

# Info Note

## Barriers to successful climate change policy implementation in Tanzania

*Findings from a desk review and exploratory studies in Lushoto, Kilolo and Bagamoyo Districts, Tanzania*

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### Key messages

- The development of climate change policies, strategies and plans is a reflection of Tanzania's commitment to support resilience building actions on climate especially in the agriculture sector. However, there are still barriers that impede the implementation processes of climate change actions.
- With considerably low adaptation responses to climate change issues among stakeholders, owing to limited climate change knowledge across levels, effective implementation of climate change policies will require enhancing country-level institutional capacities to strengthen the process to tackle climate change issues.
- The lack of an effective national finance mechanism to direct climate funds slows down implementation of climate change policies. The national climate change strategy of Tanzania lacks a comprehensive financing plan that highlights the strategy's budgeted costs and expected source for funding to implement its climate change agenda.
- Poor coordination of climate change actions from the national level to the local level remains a challenge; this disconnection between national and local governments will hinder implementation of climate change actions.

### Introduction

The agricultural sector is central to Tanzania's economy, natural resources and livelihoods. Climate change and climate variability presents adverse effects to the growth of the agriculture sector and the livelihoods of 80 percent of Tanzanians (MAFC, 2014). Owing to this, the Tanzania government has ratified several climate-resilient strategies, policies and plans geared towards climate adaptation and mitigation. This Info Note assesses how and to what extent climate change concerns have been mainstreamed in the existing and most recent national strategies, policies, plans and legal legislations of Tanzania. Furthermore, the Info Note focuses on the climate change formulation levels from national to local, and implications on policy implementation in Tanzania.

### Methodology

The findings presented in this Info Note are based on a desk review of national level documents that include seven strategies, five policies, two development plans and a legal legislation (see details in Table 1). Special attention has been paid to the inclusion gaps of climate change in policy formulation and implementation processes, and budget provisions for climate change. In addition, twenty semi-structured interviews were conducted with agricultural extension officers in Lushoto and Kilolo districts, which are CCAFS research sites. The interviews explored (i) how the officials perceived climate change, (ii) the activities being done in response to climate change impacts, (iii) the policies that support climate change, and (iv) whether the activities were related to any particular policies.

**Table 1: Climate change-related strategies, policies, plans and legal legislations reviewed**

<b>National Policy and Objective</b>	<b>Climate Change Provisions</b>	<b>Climate Change Mainstreaming Gaps</b>
<b>National Environment Policy (1997)</b> Mainstream environmental concerns into decision making processes	Advocates for an assessment of impacts of climate change and climate variations to come up with adaptation and mitigation options	Fails to incorporate clear steps for climate adaptation and mitigation action plans
<b>National Environment Policy (2016)</b> To provide a national framework for guiding harmonized and coordinated environmental management for the improvement of the welfare of present and future generations	Climate change is adequately addressed as the policy aims to enhance early warning and response systems, improve climate change capacity and strengthen the implementation of the National Climate Change Strategy and Action Plan	Although this policy was at an advanced draft stage at the time of the document review, policy statements for climate change were not sufficient. There is also need to include clear implementation steps, time frames to achieve outputs, roles of implementers and budget allocation for planned climate change actions.
<b>National Land Policy (1997)</b> Secure land tenure system for sustainable management of land resources	Land-based management responses such as protecting land resources that include forests, rivers and water catchment areas and raising community awareness and understanding on land and resource management can reflect concerns of climate adaptation and mitigation goals	Climate change concerns are not addressed among the key policy issues
<b>National Water Policy (2002)</b> Sustainable management of water resources	Acknowledges that effective water management can address climate change issues	No direct reference to the adverse impact of climate change on water resources
<b>National Forest Policy (1998)</b> Sustainable management of forests	Acknowledges that forest conservation and management are linked to climate change responses	Climate adaptation and mitigation actions are not addressed in the policy
<b>National Fisheries Policy (1998)</b> Sustainable management of fisheries resources	Determines protection of coastal and aquatic ecosystems to mitigate impacts of climate change	Policy fails to take into account the severity of climate change on the fishing sector
<b>National Legal Legislation</b>	<b>Climate Change Provisions</b>	<b>Climate Change Mainstreaming Gaps</b>
<b>Environmental Management Act (2004)</b> Legal framework for sustainable management of the environment	All climate change concerns are directed by Section 75 of the Act	A stand-alone climate change coordination and implementation structure to address all aspects of climate change issues separate from environmental issues
<b>National Strategy and Objective</b>	<b>Climate Change Provisions</b>	<b>Climate Change Mainstreaming Gaps</b>
<b>National Adaptation Programme of Action (2007)</b> Identify and prioritize climate change adaptation actions	Agriculture and food security considered to be the most vulnerable sector to climate change	Limited budget affects implementation plans Limited technical capability of local personnel to effectively analyze the threats and potential impacts of climate change, to develop viable adaptation solutions
<b>National Climate Change Strategy (2012)</b> Framework for climate change adaptation efforts	Enhance the technical, institutional and individual capacity to effectively address climate change and its impacts	The actual cost and the source of funding to implement the strategy have not been determined Lacks a monitoring and evaluation framework
<b>Zanzibar Climate Change Strategy (2014)</b> Build a climate resilient and sustainable Zanzibar by 2030	Provides a response framework for addressing vulnerability, impacts and adaptation for current climate variability and future climate change	Additional financial support is needed from international, domestic, public and private to implement and realize priorities such as enhancing low-carbon sustainable development of Zanzibar
<b>National Climate Change Communication Strategy (2012-2017)</b> Effective communication of climate change information at all levels	Provides a framework for delivering key messages on climate change issues using systematic and effective approaches	An evaluation of the information and communication shared has not been done to determine the effectiveness of meeting needs of target audience
<b>National Strategy for Reduced Emissions from Deforestation and Forest Degradation (REDD+ 2012)</b> Framework for climate change mitigation in the forest sector	Facilitate effective and coordinated implementation of REDD+ related policies, processes and activities to achieve climate change goals	Poor communication and information sharing networks in Tanzania can limit the benefits to be derived from REDD+
<b>National Guidelines for Mainstreaming Gender into Climate Change Related Policies, Plans and Strategies (2012)</b> Inclusion of gender considerations into climate change-related policies, plans and strategies	Provide climate change agents with a systematic approach to mainstream gender in climate change related policies and programs	Failed to take into consideration that the effects of climate change will not only vary between men and women, it will also vary across different groups owing to their socio-economic status, such as education levels, income and asset status, religion and age No social inclusion of youth and persons with disabilities in the mainstreaming process
<b>Guidelines for Integrating Climate Change Adaptation into National Sectorial Policies, Plans and Programmes of Tanzania (2012)</b> Incorporation of climate change adaptation strategies into national development policies and plans	Provide practical guidance on how institutions and sectors integrate climate change adaptation into sectorial policies, plans and programmes	Budget directed to implementation of the guidelines is not sufficient and more resources are expected to be mobilized from international and regional funds, however there is no indication or plans on how to mobilize funds
<b>National Plan and objective</b>	<b>Climate Change Provisions</b>	<b>Climate Change Mainstreaming Gaps</b>
<b>Agriculture Climate Resilience Plan (2014-2019)</b> Identify and respond the most urgent impacts of climate change and variability	Provides a roadmap for adaptation and mitigation of climate change impacts	Plan prepared with no specification of the financial re-sources availability for its implementation
<b>Five Year National Development Plan of 2011/2012-2015/2016</b> Aims to at transform Tanzania into a middle-income country by 2025	Creation of an institutional framework to identify, mobilize and monitor global climate finance through earmarked funding for climate adaptation and mitigation activities	An institutional framework is yet to be created

## Policy and institutional framework for climate change

The Tanzania government has and continues to undertake various efforts towards addressing the adverse impacts of climate change at the international, national and local levels. Efforts at the national level include the development of effective strategic and institutional frameworks such as the National Climate Change Strategy of 2012 and Zanzibar Climate Change Strategy of 2014 that are crucial for the enhancement of the country's climate change adaptation and mitigation agenda. The two climate change strategies aim to, among other objectives, build capacity to climate change; enhance institutional and coordination arrangements to adequately address climate change; enhance participation in climate change mitigation activities; and mobilize financial support to tackle climate change. In 2015, the Tanzania government demonstrated its commitment to climate adaptation and mitigation goals by submitting the country's Intended Nationally Determined Contributions (INDCs) to the United Nations Framework Convention on Climate Change. The new climate change action plan is expected to enhance long-term resilience to the adverse impacts of climate change to sustainably secure Tanzania's productive and economic sectors.

The National Environmental Policy of 1997 and Environment Management Act of 2004 are the overarching policy documents responsible for creating and maintaining the institutional structures and mandates through which government entities are positioned and mandated to respond to climate change concerns (Daly et al., 2015). According to the 2004 Environmental Management Act, the Ministry in charge of the Environment (which is currently under the Vice President's Office takes on the national leadership role on climate change, thus setting the course of subsequent action on climate change in Tanzania (Yanda et al., 2013; Daly et al., 2015). Consequently, all climate change issues are addressed using the existing environmental institutional framework. At the national level, the National Climate Change Steering Committee ensures coordinated actions and participation of various actors, sectors and institutions in addressing climate change concerns. While at the local level, there are officially appointed Environmental Management Officers and established Environmental Committees responsible for climate change adaptation. Although the Tanzania government has put in place several strategies, policies, plans and has legal legislation to tackle climate change issues, there are existing barriers to policy implementation that are identified below.

## Climate change capacity and knowledge gaps

Climate change institutional capacity and knowledge at national and local levels among various officials is still very weak. According to the interviews conducted with officials, adaptation responses are considerably low owing to limited knowledge and skills to deal with climate change impacts. For example, one key informant stated, "We need people with capacity on how to address climate change and more so we need people who really understand and can explain in a very simple language to the farmers what climate change is and also we require new knowledge on how to tackle climate change issues". The 2007 National Adaptation Programme of Action highlighted the limited analytical capability of local personnel to effectively analyze the threats and potential impacts of climate change to develop viable adaptation solutions, as an important potential barrier to its implementation.

Interviews held with a key informant indicated that Kilolo district was not well prepared to adapt to climate change, citing lack of awareness of climate change issues, including practitioners in the district and farming communities. Similarly, a key informant from Lushoto reiterated the need for awareness creation on climate change and building capacity to address its impacts. The low level of awareness on climate change issues among key stakeholders including central government, local government authorities, civil society and private sector can be evidenced by how climate change is effectively articulated or not in the existing policy documents. According to the 2012 National Climate Change Communication Strategy, the low level of awareness is due to the absence of a national climate change communication mechanism for effective communication of climate change knowledge.

The existing climate change policy information and communication dissemination methods should be more user-friendly. One respondent elaborated this point well when asked whether they understood what climate change was: "for example if we say climate change issues, it's a book with almost 100 pages, so not many people would read about that. If there is a soft or a small version of that, people can read". Further, interviews revealed that most of the local people do not understand climate change policies because the information provided is in English and majority of the local people are proficient in Kiswahili.

## Mainstreaming climate change concerns

Currently all climate change concerns are mainstreamed within the context of the 1997 National Environmental Policy and the 2004 Environmental Management Act. According to a key informant, "We don't have a clear climate change policy in our country, but we have the Environ-

mental Management Act under section 75 which gives power to the minister responsible for environment to take measures to address the issue of climate change". It is only until recently (2012), that the Tanzanian Government launched the National Climate Change Strategy, in response to the growing concern of the negative impacts of climate change. This is the main strategy document that ensures effective implementation of climate change in Tanzania and also acts as a guide to other sector strategies. The formulation and implementation process of the National Climate Change Strategy is also based on the National Environmental ACT of 2004. The Strategy is yet to develop a standalone monitoring and evaluation framework and therefore relies on the current government standard monitoring and evaluation processes and procedures.

However, residing the power to deal with climate change with the minister of environment and housing climate change issues in the Vice President's Office implies a disconnect from the Ministry of Agriculture, which has the most vulnerable sector affecting livelihoods of the majority of Tanzanians. Ministry of Agriculture, Livestock and Fisheries, seeing the need to address climate change issues in the sector developed the Agriculture Climate Resilience Plan in 2014, which aims to improve agricultural land and water management; accelerate uptake of climate smart agriculture; reduce impacts of climate-related shocks through risk management; and strengthen knowledge and systems to target climate action (MAFC, 2014).

A few of the national policies have failed to explicitly address the concerns pertaining to climate change and its adverse impacts on various economic sectors. The national policy documents reviewed were drafted in the late 1990s and early 2000s and climate change concerns were not recognized as a critical challenge to national development. These policies include: National Land Policy of 1995, National Forest Policy of 1998, National fisheries Policy of 1998 and National Water Policy of 2002. According to one key informant official, "Climate change issues were acknowledged in the 90s and only gained precedence in Tanzania a few years after that and that is why the National Environment Policy of 1997 focused more on environmental issues and missed an opportunity to incorporate plans for climate change adaptation".

Discussions with district level officials revealed that they lack guidelines that are helpful in implementing climate change policies. Policies are not easily enforceable as one official said when asked about the challenges faced with policy implementation, "Yes we have the National Water Policy of 2002; actually the policy is here but enforcement is the problem. That is what we still need, to enforce the implementation". Successful implementation of climate change policy also depends on inclusion of the

local people who have indigenous knowledge on climate change adaptation measures. The interviews revealed that there is minimal consultation at the district and ward levels between the local people and national officials yet the policy formulation process is said to be participatory and inclusive.

## Budget allocation considerations

Climate change budget allocation relies on financial support from bilateral and multilateral donor arrangements, public and private sector funds. Most of climate financing in Tanzania is highly dependent on the international community. One of the key hindrances to achieving climate change adaptation is the lack of an effective and sustainable financing mechanism to direct funds for implementation of climate change action plans (Trujillo et al., 2014). The 2012 National Climate Change Strategy highlights the need for an integrated approach and coordinated working system to ensure funds made available specifically achieve the strategy objectives. To ensure effective resource and financial mobilization, the strategy will follow the government financial management guidelines and systems established under the Ministry of Finance. The strategy proposes the establishment of a National Climate Change Fund to ensure resources availability and also a special climate change window under Basket Fund to finance its implementation (MAFC, 2014). Unfortunately, the absence of an effective tracking system may make it difficult for the Tanzania government to effectively track expenditures for climate change actions (World Bank, 2015).

The 2012 National Climate Change Strategy and the 2014-2019 Agriculture Climate Resilience have failed to stipulate their actual budget costs and also explicitly indicate the expected source of the funding, hindering the effectiveness of their implementation. The 2012 National Climate Change Strategy argues that it is difficult to cost the necessary strategic actions needed to address climatic changes owing to uncertainty of climate change. The 2014-2019 Agriculture Climate Resilience Plan recognizes that with competition for the limited funds and the uncertainty of outside funding, a flexible tool is needed to build resilience and safeguard growth in the sector. An interview with a key informant in Lushoto district highlighted that the district's preparedness to address climate change or adapt to climate change was hindered by limited financial resources. According to the informant, "Financial constraint is a big challenge because we actually need to create awareness of climate change adaptation for people all over and this requires financial support".

According to the National Adaptation Programme of Action 2007 one of the potential barriers to its successful implementation is the limited capacity to fund adaptation objectives. It further identifies agriculture as the most vulnerable economic sector to impacts of climate change and develops climate change adaptation actions;

however, implementation is curtailed because its proposed action plans have not been included in budgets by the institutions responsible for each sector. The 2012 Guidelines for Integrating Climate Change Adaptation into National Sectorial Policies, Plans and Programmes of Tanzania for financial support is through the General Budget Support, but this is not sufficient for implementation and therefore the guideline seeks to mobilize more international and regional funds, and from foundations and individuals.

## Inadequate institutional coordination

In accordance with the 2004 Environmental Management Act, not only is the Vice President's Office tasked with the coordination of all environmental activities, but it is also charged with coordination of all climate change activities because of the link between climate change and environmental-related concerns. The lack of clear distinction between environmental and climate change issues has understated the challenges of climate change which are considered to be broader than environment challenges. This current institutional coordination may therefore be inadequate to ensure effective implementation of climate change issues. The reliance on an institutional architecture developed to address environmental issues may not be sufficient to integrate climate change issues in the plans and programs of all the relevant sectors (Yanda et al., 2013; Trujillo et al., 2014). The 2012 National Climate Change Strategy for example, implementation process follows the institutional arrangement as provided by the National Environmental ACT of 2004 and therefore the strategy is coordinated by the Vice President's Office.

Structural issues such as limited financial support, lack of technical capacity, overlapping sectorial objectives and lack of synergy between the diverse sectors has impeded efficient coordination and consequently implementation of climate change agenda. For example, the Five Year Development Plan of 2011/2012-2015/2016 recognizes that the responses towards climate change are not as effective because of the lack of an effective national climate change institutional framework to coordinate Tanzania's efforts to seek climate change finance. Poor coordination of climate change activities from the national level to the local level remains a challenge according to a key informant: "Because there is a gap between policy formulation and implementation especially for the National Water Policy of 2002. Many things they have been told are there but on the ground, they are not very well implemented".

## Conclusions and policy recommendations

- Limited institutional capacity and knowledge gaps on climate change are considered important bottlenecks.

Effective implementation of climate change policies will demand identification of specific capacity needs and implementation of capacity building activities for different actor groups. Moreover, providing relevant and user-friendly information products that specifically target the needs of different users is crucial for awareness creation on climate change adaptation.

- Social inclusion agenda in climate change policies matters. Failure to make a clear distinction of how climate change affects different social groups can have debilitating effect on climate adaptation and resilience efforts. For effective adaptation and resilience building to climate change impacts, Tanzania needs to move beyond women and men and move more towards gender and social inclusion and this involves taking all the different social groups into the mainstream process and making their needs integral as well.
- The lack of a viable financing plan for the recent climate change strategies and plans has not only slowed down implementation plans but affected donor funding commitments. Establishment of a financial mechanism for climate change that comprehensively stipulates set budget costs and expected source of funding is imperative because it will not only attract and secure more funds but it will also ensure adaptations plans are implemented. The establishment of a national climate change finance mechanism is currently being developed.
- Significant funding for climate change interventions is donor-driven which in itself is not sustainable to implement all climate change adaptation goals. Moreover, the current mobilized funds for implementation of climate change action plans are still insufficient. To boost climate change implementation plans, Tanzania will need to continue leveraging more financial support from not only the international community but also from public funds in the national budget, private sector as well as non-governmental agencies. The establishment of a National Climate Change Fund as proposed by the government should be operationalized to ensure resources for different climate change initiatives are made available in a timely manner.
- Weak institutional coordination slows down climate change adaptation plans. Strengthening institution coordination, by connecting sectoral objectives coherently and better coordination of climate change activities between national and local levels can ensure climate change actions are effectively implemented.
- The majority of the policies analyzed in this research has existed for more than a decade and should be

due for review. The government and other non-state actors should plan to sufficiently integrate climate change in the next review processes.

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