

ADAPTATION FUND NGO NETWORK BASELINE MAPPING SERIES

# Insights from Tanzania

by Fazal Issa



## Brief Summary

Tanzania's Adaptation Fund (AF) Project titled "Implementation of concrete adaptation measures to reduce vulnerability of livelihoods and economy of coastal communities of Tanzania" is a five year adaptation project running from November 2012 to October 2017 and will be implemented in two districts near Dar es Salaam. Total costs are estimated at USD 5,008,564. This project will be implemented through UNED, who is serving at the MIE, in conjunction with the Tanzania Vice President's Office-Division of Environment (VPO-Doe). The three main components of the project include: addressing climate change impacts on key infrastructure; introducing ecosystem-based integrated coastal area management (ICAM); and linking knowledge, coastal monitoring, and policy in the targeted communities.

The original approval of the project was difficult and delayed. Additionally, the project, which was approved three years ago and has already been awarded \$3 million, has had little on-ground implementation. Despite this major concern, civil society has been moving forward and has continued to hold workshops, sponsor site visits and publish studies regarding the project to raise project awareness and ensure opportunity for dialogue between all parties involved. The use of mass media has also been helpful for educating Tanzanians about climate change, an issue which is only now emerging. Other political actions within the country regarding climate change are hopeful, such as the current development of a National Adaptation Plan (NAP), and signify that Tanzania is recognizing the need to address climate change.

## Imprint

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# 1. The Adaptation Fund and the Adaptation Fund NGO Network

The Adaptation Fund (AF) was established by the Parties to the Kyoto Protocol of the UNFCCC to finance concrete adaptation projects and programmes in developing countries that are Parties to the Kyoto Protocol. The AF is innovative in the way it is funded, managed and governed: Developing countries have a majority in the Adaptation Fund Board (AFB), the governing body who manages and supervises the AF. Moreover, the AF is financed with 2% of the Certified Emission Reductions (CERs) issued for projects of the Clean Development Mechanism (CDM). Lastly, the AF offers the opportunity to access to its resources through direct access, which is a unique approach in the realm of international climate finance.

The Adaptation Fund NGO Network is a coalition of NGOs and interested stakeholders following the development of the Adaptation Fund and its funded projects. It strives to provide a sustainable and dynamic influence on politics and promote the engagement of civil society. It believes in the great chance to contribute to a successful implementation of projects funded by the Adaptation Fund (AF) in developing countries, especially for the benefit of people and communities particularly vulnerable to climate change. The Network directly supports NGOs in a number of developing countries, with a focus on AF direct access countries, by increasing their capacity to escort all relevant issues around the implementation of the project throughout the implementation period.

The Adaptation Fund NGO Network was established in 2010. The first phase lasted from 2010 to 2013, and the second phase is currently running until 2016. The Network is a supporting facility forum for NGOs in developing countries. Through this channel, developing countries can follow the development of the AF and specifically observe direct access and the implementation of the projects through National Implementing Entities. This approach aims to enable multi-stakeholder participation in the AF procedures. Through this open exchange and participation, the Network assists its NGO partners to contribute to a successful outcome of the funded projects in their own countries. Their participation during all stages of the project – from its design to its implementation – is in the interest of improving the conditions of those less privileged and most vulnerable to climate change.

Currently, the Adaptation Fund NGO Network is comprised of ten active partners in their respective countries: Fundación Vida in Honduras, Panos in Jamaica, ENDA in Senegal, Indigo in South Africa, Forum CC in Tanzania, Practical Action in Kenya, The Royal Marine Conservation Society of Jordan, Jeunes Volontaires pour l'Environnement in Benin, Association pour la Conservation de la Nature in Rwanda and NGO Forum in Cambodia. In addition to these active members, the number of Adaptation Fund NGO Network members is constantly growing. To date, there are more than 115 member organizations that associate themselves with the Adaptation Fund NGO Network.

This Baseline Mapping has been produced by Forum CC, our Adaptation Fund NGO Network partner in Tanzania. It aims to inform the climate adaptation and climate finance community about the Adaptation Fund project in Tanzania as well as to provide insight into the overall climate change policy landscape and civil society's perception on climate change issues in the country.

## 2. Introduction to Forum CC

ForumCC, also known as the Tanzanian Civil Society Forum on Climate Change, is an association of civil society organizations committed to working on climate change in their own programmes as well as through advocacy. ForumCC brings together developmental and environmental organizations, some of which provide technical skills while others offer a more delivery and advocacy focus. Overall, ForumCC strives to ensure effective and informed engagement of CSOs in Tanzania so that the condition of the environment and those affected by climate change can be improved.

The Forum has three main areas of engagement, these are:

- Capacity and institutional strengthening;
- Coordination and network building; and
- Advocacy and policy engagement.

ForumCC officially joined AFN in October 2012 during first phase of the then AFN 3-year project which was implemented from March 2011 to October 2013. Since joining the network, ForumCC has served as the developing country NGO partner and functions as the national focal point of AFN in Tanzania.

The main role of ForumCC under the network is to independently and objectively accompany implementation of AF related work and other adaptation relevant processes in Tanzania. In particular, ForumCC is responsible for the implementation of project funded under AF titled, “Implementation of concrete adaptation measures to reduce vulnerability of livelihood and economy of coastal communities.” This responsibility also includes measuring the implementation of this project against key NGO criteria such as the involvement and inclusion of civil society and vulnerable people.

ForumCC has also implemented and participated in a number of activities under the AF Network including visiting AF and LDCF project sites; conducting baseline and case studies on adaptation projects in Tanzania; holding AF and LDCF projects stakeholders’ dialogues and Pre-COPs workshops; tracking climate finance; maintaining a media and online presence; and participating in national, regional, and global climate change processes such as COPs, AFB meetings, NAPs Expo, etc.

To effectuate the above, ForumCC is preparing ‘Enhanced Baseline Mapping’ on Adaptation Fund Project and Adaptation Policy Landscape in Tanzania. This baseline mapping report expands upon the following objectives which include: understanding state of awareness of key AF project stakeholders including communities at the project sites, evaluating the level of involvement of stakeholders during preparation and implementation of AF project, and understanding the state of debate within Tanzania. The baseline mapping will help ForumCC and all Adaptation Fund Network partners to gain a clearer picture of what is currently underway in Tanzania and eventually draw lessons from this for other AFN countries and for the AFB.

### 3. Overview of the Adaptation Fund Project in Tanzania

The Tanzania project titled “Implementation of concrete adaptation measures to reduce vulnerability of livelihoods and economy of coastal communities of Tanzania” is a five year project running from November 2012 to October 2017 with expected mid-term review in 2015. The project is being implemented in Ilala and Temeke, two districts found in the country's commercial capital Dar es Salaam. Overall, this project has an estimated cost of USD 5,008,564 and is being implemented through the MIE UNEP. UNEP is working in coordination with the Tanzania Vice President's Office-Division of Environment (VPO-DoE), who is acting as the executing entity.

The project's main objective is to reduce vulnerability of Tanzania's ecosystems, infrastructure, and economy through the implementation of concrete and immediate adaptation measures. The project was designed to respond to both the direct and indirect impacts of climate change such as sea level rise, change in precipitation patterns, droughts, floods, infrastructure degradation, and environmental degradation. Vulnerable groups in the region, including those in poverty, small businesses, women, and fishermen, are all expected to benefit from this project.

The project is divided into three components, each of which has a specific desired outcome:

- *Component 1: Addressing climate change impacts on key infrastructure and settlements:* Adverse impacts of sea level rise and floods on coastal infrastructures and settlements are reduced
- *Component 2: Ecosystem-Based Integrated Coastal Area Management (ICAM):* Coastal ecosystems are rehabilitated and ICAM is implemented
- *Component 3: Knowledge, coastal monitoring and policy linkages:* Knowledge of climate impacts and adaptation measures is increased<sup>1</sup>

The Tanzania project application process was very prolonged and involved five separate submissions until it was finally approved in December 2011. Tanzania submitted its first project proposal in March 2010 through the UNEP. This proposal along with the following three were unsuccessful. The main reasons for unapproved proposals/delays include:

- *The number of project sites and their associated costs were too high:* Five project sites were selected including Dar es Salaam, Mtwara, Muheza, Magu, and Muleba and had an estimated cost of USD 9,800,000. The project was then narrowed down to three project sites including Dar es Salaam, Mtwara, and Muheza and then eventually to only one, which was Dar es Salaam with a cost of USD 5,008,564.
- *There was a lack of coordination:* The UNEP headquarters is responsible for coordinating this project, and there is one liaison officer (Clara Makenya) located at the UNEP's Tanzania location. Therefore, communication was prolonged, responses to inquiries took long, etc., and the overall process was delayed.

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<sup>1</sup> URT (2010): Tanzania Adaptation Fund Project Proposal

- *The AF requested outside contributions to the project:* People and institutions that would directly benefit from the project were asked to contribute. For example, the AF targeted businesses such as the Gymkhana Golf Court, who would benefit from rehabilitation and building of a sea wall.

A number of stakeholders were consulted during the development of the proposals including: The Dar es Salaam City Council (mostly water engineers); National Environment Management Council (NEMC); Municipal and City Councils in Dar es Salaam (Ilala, Temeke, and Kinondoni), Municipal Councils in Mtwara, Muheza, Magu, and Muleba; Tanzania Port Authority (TPA); Institute of Resources Assessment (IRA); Marine at University of Dar es Salaam (UDSM); Mwalimu Nyerere Memorial Academy; Tanzania Coastal Management Project (TCMP); Tanzania Natural Resource Forum (TNRF); Environment Protection and Management Services (EPMS); Tanzania Traditional Energy Development and Environment Organisation (TATEDO); Tanzania Association of Tourism Operators (TATO); as well as Water Resource engineers.

These organizations were asked to be involved because of their technical capability, the role they already play in areas of project interventions, and their role as project beneficiaries. These organizations were involved mostly through one-on-one consultations but also through roundtable meetings, site visits, and paperwork review. Unfortunately, there is still concern that NGO stakeholders, especially communities and climate change CSOs, should be more involved and engaged. This is highly relevant as some stakeholders were not fully engaged in the process and fell dissatisfied with their level of involvement throughout the process.

After the project was approved in December 2011, UNEP signed a contract with the AF on February 29<sup>th</sup>, 2012. The project inception workshop was conducted eight months later in October 2012, and the signing of an agreement between UNEP (acting as the IE) and VPO-DoE (acting as the EE) followed in January 2013. In October 2013, Prof. Timotheo Ferreira of Portugal was named as the project Senior Technical Advisor.

The project's work plan has already been reviewed, and a taskforce of 12 people has been formed that includes representatives from the three Municipal Councils in Dar es Salaam (Ilala, Temeke, and Kinondoni), the TPA, the NEMC, the Marine-UDSM, and other governmental institutions.

## 4. Current Status of the Project

A consultant (C4 EcoSolutions) was procured and is conducting a second draft baseline survey in order to more accurately determine the current situation. The previous survey was completed more than four years ago, so much has likely changed. The new baseline survey will combine both AF and LDCF projects.

VPO-DoE have also had discussion with United Nations Office for Project Services (UNOPS) to conduct a feasibility study of the expected construction of sea wall. VPO-DoE is also planning to conduct an Environment Impact Assessment (EIA) for construction of both a sewage system and a sea wall.



## 5. Challenges of the Project

Although the project has been approved and an agreement has been reached, the project's implementation has been delayed. This is due to a number of challenges as listed below:

- *The procurement process for the project Senior Technical Advisor:* This process, which had to follow international procurement standards that usually require much time, was further delayed by slow processing within the Tanzanian government that is likely linked to excessive bureaucracy, low implementation capacity, and poor coordination. The process also had to wait for the start of implementation of the government workplan, which usually begins in July. However, the workplan for 2012-2013 had passed, and the project needed to wait for the 2013-2014 workplan.
- *Developing the best and most efficient design:* On technical side, the main challenge was to create the best and efficient design not only to establish a concrete adaptation measure but also to create a recreational center. As it was highlighted above, VPO-DoE have had discussions with UNOPS to conduct a feasibility study of the expected construction of sea wall.

These delays have further implications since the costs of implementation increase with more delays and create further difficulties with implementation. ForumCC is concerned with the delays surrounding the project's actual on-ground implementation since almost three years have passed since the project's approval and US\$ 3 million has already been distributed.<sup>2</sup>



**Picture 1:** Damaged sea wall along Obama Avenue, where one of the AF project sites is located

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<sup>2</sup> Adaptation Fund Interactive Map of Projects and Programs



## 6. The Role of Civil Society

### *Relationship with Implementing and Executing Entity*

ForumCC's relationship with the AF and LDCF Implementing Entity (UNEP) and EE (VPO-DoE) has strengthened over the past two years. This is mainly due to regular constructive assistance that ForumCC has provided to both VPO-DoE and UNEP including raising awareness amongst project stakeholders; sharing project sites' visit reports; providing recommendations based on dialogue with stakeholders; and releasing statements, briefing papers, and various studies.

As the EE, VPO-DoE has been engaging ForumCC often during initial project implementation activities, for example with the recently finished second draft baseline survey. VPO-DoE requested that ForumCC assist the identified consultant (C4 EcoSolution) on non-governmental stakeholders' involvement on the process especially from the project sites. VPO-DoE has been also supportive in providing information, and they participate during one-on-one and other stakeholders' meetings as well as media briefings. They have been participating and providing presentations in a number of ForumCC activities including Pre-COPs workshops.

Additionally, a ForumCC program officer was included in the government delegation during the second week of COP19 in Warsaw and was on the briefing team for the President of United Republic of Tanzania and Coordinator of the Committee of African Heads of State and Government on Climate Change (CAHOSCC), His Excellency, Jakaya Mrisho Kikwete.

### *Role of Most Vulnerable Communities*

Based on observations from project site visits, the most vulnerable communities are not entirely aware of the projects. However, most communities seemed to be more supportive of the LDCF project after receiving more information. This is likely because the LDCF project interventions seem to address areas that the community recognizes as immediate priorities.

Due to ForumCC's involvement, the level of awareness and engagement in the communities has increased. Their views and voices have been heard and shared with the responsible entities through various means including: direct participation in stakeholders' dialogues and meetings; preparation of briefing papers, reports, and statements from project sites; media (TV programs, radio programs, newspaper articles and cartoons); and online activities (via ForumCC website, Facebook, Twitter, Blog, LinkedIn, Google+, and YouTube).

### *Consultative Process with Stakeholders*

ForumCC has independently conducted its own consultations prior to the start of the project and during implementation to map-out and enhance participation of stakeholders. ForumCC has been consulting a number of stakeholders who are located near project sites and engaging in climate change issues. The consultations have been done through project sites visits, information sharing via mailing lists, dialogues and meetings, as well as through media and online platforms.

Due active engagement and quality contribution to the successful implementation of the projects, ForumCC is accepted by the public as a climate change platform for civil society in Tanzania. This recognition has strengthened ForumCC's ability to influence policy and decision-making regarding climate change within Tanzania.

### *Meeting involved as Watchdog*

ForumCC has managed to conduct and participate in a number of one-on-one and stakeholders' meetings and dialogues, although most are organized by ForumCC. AF and LDCF projects have a steering committee and the recent formulated taskforce of 12 people which are both formed by

UNEP representatives and government representatives (from VPO-DoE, project municipal councils' directors, and other sector specific directors such as from water, forest and labor).

At national level, there is National Climate Change Technical Committee (NCCTC) which generally oversees implementation of the project. This is the only committee in which ForumCC may participate. ForumCC is not yet a member of the committee but is lobbying for inclusion in the committee not only to influence decisions on these projects but also other adaptation projects and climate change issues in Tanzania.

At international level, ForumCC (under AFN) has been participating at AFB meetings which have provided opportunities to share AF projects' experiences with AFB members as well as CSOs and stakeholders from different countries across the globe. This helps on improving ForumCC engagement on the project and other climate change adaptation processes within and outside the country.

### *CSOs' Framework on Climate Change in Tanzania*

ForumCC is the only Tanzanian-based network of CSOs working on climate change related issues in Tanzania. ForumCC is a member-based organisation with about 100 members across the country. It works in three main areas which are: capacity and institutional strengthening, coordination and network building, and advocacy and policy engagement. ForumCC works to ensure effective and informed engagement of CSOs in Tanzania on climate change issues for the benefit of the environment and of the people impacted by bringing together developmental and environmental organizations, some of which offer technical skills while others have a more delivery and advocacy focus.

## **7. Broader Climate Change Adaptation Landscape in Tanzania**

### *Policy and Institutional Framework*

Tanzania, as other least developed countries, is greatly affected by climate change and has a heavily agricultural-based economy. In fact, 75% of the population gains their livelihood through agriculture. Despite such threat from climate change, Tanzania does not have specific national climate change policy or legislation. The policy and legal framework that govern climate change issues in Tanzania are National Environment Policy (NEP) (1997) and Environment Management Act (EMA) (2004), as well as other sector specific policies such as National Land Policy (1997), National Forest Policy (1998), National Water Policy (2002) and National Energy Policy (2003).

At the strategy level, Tanzania have undertaken a number of initiatives which includes having National Adaptation Plan of Action (NAPA) (2007), National Climate Change Strategy (2012), National REDD+ Strategy (2013), National Climate Change Communication Strategy (2012-2017), and a number of programs and projects. The National Climate Change Strategy (2012) represents a significant milestone in Tanzania's fight against climate change. It was an extensive multi-stakeholders' consultation done during formulation period whereby ForumCC also conducted one national stakeholders consultation workshop to gather inputs which were later submitted to the government.

Unfortunately, the strategy is not comprehensive enough and it is not clear on how stakeholders' input was incorporated. Also, though the strategy has covered important sectors in three strategic interventions (Adaptation, Mitigation and Cross-cutting issues), the strategy needs to be strength-

ened on financial end by identifying and budgeting priority programs as well as their source of funding for implementation.<sup>3</sup>

At national level, the Vice President's Office-Division of Environment (VPO-DoE) is responsible for all climate change related issues. VPO-DoE is both the National Climate Change Focal Point (NCCFP) and Designated National Authority (DNA) for Clean Development Mechanism (CDM) under the Kyoto Protocol. Furthermore, at national level, there is an established National Climate Change Steering Committee (NCCSC) chaired by Permanent Secretary of the VPO. There is also National Climate Change Technical Committee (NCCTC) chaired by the Director of Environment which is geared to provide technical advice to the NCCFP, stimulate more coordinated actions of actors and broaden the participation of various actors in addressing climate change. A diagram visualizing the government's environmental policy infrastructure can be seen below:

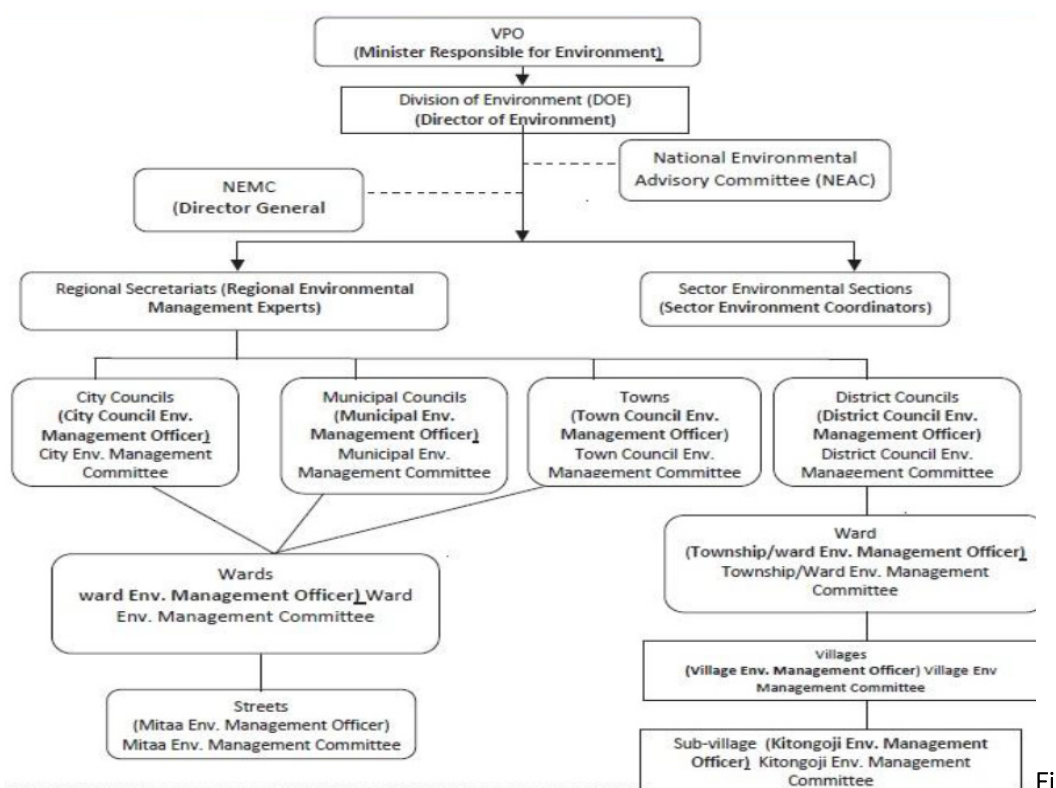


Figure 1: Tanzania Institutional Arrangement for Environment Management

Source: National Climate Change Strategy 2012.<sup>4</sup>

As highlighted earlier, climate change remains an emerging policy theme in Tanzania, and the country's institutions are still at an early stage in responding to this 'new' challenge. The lack of delineation between climate change and environmental-related issues has brought about some confusion, as they tend to be treated as one and same thing. The current institutional architecture for climate change has been inherited from one that was designed to address environmental issues. This may limit the opportunity to integrate climate change into the plans, programs, and projects of all relevant sectors of the economy.

<sup>3</sup> Yanda, P. et al (2013). National Climate Change Finance Analysis.

<sup>4</sup> URT, (2012). National Climate Change Strategy

A significant absence in the current institutional architecture is the lack of a Planning Commission. The Commission is mandated to monitor, analyze and provide advice on long-term sector policies and socio-economic developmental issues. As the country's national planning agency, one would expect to find it embedded in the institutional structure for addressing climate change, yet this does not appear to be the case.

Also, NCCSC and NCCTC are important forums to facilitate the implementation of cross-sector climate change actions. In principle, both committees have been established and are functioning, but they do not appear to meet regularly, and lack a supporting secretariat beyond the NCCFP. In addition, their mandates are not in the public domain, so the extent of their role in coordinating the country's response to climate change remains unclear.

Lastly, the MDAs (Ministries, Departments and Agencies) have established 'desks' to mainstream climate change in their respective sectors. However, the current capacity of these climate change desks is restricted by limited knowledge on climate change, compounded by the inadequate financial resources allocated to the desks. Lack of human resources knowledgeable on climate change-related issues is a major constraint. Further efforts are required to link science, research, innovation and policy formulation so that citizen's knowledge and familiarity with adaptation to climate change can expand.<sup>5</sup>

### *Adaptation Projects and NAPs Process in Tanzania*

Tanzania has managed to access climate funds from several sources for adaptation projects which are implemented in different parts of the country. These projects have carried different thematic areas including on water, coastal adaptation, awareness raising and capacity building, climate information and early warning systems. Most of these projects are implemented by the government with few CSOs including ForumCC and have accessed such funds from Accountability in Tanzania Program (AcT). Table 4.2 below shows different adaptation projects in Tanzania with details of donors, thematic areas, project costs, approval year and implementing areas.

Among adaptation initiatives in Tanzania are the preparations of formulating of a National Adaptation Plan (NAP). The preparations of a NAP have started, and the process is coordinated by VPO-DoE, who is expected to produce various study reports and plans at national and sectoral level.<sup>6</sup> Currently, a document on 'Process and roadmap for formulating a NAP for Tanzania' has been prepared. The document includes the NAP objectives, approaches, scopes, methodological approaches, tasks to be undertaken and expected deliverables.

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<sup>5</sup> Yanda, P. et al (2013). National Climate Change Finance Analysis.

<sup>6</sup> URT. (2013). Process and Roadmap for Formulating NAPs for Tanzania

ADAPTATION PROJECTS IN TANZANIA						
S/No.	Project	Focus	Implementing Areas	Funder	Year Approved	Project Cost (US \$ in m)
1	National Adaptation Program of Action (NAPA)	Adaptation	Tanzania	LDCF	2003	\$ 0.20
2	Mainstreaming Climate Change in Integrated Water Resources Management in Pangani River Basin	Water	Pangani (Tanga)	SCCF	2006	\$ 1.00
3	Developing Core Capacity to Address Adaptation to Climate Change in Productive Coastal Zones	Capacity Building	Bagamoyo, Pangani, Rufiji and Zanzibar	LDCF	2010	\$ 3.10
4	Implementation of Concrete Adaptation Measures to Reduce Vulnerability of Livelihood and Economy of Coastal Communities in Tanzania	Various (mainly Urban Infrastructure and Settlement)	Ilala and Temeke (Dar es Salaam)	AF	2011	\$ 5.01
5	Strengthening Climate Information and Early Warning Systems in Tanzania to Support Climate Resilient Development	Information and Early Warning System	Tanzania	LDCF	2012	\$ 4.00
6	Tanzania Climate Change Institutional Strengthening Programme	Institutional Strengthening	Tanzania	UK ICF	2013	\$ 0.46
7	GCCA United Republic of Tanzania: Integrated Approaches for Climate Change Adaptation	Adaptation	Tanzania	GCCA	2013	\$ 10.80
8	Achieving Water Security in the Southern Agricultural Growth Corridor	Agriculture	Tanzania	UK ICF	2013	\$ 0.01
9	Accountability in Tanzania Program (ACT)	Several	Tanzania	UK ICF	2013	\$ 4.07

**Figure 2:** List of Adaptation Projects in Tanzania ADAPTATION PROJECTS IN TANZANIA S/No. Project Focus Implementing Areas Funder Year Approved Project Cost (US \$ in m) NAPs

Source: Climate Funds Updates website, 2014.

### *Donors' Dialogue*

In Tanzania, donors have formed thematic groups which help to coordinate initiatives within the country and build synergy. Climate change issues are discussed under Donor Partners' Group on Environment (DPGE) whereby issues on environment and natural resources are discussed. The DPGE in Tanzania is comprised of representatives from country embassies, developmental agencies, banks and UN agencies.

ForumCC has been engaging donors with government, CSOs, communities and other stakeholders through different initiatives such as stakeholders' meetings and dialogues, media works and online activities. In addition to these, ForumCC has been invited to different donors' and government planning meetings to provide input and suggest better strategies for climate change initiatives.

### *Awareness and Debate*

Climate change is still emerging issue of discussion in Tanzania, although it has already affected much of economic activities and livelihood of the people. With much of the attention in the country focused on other initiatives to defeat poverty, climate change awareness and debate is still low among the public, especially amongst those most vulnerable who cannot often access information on the topic. The level of climate change awareness is also still low among Local Government Leaders (LGAs) and some sector ministries and departments' officials. The can likely be attributed

to the fact that many administrators with of knowledge about climate change at the moment in concentrated in the VPO-DoE.

ForumCC has taken a number of initiatives to raise awareness and debate among the public, government officials and other stakeholders. These initiatives include providing trainings and study tours, conducting stakeholders' dialogues and meetings, media (TV program, radio programs and spots, newspaper articles and cartoons) and online works (through ForumCC website, Facebook, Twitter, YouTube, LinkedIn, Google+ and blogs).



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