners, and in many cases, programme beneficiaries, have strong understanding of climate change, its impact in their communities, and climate justice. They also understand the factors that make some people in their communities particularly vulnerable to climate change, and they understand the nuances of how both externally-driven climate change and local factors contribute to challenges that should be taken into account when designing and implementing CJF projects. Allowing programme design to be driven by local understanding of these issues is likely to lead to highly relevant and popular programmes, which as demonstrated by Malawi Project 1, can be highly effective.

The CJF, through its portfolio of projects, covers all three pillars of climate justice: distributive, procedural and transformative. However, despite an increasing focus on broader aspects of climate justice, CJF project selection criteria have largely focused on distributive aspects of climate justice, which mean that some projects are more traditional

development projects (with a focus on innovation), rather than climate justice projects *per se*. Some of the projects that have taken a more holistic approach to climate justice have come to understand climate justice and its different elements as a result of CJF, while others draw on existing practices from within their organisations (although, again, potentially influenced by earlier rounds of CJF funding). In terms of project targeting, CJF projects have tended to target most vulnerable areas but could go further in ensuring the most vulnerable peoples are involved, in particular, targeting women, youth and the elderly.

Projects that have clearly addressed all three pillars of climate justice tend to be more effective, have greater impact and achieve more sustainable results. However, some aspects of climate justice (such as, participatory project design, developing capacity for advocacy and improving equity) may require longer implementation timelines than standard development projects.

Overall, investment in a large, four-year project was more effective than investing in a portfolio of small projects and was significantly better at achieving climate justice outcomes across all three pillars. However, it is difficult to draw strong conclusions on how the large (£4.7m) project compares to the smaller, innovation projects, given their considerably smaller budget (approximately £100,000 per project, over two to three years). These projects also had considerably shorter timeframes for delivery, with three of those announced in 2019 having an implementation period of only 16 months. In addition, the focus on innovation within the small CJF projects meant that many projects focused more on trialling innovation and technology and where it would be best implemented, rather than focusing on communities needs. As mentioned above, there are benefits to encouraging new technologies to support communities but this would be better achieved with a focus across all aspects of climate justice. Nevertheless, the success of the large project indicates the benefit of investing in large programmes or potential benefit from supporting projects to form clusters of interventions to ensure projects support communities' needs and build their capacity for decision-making and advocating for their own needs beyond project support.

The procedural and transformative justice pillars are important for addressing systemic climate justice issues. However, focusing on these aspects in short-term projects creates a risk that communities will participate in these initiatives and contribute to long term outcomes,

but see few immediate returns, despite facing urgent need in the face of climate change. This could be addressed by ensuring projects cover all aspects of climate justice in their design and implementation and/or by layering projects with strong procedural and transformative justice focus alongside projects with a greater distributive justice focus, whether implemented by the CJF or other partners.

Projects that focused on innovative approaches and/or research and development often also require longer implementation timelines and potential follow up support to overcome obstacles in introducing new technologies and/or support access to markets and replication for successful projects. However, these projects (in particular, some mitigation projects) tend to be less holistic in their approach to addressing climate justice. As a result, there are several examples of CJF projects that have not been successful in fully introducing new technologies (and therefore did not achieve distributive justice) that did not focus strongly on local needs or co-design (i.e. lacking procedural justice) nor on building capacity for local decision-making and advocacy (i.e. lacking transformative justice). Nevertheless, some innovation projects were able to adopt broader climate justice pillars, for example co-designing innovative solutions to local problems through participatory processes. The pilot nature of some grants meant that projects were successful in trialling the innovation which was their main focus, but would require follow-on funding to support roll-out or scaling up of sustainable impacts and contributions to the different pillars of climate justice on a wider scale.

In addition, it is not unexpected that the projects that focused on community-driven initiatives that identified 'low hanging fruit' would be more successful. However, these projects will necessarily be limited to interventions that communities are already aware of. Creating some space for introducing innovation, or interventions based on promising evidence from other countries, may help to identify new, transformative approaches. Projects may also need to push for interventions focused on long-term solutions, particularly in communities that by necessity focus on immediate needs. For example, livestock pass-on was a highly popular intervention, but participants largely describe it as contributing to absorptive capacity: people can sell the livestock when they experience a shock. As noted by a Malawi Project implementer, it may make sense for projects to also include participatory processes that encourage inclusion of evidence-based activities focused on adaptation. Additionally, projects

with innovation or research and development components may also need to be viewed through a portfolio lens (by definition, some innovative projects would be expected to fail). Nevertheless, where projects are successful, support to scale-up or replicate their approach could result in step changes in community resilience. This may also mean adapting how these projects are evaluated and how their success is judged. Fully leveraging this approach may also require creating a plan for how such winners can go on to be scaled up, either within CJF or through dissemination of learning. In addition, these projects should include aspects of climate change resilience, to ensure participants benefit from the project regardless of whether the technology is successful or not.

Finally, while many projects demonstrated strong learning components, especially with respect to integrating communities into learning, cross-project learning should be strengthened. Models such as Malawi Project 4, which built on learning from previous projects, should be replicated. Data and evidence from CJF projects should be documented and made widely available and cross-learning workshops could be hosted to support projects sharing lessons not only on new technologies but also on strengthening processes that support climate justice.

4.2 Recommendations

The following recommendations are targeted at the Scottish Government CJF management team to support future CJF phases.

Recommendation 1. It is recommended that CJF develops a set of project selection and monitoring criteria that ensure projects incorporate all aspects of climate justice (including procedural and transformative) in their design and implementation (Findings 1, 6, 7, 9, 11, 15, 20 and 24)

The current portfolio of projects includes aspects of all three climate justice pillars; however, the majority of projects - in particular innovation and mitigation projects - are weaker in procedural and transformative justice and could go further in targeting the most vulnerable peoples. Systematically integrating these aspects in future CJF projects through selection criteria that require projects to clearly articulate how they will contribute towards distributive, procedural and transformative aspects of climate justice through their projects would

deepen CJF projects and programme's climate justice impacts, improve project coherence, and support the development of more efficient, effective, impactful and sustainable projects. For example, as part of the grant application process, projects could be required to explain how their activities align with the priority climate justice interventions identified under each of the climate justice pillars. After an initial project scoping phase (e.g. of six to 12 months), projects could then be required to develop indicators with quantitative targets (based on the project needs assessment and selection of appropriate activities) against these interventions. In addition, projects that focus on innovation and/or mitigation should include other aspects of distributive justice (such as climate smart agriculture) to ensure that participants benefit from the intervention. If the CJF were to develop an overarching results framework (aligned to the Climate Justice Interventions ToC), it would be beneficial to have grantees align their M&E and reporting with the CJF programme-level indicators. Projects could build CJF distributive, procedural and transformative indicators at the output and outcome-level into their M&E frameworks. This would both ensure projects focus on climate justice elements through implementation, as well as enabling CJF to monitor and report on its progress at the programme-level.

Recommendation 2. It is recommended that CJF supports the sharing of lessons and learning from across its portfolio to support a community of practice that improves climate justice impacts both from across its portfolio and beyond (Findings 8, 10, 18, 19 and 22)

The CJF is a 'first of its kind' government programme supporting a climate justice approach for holistic sustainable development. As a result, it has supported a portfolio of projects that have been producing lessons on both technical aspects of sustainable development, as well as learnings on participatory approaches for decision-making and advocacy. The CJF could also go further to elevate voices towards other donors, for example by inviting a selection of CJF-supported climate justice leaders to speak at the upcoming COP26. Additionally, given limitations in local understanding of climate change and climate justice, CJF could support the development and sharing of terminology, definitions and briefing notes on these topics that could be utilised by CJF projects and other stakeholders within the CJF countries. Many of the projects have been producing lesson learning briefs and presenting lessons from their projects and the CJF could capitalise on these results

by sharing lessons (for example on a CJF website), as well as bringing together practitioners from the CJF projects and beyond to share lessons and build support for climate justice projects beyond the CJF. This would also create a meaningful space for collaboration and sharing across CJF grantees and partners, supporting enhancing procedural and transformative justice outcomes within the CJF programme. There could also be benefit in inviting prospective grantees and implementing partners, so they could work together to map areas of need, gaps in community support and/or potential synergies - which could also support the involvement of smaller partners who may not be able to cover all aspects of climate justice on their own. The learning component of the CJF could be part of a grant manager's remit, although it would require dedicated funding for the learning component.

Recommendation 3. It is recommended that the CJF invests in larger programmes and/or supports smaller projects to provide clusters of interventions to communities (Findings 3 and 21)

Given the scale of risks and challenges many of the most affected areas and peoples are facing (particularly in countries like Malawi, Rwanda and Zambia) communities need a suite of interventions and capacity support to meet their needs. A larger programme can address these challenges more effectively than small individual projects. Alternately, a cluster of smaller projects could potentially work together to achieve similar results. Options for project clustering would need to be further explored but could potentially involve projects building on existing projects within a landscape, shared project development (i.e. two to three projects working either through a consortium or separately but in collaboration to each deliver different aspects of climate justice within the same landscape), some form of landscape working group structure that supports collaboration of multiple projects or the staggering of smaller CJF projects that build upon the impacts and learnings of previous projects.

As noted above, by combining the three pillars of climate justice, these projects could also be expected to increase their effectiveness, impact and sustainability. Nevertheless, some of these processes take time and this would need to be built into project design - either at the outset or through an extension option, or through a project-clustered approach. A clustered approach would also require that Recommendation 2 goes beyond sharing learnings across existing

projects to support lesson learning and collaboration across actors within the climate justice space.

Recommendation 4. It is recommended that the CJF builds upon the flexibility of its approach that supports participatory processes in project design and implementation and complements these with more flexible project design and reporting cycles (Findings 12, 13, 14, 15 and 17)

The flexibility of the CJF funding mechanism is supportive of project designs that utilise more participatory approaches for identifying problems and solutions within communities (procedural and transformative justice), as well as allowing for more risky innovation projects. The benefits of this approach could be improved by developing a one or two year project extension option (for projects that meet certain criteria, such as having engaged effectively with communities and maintained strong communication and reporting in implementation, and showing potential for scale-up or need for support to fully realise benefits). In addition, it is recommended that implementing partners have a six month or 12-month budget and reporting cycle (or automatic roll over of budget) to smooth implementation when funding is passing through a number of project actors before it reaches the field. Support for some pre-financing of field activities should also be considered, particularly where small national partners are otherwise pre-financing field work and community engagement. In addition, agreed decision timelines for various partners (Scottish Government, grant managers, Scottish grantees and implementing partners) would reduce uncertainty in decision making and action.

Recommendation 5. It is recommended that Scottish Government leverages CJF learnings to support the integration of climate justice by other donors and programmes (Findings 10, 22 and 25)

The Scottish Government is in a unique position whereby other bilateral donors have thus far not referred to programming specifically around climate justice. For example, the UK Government refer to similar ways of programming within their 'leave no one behind' policy. Building on the strong buy-in for climate justice that CJF has leveraged within the Scottish Government and amongst its project stakeholders, the Scottish Government should capitalise on their use of climate justice phrasing within the international development space, and

therefore engage with other bilateral donors to assess how the integration of climate justice goes beyond 'best practice' development work. The Scottish Government should use in-house resources to help leverage wide reaching and high impact media productions to help elevate the voices of beneficiaries within project areas and beyond. This would help raise climate justice issues to an international stage – such as COP26 (where project specific productions may not be as high level in their reach). The Scottish Government should also work directly with other donors and philanthropic organisations who are tagging their climate work under the 'justice' phrasing, in order to build a network, knowledge bank, and potentially a repository of shared lessons learning. This could create a unique opportunity to create something new – beyond traditional climate adaptation and resilience programming.

Annex 1. Literature Review

A review of grey literature around climate justice was conducted, including foundation reports, websites, and NGO and government papers. The literature ranges from organisational policy briefs, project summaries, and NGO/foundation websites. Literature specific to climate justice is not expansive, with the majority published pre 2016 (i.e., more than five years' old). The aim of the literature review was to, as far as possible, conduct a rapid review of relevant literature in order to help inform how to structure a global climate justice pathways ToC. Specifically, the objectives were to map what current funding and programmes are being implemented under the banner of 'climate justice'; who the key players are; clarify how climate justice is being defined by different actors and document commonalities between definitions; and identify any lessons learned from other programmes.

Working Definitions of Climate Justice

Currently, there is no one 'official' definition of climate justice. However, the most commonly used definition found in the literature is from the Mary Robinson Foundation:²⁵

'Climate justice links human rights and development to achieve a human-centred approach, safeguarding the rights of the most vulnerable people and sharing the burdens and benefits of climate change and its impacts equitably and fairly. Climate justice is informed by science, responds to science and acknowledges the need for equitable stewardship of the world's resources.'

Many other foundations did not define climate justice directly, although Joseph Rowntree Foundation used this definition, which does not include aspects of rights and equity:²⁶

'Ensuring collectively and individually we have the ability to prepare for, respond to and recover from climate change impacts – and the policies to mitigate or adapt to them – by considering existing vulnerabilities, resources and capabilities.'

The Institute for European Environmental Policy (IEEP) breaks climate justice into three aspects²⁷:

²⁵ Mary Robinson Foundation Climate Justice 2010-2019, <https://www.mrfcj.org/wp-content/uploads/2019/05/Mary-Robinson-Foundation-Climate-Justice-2010-2019-A-Legacy.pdf>

²⁶ Joseph Rowntree Foundation Evidence Review,

²⁷ IEEP Background paper, <https://ieep.eu/publications/united-for-climate-justice-background-paper>

1. Inter-country equity
2. Intra-country equity
3. Inter-generational equity.

The Scottish Government defines climate justice as:

- An approach which recognises that it is those least responsible for the global climate emergency that are being affected first and most severely by it.
- An effective response must tackle existing inequalities such as wealth disparity and discrimination based upon gender, age, disability or indigenous status, as the impact of climate change can be made worse by these factors.

Although no definition is the same as the other, all follow similar themes of tackling inequalities; recovery and resilience; equity and addressing vulnerabilities.

Focus of Current Climate Justice Efforts

There are a range of organisations working on climate justice in many different forms, with programmes in both the Global North and Global South. These programmes are addressing a wide range of justice related issues or sectors and include, but are not limited to:

- Human rights (including legal support)²⁸
- Gender²⁹
- Just transition³⁰
- Natural resource management³¹
- Water access³²
- Food security³³
- Sustainable livelihoods³⁴
- Migration and relocation³⁵
- Health and well-being³⁶

²⁸ Mary Robinson Foundation, Glasgow CCCJ, CJF (USA), Climate Justice Programme

²⁹ Mary Robinson Foundation, Glasgow CCCJ, Ford Foundation, CJF (USA)

³⁰ Climate Justice Alliance, SURDNA

³¹ Glasgow CCCJ, Recommended by IIED

³² CJRF

³³ CJRF

³⁴ CJRF

³⁵ Mary Robinson Foundation, Glasgow CCCJ, CJRF

³⁶ Glasgow CCCJ

- Advocacy³⁷
- Legal services.³⁸

At present, it appears that the main flow of funding toward climate justice comes from western donors/funders,³⁹ with the implementation of projects in the Global North and Global South.

Impact Principles

In understanding climate justice, the evaluators drew on definitions of different types of justice to categorise potential interventions and impact pathways:⁴⁰

1. **Distributive Justice** relates to equal access to and sharing of resources and benefits and is used in Climate Justice definitions to include both access to resources and benefits and equitable sharing of costs of responding to climate change;
2. **Procedural Justice** relates to transparent, fair and equitable decision-making processes;
3. **Transformative Justice** relates to structural inequities and focuses on mainstreaming understanding of Climate Justice issues, as well building capacity, institutions, policies and regulations that support and advocate for Climate Justice outcomes.

The International Institute for Environment and Development (IIED) lays out climate justice principles, which will support the further development of the ToC pathways as part of this evaluation:⁴¹

4. Social justice theory: Design of institutions and comparative assessments towards justice (procedural justice);
5. Development justice: Socioeconomic equity, capabilities and food, water, energy, and human security (distributional justice);

³⁷ CJRF, IFSW, Climate Justice Alliance, SURDNA, Climate Justice Programme, Environmental Justice Foundation

³⁸ Climate Justice Programme, Climate Justice Fund (US)

³⁹ Currently, Climate Justice Resilience Fund; Ford Foundation; Climate Justice Fund (US); Environmental Justice Foundation; Climate Justice Alliance, Joseph Rowntree Foundation. Historically, Mary Robinson Foundation also funded climate justice work

⁴⁰ Morton Deutsch, "Justice and Conflict," in *The Handbook of Conflict Resolution: Theory and Practice*, Morton Deutsch, Peter T. Coleman, Eric C. Marcus, eds. (John Wiley & Sons, 2011)

⁴¹ IIED briefing, <https://pubs.iied.org/sites/default/files/pdfs/migrate/17170IIED.pdf>

6. Climate negotiations: Common but differentiated responsibility for costs of mitigation and adaptation (transformative justice);
7. Environmental justice: Equitable distribution of environmental goods (distributive justice). Participation and recognition for decision making (transformational justice);
8. Civil society approaches: Vulnerability and the rights and needs of the marginalised.

In addition, the Mary Robinson Foundation establishes seven climate justice principles⁴² which can be used for focusing and helping to categorise Climate Justice programming and refine the evaluation final ToC. The evaluation team categorised key activities under each principle from the literature review. Note, some activities may be cross-cutting across more than one principles.

Principle 1: Respect and protect human rights (cross-cutting; procedural/ transformative justice)

Principle 2: Support the right to development (distributive/transformational justice)

- Strengthening existing local initiatives around climate change adaptation⁴³

Principle 3: Share benefits and burdens equitably (distributive justice)

- Strengthening community legal tools and growing the community of climate legal activists⁴⁴
- Advocacy and organising against the extractive industry (including climate litigation against fossil fuel companies)⁴⁵
- Advocacy for national and global climate mitigation policy that is just and reduces burdens on countries with the least contribution to climate change (including equitable climate finance)⁴⁶

⁴² Mary Robinson Foundation Climate Justice 2010-2019, <https://www.mrfcj.org/wp-content/uploads/2019/05/Mary-Robinson-Foundation-Climate-Justice-2010-2019-A-Legacy.pdf>

⁴³ CJRF, Glasgow CCCJ

⁴⁴ CJF USA, Climate Justice Programme

⁴⁵ CJRF, IFSW, Climate Justice Alliance, Climate Justice Programme, CJF USA

⁴⁶ CJF USA, Climate Justice Alliance, SURDNA

Principle 4: Ensure that decisions on climate change are participatory, transparent, and accountable

(procedural/transformational justice)

- Supporting collective action, networks and coalitions to create stronger negotiating positions around climate change⁴⁷
- Leadership development of women, youth, and indigenous leaders to build community resilience and work for climate justice⁴⁸

Principle 5: Highlight gender equality and equity⁴⁹

(procedural/transformational justice)

- Ensuring gender equality and equity are considered at all stages of project development and implementation

Principle 6: Harness the transformative power of education for climate stewardship (transformational justice)

- Awareness and information – promoting the idea of climate justice among policymakers, communities, and other stakeholders⁵⁰

Principle 7: Use effective partnerships to secure climate justice

(transformational justice)

- Linking grassroots organisations and communities with NGOs and governments to create dialogues and participation in negotiations and policy formation⁵¹
- Integration of climate issues and social justice issues – i.e. linking climate change and migration to ensure policies are not siloed⁵²
- Establishing working groups in government to focus on climate justice initiatives.

⁴⁷ CJRF, Glasgow CCCJ

⁴⁸ CJRF, SURDNA

⁴⁹ Mary Robinson Foundation, Ford Foundation

⁵⁰ Mary Robinson Foundation, CJRF, Ford Foundation, Climate Justice Programme

⁵¹ Mary Robinson Foundation, Climate Justice Alliance, Glasgow CCCJ

⁵² Mary Robinson Foundation, Climate Justice Alliance, Ford Foundation

Bringing in Local Voices/Stakeholder Engagement

Stakeholder engagement is a prominent feature of climate justice thinking. For some organisations, this means centring local community voices at the heart of their work, through mechanisms such as community ownership and participation in dialogues. In particular, these organisations incorporate procedural and transformative aspects of climate justice in their approach to project implementation, such as respecting indigenous ways, identifying and supporting climate leaders, transforming power relationships, providing training and mentoring on climate justice related issues and approaches, partnership building with regional influencers, local activists, citizens, COP 26 influencers, etc. and using an intersectional lens. A few organisations have involved communities' right from the design phase to ensure equity and ownership. For others,⁵³ there is more of a focus on distributional aspects of social justice than procedural, and these tend to be more Northern-led with less input from local communities. For example:

- Mary Robinsons Foundation authored several case studies on participation with some examples of how to practically engage in local communities.⁵⁴
- Climate Justice Resilience Fund has also done a little bit of thinking on this, such as respecting indigenous ways, transforming power relationship, and using an intersectional lens.⁵⁵
- Other strategies identified were:
 - identify and support climate leaders, and provide training and mentoring (Climate Justice Programme);
 - partnership building with regional influencers, local activists, citizens, COP 26 influencers, etc.⁵⁶
- Other advocacy-type organisations, like the Climate Justice Alliance, are focused solely on centring these groups.

When focusing a project or programme around stakeholder engagement and raising local voices, understanding local context and

⁵³ Such as the Climate Justice Resilience Foundation, IFSW, Joseph Rowntree Foundation.

⁵⁴ https://www.mrfcj.org/wp-content/uploads/2015/11/MRFCJ-_Womens-Participation-An-Enabler-of-Climate-Justice_2015.pdf; <https://www.mrfcj.org/wp-content/uploads/2015/11/MRFCJ-The-Right-to-Participate.pdf>.

⁵⁵ <https://www.cjrfund.org/news/2021/6/15/insights-from-the-field-empowering-communities>

⁵⁶ Such as the Climate Forum Report <https://www.uk-cpa.org/climate-forum-report-climate-justice-approach/>

power dynamics is important, especially when focusing on issues such as race and gender. Representation must also be meaningful, rather than ticking a box, as is often seen in climate adaptation and resilience programming. Mary Robinson Foundation breaks down engagement into three levels. Although it specifically refers to women, the concepts could be expanded more broadly to encompass all vulnerable groups.⁵⁷

1. **'Presence:** Women are present in decision-making fora but lack any agency or voice to affect change. Women are not supported with capacity building or networking to strengthen their knowledge or confidence. The environment is not conducive to gender equality.
2. **Partial Participation:** Women are present in decision making fora and have some agency or voice to affect change in limited areas particularly on topics traditionally associated with women such as women's health or childcare. Women may be supported with capacity building or networking to strengthen their knowledge or confidence. The environment is somewhat conducive to gender equality albeit in a limited way and as long as it does not negatively affect the powerbrokers (men).
3. **Meaningful Participation:** Women are present in decision-making fora and have agency and voice to affect change in all areas of decision-making. Women are supported with capacity building, networks and access to resources to strengthen their knowledge or confidence. The environment is conducive to gender equality and men are allies and partners in this process.'

How Influence is Occurring within Climate Justice

During its ten years' of implementation (2010-2019) the Mary Robinson Foundation was extremely influential in promoting the climate justice agenda through international fora and collaboration with a network of NGOs and governments, and their definition is widely used by other organisations.⁵⁸ For example, by introducing the concept of climate justice, establishing principles for its operationalisation and sharing information, it led other organisations to adopt climate justice approaches, or at least to understand the importance of centring

⁵⁷ Mary Robinson Foundation, https://www.mrfcj.org/wp-content/uploads/2015/11/MRFCJ-_Womens-Participation-An-Enabler-of-Climate-Justice_2015.pdf

⁵⁸ <https://www.mrfcj.org/wp-content/uploads/2019/05/Mary-Robinson-Foundation-Climate-Justice-2010-2019-A-Legacy.pdf>

people in climate change mitigation and adaptation programming. One of the main methods the Mary Robinson Foundation used was bringing local voices to high-level events to help bridge that gap. It also created the Glasgow Caledonian Centre for Climate Justice through a partnership to bridge the gap between climate science and social justice. Networks both between organisations, but also with local communities and government stakeholders, appear to be critical in increasing understanding of climate justice and influencing policy development at the international level.

Context is also important in terms of influence. For example, organisations focused on the US are rooted in environmental justice concepts of anti-racism specific to the US, and leverage existing work done across the country to create networks and synergies.⁵⁹

Sustainability

There is very little specific mention of sustainability in programme documentation. However, there is some evidence of key strategies/approaches that would contribute to achieving sustained impact. For example, some organisations have a specific focus on capacity building of local communities, identifying climate leaders and strengthening local capacity to combat climate injustice,⁶⁰ which if successful can ensure these skills continue after funding stops. This includes providing support and training to local legal experts, signposting to human rights institutions, leadership development and training for women, youth, and indigenous leaders, and supporting collective action, networks and coalitions. Others focus on a just transition, which by nature seeks transformative long-term change. The Climate Justice Alliance provides a ToC on their website⁶¹ that details the steps to long-term just change. Still others are working at the national and global level to advocate for just policy change and challenges against traditional climate finance,⁶² which would ensure a longer-lasting impact.

⁵⁹ Climate Justice Alliance, Environmental Justice Foundation

⁶⁰ Climate Justice Alliance, SURDNA, Climate Justice Programme, CJRF

⁶¹ <https://climatejusticealliance.org/just-transition/#:~:text=Just%20Transition%20is%20a%20vision,cycles%20holistically%20and%20waste%2Dfree.>

⁶² Environmental Justice Foundation

Other Lessons

Climate justice work takes place at many levels – global, national, community, and individual. Much of the literature focused on grassroots advocacy and capacity building, with an aim towards transformative change from the ground up. Several of the papers reviewed advocate for global policy change around emissions targets and challenging traditional climate finance models that have a negative impact on Global South countries.⁶³ The key appears to be ensuring that work gets done at all these various levels, but also bridging the gaps and facilitating dialogues from the local to national and international levels, as advocated for by Mary Robinson Foundation.⁶⁴

In terms of funding the work, IIED's policy brief⁶⁵ discusses the need for private sector contributions (recommended specifically for the Scottish Government's CJF), but the rest of the literature does not discuss this. Most work is either government-funded or funded by individual donations.

⁶³ <https://www.iied.org/climate-justice-ipcc-special-report-land>;
https://unctad.org/system/files/official-document/ngls20092_en.pdf

⁶⁴ <https://www.mrfcj.org/wp-content/uploads/2019/05/Mary-Robinson-Foundation-Climate-Justice-2010-2019-A-Legacy.pdf>

⁶⁵ <https://pubs.iied.org/sites/default/files/pdfs/migrate/17170IIED.pdf>



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