

June 30, 2011

Comments from Germany on Zambia's Strategic Programme for Climate Resilience

Dear Patricia and Andrea,

Pls find attached Germany's comments for the ZAMBIA SPCR.

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Summary

We would like to congratulate the Government of Zambia and involved MDBs for preparing this comprehensive and well written SPCR, which is presented as an integral part of Zambia's climate change strategy. The focus of the SPCR is "Climate Change and Disaster Risk Management" covering the sector clusters (a) agriculture, water, livestock, fisheries, natural resources, and health; (b) infrastructure; and (c) information and communications technology. This selection of sector clusters is well justified considering Zambia's dependency on agriculture, its large rural population and the main climate risks Zambia is facing, namely droughts and floods, which require adequate risk management. We especially appreciate that community-based adaptation is an integral part of the SPCR and the high level of private sector involvement.

Two of the three SPCR investment projects are focused on two priority sub-basins of the Zambezi, Barotse and Kafue. The selection of these two priority areas for SPCR investment is highly justified in our opinion. The selected areas cover almost a third of Zambia's population and are amongst the most exposed to recurrent extreme weather events according to Zambia's Vulnerability Assessment Committee (ZVAC).

Overall, there are no major objections from our point of view. However, some concerns remain and we would like to make some recommendations (see **bold** highlights below), which we would like to see being taken into account and observed thoroughly in the upcoming SPCR project preparatory work and implementation of activities.

General Comments

The comprehensive and inclusive results and indicator framework, integrating both vulnerable groups of society and the private sector, is commendable and we very much appreciate that it is explicitly linked to the individual investment projects. The means of verification for the individual indicators presented in annex 1 improve transparency and measurability of indicators. **However, we recommend being even**

more explicit about the baselines underlying the individual indicators, in order to make it easier for the reader to comprehend the relative magnitude of the impacts being aimed for. (For instance, one indicator reads “proportion of poor in pilot districts reduced by 35% by 2015” – this would be more meaningful if also the *current* percentage of poor in the pilot districts were given.)

It is planned to establish a National Climate Change and Development Council (NCCDC) under which the PPCR and all other climate-related activities will be managed and coordinated. We strongly support this initiative as a response to the weak institutional coordination identified during the consultative process of the SPCR. However, as also outlined in the SPCR, the NCCDC “*will require considerable institutional strengthening from the SPCR and other complementary donor-funded projects*”. In our opinion institutional strengthening of the NCCDC comes short in the SPCR. **Therefore, we recommend working out the section on institutional strengthening and capacity building in greater detail to reflect the considerable coordination and monitoring effort required, as quite a high number of districts will receive funding under the SPCR. We also encourage the creation of a lean structure for the NCCDC, in order to facilitate effective and transparent decision-making.** Furthermore, the SPCR provides no information on how members of the Government, civil society, academia and the private sector will be selected for the NCCDC Board. **More clarity should be provided on the selection process and on how civil society and the private sector in particular will be represented in the NCCDC.**

Concerning the institutions involved in the SPCR process, **we suggest that the Department of Water Affairs (DWA) under the Ministry of Energy, Water and Development (MEWD) should play a more prominent role in the further SPCR design process, and we would like to see key activities in two sub-basins being coordinated with the DWA.** The Department is responsible for water resources management in the two priority catchment areas and – as outlined in the SPCR – “*has historically been one of the Ministerial Departments with the highest degree of climate mainstreaming*”. The DWA is currently developing an Integrated Water Resources Management Information System (IWRMIS) which integrates hydrological data (surface & groundwater) as well as rainfall data. The database will be crucial for analysing climate change in Zambia **and we strongly recommend integrating the DWA and its IWRMIS in sub-component 3.2 Strengthened Climate Information.**

Comments on Individual Projects / Measures

Unlike other SPCR proposals, which subdivide components into investment projects and technical assistance measures, Zambia’s SPCR has three strategic components (1. Participatory Adaptation, 2. Climate-resilient Infrastructure, 3. Strategic Programme Support), the main thrusts of which are being implemented through three investment projects (I. Strengthening Climate Resilience in Zambia and the Barotse Sub-Basin, II. Strengthening Climate Resilience in the Kafue River Basin, III. Private Sector Support to Climate Resilience). Each of the strategic components contains both investment and technical assistance elements. These elements appear, to varying degrees, in the three investment projects.

Strategic component 1: Participatory Adaptation

This strategic component will support adaptation in the priority areas of the Kafue and Barotse sub-basins at the community level. A main outcome will be “*Climate-resilient Integrated Development Plans*

and Local Area Plans”, for which the component provides both incremental financing as an incentive for local plans to be mainstreamed, and support to preparation and implementation. Integrating climate resilience into development planning is one of the main objectives of the PPCR and hence, we welcome this initiative, especially as it focuses on community-based adaptation and involves most vulnerable societal groups. Also, involving expertise in reviewing the plans at the meso-level (e.g. the specialized Provincial Committees) and the national level (e.g. Climate-resilient Agriculture Multi-Stakeholder Platform and the NCCDC) in the reviewing and monitoring of the development plans is commendable. **However, we suggest putting more emphasis on water resources management. With drought being one of the major threats for Zambia, water resources management should be a third priority area under this component, including (a) the establishment of new water resources management infrastructure and the rehabilitation of existing infrastructure, with the focus on small-scale infrastructure such as dams; and (b) scaling up the concept of water users associations at the community level, the first of which are currently being formed in the Kafue Sub-Basin.** Further, it is not entirely clear how the communities themselves will be involved in the preparation of the development plans. The SPCR only refers to District Councils and Area Development Committees preparing these documents. **We therefore recommend including details on how targeted farmers and households will be involved in vulnerability assessments and in the definition of priorities for measures to increase climate resilience. Furthermore, in the final set of criteria for the review of climate-resilient development plans, we suggest making climate change awareness promotion an obligatory requirement** as (a) low awareness was an identified weakness in Zambia’s climate change framework and (b) successful, widespread implementation of measures to increase climate resilience requires a high level of involvement at the local level and thus depends on climate risk awareness.

Strategic component 2: Climate-resilient Infrastructure

This strategic component aims at strengthening climate-resilient infrastructure policies and piloting their effective implementation. The approach taken in this component is practically implemented through the two investment projects in the Barotse sub-basin and in the Kafue river basin. Infrastructure investment in the **Kafue river basin** appears limited to climate proofing *“highly visible roads”*, including an access road leading to and from Kafue National Park, and roads within the park. Though the park is of substantial economic importance for Zambia and climate proofing of the road seems reasonable in order to ensure all-year-round tourism, also during the rainy season, there appears to be only a weak explanation as to how the vulnerable local population could possibly benefit from this substantial investment. Also, the argument that *“upgrading [highly visible roads] to all-weather resilient status is expected to result in a tourism boom, providing an ideal platform through which decision makers, the media, and the general public could learn more about the economic advantages of climate resilience”* would seem somewhat far-fetched. **Therefore, we strongly recommend to either sharpen the rationale for this investment in “highly visible roads”, or to consider alternative infrastructure investments with more direct benefit for local communities.** We welcome the investment projects in the **Barotse sub-basin** as these clearly benefit the local population (roads facilitating access to health clinics and schools during the flood season, canals ensuring low-cost transport, irrigation and flood drainage). Also, we welcome the required social and environmental assessments, and that communities will be strongly involved in canal management.

Strategic Component 3: Strategic Programme Support

The third strategic component aims at strengthening institutional structures, strategic planning, coordination and awareness for climate change resilience. This involves the to-be-established National Climate Change Development Council (NCCDC) being supported under investment project 1 (see A.1 Institutional Support to Zambia's Climate Change Programme). Even though the NCCDC (or an equivalent autonomous institution) is expected to play a prominent role in PPCR coordination and climate change adaptation in Zambia from 2012 onwards, the SPCR's sub-component 3.1 remains somewhat vague as to how support for building its organizational structure, for institutional strengthening and capacity building will be delivered. The SPCR states that "activities under this sub-component are kept purposely open and general", however, **we nonetheless recommend to be more explicit about how capacity building measures at the national/governmental level will be targeted at the NCCDC (or an equivalent autonomous institution) and at key government institutions that are going to play a role in the NCCDC during SPCR implementation.**

We fully agree with the approach suggested in sub-component 3.3 for engaging with and providing support to the private sector. However, to ensure a successful implementation of the suggested measures (information dissemination through mobile telecommunications technology, agriculture weather-index based insurance, and microfinance promotion), **we recommend that even more resources be allocated to sensitisation and awareness raising than presently foreseen.** "*Low awareness and the need for better access to information*" were identified as weaknesses in Zambia's climate change framework. Therefore, achievement of the ambitious outcome indicators (investments, use of sms information services, uptake of insurance products by private sector) could be threatened without adequate communication. We also would like to draw attention on inconsistencies in the SPCR document regarding the outcome indicator on microfinance promotion: in the summary of the SPCR the target is 1 scheme per 10,000 villagers, while in the detailed description of the component it is 1 scheme per 1,000 villages. **This should be clarified to ensure that indicators are consistent.**

Comments on Cross-Cutting Issues

Participation

The participatory approach during SPCR development is well documented (see for example Annex 3). In the SPCR process three multi-stakeholder platforms (climate information, climate-resilient infrastructure, climate-resilient agriculture) were established, and a fourth platform focusing on management and financing is under development. These platforms involve the government, civil society, academia and the private sector, and will be further involved and consulted during the next steps of PPCR design and implementation, which we very much appreciate. **We strongly encourage maintaining the level of participation during further joint missions and subsequent steps of the project design process. As outlined above (see strategic component 1), we strongly recommend increasing participation of local communities and key stakeholders in the drafting and implementation of climate-resilient development plans.** Little information is provided on who leads the multi-stakeholder platform discussions, or who is eligible to participate. **As the multi-stakeholder platforms are an important building element of the SPCR architecture, and particularly also of the review and monitoring of the climate-resilient development plans, we recommend ensuring**

a transparent selection process, and would like to see more information on this process being provided.

Gender

The SPCR does address concerns of gender in adaptation to a certain extent, as reflected in some of the outcome indicators that target women as one of the socially vulnerable groups, which we welcome very much. This will hopefully also be reflected in concrete activities during SPCR implementation, particularly within the areas of community-based adaptation. However, given that Zambia ranks 124 out of 138 countries on the current HDI gender inequality index, we would like to see gender issues being addressed much more prominently in the SPCR. **We therefore strongly recommend (a) including outcome indicators that reflect women's empowerment and their participation in climate change related decision making (instead of merely regarding them as beneficiaries), especially in the process of establishing climate-resilient development plans; (b) including explicit gender criteria among the set of criteria used for the review of the climate-resilient development plans by the provincial committee and the national platform; and (c) including gender analyses in the vulnerability assessments conducted as part of strategic component 1 during subsequent steps of the design and implementation process.**

Learning

In the SPCR, a number of activities have been outlined that do have the potential to support learning and capacity building. At the community level, for example, learning will be assured through experienced NGOs, which support communities in preparing and implementing climate-resilient development plans. At the national level, learning and capacity building will be ensured e.g. by targeted training for representatives of the multi-stakeholder platforms, and by technical assistance and training for involved ministries. We also recognize the high relevance of the multi-stakeholder platforms for (national) learning. However, on the whole the SPCR provides rather little insight into how knowledge management and sharing is meant to be addressed during actual implementation. **We therefore recommend that more effort be devoted during the upcoming stages of project preparatory work to designing comprehensive knowledge management and sharing approaches.** For instance, studies on the impact of measures to strengthen climate resilience at the community-level would be very valuable. They would provide lessons to be taken up at the national level, which could be shared via multi-stakeholder platforms, and would also be instructive for other PPCR pilot countries.

Synergies with German Climate Change Related Engagement in the Country / Region

A number of climate change related programmes are outlined in the SPCR (see tables 9 and 10). However, German climate change related engagement in Zambia does not seem adequately reflected. German development cooperation is supporting the water sector reform. More concretely, Germany supports the water resources action programme of the Ministry of Energy, Water and Development (MEWD), and facilitates the development of a new and comprehensive legal and institutional framework for integrated water resources management (IWRM). As part of this engagement, the Department of Water Affairs (DWA) under the MEWD is being supported with improving groundwater management. Groundwater is a very important resource from a climate change perspective due to its properties as an underground storage. The DWA's activities supported by Germany, in particular the hydrometric monitoring of rainfall, surface and groundwater, and the establishment of water balances for project

areas, make an important contribution to climate change monitoring and adaptation. Furthermore, numerous activities receiving German support take place in the Upper-Kafue sub-basin, where linkages exist, for example, to activities implemented as part of the SPCR's strategic component 1 (Participatory Adaptation). Climate change adaptation is increasingly being considered in the German support, and an extension of the current activities has recently been proposed. This extension would focus on the integration of climate change issues in the management of water resources, mainly through improved water resources management plans. In addition, German support is also being provided at the regional level to the SADC water division. The Southern African Science Service Centre on Climate Change and Adapted Land-use (SASSCAL) will conduct research in the fields of regional climate change modelling, early warning systems, climate change effects on land-use and water availability as well as adaptation measures.

In summary, technical assistance and capacity development provided through German development cooperation to Zambia itself and in the region are complementing the activities under the PPCR, in particular the implementation of water-related infrastructure projects. **These above points should therefore be reflected in the SPCR, and potential interfaces and synergies with the German support should be discussed.**