



## RESEARCH ARTICLE

## IMPACT OF DEVOLUTION ON BUILDING COMMUNITY RESILIENCE AGAINST CLIMATE CHANGE IN ZIMBABWE: THE CASE OF SANYATI DISTRICT

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## ABSTRACT

Since 2013, Zimbabwe has embraced the devolution of governance. Like all public frameworks, devolution has had its share of pros and cons. A case study was carried out to determine these effects, particularly how devolution impacts climate change resilience efforts in Sanyati District. The study, guided by the devolution concept of governance and a total disaster risk management approach, spanned from February to August 2024. It employed the Interpretivist Philosophy and Qualitative Research Approach, gathering both primary and secondary data through systematic literature review and expert interviews to corroborate the findings. Analysis was done using content and thematic methods, with results primarily presented in text. The study found that devolution largely bolstered climate change adaptation in the district. However, it also identified significant challenges: centralized control of climate change resources, capacity deficiencies at lower government levels, inadequate central government adherence to the constitution, policy misalignment, ineffective communication and coordination, and political meddling. The findings suggest that a centralized state lacks the agility and innovation needed for effective climate change response, and that a uniform approach is too simplistic. The study advises that entities like the Civil Protection and Climate Change Directorate should take the lead in climate change adaptation efforts.

## KEYWORDS

Devolution; Climate Change; Resilience building; Adaptation, Zimbabwe

## 1. INTRODUCTION

Climate change is the most global challenge of our time (Fischer, 2019). Zimbabwe has felt the impact of climate change across all socio-economic sectors. In the last three decades, the country has seen more variable rainfall patterns, higher daytime temperatures, more frequent and intense rainfall alternating with longer dry periods, and shifts in the timing of the rainy season. These climatic shifts have had a profound impact on Zimbabwe's agriculture, food security, hydroelectric power generation, and other economic sectors. Initiatives like the Paris Agreement and the Sustainable Development Goals (SDGs) have brought nations together to prevent dangerous climate change and promote sustainable development (UNDP, 2015; Bennett, 2017). The Paris Agreement aims to mitigate and adapt to climate change, while the SDGs strive to eliminate poverty, improve prosperity and well-being, and protect the environment (Frischen et al., 2020). The link between climate change, devolution, and sustainable development is clear, with SDG 13 focusing on climate change and its impacts, and Article 7 of the Paris Agreement highlighting the need to enhance adaptive capacity and climate change resilience for sustainable development (UNEP, 2021). Recognizing the vital connection between climate resilience and devolution, a study was undertaken to assess the effects of devolution on resilience and adaptation strategies in Zimbabwe's Sanyati District.

## 2. BACKGROUND AND RATIONALE OF THE STUDY

Since 2013, Zimbabwe has embraced the devolution and decentralisation policy in its governance, as enshrined in the constitution. The implementation of this policy has had mixed effects. A study was conducted to determine the impact of the devolution on building climate

change resilience and adaptation in Sanyati District. The study was guided by the principles of devolution in governance and a comprehensive disaster risk management approach. Historically, Zimbabwe's provinces and districts have faced marginalization (Chigumira et al., 2019; Moyo, 2014; Nyikadzino, 2022). The centralization of climate change mitigation efforts and resources in Harare's Climate Change Department has been a feature of this. The 2013 constitution introduced a devolved governance system raising expectations among Zimbabweans for improvements in their social, cultural, economic, and political lives (Zinyama and Chimanihire, 2019; Chakunda, 2018). This constitutional devolution mandates citizen participation in the planning, decision-making, and execution of public policies (Zinyama and Chimanihire 2019; Nyati and Ncube, 2017). In this regard, devolution, when aligned with the constitution, has the potential to significantly bolster climate change resilience in Zimbabwe. Nonetheless, there is a risk that devolution could perpetuate certain malpractices, such as corruption and nepotism, seen in the central government, which may hinder the resilience-building efforts (Chakunda, 2018). The anticipated benefits of devolution are the equitable distribution of resources, enhancement of human capital, boosted production of goods and services, increased employment opportunities, public engagement, and the advancement of underserved regions, all of which can invigorate resilience in the face of climate change.

Zimbabwe has advanced in fortifying its resilience to climate change, with the establishment of various policies, institutions, and organizations aimed at integrating climate change adaptation measures (Tsiko, 2011). The Zimbabwe Climate Change Department, utilizing the 2016 Zimbabwe Climate Policy, was created to enhance climate resilience and adaptation. Hazards such as floods, droughts, and cyclones, exacerbated by climate change, are increasingly becoming a global concern, with the most severe impacts felt by rural communities, especially in the agricultural sector

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(Frischen et al., 2020; Tadesse and Wudu, 2016). The effects of climate-induced droughts are obstructing Zimbabwe's progress towards achieving Sustainable Development Goals, including the eradication of poverty (SDG 1), hunger (SDG 2), and promoting good health and well-being (SDG 3) (Frischen et al., 2020). Several policies have been formulated to bolster climate governance and response, including the Climate Proofing Agricultural Policy. Commitments to climate change mitigation have been on the rise (Manyena et al., 2013; Mavhura, 2020). Nonetheless, there is a growing awareness of the need to improve the effectiveness of building climate resilience (Manyena, 2016; Mucherera and Mavhura, 2020). A significant challenge for Zimbabwe is to translate the momentum from devolution and climate adaptation into sustainable resilience building and investments that markedly diminish long-term vulnerabilities (Chakunda, 2018; Mavhura, 2020). Consequently, the centralization of climate change functions at the national level and the challenging implementation of the devolution framework are impeding local-level participation in climate resilience programs (Chakunda, 2018; Mavhura, 2020).

The study submits that shortcomings in development including in implementing climate change mitigation strategies has been attributed in part to centralized governance and inadequate citizen participation (Muchadenyika, 2017). The analysis added that devolution of state functions is consequently seen as an act of good governance which affords local citizens the opportunity to self-organize and participate in plans that affect them. This resultantly improves resilience in climate change prone communities that have complex intersection of vulnerability with drivers such as poverty, illiteracy, gender inequality and marginalization. In making a case for devolving climate change resilience building, argues that there is strong literature showing that centralised state is not sufficiently agile or creative to respond effectively to climate change and a one-size-fits-all approach is reductive and generic (Chakunda, 2018). That is why strengthening the devolution of power, authority, resources, responsibilities and accountabilities to lower tiers of government has the potential to usher significant changes (Chigwata, 2018; Chakunda, 2018). Fundamentally, as envisaged in Zimbabwe's Agenda 2030, United Nations' Agenda 2030 for Sustainable Development Goals, African Union's Agenda 2063, development will only be sustainable if inclusive and embedded inherently in the principle of leaving no one and no place behind within development policy framework. In this respect, devolution allows local leaders and policymakers, such as councillors and traditional leaders to consider climate change policy development and challenges through the lens of a particular place. This goes a long way in ensuring that for every community there is a context-specific approach to addressing climate change resilience building issues. Therefore, this study aims to integrate devolution into climate change resilience building in Zimbabwe as a Climate change mitigation and adaptation framework.

African nations like South Africa, Uganda, and Kenya are increasingly adopting devolution to enhance governance and spur development. South Africa has a constitutional three-tier government system consisting of national, provincial, and local levels (Sekgala, 2017); Uganda operates a unitary government with a two-tier system according to their constitution (Mitchinson, 2003), while Kenya employs a two-tier system of national and county governments (Nyandiko, 2020). Devolution can tackle issues such as bureaucratic inefficiency, lack of accountability, transparency

deficits, resource distribution inequalities, minimal citizen participation, escalating poverty, and marginalization (Nyathi and Ncube, 2017). Devolution's role in fostering climate resilience is particularly vital as it can enhance governance and thereby facilitate the active involvement of vulnerable communities in planning (Nyandiko, 2020; Nyandiko, 2022; Mavhura, and Komal 2022). This study aims to explore how the devolution framework can bolster climate change resilience in Sanyati District, which is pertinent given the frequency of hazards and disasters affecting local communities.

Literature reviews indicate that climate change policy frameworks by local authorities in Zimbabwe are in different development stages (Chakunda, 2018; Mavhura and Komal, 2022; Manyena, 2016). Consequently, climate change adaptation is becoming institutionalized and is being incorporated into Rural Districts Development Plans (RDDPs) (Mavhura and Komal 2022; Manyena et al., 2013; Mavhura, 2016). It is noteworthy that while devolution has been thoroughly explored through various community-based programs, these are often initiated or supported by Non-Governmental Organisations (NGOs) (Jones, et al, 2015). In contrast, this study focuses primarily on devolution in the context of building community resilience to climate change.

In Africa, the implementation of climate change adaptation mechanisms faces several challenges, including inadequate funding, weak coordination, unqualified personnel, insufficient engagement of vulnerable individuals, lack of political will, and low commitment from national policymakers (Nyandiko, 2020). In Zimbabwe, existing policies such as the Civil Protection Act (Chapter 10:06), Natural Resources Act (1941), Rural District Councils Act (Chapter 29:13), Forest Act (1949), Hazardous Substances and Articles Act (1977), Atmospheric Pollution Prevention Act (1971), Water Act (1976), Urban Councils Act (Chapter 29:15), Mines and Minerals Act (Chapter 21:05), Traditional Leaders Act (Chapter 29:17), Communal Land Act (Chapter 20:04), and Environmental Management Act (Chapter 20:27) are ineffective in addressing climate change resilience. These policies are outdated and not in alignment with the Paris Agreement, the Tokyo Protocol, and the United Nations Framework Convention on Climate Change (UNFCCC), resulting in an asymmetrical, unstable, and unclear approach to climate resilience. Consequently, there is a need for policy realignment to effectively build climate change resilience. Although the Climate Change Policy of 2016 serves as the primary framework for climate resilience in Zimbabwe, the absence of a clear Climate Change Act leads to disjointed and inconsistent operations within responsible institutions. The study advocates for a stronger commitment to integrating Climate Change Mitigation and Adaptation into district planning processes and enhancing institutional support for community-informed risk planning. Developing and implementing systems to engage the most vulnerable populations is crucial to ensure their participation in development planning, especially in the context of devolution.

Considering the need to bolster devolution and build resilience against climate change, Zimbabwe has endured numerous hazards and disasters that have left indelible marks due to climate change (Mavhura, 2020; Manyena, 2016). The following table presents snippets of climate change-related hazards and disasters that have impacted the country.

**Table 1: Hazards events in Zimbabwe due to Climate Change**

Name of hazard	Year	country	Area affected	Degree of intensity	Scholar
Drought	1982-1984, 1986-1987, 1991-1992, 1994-1995, 2002-2004, 2015-2016 and 2018-2019	Zimbabwe	The entire country in 1991-1992 and selected places in other years	Mild in other years and very high in 1991-1992	Frischen, et al 2020
Cyclone (Eline)	2000	Zimbabwe	Eastern Highlands and Southern part of country	High	Tsiko 2011
Cyclone (Japhet)	2003	Zimbabwe	Eastern Highlands and Southern Region	Low	Tsiko 2011
Floods	2007	Zimbabwe	Muzarabani community	High	Tsiko 2011
Cyclone (Dineo)	2016	Zimbabwe	Southern Region	High	Mavhura 2020
Cyclone (Idai)	2019	Zimbabwe	Eastern Highlands	Very high	Mavhura, 2020

Source, Author 2024

Like other regions in Zimbabwe, the Sanyati district is susceptible to the effects of climate change, leading to various hazards that present different levels of risk to the residents' lives and means of subsistence, as noted by

(Mavhura and Komal, 2022). Table 1 illustrates the district's vulnerability to both natural and anthropogenic hazards, including droughts, cyclones, floods, heat waves, and veld fires, all of which pose threats to human life, property, and livelihoods (Mavhura, 2020). Mining accidents, particularly

prevalent during the wet summer months, cause considerable disruption and fatalities among miners. Additionally, the district suffers from road traffic accidents, pest outbreaks, epidemic diseases, and environmental degradation. More recently, the coronavirus pandemic has introduced an increased risk. Climatologically speaking, climate change is a factor in the rising frequency and intensity of such hazards (Mavhura, 2020).

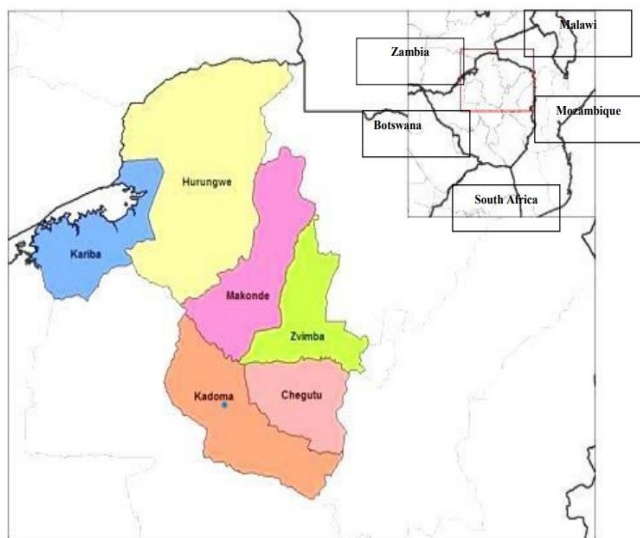
Regarding these hazards, devolution inherently offers increased freedoms and flexibilities at the local level, allowing local authorities to work more efficiently in enhancing public services for their communities, thereby fostering effective and sustainable resilience to climate change (Nyandiko, 2020; Nyikadzino, 2022). Similarly, this study focuses on the ways in which the structures and processes of Zimbabwe's political-administrative system of devolution facilitate climate change adaptation, considering its unitary constitution.

The 2004 World Disasters Report focuses on 'Building Community Resilience' as its main theme. Recent disaster experiences have shown that empowering communities to combat climate change is a far more effective policy than temporary relief measures for short-term vulnerabilities. The social capital theory, defined as 'the value of social networks that bond similar individuals and bridge between diverse individuals, with norms of reciprocity' (Nkombi and Wentick, 2022), is deemed suitable for underpinning climate change adaptation. This is because both prioritize engaging local people in identifying and addressing community issues, in line with the principles of devolution. Social capital theory facilitates desirable outcomes through collective action by individuals and/or groups.

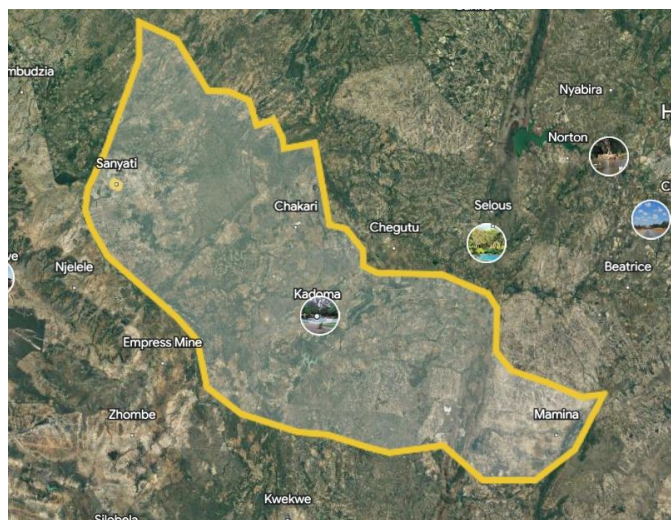
Devolution, in the context of building resilience against climate change, has emerged as a pivotal strategy in combating its impacts globally (United Nations Development Program (UNDP, 2015). United Nations International Strategy for Disaster Risk Reduction (UNISDR, 2009). It is posited that devolution enhances climate change governance by bolstering local capacity and incorporating local insights and expertise through the participation of local actors (Nyandiko, 2020). In a similar vein, the initiatives of local governments and non-governmental entities are thought to enable the development of risk management solutions tailored to the unique needs, desires, and abilities of local communities (Chigwata 2019). Addressing climate change and mitigating its risks necessitates local capacity, both within and external to local government structures (UNDP, 2015). Moreover, devolved systems are said to "prepare for and respond to climate change more effectively compared to more centralized systems" (Makajic-Nikolic, 2019).

### 3. STUDY AREA DESCRIPTION

This section describes the study area in view of locality, history, topography, climate and geology



**Figure 1:** Map showing Zimbabwe and Mashonaland West Province: study in general



**Figure 2:** Map showing Sanyati District, Kadoma, study area in particular

The study was conducted in the Sanyati district, which is governed by two local authorities: Kadoma City Council and Sanyati Rural District Council. This district is situated in the Mashonaland West Province, one of Zimbabwe's ten administrative provinces. As of 2022, the estimated population of Kadoma city was 117,381, while Sanyati rural was home to 139,235 people. Consequently, the combined population of the district in 2022 was estimated to be 256,616, contributing to the national population of 15,178,979. The district is located approximately 166 kilometres (103 miles) southwest of Harare, the national capital and Zimbabwe's largest city, by road. The geographic coordinates for the district are 18.6581°S latitude and 29.7846°E longitude.

### 4. THE THEORETICAL AND CONCEPTUAL FRAMEWORK

The study incorporates both theoretical and conceptual frameworks to build resilience to climate change through devolution. suggests that a conceptual framework outlines the researcher's perspective by clarifying assumptions and preconceptions about the study area (Lacey, 2010). The researcher views a conceptual framework as encompassing the epistemological, methodological, and ontological assumptions of the research (Jarabeen, 2009). That study note that each concept within a framework plays an ontological and epistemological role (Phillips, 2014). Concurrently, a theoretical framework establishes the philosophical foundation of the study, connecting conceptual matters with the practical aspects of research and offering a lens through which to analyze the subject matter (Neuman, 2014). The application of these frameworks in this study serves multiple purposes, including legitimizing and broadening the applicability of scientific findings, aiding in the synthesis of existing knowledge, and fostering new research paradigms by providing direction and momentum. Generally, qualitative research aims to delineate and elucidate patterns and relationships, achievable only within a context defined by theoretical and conceptual categories. The primary concepts examined in this study are devolution, sustainable development, and climate change, with devolution also analyzed through the perspectives of devolution theory, resilience theory and the total disaster risk management approach.

#### 4.1 Devolution Concept

The concept of devolution is a theoretical framework for local governance and rural development, essential for building community resilience. Initially introduced by Charles Hauss in the 1980s, its key aspects involve transferring authority from the central government to subnational entities such as state, regional, or local authorities. Devolution typically happens through conventional statutes rather than constitutional amendments. Thus, devolution represents a form of decentralization that shifts political and decision-making powers from the central government to sub-national levels of governance.

Additionally, the central government may delegate decision-making powers to civil society. The analysis notes that, devolution occurs when the government transfers decision-making authority to semi-autonomous institutions with corporate status (Chakunda, 2018). The study describes it as the delegation of powers from the central government to democratically elected local bodies (UNEP, 2021). Current scholarship views devolution as the most comprehensive and definitive form of

decentralization, with acknowledging it as the most widely accepted form of true decentralization (Nyandiko, 2020). The analysis emphasizes that devolved systems grant local governments clear, legally established jurisdictions and boundaries, within which their authority and functions are executed (Chigwata, 2019). The study defines devolution as the transfer of rights and assets from the central government to local government units and communities, all within the confines of national legislation that sets the parameters for devolved activities (Zirima and Chimani, 2019).

#### 4.2 Total Disaster Risk Management Approach/Framework (TDRMF)

Regarding the Climate Change phenomenon, the Total Disaster Risk Management Approach/Framework (TDRMF) signifies a shift in perspective, from treating disasters solely as outcomes of extreme hazard events to recognizing them as indicators of unresolved developmental challenges. The TDRMF advocates for sustainability by integrating the assessment of climate change and management of risks and the application of risk reduction measures into the development process. The framework aims to provide guidance to all governments, encouraging them to prioritize Disaster Risk Reduction (DRR) and endorse community-based DRR strategies. This implies the necessity for a culture of DRR implementation, setting priorities within each nation as outlined in the Sendai Framework for DRR. The TDRMF introduces distinct principles that direct its application, including an inclusive approach that encompasses all Disaster Risk Management (DRM) stakeholders and its adaptability throughout all stages of DRR, as promoted by the 2007 Asian Disaster Reduction Centre Conference in Kobe, Japan.

#### 4.3 Resilience Theory

In the context of Climate Change Adaptation, resilience theory emphasizes the importance of enhancing the adaptive capacities of communities to cope with and recover from climate change related disasters. This involves not only reducing vulnerabilities and exposure to hazards but also building the community's ability to adapt and transform in the face of changing risk landscapes. Resilience theory underlines the necessity of long-term planning and the continuous strengthening of community capacities (Ton et al., 2021).

The theoretical foundations of climate adaptation encompass a range of perspectives that collectively emphasize the importance of local engagement, empowerment, social cohesion, systemic thinking, resilience building, and sustainable livelihoods. These theories provide a robust framework for understanding and implementing effective Climate change resilience building strategies that are tailored to the unique needs and conditions of communities. By grounding climate adaptation initiatives in these theoretical foundations, practitioners can enhance the effectiveness, sustainability, and resilience of disaster risk reduction efforts and climate change resilience building nuances.

### 5. OBJECTIVES OF THE STUDY

The primary aim of the research was to examine the potential of devolution in enhancing climate resilience building in Zimbabwe. Specifically, the study aimed to:

- Investigate the effects of devolution on resilience building against climate change in Sanyati District, Zimbabwe.
- Identify the challenges and prospects for the successful implementation of devolution in strengthening climate change resilience in Sanyati District.
- Propose strategies to enhance climate change adaptation in Sanyati District through devolution.

#### 5.1 Main Research Questions

The primary research question is: How can devolution contribute to building climate change resilience in Zimbabwe? To address this, the following sub-questions are pertinent:

- How has the implementation of devolution affected climate change resilience in Sanyati District, Zimbabwe?
- What constraints and opportunities exist for the effective implementation of devolution to build climate change resilience in Sanyati District?
- In what ways do local government and relevant stakeholders contribute to climate change adaptation through devolution in Sanyati District, Zimbabwe?

### 6. RESEARCH DESIGN AND METHODOLOGY

The study, embracing Interpretivist Philosophy alongside the Qualitative Research Approach, spanned six months from February to August 2024. It involved collecting primary and secondary data through systematic literature reviews and key informant interviews, with 30 participants interviewed. Data analysis was conducted using content and thematic analysis methods, with findings predominantly presented in textual form. Purposeful key informant interviews were carried out with selected stakeholders to gather perspectives on the implementation of devolution for climate change resilience in Zimbabwe. Interviewees included representatives from the Ministry of Local Government and Public Works, particularly the local District Development Coordinator (formerly District Administrator), the Directorate of Civil Protection and Climate Change at the head office, area Members of Parliament, selected traditional leaders, Local Authorities (including the Town Clerk and Mayor of Kadoma City Council, the CEO and Council Chairman of Sanyati Rural District Council), staff from local clinics and schools, and NGOs engaged in devolution and climate resilience efforts. Structured questions were used to collect information from chosen interviewees. Comprehensive document reviews and analyses were conducted to pinpoint significant capacity gaps within the local community, as well as institutional and legislative reforms or deficiencies that could either bolster or hinder the effective execution of devolution in terms of building resilience.

### 7. RESULTS AND DISCUSSION

The study found that devolution significantly improved climate change adaptation within the District. It also highlighted a key shortcoming of the National Climate Policy: the absence of clear guidelines for local authorities to incorporate climate change resilience into the devolution policy, Urban Councils Act and Rural District Councils Act. The allocation of climate change adaptation duties across various levels of government remains a challenge, with these functions centralized in Harare, the capital of Zimbabwe. Additionally, the study pointed out the centralization of decision-making and the lack of adequate funding for climate change issues. It observed a widespread lack of knowledge and capacity to build climate resilience in local communities. Other issues identified include the centralization of climate change resources, insufficient capacity at lower levels of government, limited compliance with the constitution by the central government, misalignment between the devolution policy and other national policies, poor communication and coordination, and excessive political interference.

### 8. CONCLUSION AND RECOMMENDATIONS

The case for decentralizing climate change resilience efforts is bolstered by evidence suggesting that a centralized state lacks the agility and creativity needed for effective response. A uniform approach is too simplistic and broad. The research recommends that entities like the Civil Protection and Climate Change Directorate should spearhead coordination of climate change adaptation and push for policy alignment that matches the national devolution policy, Urban Councils Act and Rural District Councils Act. Moreover, it's advised to create and reinforce sustainable, local multi-stakeholder platforms, including civil society organizations, to address the capacity gaps in climate change resilience at the district level and give direction and impetus to local authorities.

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