

# Overcoming the Nationally Determined Contributions (NDCs) Implementation Gap: The Case of Tanzania

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## Key Messages

- Improving existing institutional structure is vital for effective coordination of NDCs processes and alignment of climate change targets and policies.
- Effective, timely and broader stakeholder involvement can benefit NDCs implementation.
- Public awareness and knowledge on NDCs is important to securing political will and community involvement in implementation.
- International funds are unlikely to be adequate to finance NDCs implementation plan, establishing more innovative internal sources of funds is very crucial.

## 1.0 Introduction

Nationally Determined Contributions (NDCs) are the main instruments put forward by countries to deliver on the promise of the Paris Agreement adopted on 12 December 2015. They constitute an articulation of governments' commitment to tackle climate change, including emissions mitigation pledges and adaptation related targets, that countries consider achievable through various actions and investments that align with development priorities. This provides an important step for delivering action at the transformational scale necessary to limit the global average temperature increase to well below 2°C while pursuing efforts to limit the increase to 1.5°C – the central goal of the Paris Agreement. The Paris Agreement seeks to accelerate and intensify the actions and investment needed for a sustainable low carbon future.

The Paris Agreement entered into force in 2016 a year after adoption. In 2018 countries adopted the Paris Agreement Work Programme which fleshes out the details governing its implementation. Next year, 2020 countries will put forward next round of updated NDCs as part of the regular five-year cycles to strengthen ambition laid out in the Paris Agreement. Tanzania formally joined the Paris Agreement in May 2018. Review of the NDCs and development of the implementation plan is in progress.

Countries have started taking steps towards achieving the objectives of their NDCs. However, there are still numerous barriers that are slowing down the implementation process. Early lessons on the challenges of NDCs implementation are emerging.

This policy brief aims to inform the debate on challenges which are likely to happen in implementation of NDCs in the context of Tanzania and propose solutions with regard to various aspects of NDCs implementation with a view to guiding the process further.

## 2.0 NDCs Implementation Challenges

Implementation of the first five years NDCs will begin in 2021. NDCs will not succeed without ensuring coherence with national planning processes, defining institutional arrangements to ensure leadership and coordination, engaging stakeholders and developing a sectorial work plans with defined roles and responsibilities, without clear financing plans, strong and enforceable requirements for Measuring, Reporting and Verification (MRV) and a high degree of

political commitment. Among others the following are some of the identified barriers which likely to face Tanzania in implementation of its NDCs.

## **2.1 Coordination and alignment of climate targets and policies**

Climate change governance and coordination is one of the challenges most frequently experienced by countries implementing their NDCs (UNDP, 2016). The NDC process requires coordinated action by multiple departments and ministries not only to ensure successful implementation, but also to maintain the momentum of common purpose among stakeholders and encourage efficient deployment of resources between the entities. Ideally, the coordination process need to account for a) all relevant ministries, including ministries not traditionally associated with the formulation of climate change policy, such as gender, social development, and health; b) the roles of parliament and the judiciary, as applicable; c) engagement with other relevant development and sectoral planning processes, including the SDGs; and d) stakeholders outside the national government, including subnational jurisdictions, the private sector, and the public (WRI, 2019). NDC implementation requires strong multi-level governance (at the national, regional, and local levels).

As the preamble of the Paris Agreement recognizes, the engagement of all levels of government in addressing climate change is pivotal to holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and increasing the ability of countries to adapt to the adverse impacts of climate change and foster climate resilience. The enormity of this challenge can only be met if national, regional, and local governments achieve policy and action alignment in addressing climate change. In order to make international commitments feasible and compatible with the country's needs, the NDC needs to be informed by the existing policy landscape. The Paris Agreement requires that countries implement their NDCs through national laws and policies. Forging a close alignment between the national and international processes is therefore critical to creating credible pathways to meeting climate goals.

Effective instruments and approaches for addressing coordination issues include cross-sectoral taskforces or involving key ministries in the coordination and harmonization of existing policies. Institutional arrangements such as for example climate change committees or taskforces for coordinating NDC progress tracking, should not be limited to the national level but also reach out to subnational entities.

In Tanzania the Vice President's Office (VPO), Division of Environment (DoE) is the National Climate Change Focal Point (NCCFP). The overall coordination of climate change actions is the responsibility of the NCCFP. The National Climate Change Steering Committee (NCCSC) and the National Climate Change Technical Committee (NCCTC) are important forums to facilitate coordination, sector policy harmonization and implementation of cross-sector climate change interventions. However, structural issues such as limited financial support, inadequate technical capacity, overlapping sectorial objectives and insufficient synergy between the diverse sectors have impeded efficient coordination and consequently implementation of climate change agenda (CIGAR & CCAFS, 2016, Michal 2018).

## **2.2 Inclusive and Effective Stakeholders Engagement**

Inclusive stakeholder engagement refers to involvement of key actors in the design and implementation process and includes activities such as the conduct of institutionalized dialogues, workshops or focus group meetings with a variety of actors (e.g. policy-makers, private sector representatives, non-governmental organizations, formal and informal interest groups) or coordination at the ministerial level to foster political buy-in. NDCs implementation can benefit from broad stakeholder involvement. The role of the non-state actors such as CSOs and private sector in achieving the commitments under the NDCs and the Paris Agreement is critical. It is important to ensure priorities of diverse stakeholders are reflected in plans, so that they will benefit from climate action and feel the ownership and responsibility to implement mitigation and adaptation measures. Engaging with these stakeholders, understanding can be built for their priorities, expectations and concerns. Elsewhere consultations have been more effective when initiated well in advance of the NDC design and implementation processes and with clear messages for different stakeholders (WRI, 2019). Allowing dialogue with civil society, the private sector and other potential players from the outset, and leading an open debate about the risks of new policies and the need for transformation are key approaches for gaining policy support and stimulating action at all levels.

## **2.3 Knowledge on NDCs**

The Paris Climate Change Agreement encourages Parties to continue to promote the systematic integration of gender-sensitive and participatory education, training, public awareness, public

participation, public access to information, and regional and international cooperation into all mitigation and adaptation activities implemented under the Convention, as well as under the Paris Agreement, as appropriate, including into the processes of designing and implementing their nationally determined contributions, national adaptation plans, long-term low greenhouse gas emission development strategies and climate policies.

The Tanzania National Climate Change Communication Strategy (NCCCS) of 2012 was developed to facilitate the implementation of the National Climate Change Strategy with the mandating action to increase public awareness of climate change. The NCCCS aims to enhance awareness and understanding of climate change throughout Tanzanian society within the context of the national communication channels and procedures, recognizing that there is a gap between the growing body of knowledge about climate change causes and impacts, and the information that is available to the general public.

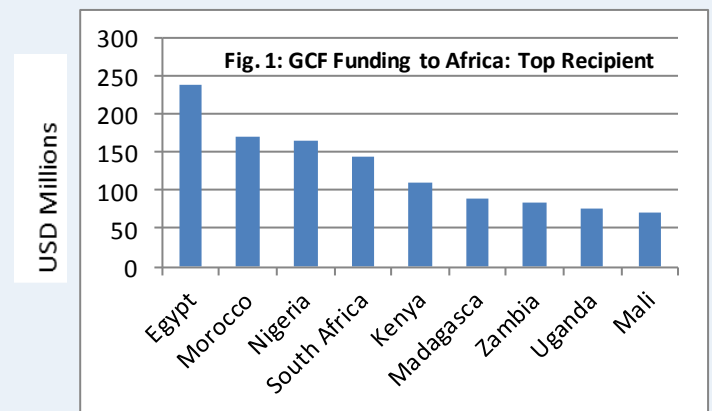
In 2017 findings derived from the national baseline study conducted by TaTEDO indicated that Paris agreement remains a new concept to the majority of Tanzanian. Lack of awareness and/or knowledge about the Paris Agreement, climate change, and NDCs provides a significant obstacle to successful NDC implementation. Awareness raising is a key step to securing political approval and commitment not only but also community involvement in implementation. There is a need to build political support at the highest level through education and awareness raising among political leaders, decision-makers and the general public. Overall, the need for communication and awareness strategies around NDCs should be emphasized. This should include translating the NDCs into simple languages and packaging the information in simplified formats. According to CIGAR & CCAFS 2016 study conducted in Tanzania revealed that many documents are not widely translated from English into Swahili, limiting the ability to widely disseminate messages about climate solutions to local populations.

## 2.4 Financing NDCs Implementation

Access to finance remains one of the most important barriers to climate action. Finance is a critical component for the achievement of level of mitigation and adaptation ambition set out in the NDCs. The financial provisions of the Paris Agreement oblige developed countries to mobilize and provide financial resources to developing countries. Almost US\$2.8 trillion of the US\$4.2 trillion that developing country NDCs say is required by 2030 relates to the mitigation and adaptation needs of African countries. Twenty six (26) of the African countries that have submitted NDCs

have identified a “conditional” component to be met with the support of international climate finance component that amounts to US\$378 billion to 2030 (Mohamed, 2019). The scale is far exceeding the amount pledged by developed countries.

The GCF is the world’s largest dedicated multilateral climate fund established under the UNFCCC to serves the Paris Agreement, currently commits around US\$1.5 billion in funding annually. The GCF’s initial resource mobilization took place in 2014. So far US\$10.3 billion has been pledged to the GCF. However, only US\$7.1 billion is available for project and programme financing after USA’s withdrawal from the Paris Agreement. US\$5.3 billion (75 per cent of the total available) has so far been allocated to 111 projects and programmes, of which 46 should be partly or wholly implemented in Africa. Until 2019 the largest individual country recipients of GCF funding in Africa are Egypt (US\$245 million) and Morocco (US\$167 million), see figure 1.



Source: Mohamed Adow 2019

Tanzania estimates that its NDCs implementation will need around USD 500 million to USD 1 billion per year to meet its adaptation ambition each year and a total of USD 60 billion by 2030 for achieving its mitigation contributions (URT, 2015). To-date only three projects which will benefit Tanzania have been approved by GCF. Out of the three only one is a national project and the other two are multi-regional projects. The national project has a total investment value of \$164.6m.

Generally many institutions in developing countries including ministries, national and sub-national agencies, local NGOs and national development banks have faced challenges in accessing and effectively deploying international climate finance. Selecting, designing, and implementing projects and programs in a way that

meets the relevant standards is time consuming process that requires a high level of coordination and technical expertise. International funds from sources such as the GCF are unlikely to be adequate, making the need for more innovative sources of funding critical. Sources such as the private sector and domestic fiscal budgets are essential.

A significant transformation in the world's economy, and the way climate change investments and development and sustainable development are thought about, is necessary to generate the finance needed to achieve the Paris climate goals. Financial instruments and innovative financing mechanisms must be leveraged to mobilize adequate climate finance. An enabling environment for private sector engagement and public-private collaborations must also be further enhanced to ensure the required pace and scale of climate action is fulfilled in these critical years ahead.

### 3.0 Possible solutions /Recommendation

Some of the recommendations to address the identified gaps includes:-

- The government should work to address technical capacity and financial resource gaps in the governance structure to facilitate smooth implementation of NDCs.
- The government should scale up public funding to achieve unconditional targets and attract private sector climate-resilient investments in mitigation action through an improved policy and regulatory/business environment.
- Develop clear climate financing mechanism include assigning a climate change budget code to integrate and track climate expenditure within the national budget.
- Need to treat climate change as a development issue and systematically address it in development strategies and policies in order to promote low carbon economy, resource use efficiency and resilience building.

- The NCCFP need to establish participatory and inclusive approaches to stakeholder engagement in NDCs include making use of existing active forums for dialogue and community decision-making in the stakeholder engagement process as well design mechanisms to address gender equality and social inclusion related issues which may impact NDC implementation.

- Experts and development partners should strengthen capacities of different actors at different levels to develop appropriate financial proposals or requests for funding from different sources and for the specific sectors identified in the NDCs.
- Civil society should collaborate with other stakeholders to translate the NDCs into simple/local languages to ensure the information is understood by the public and package the information in simplified and accessible formats such as the use of info graphics/illustrations, etc. to enable the public comprehend issues easily.

### References

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