

“When the tank is empty you hitch a ride”

How districts institutions respond to climate change in Zambia

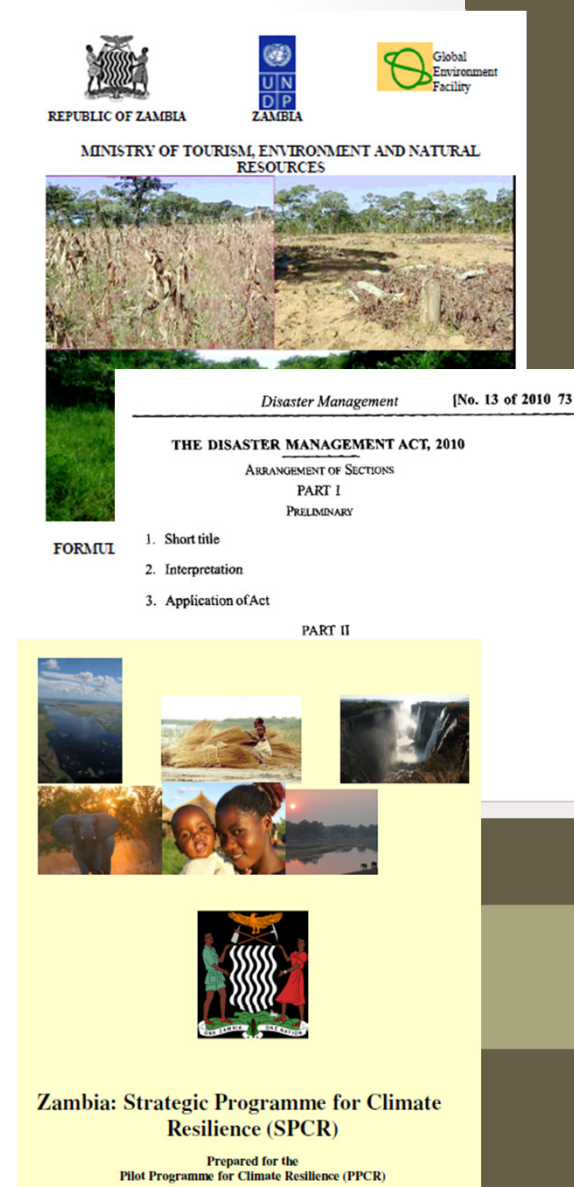
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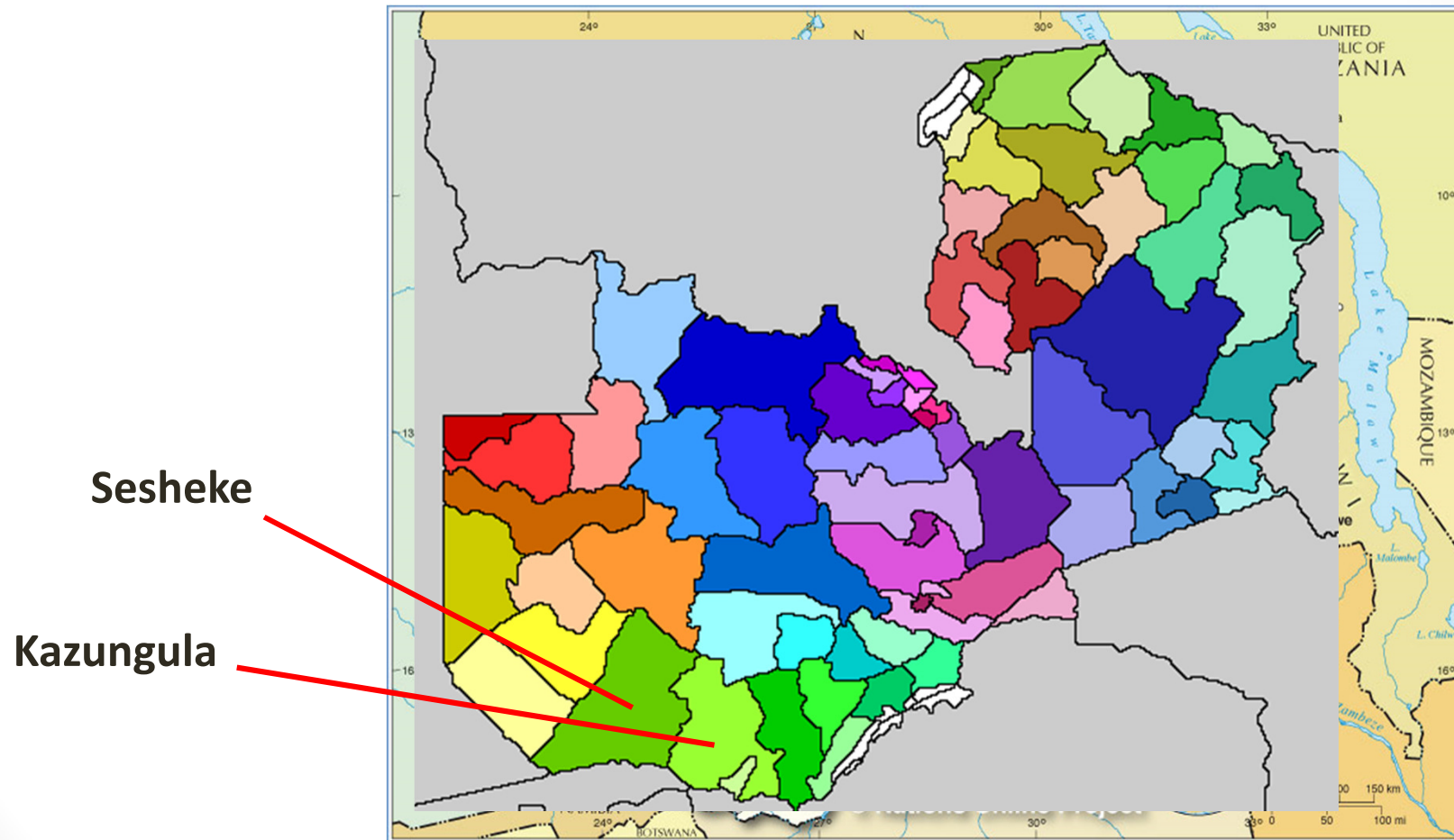
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Zambia climate change framework

- Nat. Climate Change Response Strategy (draft)
 - National Adaptation Programme of Action (2007)
 - Mainstreamed in Nat. Dev. Plan (2011-2015)
 - Disaster management policy (2005)
 - Disaster management act (2010)
-
- Zambia climate programme financing 2012-2019:
 - USD >657 mill and growing
 - Climate Investments Funds USD 110 mill.
 - Numerous multilateral and bilateral projects



But what about the district level?



But what about the district level?



Is climate change on the district agenda?

Yes.

- Debated among district agency staff
- Observed by households

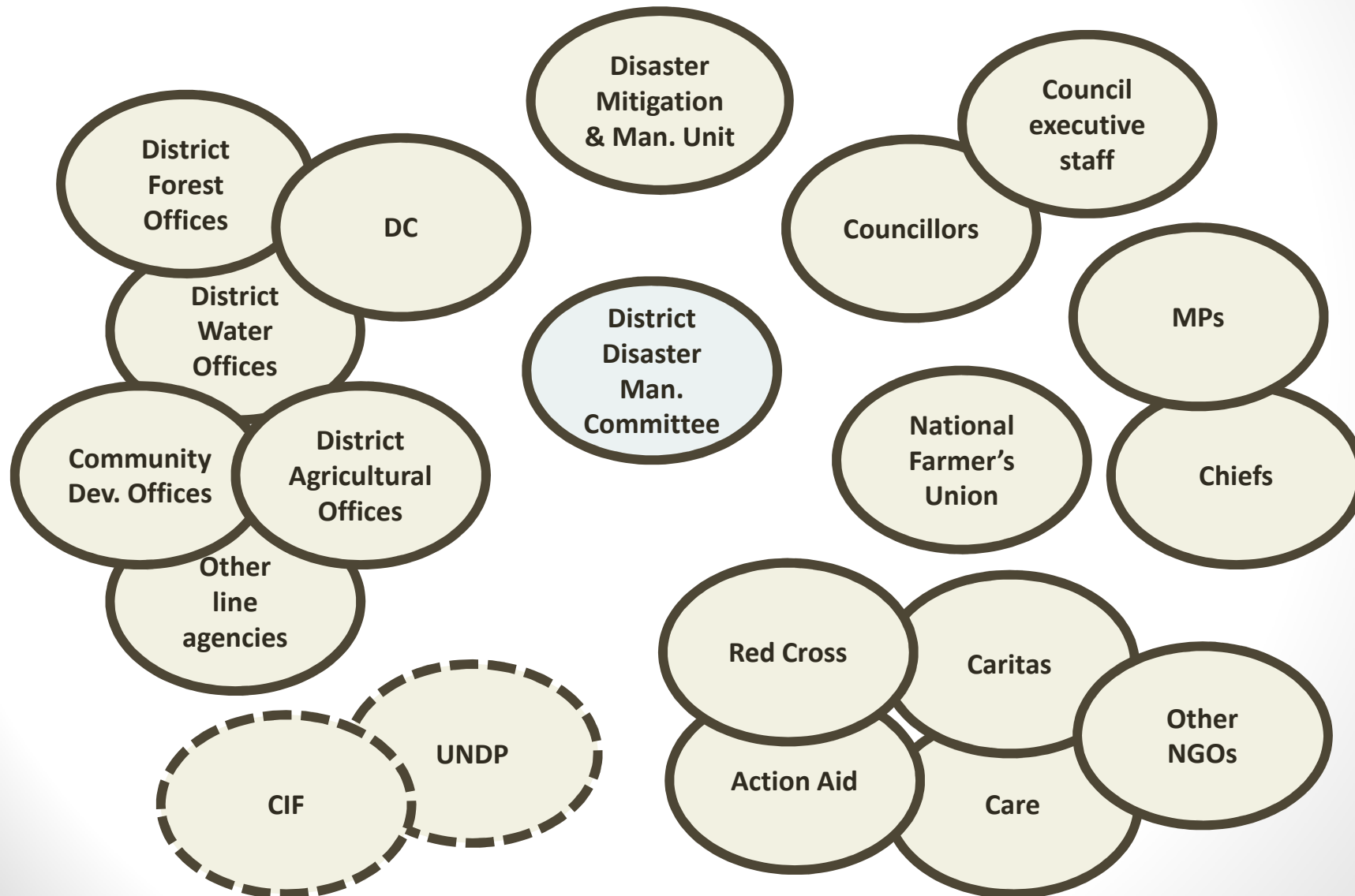
“Climate change”

- NGOs and media in early 2000s (floods)
- Part of poverty <-> resource scarcity narrative
- Some documentation in studies



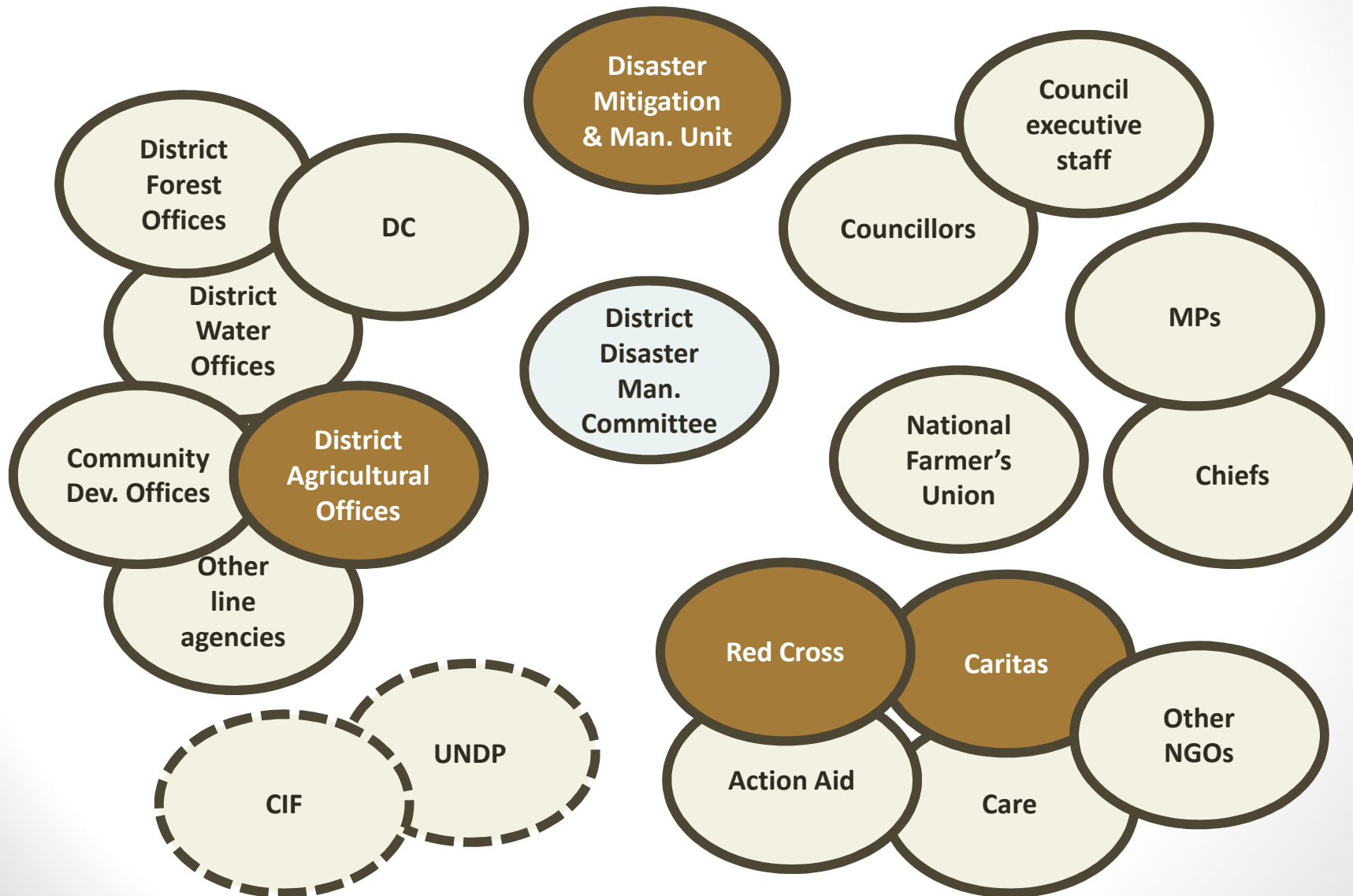
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Who acts on adaptation?



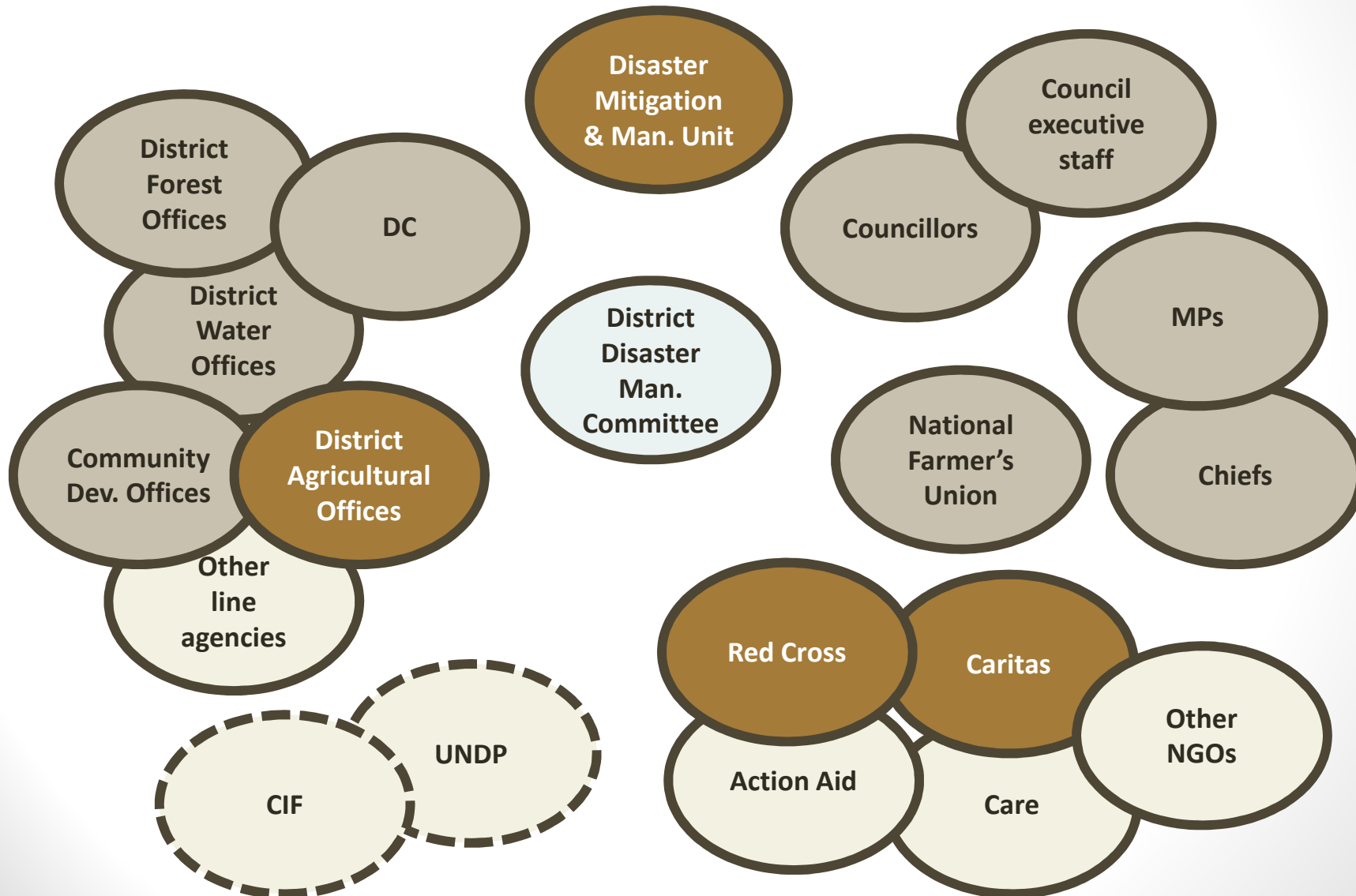
Who acts on adaptation?

Who has the power to act?
- mandates less important



Who acts on adaptation?

Climate change as a platform for votes/authority/influence



So what is being done?

Two cases:

The Zambezi floods

- extreme events



Changing seasons

- gradual climate change

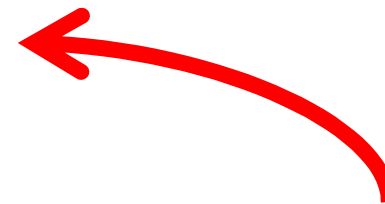


The Zambezi floods

Major floods since 1980

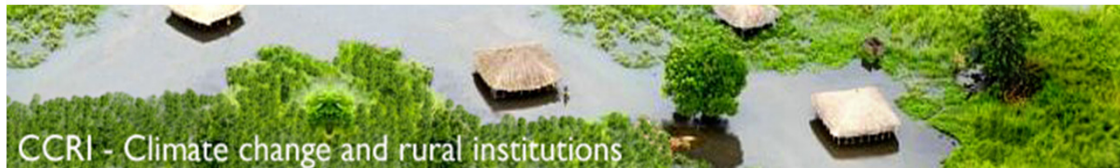
| Year | No. of people affected in Zambia |
|------|----------------------------------|
| 1989 | 800,000 |
| 1998 | 1,300,000 |
| 2001 | 617,900 |
| 2004 | 196,398 |
| 2007 | 1,400,000 |
| 2009 | 614,814 |

+ local flooding, incl. 2011 and 2012



Linked to climate change

- by local actors
- in Government plans
- NGO documents
- Global/local media
- Some studies



The Zambezi floods

Emergency response to floods

Camps, medical help, food relief

- Broad active involvement of multiple actors
- Led by Disaster Man. Unit (central level)
- DC, Council, Chiefs, NGOs

Relatively efficient

- Becoming institutionalized
- Disaster man. committees, operational procedures
- Support from central gvt (show action, votes, legitimacy)



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The Zambezi floods

Longer term response to floods

Limited activities

- Piloting early warning systems

Resettlement as adaptation

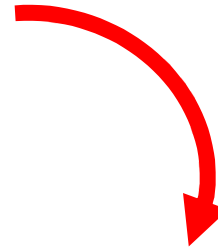
- Plots, seed packages
- Restocking of livestock (NGOs)
- Boreholes
- Resettle or you're on your own

**Local institutions sidelined
by Central Gvt interests**
(control people, land, water)

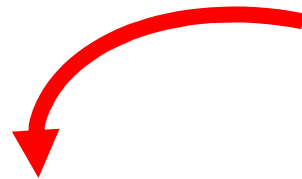


Changing seasons

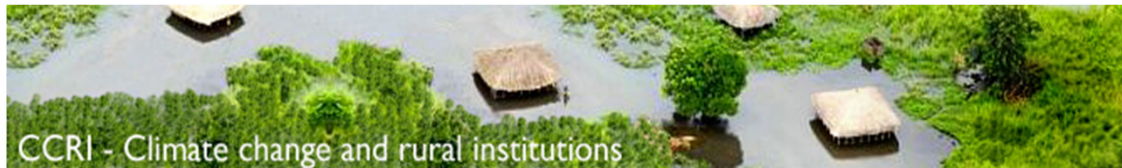
- Shorter rainy season
- More frequent dry spells
- Heavier downpours
- Temperature increases (+0.6 deg. 1997-2007)



- Maize does not reach maturity
- Crop loss
- Cattle diseases (?)



- Declining food security
- Maize production near tipping point?



Changing seasons

Many small-scale projects

- Early maturing varieties (maize)
- Drought resistant crops (sorghum, millet, cassava)
- Conservation agriculture (no till, preserve fertility/water)
- Goats
- Fish ponds
- Water harvesting
- Micro-irrigation schemes
- “Food banks”

**Almost all NGO/
donor funded**



Changing seasons

“The Ministry is not listening“

- DAOs write adaptation measures into workplans – but not funded
- Conservation Agric. is formal policy – but no support
- Basic extension activities – 5-20% of theoretical budget
- Motorbikes with empty tanks

Structural constraints

- SAP cutbacks in local civil service in the 90s/00s
- Central Gvt control of extension packages (seeds, fertilizer, food relief, patronage)
- Waiting for decentralisation - Local Gvt no real mandate/funds



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Cross-cutting issues

- Disconnect between central and district level
- Focus on disasters rather than gradual change
- Political constraints more than capacity issues

But:

- There *are* things going on.
- Adaptation is on the agenda (not just donors)
- Meso-level institutions trying to find own ways



Cross-cutting issues

“When the tank is empty you hitch a ride”

- District agencies pooling resources (informal coordination, piggy-backing)
- Horizontal replication with limited means (farmer visits)
- Local Government harnessing NGO funds (new strategic alliance?)
- “Hybrid” Disaster Management Committees (NGOs, Chiefs, MPs)

Climate change as platform for grievances

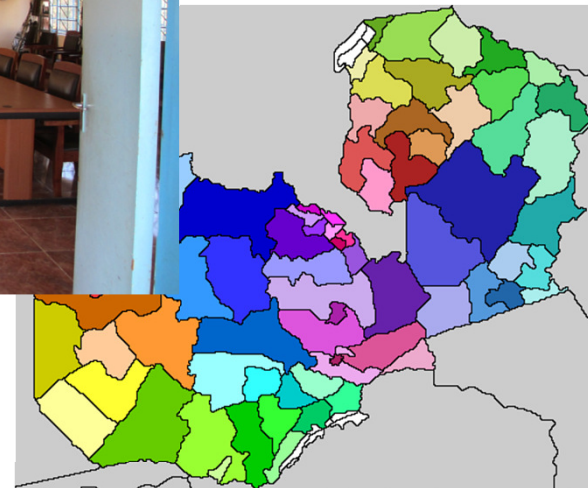
Councillors & Communities use floods to challenge land rights/authority



Cross-cutting issues

Technical support is needed but so is:

- Decentralisation of mandates/funds (key to meso-level support)
- Dialogue with political elite / MoF to find common ground
- Build on initiative/flexible approaches that exist at local levels



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