

**“Between the 2030 Agenda for Sustainable Development and The Paris Climate Agreement -Exploring the role of, state, non state and sub national actors “  
Bonn, 12-13 May 2017**

***“What are the institutional drivers for accelerating new climate economies at sub national level in Sub Saharan Africa”***

***-Lessons from the lake Victoria Basin in Tanzania***



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## **Abstract**

The 2030 Agenda for Sustainable Development and The Paris Climate Agreement strike a natural convergence of commitments in achieving inclusive and sustainable development. Economic transformation in sub-Saharan Africa is occurring in a context of increasing climate change. Scenarios for transitioning towards a climate resilient future are characterized by policy mixes, promising technologies, innovation and data driven leadership. Under decentralized local governance, the resilience narrative is grounded in vertical integration, a process of creating strategic linkages between national and sub-national adaptation planning, implementation and monitoring and evaluation.

The paper examines pathways of vertical integration in 30 districts in the Lake Victoria Basin of Tanzania in alignment with the Nationally Determined Commitments (NDC). Available evidence suggests that the current state of vertical integration towards a new climate economy has been limited to popularising the NDC and awareness building for decision makers. Key barriers were: the ripple of emphasis towards funding -based solutions, paradox of power between national and subnational governance levels, lack of conceptual clarity for vertical integration at sub national level and weak institutional alignment between public and private sectors.

In order to activate and accelerate sub national transition to climate resilience, a set of recommendations include: working through a system approach to decision-making, strengthening agricultural extension and advisory services as entry points for working with community institutions ,strengthening information networks, civil society repositioning of advocacy for social accountability resilience ,triggering community participation, incentivizing engagement with private sector and research communities alongside ensuring transparent trickle down of funding streams .

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## Acronyms and Abbreviations

COP	Conference of Parties
CSO	Civil Society Organization
COP	Conference of Parties
GDP	Gross Domestic Product
LGA	Local Government Authority
INDC	Intended Nationally Determined Contributions
SDC	Swiss Development Co-operation
SDG	Sustainable Development Goal
SSA	Sub Saharan Africa
URT	United Republic of Tanzania

## 1.0 Introduction

The 2030 Agenda for Sustainable Development and The Paris Climate Agreement strike a natural convergence of commitments in achieving inclusive and sustainable development. With the global SDGs and targets agreed, the immediate task for multilateral and national institutions is to establish and co-ordinate the pathways for implementation. This will include setting robust mechanisms for aligning existing targets with local realities, a focus on result -based implementation and processes for monitoring and accountability. The Paris agreement established a new framework for global climate governance, which to a large extent rests on the actions of the individual member states and sub-national actors. Seeking to overcome the failures of past COPs, the Paris agreement is based on a largely voluntary 'bottom-up' approach and is essentially built around national pledges set out in the Intended Nationally Determined Contributions (INDCs). The INDCs, which include both mitigation and adaptation measures, are not binding in themselves, but are subject to regular reviews and transparency measures, as well as a so-called global ratchet mechanism, whereby countries meet at intervals to scale up their individual and collective ambitions towards the longer-term goals of the agreement.

The consequences of climate change are evident across sectors ranging from physical environment to ecosystem and human health. Despite these profound changes, climate change and its associated risks still may appear distant and remote in both time and space to many people and institutions. Effective, rigorous, and scientifically defensible analysis of the attribution of extreme weather events to changes in the climate system not only helps satisfy the public desire to know, but can also provide valuable information about the future risks of such events to emergency managers, regional planners, and policy-makers at all levels of government. (National Academy of Science, 2016)

The physical impacts of climate change are and will continue to threaten the lives and livelihoods of millions of the people. At institutional level, it is evident that the capacity to respond is determined by institutional competence, derived from a complex set of variable that shape preparedness. In the short term, policies to mitigate climate change could be as important as climate change itself and should be chosen carefully through scenario analyses.

## 2.0 The Climate crisis in Sub Saharan Africa

Africa is reported to account for the smallest share of global greenhouse gas emissions-3.8 % .In Africa, Climate change is not only occurring, it is accelerating. The effects on food safety, animal and plant health are already noticeable, and likely to intensify in the future. Africa is the continent that contributes the least to global warming in both absolute and per capita terms. The continent remains highly dependent on low-productivity agriculture for food, income, and employment. With agriculture accounting for about 30-40 percent of GDP in Africa, and about 70-80 % of Africans being dependent on low-yielding, rain-fed agriculture, climate change stands to be a major crisis on the continent. It is a continent projected to be the

most negatively affected continent due to a combination of severe impacts and relatively low adaptation capacity. Despite continuous positive economic growth at an average of 5% per year, Africa needs accelerated economic development if it is to cope with the increasing demands for food, water and energy challenged by a rapidly growing population, rapid urbanisation and climate change. The pressure on African countries to boost productivity and accelerate growth is now higher than ever, and is being further complicated by the potential adverse impacts of climate change and extreme weather events (Glatzel K. et al, 2016)

The need for adaptation is expected to be high in Africa, especially in light of the existing deficit in adaptation to current climate variability. To the best of our knowledge, there are no studies effectively estimating the adaptation needs, options and costs for different emission scenarios and associated temperature pathways. (Africa Adaptation Gap Technical Report, 2014)

Although Sub-Saharan Africa played a significant role in the development of the SDG agenda through demonstration of leadership in the process of articulating the agenda, there are considerable variations among countries and across the full SDG agenda. There is no overarching evidence to suggest high level of preparedness, particularly in relation to intra-state efforts. Economic transformation in Sub-Saharan Africa is occurring in a context of increasing climate change. The highest adaptation costs are projected to hit hardest in water supply systems, coastal zone protection, infrastructure, and agriculture sectors. To promote sustainable development within the context of climate change, climate-resilient pathways may involve significant transformations in economic, social, technological, and political decisions and actions.

Most Sub-Saharan African countries are implementing decentralization reforms. Decentralization entails the transfer of power, responsibilities and finance from central government to sub-national levels of government. Decentralization provides a window of opportunity for leveraging the alignment of national- sub-national -local responses to climate change in alignment with the implementation of the SDGs. Unfortunately, the connection between national policy frameworks on climate change adaptation and the local institutional alignments has not been effectively utilized to facilitate the intended transformation. Instead of a joined-up approach between the national and local level, fragmented interventions dominate, usually developed on the basis of expert knowledge and assumptions, with limited involvement of local institutions.

### **3.0 The Climate crisis in Tanzania and priority national actions**

The United Republic of Tanzania, which comprises of Tanzania Mainland and Zanzibar, with Intended Nationally Determined Contributions (NDCs) guided by both national and international contexts. The INDCs are in line with the Tanzania Development Vision (2025), Zanzibar Vision (2020), Tanzania Five Year Development Plan (2011/12-2015/16), and anchored in the National Climate Change Strategy (2012) and the Zanzibar Climate Change Strategy (2014). Tanzania envisages meeting

its contribution by implementing following mitigation actions through agriculture, livestock, energy, coastal, marine environment and fisheries, water resources transport, waste management, forestry sector, tourism, human settlement and health

Tanzania is already experiencing adverse impacts of climate change. Current climate variability and change resulting in extreme weather events already lead to major economic costs in Tanzania. Every annual event has economic costs in excess of 1% of GDP, and occurs frequently, reducing long-term growth and affecting millions of people and their livelihoods. The net economic costs of addressing climate change impacts could be equivalent to a further 1 to 2% of GDP per year by 2030. Climate change impacts are affecting coastal zones, public health, energy supply and demand, infrastructure, water resources, agricultural production and availability of ecosystem goods and services. Potentially, there will be high economic costs across these sectors. The consequences have gone beyond natural disasters to causing conflicts among some community groups. This is evidenced by the conflicts and violent clashes between farmers and pastoralists, land loss, water scarcity and series of floods and droughts have hit hard these communities, making them scramble for resources for a mere survival (ForumCC Tanzania .2015.)

It is the vision of pragmatism that leads to doing things differently to achieve radically different outcomes on cross cutting issues like responses to climate change, rather than doing more of the same, inspiring hope for breaking the vicious circle of poverty, inequality and environmental destruction confronting people and the planet (UNRISD, 2016). Tanzania is implementing decentralization by devolution; an approach intended to shift the locus of power to levels appropriate for decision making on political, fiscal and administrative aspects. It would be expected that the decentralization reforms would enable fast tracking of collaboration between central government and local government authorities to demonstrate widespread actions related to climate change mitigation and adaptation. The convergence of policy instruments under the central government provides a hope for trickling down the response through national-local connections. The Government of Tanzania has made remarkable progress in establishing a national framework for climate change adaptation. However, there is no substantial evidence for leveraging the frameworks at the local government level in which devolved interpretation of the plans for implementation at scale.

According to the country's INDCs, the capacity to undertake strong adaptation and mitigation actions beyond national efforts depend on support for implementation. In addition, enhancing capacity in early- warning systems across sectors, improved research and systematic observations, improved climate change institutional capacity and coordination as well as awareness will be critical in addressing climate change ((URT, 2016)

*Tanzania's adaptation contribution:*

*'Tanzania will embark on a climate resilient development pathway. In doing so the adaptation contributions will reduce climate related disasters from 70% to 50%, and significantly reduce the impacts of spatial and temporal variability of declining rainfall, frequent droughts and floods which have long term implications to all productive sectors and ecosystems, particularly the agricultural sector. Access to clean and safe water will be increased from 60% to 75% and, based on a conservative and a worst-case scenario of 50cm and 1m sea-level rise, the contributions will verifiably reduce the impacts of sea level rise to the island and coastal communities, infrastructure and ecosystems.'*

*Tanzania's mitigation contribution:*

*"Tanzania will reduce greenhouse gas emissions economy wide between 10-20% by 2030 relative to the BAU scenario of 138 - 153 Million tones of carbon dioxide equivalent (MtCO<sub>2</sub>e)- gross emissions, depending on the baseline efficiency improvements, consistent with its sustainable development agenda. The emissions reduction is subject to review after the first Biennial Update Report (BUR)"*

(URT, 2016)

#### **4.0 Vertical mainstreaming of climate change in the Lake Victoria ecosystem**

Effective multilevel governance enables better outreach and anchoring of national development policies: Sound national policies are a necessary but not sufficient condition for development. Without the effective involvement of subnational stakeholders there is a significant risk that they will not land on fertile soil. Decentralisation can essentially help enhance ownership and effectiveness of public administration throughout different government tiers, on condition that responsibilities, resources and decision-making power are balanced and well coordinated. (SDC, 2017)

A participatory study was conducted to understand the preparedness of local government authorities in mainstreaming climate change in alignment with implementation of SDGs targets. The study was based on a policy review in which executives, technical staff, private sector actors and farmers in thirty Local Government Authorities in the Lake Victoria ecosystem participated in semi-structured interviews and Focus Group Discussion from November 2016 to January 2017. Key issues that were examined in vertical integration study are institutional arrangements, information sharing, Capacity building, Planning Implementation Monitoring and Evaluation. The participatory enquiries were complemented by an extensive review of the country 's INDCs alongside the Tanzania Development Vision



(2025), Zanzibar Vision (2020), Tanzania Five Year Development Plan (2016/17-2020/21), and National Climate Change Strategy (2012) and the Zanzibar Climate Change Strategy (2014).

#### 4.1 The study objectives and methodology

Climate-resilient pathways in local government principally entails strategies, choices, and actions that reduce climate change and its impacts in alignment with national frameworks particularly the Climate Change strategy and INDCs, and further actions to ensure that effective risk management and adaptation can be implemented and sustained.

Problem-focused Political Economy Analysis guided the analysis for understanding the concrete features of why and how local government authorities around Lake Victoria ecosystem are climate change-ready.

The problem: Failure of local government authorities to adapt vertical mainstreaming of climate change mitigation and adaptation in their development plans as indicated by national level plans.

The research was conducted using qualitative methods, appropriate for a political economy analysis approach. Sources of information included Chief Executives or directors in 30 Local Government Authorities, departmental heads and Subject Matter Specialists in Water, Environment, Agriculture, Livestock and Planning as well as representatives from farmer groups and private sector.

The institutional rules of interaction between the different stakeholders at local government level and how the internal relations represent prevailing power relations, incentive and interest structures in the climate change discourse. The perspectives of actors in the local government system on opportunities for climate change -responsive reforms were explored. The data from interviews and Focus Group Discussions were cross-referenced with analysis of various national frameworks, policy guidance materials and reports to ensure triangulation.

#### 4.2 Research questions

Key questions in the study were:

1. How can the climate change readiness of Local Government Authorities in the Lake Victoria ecosystem be characterized
2. What are the institutional barriers to vertical mainstreaming of climate change through decentralization reforms in the Lake Victoria ecosystem?
3. What are the potential solutions and institutional support strategies for enabling Local Government Authorities to embed climate change mitigation and adaptation towards evidence-based resilience.

### 4.3 Results

The cross- linked results from the interviews and FGDs per district were averaged to rank the parameters per district, summarized as follows:

Parameter	High	Moderate	Low
General awareness on Climate change and SDGs	15(50%)	10(33%)	5(17%)
Sector specific knowledge on Climate change	12(40%)	10(33%)	8(27%)
Plans for vertical mainstreaming of Climate change	0(0%)	5(17%)	25(83%)
Evidence on vertical mainstreaming of Climate change	0(0%)	6 (20%)	24(80%)

#### ***Summary of findings***

- ***Awareness on the intersection between SDG and climate change (adaptation, mitigation and loss and damage)***

Half (50%) of the 30 LGAs demonstrated high levels awareness on SDGs, climate change and intersection between the two. About a third (33%) were able to demonstrate moderate awareness and 17% indicated low awareness

- ***Sector specific knowledge on Climate change***

The availability of sector specific knowledge on Climate change through the sectors of Water, Agriculture, Livestock and Environment varied greatly, with only 12% demonstrating ability to articulate the sector-climate change nexus at a high level, 33% considered themselves to have moderate knowledge and 27% rating themselves at low level

- ***Existence of Plans for vertical mainstreaming of Climate change***

Despite the awareness on climate change across all 30 LGAs, none of them had a formal plan for vertical mainstreaming of climate change, only 17% were able to show sector-based information intended for developing plans and 83% were not able to show any formal arrangements

- ***Evidence on vertical mainstreaming of Climate change***

Following the non-existence of formal plans for vertical mainstreaming of climate change, none of the LGAs could show evidence for moving from conceptual to practice, only 1/5 or 20% had sector-based evidence and 80% had nothing to show.

Tanzania is exposed to progressive constrains in its development trajectory by climate change with varying intensities of impacts at the local level. Warmer temperatures and altered precipitation patterns are likely to impact agricultural production, while higher sea levels may impact coastal communities. The study findings emphasize the importance of mapping the existing resources, capacities and motivations of local government authorities for embedding responses to climate change , with particular attention to the relationships they have with the central government on one hand and with their constituencies on the other.

## **5.0 Key barriers to vertical mainstreaming of Climate change**

Although policy failures are not uncommon, structural shortcoming can be addressed through realization of mutual dependence between the central government and sub national institutions. Overall, local government authorities are at varying levels of decisions about whether to adopt adaptation and mitigation measures as well as innovations. The key barriers identified are:

### **5.1 The ripple of emphasis towards funding -based solutions**

Following a series of awareness building on climate change by the central government, leadership and sector units in local government authorities have maintained a belief that the steps for building resilience will be activated through financial support from above. Expectations on financial support have denied local institutions to explore innovations that could spur a combination of social engineering, science -led support and leveraging local knowledge towards resilience building.

### **5.2 Paradox of power between national and subnational governance levels**

The COP 21 agreement emphasizes that central governments cannot and should not be the only movers on climate change. A range of other actors, including local governments, civil society and the private sector are key to making both mitigation and adaptation happen in terms of actual implementation, maintaining the pressure on national governments to meet their pledges in the INDCs and addressing climate change generally. However, while local governments have a critical role for convening and coordinating integrated local development, the paradox of power between the two levels has led to stagnation in local articulation of what to do.

### 5.3 Lack of conceptual clarity for vertical integration at sub national level

The need to address the 17 SDGs in a crosscutting manner calls for, *inter alia*, adopting more collaborative structures and maintaining information flows, especially among actors and sectors that do not normally work together.

Climate-resilient pathways include strategies, choices, and actions that can influence climate change and its impacts. They also include actions to ensure that effective risk management and adaptation can be implemented and sustained. Whereas there is no formal denial in local government authorities on the need to develop coordinated responses to climate change towards building broad based resilience, efforts to build collective conceptual understanding have not been apparent. In most cases, the environment sector is assumed to be the institutional home and therefore should take responsibilities for solution seeking. This sector-based fragmentation has acted a brake even where baby steps were emerging.

### 5.4 Weak institutional alignment between public and private sectors

Besides the existence of a strongly advocated Public Private Partnership framework guiding collaboration between local government and private sector beyond contracting arrangements, moving away from traditional partnership configurations that tended to be transactional and short-term has not been evident in many LGAs. This leads to a missed opportunity for tapping into private sector capacity for innovations.

## 6. Conclusions

Local Government Authorities around lake Victoria share characteristics that determine social, economic and ecological architecture on how institutional responses can be articulated. It would be logical to expect that the vulnerability analyses and actions needed to build resilience reflect this shared perspective.

The SDGs and the Paris agreement provide a joint framework for more inclusive development. These policy statements underline the importance of aligning complex cross cutting issues towards achieving common outcomes. The desire to deliver nationally determined changes through lower administrative units in diverse environment appears not be the real problem but how institutional competence for delivery and co-ordination can be sustainability established. Despite the fact that there is no perfect distribution of powers and responsibilities between central and local governments, the devolved administrations provide a huge opportunity for exercising considerable autonomy in tackling poverty. In order to challenges to this long standing debate on comprehensive localization of the two intertwined global agenda, the study bring forward some key recommendations.

## 7.0 Recommendations

The institutional dimension is critical in making local governance respond to issues through coordinated responses in a local context. In order to activate and accelerate sub national transition to climate resilience, local governments should consider factoring the following set of recommendations in building resilient economies and livelihoods:

### 7.1 LGAs working through a system approach to decision-making

It is localizing SDG 13 that will trigger mainstreaming a performance-based climate change adaptation using local planning, budgeting and fund delivery systems. Critical areas of concern for embedding a culture of vertical integration are a resonating policy frame, clear policy goals, involvement of relevant sectors and levels, achieving optimal policy integration and designing a consistent mix of policy instruments. Formulating answers to these challenges will enable local governance policymakers and stakeholders to envision the next steps in crystalizing vertical integration. Local Governments indicated that they require methodological support and tools to implement intervention for resilience building. Readiness for addressing climate change in alignment with the SDGs at the local level requires adopting more collaborative structures across sectors. There is an explicit role for the central government through respective ministries to roll out plans for supporting institutional readiness to leadership levels and in technical units in order to stimulate an ecosystem for vertical mainstreaming of climate change.

### 7.2 Strengthening agricultural extension and advisory services

It is not coincidental that the most popular advisory service in the local context is agricultural extension and most INDCs in SSA have indicated that the agricultural sector will be among the highly affected by climate change. Agricultural extension in particular is expected to take proactive role in engaging with the rural population to understand how incremental climate change is affecting their livelihoods and jointly exploring and identifying innovative solutions to these emerging challenges. There is less clarity about how this sector is enabled at subnational and local level to contribute to resilient livelihoods. There is a need for full engagement of the sector through capacity building, establishment of monitoring and evaluation and learning.

### 7.3 Strengthening information networks,

Availability of information on climate change alone does not drive action. Climate science must be translated into the routine local realities in communities, so that it can inform the operational priorities and strategies of stakeholders along the chain. The synergetic nature of aligning climate change interventions and achieving SDG targets call for maintaining efficient information flows, particularly among actors and sectors that do not traditionally work together even within a local government authority. Building and sustaining knowledge platforms is a prerequisite. It is

therefore important for local governments to consider establishing knowledge platforms and hubs for effective brokering of information and joint learning across sectors.

#### **7.4 Civil society repositioning of advocacy for social accountability on resilience**

Like in many other areas in Tanzania and other countries in Sub Saharan Africa, there is high diversity of Non Governmental initiatives implemented by civil society organizations. Most of these initiatives are technically competent to provide support across local governments and communities but have remained pilots that are cocooned and not linked to coordinated local planning where they can contribute to wider learning, replication and scaling up. Strengthened reciprocal collaboration between civil society and Local Government could work to the benefit of both sides . Together they can make a stronger voice for devolution of adaptation, with CSO providing technical know-how and Local Government can providing institutional anchoring points for projects that may be better positioned to influence decision making in local structures.

#### **7.5 Triggering community participation**

Arguably, inclusive growth is a top priority for both local and central governments. Of recent, there have been growing calls for greater attention in research and practice to understand how climate and development policies interface across national policies and community adaptation. This relates to conceptualizing, defining and measuring resilience. It is an accomplished fact that citizens expect more transparent, accessible, and responsive services from the public sector, and the expectations are surging. Confronting complex problems such as climate change alongside mission-focused reinterpretation of the government–citizen relationship provides an opportunity for effective and evidence-based localization in which communities position themselves to contribute the desired changes. Engaging communities in the local climate change discourse is not only defining a moral compass in collaboration but also ensuring genuine ownership of resilience architecture in the local context.

#### **8.6 Incentivizing engagement with private sector and research communities**

Exploring solutions for complex problems is at the heart of the missions among private sector and research networks. Transparency in working with and engagement of both research networks and the private sector can greatly add value in developing plans for resilient localism. There is a need to build systematic and strategic engagement with research and private sector network as equal partners for collaboration in leveraging interventions focused on local impacts.

### 7.7 Ensuring transparent trickle down of funding streams.

Building resilience at individual, institutional, and private sector levels is essential for achieving sustainable development in Sub Saharan Africa. Available evidence indicates that financing for this purpose is limited and difficult to access. The responsibility, expertise and funding for climate and disaster resilient development is scattered across a large number of actors, creating a complex architecture of funds and providers. Funding should aim to avoid vulnerability traps where climate change impacts deplete people's assets . While country access to global climate funds is constrained by complex and diverse requirements due to multiplicity of special climate funds, local governments being at the far end of the delivery system may not be institutionally motivated to explore possibilities for such transfers. The central government should therefore ensure that LGAs are enabled to explore possibilities for funding through various channels even without the immediate back up of the national level.

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