



Food security, nutrition, climate change resilience and gender

Policies for small-scale farmers, Tanzania

March 2017





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March, 2017

Cover picture ® CARE Tanzania

Suggested citation:

CARE International (2016). **Food security, nutrition, climate change resilience and gender**

Policies for small-scale farmers in Tanzania. Southern African Region Policy analysis series. CARE US. Atlanta (United Sates)



Acknowledgements

This report could have never been produced without the collaboration and active support of **Tonya Rawe** (CARE Global Policy Lead, Food and Nutrition and Security) and **Vitumbiko Chinoko** (CARE Advocacy and Partnerships Coordinator, Food and Nutrition Security, Southern Africa) and Karl Deering (CARE Climate Change Regional Coordinator for Africa) who patiently reviewed the document and provided excellent inputs. Deep thanks too to CARE International in Tanzania, and particularly to **Gloria Cheche** (Deputy Country Director) **Thabit S. Masoud** (Technical Unit Director, Natural Resources and Climate Change) **Marceli Madubai** (Pastoralist Program Coordinator) whose insights into the Tanzania's agriculture, food security, nutrition and climate change policies helped ground the report. Sincere thanks also to **Michelle Carter** (CARE Southern Africa Regional Coordinator) and to Laté Lawson-Lartego (CARE USA Senior Director, Food and Nutrition Security) for their trust and leadership!

Thanks also to the directors and officials from the Ministry of Agriculture, Livestock and Fisheries of Tanzania, the representatives from the Office of the President, the Parliament and other public institutions, as well as the numerous civil society organizations who participated in the validation workshop of this Analysis (Bagamoyo, 23 and 24 February, 2007). Their wisdom, patience and passion were determinant to complete this Analysis. Deep thanks too to **Abdallah Henku** for his excellent facilitation of the workshop.

Juan Echanove



Acronyms

ACRP	Agriculture Climate Resilience Plan
ACT	Agricultural Council of Tanzania
AfDP	African Development Bank
ANSAF	Agricultural Non-State Actors Forum
ASDP	Agricultural Sector Development Program
AU	African Union
BRN	Big Results Now
CADAAP	Comprehensive Africa Agriculture Development Program
CC	Climate change
CCAPAP	Climate Change, Agriculture and Poverty Alleviation project
CGAR	Committee for the Global Agriculture Research
CRR	Climate change resilience
CSA	Climate smart agriculture
CIMMYT	International Center for Wheat and Maize Improvement
CPP	CARE Pathways Program
DADP	District Agricultural Development Plan
DDP	District Development Plan
DFID	Department for International Development (United Kingdom)
DoE-VPO	Division of Environment in the Vice President's Office
EfD	Environment for Development
ESAFF	Eastern and Southern Africa Farmers Forum
EU	European Union
EWS	Early warning system
FAO	Food and Agriculture Organization of United Nations
FFS	Farmers field school



FFBS	Farmers field and business school
FNS	Food and nutrition security
FS	Food security
FYDP	Five Year Development Plans
GDP	Gross Domestic Product
GNTs	Global Nutrition Targets
HDI	Human Development Index
IFAD	International Fund for Agriculture Development
IFC	International Financial Corporation
IPCM	Integrated pest control management
ISFM	Integrated soil fertility management
KK	Kilimo Kwanza
MDG	Millennium Development Goals
M&E	Monitoring and evaluation
MICCA	Mitigation of Climate Change in Agriculture
MILF	Ministry of Agriculture, Livestock and Fisheries
MKUKUTA	National Strategy for Growth and Reduction of Poverty
MVIWATA	Mtandao wa Vikundi vya Wakulima Tanzania
NAIP	National Indicative Program
NAIVS	National Agricultural Input Voucher Scheme
NAPA	National Adaptation Program of Action
NCCFP	National Climate Change Focal Point
NCCS	National Climate Change Strategy
NCCSC	National Climate Change Steering Committee
NCCTC	National Climate Change Technical Committee
NGP	National Gender Policy
NLP	National Livestock Policy
NNS	National Nutrition Strategy
NPAAD	New Partnership for Africa's Development
PANITA	Partnership for Nutrition in Tanzania



PMO	Prime Minister's Office
RALG	Regional Administration and Local Government
RCC	Regional Consultative Councils
SADC	Southern African Development Community
SAGCOT	Southern Agricultural Corridor of Tanzania
SUN	Scaling-Up Nutrition
SuPER	Sustainable, Productive, Equitable and Resilient (agriculture)
TADB	Tanzania Agriculture Development Bank
TAFSIP	Agriculture and Food Security Investment Plan
TALA	Tanzanian Land Alliance
TCSAP	Tanzania Climate Smart Agriculture Program
TFC	Tanzania Federation of Cooperatives
TNBC	Tanzania National Business Council
TTEJF	Tanzanian Trade and Economic Justice Forum
UN	United Nations
UNDP	United Nations Development Program
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations International Children's Emergency Fund
URT	United Republic of Tanzania
USAID	United States Agency for International Development
VLUP	Village Land Use Planning
WFP	World Food Program
WFT	Ward Facilitating Teams



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Introduction

Why this analysis?

This Policy Analysis is part of series of country-specific studies on Food and Nutrition Security (FNS) and Climate Change Resilience (CCR) policies in the Southern African region that CARE International is currently conducting. CARE identifies advocacy as one of the priority approaches to influence broader change and scale up effective solutions. Multiplying the impact of innovative solutions that bring lasting changes, by documenting and replicating successful experiences, promoting pro-poor approaches and advocating and influencing policies are key aspects of CARE global 2020 Program Strategy.

The focus of this analysis is the implementation status of FNS- CCR, with a strong emphasis on how these policies impact in the small scale and women farmers. The analysis covers both national specific policies and those policies and commitments that the Government of Tanzania has signed to as part of global collective efforts.

The analysis aims to become a baseline to better understand the policy gaps and implementation challenges in FNS and CCR towards women and smallholders in Tanzania.

The main purpose of this analysis is to become useful instrument for the **Government of Tanzania, donors and civil society organizations**, to better identify the challenges for a more effective investment in gender transformative, climate resilient and nutrition smart agriculture. Based on the findings of this analysis, CARE Tanzania, with its extensive experience in food security, land rights, pastoralism, natural resources management, and CCR will continue to advocate, together with its partners and other stakeholders, for inclusive FNS and CCR policy models.



Methodology

The analysis is, ultimately, the result of the collective work of the different stakeholders.

The process of elaborating the analysis started by the initiative of CARE, who conducted an exhaustive desk review, covering more than 140 sources, including policy documents as well as reports, surveys, evaluations and other available documents assessing the actual implementation of the policies (see the consulted bibliography). The first draft was then reviewed by CARE Tanzania, as well as by CARE International experts in advocacy, FNS and CCR and by the Ministry of Agriculture, Livestock and Fisheries of Tanzania (MALF).

On the 23 and 24 of February of 2017, CARE organized, jointly with the MALF and other stakeholders, a validation workshop in Bagamoyo (Tanzania) to review and discuss the draft analysis. 30 policy makers, experts and practitioners from various government institutions, civil society organizations and the academia, discussed extensively the draft and enriched it with their comments and recommendations which were integrated to the final version.

What is policy?

By policy, in this analysis, we understand a course or principle of action adopted or proposed by an organization² - in this case, by the government of Tanzania. Hence, this analysis covers not only the higher-level policy documents (e.g. 'Tanzania Agriculture Policy'), but also any relevant documents containing government's principles of action, such as strategies, action and investment plans, programs, guidelines and other policy initiatives, as well as their implementation arrangements, including budgets and evaluation and monitoring systems. Government policies are not only reflected in the set of documents containing it, but also in the way the policies are implemented in practice.

2 Oxford Dictionary, 2016.



Executive summary

Context and background

Despite substantial growth and macroeconomic and political stability, poverty in Tanzania remains high. According to FAO, the number and the proportion of people with hunger have augmented significantly, so the country was unable to fulfil the Millennium Development Goal (MDG) target of halving hunger by 2015. One out of three Tanzanians is undernourished against a target of ending hunger. According to Millennium Development Country Report poverty is wider spread in rural areas with 33.3 percent of population being basic needs poor and 11.3 per cent food poor (MDGR 2014). Small-scale producers (farmers, pastoralists, fishers) are the majority and the backbone of Tanzanian agricultural sector. Their low productivity has hardly changed in decades. The agriculture sector is not performing well in Tanzania, and the country has been unable to achieve the annual growth rate of 6% by 2015/16 stipulated in the Maputo Declaration. Women comprise most of Tanzania's agricultural workforce and they are responsible for securing the food for household needs. However, patriarchal norms and traditions often dispossess women of rights, access, and control of land and agricultural resources. Tanzania is already very vulnerable to the impacts of climate change: productivity is declining due to the unreliability of rainfall, and the livelihoods of pastoralists is under threat.

Agriculture and FS policy framework

Tanzania has a complex agriculture policy framework. The Agricultural Sector Development Program (ASDP) sets the sector priorities, while the Tanzania's Agriculture and Food Security Investment Plan (TAFSIP) maps out the investments required to achieve the Comprehensive Africa Agriculture Development Program (CAADP) commitments. These policies follow a traditional 'green revolution' approach, where sustainability and agroecology considerations and are not well considered.



In recent years, the country has put forward numerous other policies and initiatives designed to attract big private investments to agriculture: The Southern Agricultural Corridor of Tanzania (SAGCOT), the Big Results Now (BRN) and the New Alliance for

Food Security and Nutrition). SAGCOT, BRN and the New Alliance are strongly contested by the civil society organizations, who believe that they are not primarily aimed to improve the situation of the small-scale farmers' but to privilege the interest of investors and local elites. Various aspects of food security are covered across these agriculture policies, but Tanzania lack an standalone Food Security policy document.

Tanzania has not yet met its pledge under the Maputo Declaration of committing 10% of the budget to agriculture. Funds for the sector have been decreasing since 2010, so the ambitious policy plans contained in the TAFSIP or ASDP are underfunded. An extra problem is the low disbursement rate, mainly due to the delays by the central government to disburse funds to the districts and, in consequence, the inability of the local authorities (to whom much of the implementation responsibilities have been devolved) to timely deliver.

The polices and the small-scale farmers

There are about 15 million small-scale farmers' Tanzania, out of which approximately 8 million are women. Despite the official commitments to enhance the inclusiveness of agricultural policymaking, in practice, the participation of the civil society organizations (and many of these organizations are articulated in various platforms) in the policy processes is inconsistent. Local communities are also underrepresented in the decisions.

Overall, the implementation of the agriculture policies is not resulting in a significant improvement of the living conditions of the small-scale farmers. The State-funded measures in agriculture research, land use planning, irrigation, post-harvest management or fertilizers supply were poorly designed and are not very efficient, while erratic trade policies often following vested interests, have often undermined local production and it is still early to know if the recently created State-owned Tanzania Agriculture Development Bank (TADB) will be accessible for the smallholders. On a more encouraging note, improvements in the extension services are having a positive impact in the smallholders.

The inadequate recognition of pastoralism in national policies has resulted in a great deal of conflicts. The wave of large scale land acquisitions by agribusiness investors



have opened a further front of land conflicts, with accusations of lack of transparency in the deals, evictions and unfair compensation.

Although the rights of women farmers for an equitable access to resources are well reflected in the agricultural policy frameworks, the implementation often fail to empower women: female-headed households are having less access to fertilizers' programs, and women are experiencing more negative outcomes from the large scale land acquisitions than men.

CCR policies & the small-scale farmers

Tanzania has ratified the UNFCCC and its protocols, except the Paris Declaration on CC, which is pending. The country has in place a well-articulated and high-quality policy framework for climate resilient agriculture, including a National Adaptation Plan (called National Adaptation Program of Action), a National Climate Change Strategy, an Agriculture Climate Resilience Plan and a Climate Smart Agriculture (CSA) Program. Agriculture is also included in the country's Intended Nationally Determined Contribution (INDC).

Overall, Tanzania's government has been very transparent in the policy drafting process related to CCR, and open to get inputs from the civil society. Small-scale farmers are, in fact, at the center of Tanzanian' climate change adaptation official policies.

But despite this well-articulated policy framework, very few interventions (crop vulnerability assessments, improved soil and land management, etc.) are in place, and local authorities seem ill-prepared to respond to the challenges ahead. Nevertheless, the recent creation of the Tanzania Climate Smart Agriculture Alliance (TCSAA) is a promising development.

Nutrition policies and small-scale farmers

Nutrition is a prominent topic in Tanzania's policy and political agenda, and the government is an active player in the Scaling-Up Nutrition (SUN) movement. The country has a solid National Nutrition Strategy, and the civil society is actively engaged in the nutrition policy dialogue processes. However, the policy framework is yet far to be comprehensive, and the institutional architecture is complicated and confusing, with various agencies and committees sharing similar responsibilities.



In the last few years, Tanzanian has allocated an insignificant budget for nutrition: just 0.2% of the total State budget, on average. Very few nutrition interventions are incorporated in the district plans and even fewer are not implemented due to lack of funds.

Gender policies and small-scale farmers

Tanzania is adherent to the relevant global and regional gender commitments, which, overall, are well reflected to the national policies and legislation. However, and as for many other issues in Tanzania, implementation is the main challenge. The country was a pioneer in gender budgeting in Africa but the actual implementation has been mixed. Almost no significant gender-specific policies are promoted by the government to facilitate women access to land, intra-house income, credit, or legal advice.

In recent years CARE has been working successfully in pastoralists' and land rights, gender issues and climate change resilience. As well as on improving the financial inclusion of the women and small-scale farmers via VSLAs, which is key for meaningful engagement of the farmers in the agriculture value chains. CARE is also actively engaged in the annual FNS vulnerability assessment conducted in Tanzania every year.

A set of Recommendations for possible further advocacy activities on FNS/CCR is provided at the end of the analysis.



Context and background

Economic and social context

Over the past decade, Tanzania has experienced an impressive average annual GDP growth rate of 7% (UNDP, 2015). Inflation is contained to a single digit, though the recent shortage of rains in many parts of the country has caused the prices for some foods to rise. Expenditure has expanded due to increased domestic revenues; the dependency on aid has decreased; foreign trade investment and trade are steadily augmenting and the economy is more liberalized and globally integrated. Tanzania's economy has changed from one dominated by agriculture to one where services and industry now comprise a substantial proportion of growth. As per latest figures, agriculture contribution to the GDP is 23% (WB, 2015).

This high growth rate is not resulting in significant poverty reduction in Tanzania, which remains one of the 25 poorest countries in the world (UNDP, 2015).

Poverty is predominantly rural in Tanzania, with approximately 10 million people in the rural population living in poverty (Oxford Poverty and Human Development Initiative, 2013). The use of electricity for lighting in rural Tanzania is still only at 36% and 63% of rural households have no access to piped water as the main source for drinking (WB, 2015).

Social and economic indicators		
Population (million)	49	2015
Annual population growth	2,7%	2014
HDI ranking	151	2014
GDP (Billion US\$)	33,2	2015
GDP per capita	1,702 \$	2015
GDP annual growth rate	7%	2013
Poverty ²	43,5%	2014

² Less than 1.25 US\$/day



Tanzania's population growth is one of the fastest in the world and a further challenge to the country development. Urban population is growing even faster due to rural migration: 5% per year.

The country has made significant progress in the health sector in recent years. Life expectancy has improved and infant mortality is declining significantly (WHO, 2016). The situation of education is more ambivalent: Primary-school enrolment has been increasing and is now nearly universal, but the quality of education system is low (UNICEF, 2015).

Gas expectations

Major recent discoveries of gas reserves in Tanzania are creating great expectation, but the global downturn in gas prices has compounded delays in Tanzania's emergence as a gas exporter.

Political context

Tanzania has built a reputation for long-standing peace and stability, in marked contrast to its Central and East African neighbours, but this reputation was tested by a series of political hurdles in the lead-up to the country's 2015 presidential and parliamentary elections (Chatman House, 2016).

Tanzania's president, Dr John Pombe Magufuli, was elected in October 2015. Key issues facing the country's government include the risk of destabilization of the union with Zanzibar; the need of promoting much further transparency in the country's mineral and agricultural wealth and resources and the huge population demand for fast implementation of development policies. The dissatisfaction of a young, under-employed population is a slow-burning but important potential challenge to continued stability. Magufuli's cabinet, staffed with technocrats and academics, is well placed to identify needed improvements for growth, but it will also face potential limitations if this focus runs counter to the priorities of the country elite (Animadu, A, 2016). There are growing concerns in Tanzania on the limitations to the democratic process that the country is now facing due to the recent bans imposed by the new Administration. on political rallies and public meetings.

Overall development policy

Tanzania's long term development goals to eradicate poverty and attain sustainable development of the economy are expressed in the **Development Vision 2025** for



the Mainland³ and Vision 2020 for Zanzibar, which outline the nation's aspiration to become a middle-income country. Tanzania's medium term development goals are articulated through the National Strategy for Growth and Reduction of Poverty (**MKUKUTA II**) and the **Five Year Development Plans (FYDPs)**. The 2011/12-2015/16 FYDP focused primarily on developing employment and revenue, via promoting the industrial sector, especially natural gas-based industries and agro-processing industries. The 2016/17-20/21 FYDP concentrates on improving competitiveness, with the hope to transform the country into the manufacturing hub of East Africa. In 2013, the President launched **Big Results Now (BRN)**, an initiative to accelerate policy implementation in several areas. All these broad policy documents, as we shall see in the next chapter, define also agricultural priorities and targets.

Zanzibar policies

As a semi-autonomous part of Tanzania, Zanzibar has its own government, with the power to enact its own legislation and to produce its own strategies and development plans in various social and economic areas, including agriculture, food security, nutrition and climate change. In many instances, the Zanzibar policies for these sectors are very much aligned with those for mainland Tanzania. In this report, explicit references to Zanzibar-specific policies are made especially in those cases where they are somehow different in content to those for the continental part of the country.

Overall policy implementation

The MKUKUTA and FYDPs have enjoyed some hard-won gains but their implementation has been undermined because of various shortcomings in policy management. In Tanzania, there is weak alignment of procedures, planning, and institutional coordination, reflected in lack of consensus among key stakeholders that sometimes ultimately leads to policy reversals (NEPAD, 2014). Plans and policies often lack operational details, so they are interpreted differently by those meant to implement them (UNDP, 2015). The professionalism and probity of the administration remain a matter of concern. Complex bureaucracy and poor delivery have stalled development, as has ministerial focus on outputs rather than measurable improvement.

Tanzania has a highly-decentralized administration, where national ministries are responsible for policy formulation and coordination while the districts' governments

³ Continental or Mainland Tanzania, as opposed to the Zanzibar region (Zanzibar, Pemba and other islands) which also form the country.



have the mandate for the execution of development activities in their territories. The **Prime Minister's Office Regional Administration and Local Government (PORALG)** is the leading institution in empowering regional administration and local authorities. In practice this decentralization faces several difficulties: the districts are constrained by limited resources and operational capacities (Gabagambi, 2013), and many of the policy making processes at local level are dominated by a small group of actors both in the government and civil society (ECDPM, 2015).

Policy monitoring and evaluation is a big problem in Tanzania. The 2012/16 FYDP recognizes that 'the implementation of previous governmental plans was characterized by inadequate systems for monitoring progress and evaluating value for money as well as outputs, outcomes and impacts'.

FNS and agriculture main indicators			
FNS			
Indicator	%	Source	Year
Stunting of children under 5 yrs.	34,7%	WHO	2014
Wasting of children under 5 yrs.	3,8%	WHO	2014
Overweight of children under 5 yrs.	3,5%	WHO	2014
Anaemia women of reproductive age	39%	WHO	2014
Access to adequately iodized salt	64%	WHO	2014
Low birth weight	7%	WHO	2014
Exclusive breastfeeding under 6 months	40%	WB	2014
Vitamin A deficiency children under 5	24%	UNICEF	2010
Average per capita daily calorie intake	2,538	WB	2013
People undernourished (millions)	16,8	FAO	2015
Proportion of undernourished	32,9%	FAO	2015
People food insecure (less 2100 cal./day)	40%	WFP	2013
Agriculture			
Contribution of agriculture to GDP	23%	WB	2015
Contribution of agriculture to exports	+30%	WB	2015
Contribution of agric. to employment	67%	WB	2015
Average farm size (hectares)	2.3	WB	2013
Agriculture land under irrigation	1.5%	GoT	2012



Farmers accessing improved seeds	24%	WB	2012
Farmers using chemical fertilizers	11,6%	IFPRI	2010
Farmers using organic fertilizers	22,8%	IFPRI	2010
Farms accessing financial services	15%		2012

The agriculture sector

Tanzania has a dual agricultural economy: On the one hand, more than 95% of the total farmers are smallholders (WB, 2010), out of which 54% are women (UNDP, 2015), carrying out rain-fed agriculture, producing subsistence crops, (maize, sorghum, millet, cassava, sweet potatoes, pulses, paddy, wheat, fruits and vegetables). The total number of small farmers, can be estimated in 15 million, out of which approximately 8 million are women (FAO and UNDP, 2015).

On the other side, cash crops (sugarcane and tea) are grown in some 1,500 very large-scale commercial farms, some of them property of international corporations and foreign owners, but many also owned by wealthy Tanzanians (FAO, 2013).

Tanzania is commonly considered to have a high potential for agriculture production and that this potential is underused. The growth in agricultural output is not significantly higher than the growth of the population (IFAD, 2016). Agriculture productivity is among the lowest in sub-Saharan Africa (UNDP, 2015).

The contribution of agriculture to GDP has declined markedly during the last 15 years, from around half to one quarter of total GDP (FAO, 2013). In fact, one of the striking features of the country economic transformation is the slow pace of change in the agricultural sector, which helps to explain why poverty remains high in the rural areas (EC, 2016).

The small-scale farmers

In Tanzania, 74% of the population live out of agriculture. Most agricultural production still occurs on smallholder farms that rely on family labour. 85% of farmers have fewer than

4 hectares of land. Many of them depend on maize and rice production for their livelihoods (NEPAD, 2014).



According to FAO statistics, small-scale farmers' levels of agricultural productivity have hardly changed since independence. Less than 1% of the small-scale farmers have formal land-ownership titles (Mugabi, 2013). Most of these small-scale farmers do not have access to fertilizers, improved seeds and other inputs. 62% of land is cultivated using basic manual tools (Veit, 2010). High levels of poverty inhibits accessibility of fertilizers and improved seeds. Just one third of Tanzanian small scale farmers produce enough surplus to sell in the market (WB, 2014).

There are approximately 1.5 million pastoralists in Tanzania, spread (Department of Livestock 2009) among five pastoral tribes and communities. Pastoralist in Tanzania face several challenges including a shortage of land for grazing, lack of water, frequent cases of cattle rustling, poor delivery of social services, population increase and a break-down of traditional institutions.

Fisheries are important to Tanzania's economy, providing income, export revenues, and jobs to 177,000 small scale full time fishers (USAID, 2015). Fish are also important to nutrition, providing about 22% of animal protein in the diet (NFDS, 2016). An estimated 25,000 small vessels are engaged in subsistence fishing along the coast and in Lake Victoria (Mwaisunga, 2012). Due to harmful fishing practices, the sector's growth is declining (Kaino, 2016).

Women farmers

Tanzania has strong legal provisions for women's rights, however in practice these rights are often not upheld due to customary laws and tribal norms. In 2014 Tanzania's Gender Inequality Index score was 0.547, which ranked Tanzania 125th out of 143 countries for gender equality.

Women in agriculture main indicators			
Women working in agriculture	81%	FAO	2010
Contribution to work force	54%	FAO	2010
Contribution to food production	60%	FAO	2010
Land owned by women	20%	FAO	2010
Access to inputs	33.3%	CPP	2012
access to extension services	28%	CPP	2012
Access to output markets	23.8%	CPP	2012
Women accessing financial serv.	6%	CPP	2012



81% of Tanzanian women work in agriculture, compared to 74% of men (FAO, 2010). As in much of Africa, men in Tanzania are largely responsible for cash crop farming and other income-generating activities, while women take charge of food crops, help with cash crops, and provide the bulk of unpaid labour for household production and reproduction (Cooksey, 2012). Despite women's major labour contributions to the household economy, men control nearly all the cash income. In Tanzania, this burden begins as early as at the age of 10 years for females (DANIDA, 2013). The country has one of the highest child marriage prevalence rates in the world. Almost two out of five girls in Tanzania are married before 18 and start raising families soon after, thus reducing their education and employment options in the future and therefore their access and availability to nutritious food (UNICEF, 2016).

The prevalent customary land tenure law vests control of property in men, so women own only about 20% of titled land in Tanzania (FAO, 2010), and their average land holding size is less than half that of men. According to CARE's Pathways Program, access to credit for women is also very limited: only 6% of women access microcredit, compare with 15% of men (Pathways, 212). Due to this comparatively more limited access to finance, land and inputs, yields per hectare are lower on land worked primarily by women. As such, women are relatively poorer in the society compared to men.

Gender inequality is prevalent within Tanzania's pastoralists and fisher communities too, where the current system of control and division of labor deprives women of both cultural and economic resources (Mwaisunga, 2012). Women pastoralists and fishers also face the same constraints in terms of access to credit and control over income or early marriage and less access to education (Ellis, 2007).

Food security and nutrition

Despite the country's significant economic growth, very little progress has been made in improving food security or reducing chronic malnutrition in Tanzania (UNICEF, 2010). Access to adequate food and inadequate feeding behaviour remain a problem for many households.

In recent years, the country has become less dependent on food imports but has not reached yet food self-sufficiency.

Tanzania ranked 54th in the 2012 Global Hunger Index (GHI), out of 79 countries (IFPRI, 2013). Caloric availability at the household level has hardly improved in the last two decades, and chronic malnutrition is estimated to be an underlying cause



Climate change indicators

Climate change indicators	
Agriculture contribution GHGEs	6%
LULUCF contribution to GHGEs	87%
Reforestation rate (Km ² /year)	4,000

of over one third of children under-5 deaths. The number children under-5 affected by stunting exceeds 2.5 million, which is very high on global rankings (WHO, 2014). Given the current trend and considering the population growth, more than 3.5 million children will be stunted in 2025 (FAO, 2015).

Deficiencies in micronutrients, (iron and vitamin A), are widespread. only 20% of children 6-23 months receive a minimum acceptable diet (WHO, 2014). There are important inequities and disparities in under nutrition in terms of geographical location, household wealth and mother's education. Various districts across Tanzania regularly report food shortages even in years of overall surplus in the country, mainly due to adverse climatic conditions, cultivation of unsuitable crops in the respective agro-ecological zones or poor husbandry practices. The highest acute malnutrition rates are found in Dodoma, Tanga, Mara and Singida (Kingu, 2015). Accessibility to foods in these rural areas is still challenged by the poor road network and lack of post-harvest infrastructure and logistics (MAFAP, 2013).

More hunger

According to UNDP, in 1990, one quarter of the Tanzanians were suffering under-nutrition. In 2015 the figure augmented to one out of three. In terms of absolute numbers, the picture is even worst; 16,8 Million people in 2015, compare to 6,4 Million 25 years ago.

Climate change and other shocks

3.5% of the Tanzanian agricultural GDP is lost every year as result of unmanaged production risks (WB, 2012). Tanzania's is already very vulnerable to the impacts of climate change (CC). Average annual temperature has increased by 1°C and annual rainfall has decreased by 2.8mm/month per decade since 1960 (URT, 2014).

According to the Tanzanian NAPA, evidences have shown that in Tanzania there is a shift of agro ecological zones as results of CC, and productivity of most crops seems to have declined, particularly due to the increasing unreliability of rainfall.



FORUM CC



A recent research paper projects up to 45% yield reductions for rain crops, such as maize, rice and cassava by the end of the 21st century in the West of Africa, including Tanzania (Udhikari et all, 2015).

The impacts of CC are posing a direct threat to pastoralists' livelihoods in the arid and semi-arid lands (WFP, 2013): Changes in the mean temperature and rainfall have resulted to prolonged length of dry seasons that reduces water and pastures availability for the livestock (Irish Aid, 2015). This is restricting pastoralists' mobility and is often creating land-use conflicts with farmers (Nelson, 2009).

CC also threats to Tanzania's coral reef fisheries. A recent study found that coastal fishing communities are particularly sensitive to CC due to their high dependence on fisheries for food security and livelihoods.

Forest, water and wildlife resources are increasingly degraded in Tanzania, due to the rapid growth of extractive industries, population growth, and intensified land and resource use (Shayo, 2013).

Tanzanian farmers face also other shocks such as the widespread outbreaks of pests and diseases, price volatility (specially for global commodities such as cotton and coffee) and risks linked to the trade policy framework for various cash crops and maize (Kihenzie, 2013),



Agriculture and food security policy framework

This chapter provides an overall description of the agriculture and policy framework (how the sector policies look like, who are the policy makers...), while in the next chapter, we will consider how these policies unfold in specific subsectors and themes (land policies, irrigation, extension services...) and how each of these, address the needs of women and the small-scale famers.

International commitments

Tanzania has adopted the UN 2015 **Sustainable Development Goals (SDGs)**, committing to eliminate hunger and malnutrition by 2030. Tanzania is party as well of the **World Health Assembly Global Nutrition Targets (GNTs)**, which are to be fulfilled by 2025, and has also joined the **Scaling Up Nutrition (SUN)** initiative in 2012, a global public/private alliance to work to end malnutrition.

Tanzania has confirmed its ‘intention to take account’ the **Voluntary Guidelines on the Responsible Governance of Land Tenure**, which were endorsed by the Committee on World Food Security in 2012 (Dancer, 2015). The guidelines define several principles including the need to ensure that investments in agriculture lands are responsible.

The **Comprehensive Africa Agriculture Development Program (CAADP)** is an initiative of the African Union (AU) within the context of The New Partnership for Africa’s Development (NEPAD). The CAADP is a framework for African countries for the transformation of the agricultural sector, with the target of an 6% annual growth in agriculture sector GDP. CAADP was endorsed by Tanzania along all Sub-Saharan countries in the **Maputo Declaration**, in 2003, which includes the commitment in the allocation of at least 10% of national budgetary resources for agriculture. During the CAADP country round tables - key players are supposed together to develop a road map for going forward.



This process leads to the identification of priority areas for investment through a **CAADP Compact** agreement that is signed by all key partners. Tanzania was one of the later CAADP Compact signatories, doing so in 2008. These commitments were reinvigorated in 2014 in the **Malabo Declaration** which introduced a further set of targets for the African Agriculture for 2025. As member of the Southern African Development Community (SADC) Tanzania is also party to **SADC Regional Indicative Strategic Development Plan**, which also included various FNS-related targets.

In page 27 there is a summary of the FNS commitments, their accomplishments and level of ownership and adoption by the government and the civil society.

Agriculture policies

Agriculture in the national policies

The new **2016/21 FYDP** although mainly focus on the industrial sector (its motto is 'Nurturing industrialization for economic transformation and Human Development'), includes also various agriculture targets. The overall concept is that other economic sectors will grow such that agriculture will become a smaller player in the national economy.

During the last 10 to 15 years, there has been a multitude of FNS policies, overall programs and other initiatives in Tanzania, with not always clear linkages between them and often running in parallel (Cooksey, 2013). As NEPAD has pointed out, Tanzania needs to streamline and rationalize the existing agriculture-related policy framework.

National Agriculture Policy 2013 (NAP)

The NAP revolves around the goals of developing an efficient, competitive and profitable agricultural industry to contribute to the improvement of the livelihoods and attainment of broad based economic growth and poverty alleviation. The NAP states that 'the Government is committed to bring about green revolution that entails transformation of agriculture from subsistence farming towards commercialization and modernization through crop intensification, diversification, technological advancement and infrastructural development'.

The NAP is a rather general document, setting overall principles and objectives but lacking indicators or timeframes for their implementation.



Specific objectives of the NAP

- Increase production, productivity and profitability
- Enhance national food security
- Improve agricultural processing
- Enhance production of quality products
- Increase foreign exchange earnings from exportation of agricultural products;
- Provide enabling environment to attract private sector investment
- Strengthen agricultural support services (research, extension and training)
- Strengthen inter-sectoral coordination
- Promote integrated and sustainable utilization of agricultural land
- Promote implementation of cross cutting issues

National Strategy for Youth Involvement in Agriculture (2016-2021)

2016/21 FYDP key FNS targets		
Agriculture contribution to...	Baseline	2020
GDP	23%	24,9%
Exports	+30%	24,9%
Employment	67%	56,5%

According to this (quite innovative) strategy, which has been produced in 2016, ‘there has been low participation of youth in the Agriculture sector, which necessitates the Ministry to come up with a specific strategy to promote the youth involvement in agricultural economic activities.’ Amongst other priorities, the Strategy aims at ensuring that legally organized youth groups access, acquire and make better use of agricultural land; facilitate acquisition and accessibility of financing resources for youth to invest in agriculture; Facilitate acquisition and accessibility of financing resources for youth to invest in agriculture and promote decent work in the sector.

National Livestock Policy (NLP)

This policy aims to modernize the livestock industry and to stimulate its development, while promoting proper land-use planning for livestock production. The NLP states that the Government shall provide livestock officers, while the private sector should develop the infrastructure and to ensure disease control within its borders.



National Irrigation Policy 2010

The National Irrigation Policy emphasizes sustainable availability of irrigation water and its efficient use for enhanced crop production, productivity and profitability to contribute to food security and poverty alleviation. The main focus is fostering private sector participation in irrigated agriculture through increased investments.

Land Act

The main purpose of this Act, which was enacted in 1999, is to recognize and secure customary rights in land, placing all village land under the management and control of village governments. The transfer of ownership and control over village land is strictly regulated under this Act, to protect the interest of local communities.

Fisheries policies

The Fisheries Sector Development Program aims to support the livelihood of fisher-folks and aqua farmers through increased incomes and self-sufficiency in food of fish origin, while the National Water Sector Development Strategy highlights the important links between water quality and fisheries (Mwaisunga, 2012). In practice, these policies are often not translating into a real support to promote sustainable practices. A survey found out that aquaculture and fisheries officers do not have mobilization means so the fishermen must pay for their transportation costs to get the advice (Economic and Research Foundation, 2016)

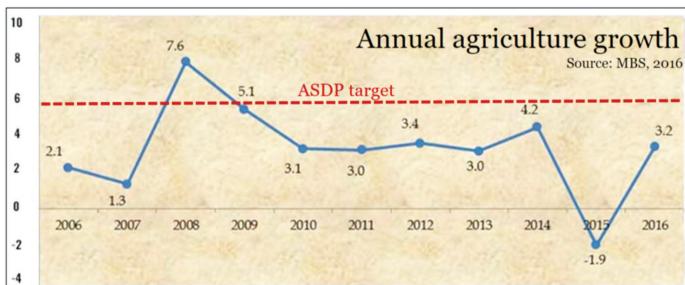
Food Security Policy

Various aspects of food security are covered across these agriculture policies, but Tanzania lack a standalone Food Security policy document.

Agriculture programs and investment plans

Agricultural Sector Development Program (ASDP)

Formulated in coordination with the main donors and launched in 2006, the ASDP I (2006/2014) aimed to achieve a sustained agricultural growth rate of 6% per annum primarily through the transformation from subsistence to commercial agriculture. Locally, the ASDP was implemented via the District Agricultural Development Plans (DADPs), which are part of the broader District Development Plans (DDPs).



The ASDP I was co-financed via budgetary resources and through a basket fund, with main contributions coming from the WB, IFAD, AfDB and the EU. Ultimately, the ASDP failed short to reach its objective: Since 2009 annual agriculture growth has been always well below 6% (NBS, 2016).

In 2015 the government embarked on a second phase of the ASDP, whose main objective is catalysing private investment, targeted at rapid and sustainable agricultural growth, better food security, poverty reduction and reduced vulnerability to CC. The Program proposes a set of activities on commodity value chain development, including establishing district commodity value chain platforms; and linking farmers' business and advisory service providers, as well as access to co-matching grants.

Agriculture and Food Security Investment Plan (TAFSIP)

The NEPAD-CAADP secretariat did not consider ASDP 'CAADP-compliant', despite its national profile, claims for participatory formulation and detailed costing. Furthermore, NEPAD-CAADP did not regard ASDP as comprehensive enough to ensure ten percent of budget allocations to agriculture and six percent sectoral growth (Cooksey, 2013)

TAFSIP key agriculture/FNS targets
To accelerate the rate of growth in agricultural productivity and production
To attain universal household/national FNS
To promote smallholders' and development and agribusiness development

TAFSIP is the Tanzania's CAADP compact 10-year (2012 to 2022) investment plan. It maps out the investments required to achieve the CAADP target of 6% annual growth in agricultural sector GDP. TAFSIP broadens the ambit of the ASDP to achieve investment rates commensurate with CAADP's investment goals.



TAFSIP formally recognises the ‘private sector’ as the ‘engine of growth’, but privileges state-led activities.

TAFSIP focuses heavily on production and commercialization (71 % of all Programs), followed by irrigation (14%)

Southern Agricultural Corridor of Tanzania (SAGCOT)

SAGCOT is an agricultural public-private partnership Program, launched at the World Economic Forum- Africa summit in 2010. SAGCOT’s objective is to foster agricultural growth (especially of export-oriented agriculture commodities), by incentivising stronger linkages between smallholders and commercial agribusiness, through schemes that should allow smallholders to access inputs, extension services, value-adding facilities and markets.

Examples of SAGCOT investments

10,000 ha sugar plantation and processing facility for domestic consumption

Rehabilitation of a former state-owned irrigation scheme with 7000 ha

Assembler of farm and processing equipment (e.g. micro rice and maize mills)

Dairy/milk processor. Purchase and process milk into yoghurt.

SAGCOT aims to triple the agricultural output of Tanzania’s main food surplus regions by catalyzing USD 2.1 Billion of private investment, and by bringing an additional 350,000 hectares into profitable production (Levart, 2014). The World Bank, USAID (via the Feed the Future funding) and DFID are amongst the main donors to the SAGCOT investments (Harris-Coble, 2016).

Agriculture initiatives

Kilimo Kwanza⁴ (KK)

KK (2009/2025) is a policy initiative which was drafted by the Tanzania National Business Council (a body chaired by Tanzania’s president and composed by the large business, and often perceived as the main lobby platform of the Tanzanian emerging commercial farmers) and endorsed by the Government. KK emphasises agricultural transformation through large-scale projects and stronger public-private partnerships.

‘Despite the sector-wide approach represented by Kilimo Kwanza and the ASDP, agricultural policies in Tanzania are still subject to overlap and confusion’

Ashley Elliot, European Investment in Tanzania, 2016

⁴ In Swahili means ‘Agriculture First’

Policies for small-scale farmers, Tanzania



Big Results Now (BRN)

BRN key agriculture/FNS targets

- 78 collective irrigated rice schemes
- 25 out-grower schemes on rice/sugarcane
- 275 warehouses for crop marketing

This initiative was launched in 2013 as part of Tanzania's Vision 2025, with agriculture as one of six National Key Results Areas. Under BRN, the government is focusing on key value chains such as rice, maize and sugar, as well as on improvement of irrigation.

New Alliance for Food Security and Nutrition

The New Alliance, launched in 2012, primarily aims to foster local and international private investment in the agricultural sector and agro-food industries in developing countries (for example, by providing matching grants for investments by private companies). In the case of Tanzania, the New Alliance cooperative framework agreement contains pledges by 19 companies (Global Justice Now, 2015). Many of those intended private investments are based on out-grower schemes (G8, 2012). The US, Japan and the EU pledged the largest contributions to the New Alliance.

New Alliance key policy commitments

- Pre-profit tax at farm-gate reduced or lifted
- Land certification for small holders and investors in the SAGCOR region
- Taxes on seeds reduced or lifted
- Private sector authorized to produce seeds
- Time required to register imported agrochemicals to be reviewed

'One may legitimately ask how two contrasting policy discourses—one stressing state support for small-holder households, the other proposing to open Tanzanian land to multinational agribusiness—can co-exist in the same political space.'

Brian Cooksey, FAO

Two parallel FNS policy sets

The Tanzanian agriculture main policies, programs and initiatives can be broadly divided in two very distinct types, pursuing diverse goals and based in very different logics. A unified vision of what agriculture should look like is missing.

Pro-large companies' oriented model



On the one hand, the BRN, KK, SAGCOT, the New Alliance and ASDP II largely fall under the control of the President and the Prime Minister, and were very influenced by the private sector in their formulation. These policies propose a vision where large companies are supposed to play a key role, both in the agricultural production and in upstream and downstream businesses.

Small-scale farmers oriented model

On the other hand, the ASDP I and the TAFSIP, which were initially triggered from the outside (African Union, donors) and that are mainly owned by the Ministry of Agriculture, Livestock and Fisheries. In these ‘traditional’ agriculture policies, the State plays a more significant role and small-scale farmers (and not only the agribusiness) are highlighted as main targets of the agriculture policy measures.

Institutional setup

As pointed out by an USAID-funded study, Institutional responsibilities in the FNS sector in Tanzania ‘are well developed and clearly articulated. However, lack of analytical capacity and the supporting tools to perform rigorous policy analysis across most Government institutions significantly limits the ability to guide, predict or preempt undesirable outcomes’ (TCPB, 2014).

The **Prime Minister’s Office** (PMO) is responsible for directly coordinating some of the agriculture-related interventions, including ASDP, SAGCOT, New Alliance and BRN, but often lacks the expertise to do so in a well-articulated manner (Cooksey, 2013). The existing overlaps amongst these policies and lack of proper monitoring and evaluation mechanisms create further challenges in the PMO coordination role (NEPAD, 2014).

The Agricultural sector lead ministry is the **Ministry of Agriculture, Livestock and Fisheries (MALF)**. The MALF is organized in several divisions, including the Food Security Division (which deals mainly for early warning systems, food reserves and post-harvest management) and the Environmental Division, responsible for agricultural natural resource management, as well as climate change in agriculture.

Other ministries with significant responsibilities on the agriculture are the **Ministry of Land and Human Settlement Development**, the **Ministry of Water and Irrigation** and the **Ministry of Industries, Trade and Marketing**. These Ministries are responsible for the overall supervision and coordination regarding implementation of ASDP. Moreover, the **Regional Administration and Local Government (RALG)**, which operates under the President’s Office, is assigned to oversee ASDP implementation at local government level by setting policies. The



Parliamentary Sub-Committee on Agriculture beyond its legislative role, can also produce technical studies, but its actual capacity to undertake analysis is limited.

In Tanzania, with its decentralized federal system, the **districts** contribute to the FNS planning and are the main responsible for implementation. **Ward Facilitating Teams (WFT)** work in their communities to identify projects and to develop budgets (Levart, 2014). These plans are consolidated under District Agricultural Development and Sector Investment Plans and Projects (DADP/DADIP) which are evaluated by the District and, subsequently, the **Regional Consultative Councils (RCC)**. This will then become the structure for implementing the approved projects.

Inter-government coordination

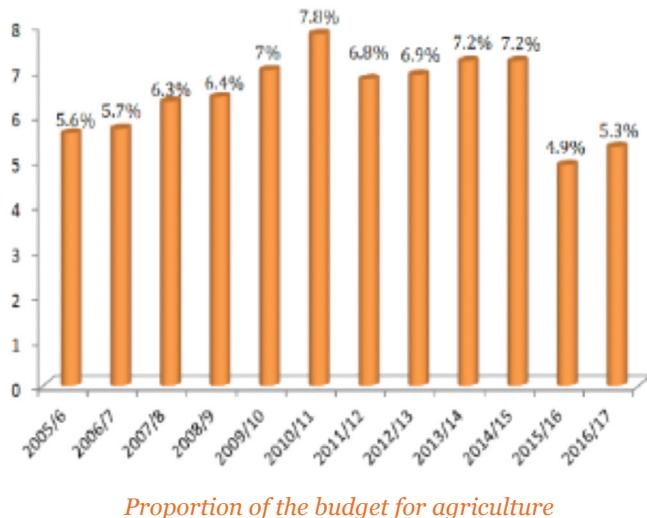
The inter-Ministerial Cabinet Meetings are the main framework for high-level discussions on across all public policies. They permit high level exchanges between ministries on areas and activities where collaboration is required and represent opportunity to uphold accountability. Despite this, day-to-day coordination among the ministries is often inadequate, as well as between the line departments and the district offices (EC, 2016).

Donors and policy making

*The donors, both bilaterally (such as the EU via its policy dialogue in the context of budget support operations) and through a monthly **Agriculture Working Group** has also important players influencing Tanzania's FNS policies, as it was the case, for instance, with their advocacy efforts for the lifting of food export bans (Diao,2013)*

Budgetary commitments & expenditure

In Tanzania's agriculture and FNS sector 'there is a big discrepancy between budget requirements, approved budget and actual release', as the Ministry of Finance has recognized (2014). The government budgets for agriculture are well below what it commits in the plans, and then the government usually only spends part of what is budgeted.



Approved budget

Tanzania has not yet met its pledge under the Maputo Declaration of committing 10% of its total budget to agricultural development. Agriculture budget augmented constantly from 2005/6 to 2010/11, when it reached a peak of 7.8%, and in the following fiscal years it has been continuously decreasing, till a meagre 5.3% in 2016/2017 (Ministry of Finance, 2016)

Budget requirements

Given the small budget appropriations, the country has been unable to achieve the overall objective of sector annual growth rate of 6% by 2015/16 as stipulated in the first FYDP and the Maputo Declaration.

Some strategic investment priorities within the CAADP framework (such as irrigation, mechanization, research and extension and food security) were very poorly funded by the ASDP I. NEPAD has calculated that by 2014, the end of the implementation of the ASDP I, the accumulated financial gap between the funds required for fulfilling the targets and those allocated was US\$ 6.1 billion. In fact, less than 14% percent of required amount as per FYDP I budget was approved in the annual budgets (NEPAD, 2014).

The total projected budget for the new ASDP is US\$ 1.9 billion over seven years, out of which the government plans to cover 75% with its own budget, while donors and the



private sector will account for 13% and 12% of the funding, respectively. This, again, is totally insufficient to match the requirements to ensure the required agriculture annual growth and fulfill the Maputo (and now also Malabo) targets, which can be estimated in US\$ 3,2 billion (US\$ 400 million per year, during 8 years).

At the district level, agriculture financing is based on the Local Government Development Grant performance criteria, which are also to be aligned to ASDP objectives. There is in general a lack of financial transparency at the local level in Tanzania. It is difficult to obtain budgets and expenditure reports from the District Councils, which sometimes consider this information as confidential (Jingu, 2013).

The funds approved for the districts are often disbursed with huge delays. This, plus bureaucratic complexities in procurement at the national level, and huge capacity limitations of the local governments to implement the projects at the village level is causing a massive level of budgetary under performance: almost every year since 2009/2010, significant parts of the national budget for agriculture are not been spent. The problems have reached mammoth proportions in the last few years (MAFAD, 2015). In 2013/2014, the underspent budget has 2 times higher than the budget spent: More than US\$ 320 million for agriculture were not spent.

Budget structure

Normally, only a very small fraction of the State budgetary resources for agriculture are allocated towards investments. The highest proportion of the budget, often above 70%, covers recurrent expenditure (staff and other running costs), while the remaining 30% are operations' expenses, most of which are procurement expenses (in 2015/16 mainly seeds and agrochemicals as well as purchase of cereals from areas with surplus for national food reserves).

Crop development (which includes the inputs' supply as well as mechanization) is consistently the best funded sub-sector, with funding often above 50% of the total available approved budget for operations. Irrigation (15% of the allocations), is the second best.

External assistance

Many development partners are present in Tanzania and agriculture is a priority sector for most of them. Donor spending accounts usually for at least 50% of overall public expenditures in support of the FNS and agriculture sector in Tanzania. WB, AfDB, IFAD, EU, USAID, WFP, UNDP, DFID and Irish Aid are the main donors in



Underspent budget in agriculture

2012/2013	46.3%
2013/2014	66.2%
2014/2015	36.3%

the sector. Some of these donors, have supported the FNS and agricultural sectors with budget support, mainly via the ASDP basket.

Pressure is mounting in Tanzania for greater accountability in the use and disbursement of these funds as evidenced by the withdrawal of some contributors to the ASDP basket fund: donors' support to the public agricultural budget has decreased rapidly over the past few years. According to a study by the European Centre for Development Policy Management, this is due to discontent with the effectiveness of the implementation of the agricultural policy (Ashley, 2016).

Policy monitoring and evaluation mechanisms

Although the FNS policy strategies and Programs explicitly refer to regular monitoring and evaluation (M&E) mechanisms, in practice, according to one study (Levant, 2014), they are virtually non-existent or of very low quality. The same source reports that MALF has a dedicated unit for M&E, but is understaffed and ill-equipped to undertake its obligations.

The Ministry relies mainly on district agricultural extension officers to collect the data, but an assessment of agricultural extension services in some regions of Tanzania (Wageningen University, 2013) found that often they lack the training and tools and therefore information is usually of low quality. This lack of quality of the information, together with limited analytical capacity may have resulted in the FNS policy development process being guided more by gross economic indicators and political considerations than by sound analysis. The MAFC produces an annual report on sector performance which is discussed and jointly reviewed with key development partners, but the underlying quality of the data is questionable (NEPAD, 2014).



Main CSOs networks and alliances in the FNS sector in Tanzania

Agricultural Non-State Actors Forum (ANSAF)

Formed in 2006 ANSAF is a member-led forum for (national and international) CSOs working on agriculture civil society coordination, sectorial discussions and debates, policy analysis and advocacy. ANSAF has a clear structure in place, holds meetings regularly with members, and has managed to conduct some ex post policy analyses which they have published and disseminated. ANSAF is also probably the best placed FSN-related CSOs platform vis-a-vis addressing the government and engaging in policy dialogue. ANSAF also engages with development partners, parliament, private sector and other stakeholders. ANSAF is now increasing integrating CC on its portfolio, and is conducting CC adaptation trainings for local leaders, with the financial support of IrishAid.

Mtandao wa Vikundi vya Wakulima Tanzania (MVIWATA)

MVIWATA is a national network of farmers' groups in Tanzania, and. Established in 1993 MVIWATA is focused on lobbying and advocacy related to the economic empowerment of small-scale farmers. MVIWATA is strongly represented at the village level in many areas of the country (Kaburire, 2006). and has more than 100,000 individual small-scale farmers' members (with membership cards), which makes it, by far, the largest famers' organization in the country. MVIWATA is a member of ANSAF, TALA and TTEJ (see below). Also with support from IrishAid, MVIWATA is currently mainstreaming CC into its strategy and advocacy actions

Tanzania Federation of Cooperatives (TFC)

TFC is the national cooperative umbrella organization that promotes the development and prosperity of all cooperative societies in Tanzania. It was registered on 1994. Founding members of TFC consists of five national cooperative apexes from tobacco, cotton, coffee, cereal and other produce industries.

Agricultural Council of Tanzania (ACT)

ACT is the umbrella organization of the agricultural private sector in the country. It aims to unite groups and associations of farmers, livestock keepers, suppliers and processors.



Partnership for Nutrition in Tanzania (PANITA)

Launched in 2011 by Save the Children, is a platform for coordination among more than 280 CSOs, private sector organizations, the media and other development partners across the country to facilitate a more effective national and local response to addressing malnutrition.

Tanzanian Land Alliance (TALA)

TALA was founded in 2010 with a focus to undertake joint advocacy activities to spearhead the attainment of land rights for small scale producers in Tanzania. It is a coalition of 7 civil society organizations: Land Rights Research and Resources Institute (LARRRI/HAKIARDHI) which serves as secretariat, Legal and Human Rights Centre (LHRC), Lawyers Environmental Action Team (LEAT), Pastoralists Indigenous NGOs Forum, Women Legal Aid Centre (WLAC), Ujamaa Community Resource Team (U-CRT) and MVIWATA.

Tanzania National Business Council (TNBC)

TNBC is the main business chamber in Tanzania. The main agribusiness and food processing companies are members of TNBC.

Besides these networks, there are also some academic institutions and think tanks engaged in independent FNS policy analysis. REPOA and ESRF are two well established independent policy research think-tanks. Dar es Salaam University and Sokoine University of Agriculture can also provide policy analysis services. However, engagement of these resources tends to be driven by an express need or issue, and not as the result of a proactive public dialogue.



Agriculture policies and the small-scale farmers

Transparency and participation of the small-scale farmers in policy making

'Despite CAADP commitments to enhance the inclusiveness of agricultural policymaking and programming, gaps still exist in including non-state actors in agricultural policy formulation in Tanzania'

Tanzania- Joint Sector Review Assessment
NEPAD (2014).

Officially, Tanzania recognizes the role of the civil society organizations (CSOs), including the farmers' organizations, in the FNS policies. The TAFSIP, for instance, explicitly says that 'CSOs will work closely with the ministries and local authorities to ensure that cross-cutting issues are addressed in the sectorial and district development plans".

In practice, the inclusion of the CSOs representing the small-scale farmers in FNS policy making processes is inconsistent. Generally, participation of CSOs is assumed to be achieved through stakeholder workshops and meetings, but this does not mean that they can influence decisions (Begin, 2015). 'This study has not found much evidence of civil society influence on the CAADP/TAFSIP process (...) CAADP/TAFSIP is firmly in the tradition of top-down government-donor policy making', stated a research paper prepared in 2013 by the Future Agricultures Consortium.

Sometimes the government gives the chance to some CSOs to provide inputs to draft FNS policies but this consultation is occasional and often too late in the formulation process (Gabagambi, 2013; Harris-Coble, 2016)

The engagement of CSOs in FSN budget policy is also weak (Temu, 2016). As ANSAF has underlined: 'the process is controlled by civil servants and there is an information gap on what is and was ought to be on budget policy implementation" (ANSAF 2015).



At district level, small-scale farmers have limited involvement in planning and decision-making. Top-down systems prevail. There are also shortfalls in selection of farmers' representatives for the district planning teams that inform the processes of producing the locals' agriculture plans (Levart, 2014): the selected representatives normally come from local community organizations where the poor and vulnerable tend to be numerically underrepresented and demands are less promoted, so their priorities are not well taken into consideration in the planning. Local governments are rarely supported by the central government to invest in priorities set by their constituents (Kaburire, 2011). An analysis conducted by the Climate Change, Agriculture and Poverty Alleviation project (CCAPAP), found that it is difficult for district councils to allocate funds per their own priorities due to lack of technical capacities, delays in the financial transfers from the central levels and sometimes, arbitrary partisan or private interest driven interferences (Gabagambi, 2013).

NEPAP agriculture sector review assessment of Tanzania (2013) revealed that small-farmers' organizations and other NSOs were not adequately involved in the agricultural sector reviews conducted by the government. The situation seems to have improved in recent years. Now, country-wide FNS vulnerability assessments are conducted engaging wider array of stakeholders including civil society through MUCHALI. CARE is one of the key stakeholders supporting the process.

Place of small-scale farmers in the policy framework

'In Tanzania, as in other countries, individuals among the ruling 'elite and their families have individual interests in commercial agriculture, seeking to profit from private/public partnerships and joint ventures with foreign investors'

Assessing Policy Coherence for Development
European Centre for Development Policy Management
and the Economic and Social Research Foundation
2015

In Tanzania, the FNS and agriculture policy framework is not clearly centred in the small-scale farmers, despite that they constitute most the population and despite also their low levels of productivity and high prevalence of poverty.

'Political will and prioritization of agriculture is one thing, and implementation is entirely a different thing. Planning has never been a problem in this country. Tanzania has very good plans (...) but the problem has always been on the implementation side.'

Dr. Damian M. Gabagambi
Sokoine University of Agriculture



As we already mentioned, some of the policies, initiatives and agriculture programs in Tanzania (BRN, KK, SAGCOT, the New Alliance) seem to prioritize large scale agro-enterprises as the main drivers for the agriculture and food development. The underlying logic is that the private sector will facilitate the access to inputs, advisory services, mechanization and other services to the small-scale farmers, via contract farming or out-growers' schemes (Sutton, 2012).

In fact, this model has been operational for decades in the sugarcane and tea plantations of Tanzania, but it seems to have delivered little in terms of helping the smallholder farmers to gain economies of scale, reach the markets and leave poverty (FAO, 2012).

Vested interests maybe at the root of some of these policies: a research by the European Centre for Development Policy Management pointed out that the approach of SAGCOT and related policies, with their emphasis on large-scale farm investments, present opportunities for the members of the political and state elite that have access to land and can earn large returns from partnerships with foreign investors (ECDPM, 2015).

No voice for the small-scale farmers in the consultation of the TAFSIP

'Although TAFSIP main document indicates that the primary beneficiary group to benefit from it will be the smallholder farming, pastoral and fishing households, the process has provided little or no room for smallholder farmers to contribute their views' (...) Instead of involving MVIWATA, (the national small scale farmers' forum in Tanzania, the Agricultural Council of Tanzania (ACT) was invited to represent farmers in the process (...) The situation deprived the chance for smallholder farmers to contribute their views and inputs to the investment plan'

Kaburire Laurent N. and Ruvuga Stephen A.

Analysis of the implementation of the Comprehensive African Agriculture Development Program (2011)

The recently approved 2016/21 FYDP confirms this same policy direction. Agriculture is seen in the 2016/21 FYDP only in its role of provider of raw materials for the industrial development ('deliberate efforts will be made to develop out-growers to complement the sources of raw materials for the industries as appropriate') without referring to its significance in ensuring the livelihoods of millions of smallholders. The small-scale farmers are not mentioned even once. The FYDP does not seem to focus on the barriers that smallholders face or on meeting needs they have.

Compare to the above-mentioned policies, ASDP I and the TAFSIP are clearly more responsive to the problems of the small-scale farmers, although they too promote



models based on intensive use of external inputs such as hybrid seeds, fertilisers and pesticides. Agroecology schemes and other sustainable responses are largely ignored in virtually all the main policies.

Impact of the policy implementation on the small-scale farmers

There are important grounds to believe that the deterioration of Tanzania's food security during the last decade has been, at least partially, self-inflicted by inefficient political decisions, lack of adequate policy instruments (which render difficult to implement the policies) and poor coordination amongst public agencies and with the CSOs. Some of the policies' implementation measures are not only missing to address the needs of the small-scale and women farmers, but even worsening their situation.

Access to land and the large-scale agricultural investments

Most land in Tanzania is held under customary tenure arrangements. This has huge implications in terms of limiting the access to land by women: as we shall see later, when considering the gender implications of the FNS policies, women in Tanzania, seldom own the land they cultivate; they have usufruct rights but they cannot normally own or transfer land (Bedford, 2016).

The Land Use Planning Act 2007, requires all villages to produce land use plans via a participatory process, called the Village Land Use Planning (VLUP) process (Nolte, 2016).

By the end of 2016 only 12% of the villages have produced their VLUPs (CARE, 2016). Given this lack of security of tenure of the land by the small-scale farmers, it is not a surprise that Tanzania is victim of a myriad of agriculture land-based conflicts.

The recent wave of large-scale land acquisitions for agribusiness investments have scaled-up the agriculture land conflicts even further (CJN, 2015): lack of transparency in large land deals, unfair compensation for land that has been taken by government or investors are among issues that violate the land rights of small farmers (Behrman, 2016).

Although Tanzania's legislation on land acquisition indicates that companies should obtain land through the Tanzanian Investment Center (TIC), in many cases Tanzania's private companies negotiate directly with village leaders and financed village land-use planning processes (Stockholm Environment Institute, 2013). This does not only lead to conflicts of interest and lack of trust in outcomes, but also undermines the potential for investors to receive legal protection from the government.



Out of 1,825 general land disputes reported in 2011, 1,095 involved powerful investors' often displacing small-scale farmers and local communities (Land Rights Research and Resources Institute, 2011). A 2016 report by the Special Parliamentary Committee of Inquiry on Land Conflicts expressed 'great concern over the escalation of violation of land rights, forceful evictions and improper administration of the land'.

The alleged reasoning beyond these policies, as said, is that these investments will create jobs for the poor and will also produce positive spill-over effect which will also benefit near-by smallholders (Nolte, 2016). Surrounding smallholders that are potential out-growers adjacent to the identified land parcels are trained and 'sensitized' to be ready to engage and work with investors.

A survey on SAGCOT-promoted investments found that usually the poor small-scale farmers are not eligible for these trainings and other support Programs by investors, for instance in the tea sector, where the investors apply different lower batch limits for tea delivery. The survey also pointed out that pastoralists, are usually not consulted during planning and therefore marginalized in the decision-making of the new investments (German Development Institute, 2015).

SEI above mentioned survey also found out that compensation offers are often made on a "take-it or leave-it" basis, meaning that individual farmers whose land happened to be within identified investment areas are unable to negotiate the compensation offer.

Most of the investments are promoting intensified models of farming, with little considerations to long term sustainability, although there are a few exceptions where investments could result in promotion of agro-ecologic practices: Under SAGCOT, for example, an investment has been funded to develop an assembler plant for farm equipment to manufacture minimum till technologies for small scale farmers.

How much land grabbing?

Land grabbing is the contentious issue of large-scale land acquisitions: the buying or leasing of large pieces of land by domestic and transnational companies, governments, and individuals (Borras, 2011). The high level of agricultural prices since 2008 has encouraged international investors to find new opportunities in the agricultural sector. Tanzania, with its a vast arable land area, has attracted many of them.

The official records in Tanzania are unclear and information is not always available on the exact amounts of land which have been allocated and leased to different investors, which makes it very difficult to understand the extent of land deals currently taking place. LandMatrix data from 2016 shows that about 30 large scale land acquisition transactions by foreign investors in Tanzania, totaling c 300,000 ha of land (a very small portion of the total arable land of the country). Most the companies investing in land grabbing in Tanzania are from the USA,



Netherlands and UK.

In the last couple of years, the BRN is fast-tracking the land acquisition process, with a total of 80,000 hectares entrusted to the Tanzania Investment Centre to date for fielding expressions of interest from investors for land grants.

New alliance vs. small-scale farmers

One of the flagship initiatives that the New Alliance promotes as an example of successful responsible investment, is the modern rice plantation developed by UK company Agrica.

However, a study by the Oakland Institute, Greenpeace Africa and Global Justice denounces that 230 farmers were displaced from their land with reports from villagers of inadequate compensation ('some received just \$17 per acre, less than to rent an acre in the village for a year').

The report also states that 'local farmers have become burdened with debt because they cannot afford the high cost for the chemicals they are required to buy as part of their contract'. One farmer said: Through the contract, we were forced to accept technologies that we don't really need to get a good harvest. All decisions about farming were made by the company.'

Livestock and pastoralism

In a review of the land tenure policy implications on pastoralism in Tanzania, the Department of Livestock Research recognized that the livestock policies have been undermining the contribution of pastoralism as a viable and profitable way of life for livestock farmers (DLR, 2009). This inadequate recognition of pastoralism and the pastoral way of life in national policies has resulted in a great deal of conflict involving pastoralist communities, mainly over land issues, contributing to a negative state perspective on the pastoralist culture, way of life and its value as an economic activity. Even in the places where rights of pastoralist have been identified, these provisions are not supported in the policy instruments (Dancer, 2015). For instance, the rights to access grazing land for pastoralist is sometimes recognized, but the grazing lands are not protected in practice (Mugabi, 2013).

As a study on pastoralist policies commissioned by CARE (2016) said, 'over the last ten years there has been a plethora of evictions of pastoralists from lands to make way for large-scale agricultural projects, the extractive industries, conservation, or tourism, and there are very few instances where alternative land has been provided to meet pastoralists needs. The Village Land Act has processes in place to ensure that citizens are protected from land evictions but it does not clearly state the rights of the transhumant herders'. The study also revealed that there is no incentive for pastoralists to develop their own infrastructure without security of tenure and that there is complete lack of support for the home-grown livestock industry and despite having over 28 million cattle in Tanzania, the government has started to import meat.



Biofuels in Tanzania

Concerns over biofuel production have been contributing to land use debates in Tanzania for several years, although there are confronting figures regarding how much of the land grabbing processes in the country was entitle to this purpose. Interest in biofuels production come mainly from foreign investors, though sometimes in partnership with local affiliates. Most of the investors targeted to cultivate Jatropha (Viet, 2008).

A survey funded by Oxfam on 5 land acquisitions for biofuel production (Teffelen, 2012) found that many villages gave up their land without adequate compensation, enticed by the promises made by the companies during shortcoming negotiation procedures. In these processes, women had little chances to take active part during the decision-making process over a land transaction.

At the end of the day, the Tanzanian 'biofuel rush' went nowhere. By 2016 almost all the companies that engaged in biofuel land grabbing in Tanzania have either gone bankrupt, left, or changed their business model, without producing any liquefied biofuel. The impacts of these bankrupt companies have been large, with employees laid off and the community unable to access the now idle land.

Access to irrigation

The National Agriculture Policy recognizes that 'irrigation is essential for better crop yields and production, while the Tanzanian Irrigation Policy emphasizes the use of formal irrigation schemes as the primary mechanism for the scaling up of irrigated agriculture. Every year, the government spends substantial funds in the construction or rehabilitation of irrigation schemes (Mdee, 2013). Thanks to these efforts the irrigated is steadily expanded, although at a very slow path of just 3% per year on average (2009/2015). According to a study by the University of Sussex (2013), the issue of sustainability and maintenance of these irrigation schemes continues to cause problems, and the formality of water access by no means solves internal conflicts amongst the small-scale farmers over the use of water. The study also recognized that water policy institutions appear unable to engage with the informal water use models run by the small-scale farmers, and they themselves are often resistant to being required to formalize their traditional and longstanding water use.

Access to inputs

Under the National Agricultural Input Voucher Scheme (NAIVS) selected farmers are entitled to input voucher to acquire inputs below the market price (Aloyce, 2014). A survey by the Environment for Development Initiative, funded by the Swedish Co-operation (2013), found that the program mainly benefited well-off households' instead of poor smallholder farmers because the high market price of the inputs was not well compensated by the vow value of the vouchers (Hepelwa, 2013). Another study, by the Institute of Development Studies (IDS) also found that NAIVS did not



bring about the expected direct impact on poverty and farmers' livelihoods. A third survey, by the Journal of Economics and Sustainable Development confirmed also that 'accessible villages had more chances to receive inputs than inaccessible villages'.

GMOs

Previously officially free of genetically modified organisms (GMOs), now Tanzania is progressively opening the door to GM biotechnology. Since 2016 scientists in the country can carry out confined trials on GMO turning the tables on anti-GMO campaigners.

Access to extension

The National Agriculture Policy of Tanzania states that 'extension services are crucial in supporting poverty reduction in rural areas and market competitiveness.

Overall, the measures to improve extension services in Tanzania are having a positive impact in the small scale-farmers (Begin, 2015). The public agricultural extension system has been strengthened under ASDP resulting in an increased adoption of improved techniques from 35% to about 50% of small scale farmers (IFAD, 2016), specially where farmers field schools (FFSs) were established. More than 65,000 FFS have been established covering close to 800,00 small scale farmers (Ngongi, 2014). Other studies point out that extension officers face challenges of poor working environments including a lack of reliable means of transport to reach the farmers, limited financial support and lack adequate knowledge.

Access to mechanization

According to the National Agriculture Policy, 'farm machinery, implements and equipment are important tools for increasing area under production', and foresees the provision of training Programs for different levels on farm machinery, to be conducted in collaboration with the private sector. However, the Policy does not mention in concrete terms how this will be conducted and how small-scale farmers will benefit from it.

In practice, little has been done in terms of concrete programs aiming to promote the utilization of farm machinery and implements in the country, which remains very low.

Access to financial services

In 2015 the government established Tanzania Agriculture Development Bank (TADB) – the first public bank specifically for the sector- an apex financial institution with



the overall goal to guarantee food security and contribute to the transformation from subsistence to commercial farming. The government has announced that the bank will provide loans at low interest rates ranging between 8%/12% to over 1 million farmers from 2016 to 2021 and it will directly finance large projects mainly in infrastructure development for irrigation, storage and transport. The TADB has the potential to improve small-scale farmers access to finance; but it is still early to see at this stage to which extent the TADB funding will be accessible to the small-scale farmers.

Access to agriculture research

The Division of Research and Development (DRD) of MALF is the leading public entity for agriculture research. The DRD has made significant achievements during the past decade in seed breeding, contributing to increased yields and productivity and have also averted the country from potential major food shortages. However, many of these technologies do not reach the small-scale farmers, and the local agronomic knowledge by the small-scale farmers is not considered when setting the research agenda (ESAFF, 2013). A study by CIMMYT on the State policies to improve maize varieties and their impact in the household food security in some districts of Tanzania showed that as more land was put under improved maize, food security improved. However, the survey noted that the proportion of households that had adopted improved seeds was much higher than that of fertilizer adopters, which was extremely low (CIMMYT, 2014). This disparity is inconsistent with the notion that to realize the full benefit of improved seeds, fertilizer adoption rates should match those of seeds.

Access to post-harvest and storage

Results from different research studies demonstrate that in Tanzania farmers loose up to 40% of the harvest through post-harvest loses, depending on the crop and geographical area (Tanzanian Markets-PAN, 2013). In Tanzania, the focus of post-harvest management policies has largely been on mitigating storage losses, especially for grains. The BRN foresees, as mentioned, the construction of 275 warehouses for crop marketing. These investments are prioritized for the SAGCOT region, so they seem to be more aiming to support large agro-processors than small-scale farmers. A policy review by the International Development Research Centre concluded that the Tanzanian government interventions still take a purely technical focus missing out on the contextual issues: postharvest loss is not only limited to storage, and losses can occur at different levels of the post-production, including harvesting, preliminary processing, and transport (Mutungi, 2013).



Agricultural trade

Tanzania has a strong record of agriculture and food trade interventions in the form of tariffs and bans, which have been detrimental to the interest of the small-scale farmer (FAO, 2013). According to an EU funded study fixed import tariffs have been undermined by waivers that allowed cheap imported produce to flood the domestic market (Ashley, 2016). The Government would award local trading companies with permits to import massive volumes of sugar, rice and maize duty free, leaving domestic producers with large surplus stocks and consequent cash-flow shortfalls. The trading firms benefitting from these waivers and special permits have usually provide substantial funding to political parties (Diao, 2013). The agricultural sector is also still subject to export taxation, domestic taxes and direct state intervention in pricing – for example, through bulk purchases of food commodities by the National Food Reserve Authority at non-market prices. Together, these regulatory issues – combined with declining government spending to support agricultural marketing, storage and processing – have depressed prices and production volumes for export commodities such as cotton, tea and cashews (Ashley, 2016).

Food security monitoring and early warning systems

On yearly basis, the **Crop Monitoring and Early Warning (CMEW)** Section of the Division of **National Food Security (DNFS)** of the MILF undertakes a preliminary food crop production forecast by the beginning of the agriculture season (early June) to assess the status of potential production in all regions; subsequent assessments are also conducted in August and October to confirm production volumes and a final crop production assessment is conducted in November. Weather and rain forecasts are also taken into account in these analyses. However, the rain data that the MILF collects is insufficient to be fully reliable, because the rainfall stations are not automatized (so they do not provide information on permanent basis) and the Ministry's staff at regional, district and local level is not of much support.

Often, due to financial constraints, sometimes these production forecasts and assessments cannot be conducted as planned, so timely information is not available and the response to face food insecurity scenarios is delayed. The DNFS often fails to timely disseminate the information it collects to the key partners and stakeholders working on FS.

Information on availability of food stocks is also problematic in Tanzania: the data on production stored in warehouses at community level, and even by the private sector stores, is not adequately compiled, so sometimes the government takes decisions



(such as price or import controls) based on the wrong assumption that the food available in the country is less than what it actually is.

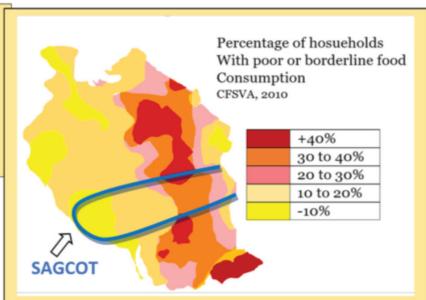
Women farmers

As we have seen, many of the agriculture-related policies in Tanzania are biased toward large scale agriculture; but in those other policies which are better vis-à-vis smallholders needs and constraints (TAFSIP, ASDP) the rights of women farmers for an equitable access to resources are well reflected. The TAFSIP states that ‘gender mainstreaming needs to be strengthened to increase the benefit obtained from rural labour (men and women) and enhance value addition’ and that ‘gender imbalances also need to be addressed at all levels of the institutional framework’. The ASDP calls for an equitable participation of men and women in the production of goods and services in agriculture and says that the Government shall facilitate equal access to land to both men and women. Still, and despite

these good intentions, specific steps to advance equitable participation of men and women to access land and other resources are largely missing. The implementations of the FNS policies fail to empower women (OCHA, 2015). Findings of an evaluation on NAIVS highlighted the disenfranchised position of female-headed households to access fertilizers (Kato, 2016). Many women cannot afford the payment. There is no indication that TADB will create specific lending portfolios for women farmers (URT-PMO, 2014).

The policy measures to attract large-scale agricultural investments are also sometimes further disempowering women. Recent research shows that women, have experienced more negative outcomes as consequence of large-scale land acquisitions than men. There are indications that the increased mechanization around the promoted investments increases the dominance of men. Some cases have been reported of sexual abuse by supervisors on the investment sites (Behrman, 2016). The public extension policies, on the contrary, seem to be more efficient in empowering women. Although these services to women are still underprovided, overall, the extension-related measures strive to ensure gender mainstreaming, including women representation in FFS and farmers' groups. In Tanzania one-third of extension agents are now women, a higher proportion than in most other countries in the Sub-Saharan Africa.

There is a total mismatch between the areas of Tanzania that are more exposed to undernourishment and the SAGCOT, which is the corridor privileged by the government to attract agricultural investors. The agriculture money is not being attracted to the areas where it is more needed.



Agriculture/FNS policy implementation through the lens of the SuPER approach				
Policy area	Sustainable	Productive	Inclusive	Resilient
Access to land/large investments	✗	✓	✗✗	✗
Livestock and pastoralism	✗✗✗	✗	✗✗✗	✗✗
Irrigation	✗	✓	✗	✓
Agriculture inputs	✗✗	✗	✗	✗
Extension	✓	✓✓✓	✓✓	✓✓
Agriculture financial services	Not yet known	✓	Not yet known	Not yet known
Agriculture research	No data	✓✓	✗	✓
Post-harvest /storage	✗	✗	✗	✓

CARE's SuPER approach to agriculture promotes (1) sustainable agricultural systems grounded in healthy ecosystems, stable, accountable and enduring institutions and sustainable financing; (2) productive, (including profitable, and nutrition-sensitive) intensification interventions that are 'climate smart' and increase returns on investment for farmers; (3) equitable outcomes in smallholder agriculture by enabling access to equal rights, opportunities, resources and rewards; taking into account the needs/constraints of women; and (4) supporting access to affordable nutritious food for all and help individuals, families, communities and systems to become resilient.



Green color means a positive assessment, while red color means a negative assessment. The number of and qualify how positive or negative it is.

Access to land policies in Tanzania are not totally accountable and not really grounded in promoting healthy ecosystems, so they cannot be considered sustainable. They, however, promote productive with a reasonable attention to CSA; however, the models promoted are not very equitable because they often prioritize large investments over the interest of the smallholders. Their focus is not mainly on providing nutritious food to the communities, so resilience remains an issue.

Livestock and pastoralism policies often do not promote sustainable models, and the focus on climate-smart production is tenuous. They sometimes disregard the rights of pastoralist communities, so they are not fully inclusive, and resilience is not adequately considered.

Irrigation policies in Tanzania are not well-based on the sustainable management of the water resource, and the institutional sustainability of the irrigation schemes tend to fail. They are highly productive, augmenting yields initially, but they target a too narrow percentage of the farmers, so this policy, in Tanzania, is not really inclusive. Irrigation contributes to the farmers' resilience.

Agriculture inputs policies, and mainly the NAIVS program, are having little impact (so they are not very productive) benefiting mainly the well-off households, not having a significant effect in poverty reduction. Therefore, they are not inclusive. They rely on augmenting the intensify issue of inputs, which is a model often incompatible with sustainable and resilient agriculture.

Extension policies in Tanzania are promoting sustainable and resilient production models, targeting the small-scale farmers and women in an inclusive manner, and making their farmers more productive.

Agriculture financial services policies, and specifically the creation of the TADB, has only happened too recently to assess them from a sustainable, inclusive or resilient perspective. However, it is clear that, as such, the possibility for farmers to access better finance may be a factor to make them more productive.



FORUM CC

~~ANSAF~~

Agriculture research policies in Tanzania have helped small scale farms to be more productive, but the proportion of smallholders accessing the research-based improvements is very limited, so they are not very inclusive. One of the focus of the State-funded research in Tanzania is in enhancing farms' resilience.

Post-harvest policies are focused on SAGCOT area, and the emphasis is not so much on smallholders (so they are not very inclusive). They are narrowly focused on storage, with little attention to other aspects of post-harvest management. Hence, they cannot be considered sustainable, resilient or productive.



Climate change resilience policies and the small-scale farmers

In this chapter, we will analyse Tanzania's policy framework on climate change resilience, including its setup, budgetary implications and its implementation so far, with a specific focus (at it is the case for all this Analysis), on the impact of these policies in the small-scale and women farmers. Hence, the focus of the discussion will be narrowed to agriculture adaptation, while other broader CC adaptation policies, as well as agriculture CC mitigation, will only be tackled in a general sense.

International CCR commitments

Tanzania ratified the **United Nations Framework Convention on Climate Change (UNFCCC)** in 1996, and the Kyoto Protocol in 2002. The Paris Agreement on CC is still pending ratification, which is awaiting Parliamentary decision.

Tanzania was amongst the first countries that submit a **National Adaptation Program of Action (NAPA)** to the UNFCCC, becoming eligible for funding through the **Least Developed Countries Fund (LDC Fund)** for NAPA projects. Tanzanian NAPA was endorsed in 2007 in adherence to the guidelines of UNFCCC.

Tanzania was one of the countries that joined the **Global Climate Smart Alliance (CSA)** during the UN Climate Summit in 2014, and is also a member of the **Africa CSA Alliance**. Tanzania's **Climate Action Plan** (which is Tanzania's nationally determined contribution plan) was submitted to the UNFCCC in 2015, ahead of 2015 Paris Agreement.

Main national CCR policies

Tanzania has developed a quite sophisticated climate change resilience (CCR) policy framework where the agriculture sector is well covered. This policy framework addresses, at least on the paper, key issues required for the small-scale farmers to increase their resilience. Nevertheless, and as in the case of the FNS policies, this complex framework of policies is far from being coherent (Majue, 2015).



This CC framework is partially embedded in the environmental policy framework. In parallel, the agriculture sector policies integrate an overall good climate resilience framework with inclusion of CC in ASDP II, ACRP, CSA Program and guidelines.

Sometimes it is difficult to see how the different policies are related to one another, and there are abundant inconsistencies and overlaps amongst them (Daly, 2015).

CC in the national policies

MKUKUTA II

MKUKUTA laid a foundation to which CC issues are articulated in the government policies. It explicitly refers to promoting adoption of crops and breeds suited to adverse conditions, improving soil and water conservation measures and providing specific adaptation options.

FYDP

The FYDP states the creation of an institutional framework to identify, mobilize and monitor global CC through earmarked funding for climate adaptation and mitigation activities. However, as we shall see, such institutional framework is yet to be created.

CC in the sectorial policies

National Environment Policy

Adopted in 1997, it aims at ensuring sustainable and equitable use of resources for meeting basic needs, preventing and controlling degradation of land, water, vegetation and air, and improving the condition and productivity of degraded rural and urban areas. This policy fails to incorporate clear steps for climate adaptation and mitigation action plans.

There is a new National Environmental Policy under preparation, but, according to CGIAR CC is not sufficient address on it: it lacks time frames to achieve outputs, roles of implementers and budget allocation for planned CC actions. (CGIAR, 2016).

Agriculture Policy

The recently launched ASDP 2 featured CC prominently, identifying it as one of the major issues that affects food security in the country. The Program also recognizes the need to build the capacity of extension officers CCR practices.



Other sectorial Policies

CC is not address at all in the National Land Policy (1997) National Fisheries Policy (1998); National Forest Policy (1998); National Water Policy (2002), all of which were produced before CC become predominant in Tanzania's policy agenda, and they have not yet been updated to incorporate it.

CC Strategies

Tanzania has two main CC strategy documents: The **National Climate Change Strategy for Tanzania (NCCS)** mainland, which was launched in 2013 and applies to the mainland, and the **National Climate Change Strategy for Zanzibar**, which was launched in 2014. Both documents cover agriculture mitigation and adaptation amongst their top priorities.

Both are multi-sectoral document directing every sector to prepare an action plan for its implementation. The two strategies give a significant emphasis on the agricultural sector: e.g. one of the strategic goals of mainland's strategy is 'to enhance the resilience of the agricultural sector to climate change for sustainable livelihoods'. However, they do not include the identification of priority Programs or their budgeted costs and sources of funding. Their objectives are mainly focused on augmenting production – while other aspects of FNS (access to food, food use...) are largely missing.

The **National Climate Change Communication Strategy** (2012-2017) seeks for an effective communication of CC in-formation at all levels. The Strategy provides a framework for delivering key messages on climate change issues using systematic and effective approaches.

Agriculture in the NCCS (mainland)
Strategic objectives
To identify suitable crops for new agro-ecological zones
To promote appropriate agricultural practices that increase resilience
To promote use of appropriate technologies for production, processing and distribution
Key strategic interventions
Crop vulnerability assessments
Early maturing/ drought tolerant crops
Strengthen weather forecast information
Promote improved soil/land management
Strengthen integrated pest management



REDD+

The National Strategy for Reduced Emissions from Deforestation and Forest Degradation (REDD+ 2012) is Tanzania's policy framework for CC mitigation in the forest sector. Its main goal is to facilitate effective and coordinated implementation of REDD+ related policies, processes and activities to achieve climate change goals.

CGIAR has warned that 'poor communication and information sharing networks in Tanzania can limit the benefits to be derived from REDD+'.

CC programs and investment plans

National Adaptation Program of Action (NAPA)

In the Tanzanian NAPA agriculture and food security are the most vulnerable sector to CC. The NAPA prioritizes a wide range of agriculture adaptation measures, such as the promotion alternative market systems and make better use of weather data.

Agriculture Climate Resilience Plan (ACRP) 2014-2019

The ACRP, the NCCS action plan for agriculture, covering the period 2014–2019. It promotes a participatory and risk-based approach, including, among others, promotion of water efficiency and storage; water catchment management, sustainable land and water management, climate smart agriculture, risk management and climate resilience knowledge systems.

Tanzania Climate Smart Agriculture Program (TCSAP) 2015-2025

The TCSAP, which has been drafted in 2015, contains six programmatic results areas aims to implement and guide to implement the ACRP. The programmatic results are: to improve the institutional framework and coordination; to promote productivity and income, resilience, value chain integration and research and innovations and information, knowledge and extension.

TCSAP strategic priorities
Improved Productivity and income
Building resilience and associated mitigation co-benefits
Value Chain Integration
Research for Development and Innovations:
Improving and Sustaining Agricultural Advisory Services
Improved Institutional Coordination



In 2016 the MALF has developed **TCSA Guidelines** to inform implementation and up-scaling of climate smart agricultural practices and technologies in the different agro-ecological zones of the country.

Institutional setup

Tanzania's institutions are still at an early stage in responding to the challenge of CC (Arslan, 2016). The current institutional architecture has been taken over from one designed to address environmental issues and which was probably not sufficiently robust to allow for the integration of CCR into the plans of the relevant economic sectors (Yanda, 2013). The process of coordinating CSA across sectors and levels of government remains a challenge, and there are question marks on how the various bodies with responsibilities in this field interact amongst them (Aguilar, 2011). As a recent study by CGIAR has remarked, 'poor coordination 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' (CGIAR, 2016)

'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 (in Tanzania).

CGIAR, 2016

CC as a policy issue is institutionally situated under the **Division of Environment in the Vice President's Office (DoE-VPO), which is the National Climate Change Focal Point (NCCFP) under the UNFCCC**. The MALF is the primary government institution managing CCR issues in the agricultural sector.

The **National Climate Change Steering Committee (NCCSC) and the National Climate Change Technical Committee (NCCTC)** are cross-sectoral bodies responsible for facilitating the implementation of the NCCS interventions. Both committees have been established and are functioning, but they do not appear to meet on a regular basis, and they lack a supporting secretariat beyond the DoE-VPO.

**ACRP (2014 to 2019) budget
(Million US\$)**

Type of action	Gov	ODA
Water efficiency and storage	12	48
Catchment management	0.7	2.8
Land/water management	6	6.5



Climate smart agriculture	0.2	1.8
Risk management	2.3	43.7
Knowledge systems	0.5	1.5
Totals	21.7	104.3

Focal points have been appointed in the key line ministries to mainstream CC in their respective sectors, but their capacities are restricted by limited knowledge on environment and climate both at line ministries and local authorities.

A National Climate Smart Agriculture Task Force was created in 2014, and renamed as **Tanzania Climate Smart Agriculture Alliance** in 2016) by the TCSAP, although is not yet fully operational. It is formed by a broad range of government and civil society organizations, and it has an overall responsibility for coordination on CSA, and linking with the regional entities such as the SADC and COMESA on CCR-related topics.

According to the interviews conducted with officials, adaptation responses are considerably low owing to limited knowledge and skills to deal with climate change impacts.

Climate change institutional capacity and knowledge at national and local levels among various officials is still very weak.

Budgetary commitments & expenditure

Budget requirements

The NCCS does not include a comprehensive financing plan that highlights the strategy's budgeted costs and expected source for funding. The ACRP also fails to stipulate their actual budget costs, hindering the effectiveness of their implementation (CGIAR, 2016).

A study by DFID (Watkins, 2011) made a conservative estimate of immediate needs for addressing current climate and preparing for future climate change is US\$500 million per year, while an upper estimate of the cost could easily be of the order of US\$ 1 500 billion per year. A significant portion of these financial requirements (not specified in the study) would be required for agriculture adaptation.

The ACRP is not well aligned with these estimations: It foresees a total need of USD 125 million (approx. US\$ 25 million per year over the period 2014 to 2019), 80%



of which are to be funded by ODA (Irish Aid, 2015), including allocations from the Global Environment Facility and Adaptation Fund. Considering that it is estimated that there are already US\$400 million in the pipeline for CC funding in Tanzania (for all sectors) the foreseen US\$ 125 million to be tapped for CCR in agriculture seems a realistic target.

The TCSAP budgetary estimations are much lower: US\$ 32 million projected over 10 years. Fair enough, the document states that ‘this figure is only indicative and does not prescribe a limit’ and seems to put all the emphasis on short-term/urgent investments (Yanda, 213 bis). Still, this massive mismatch between ACRP and the TCSAP seems difficult to understand, given that both cover very similar priorities.

Approved budget and expenditure

Tanzania lacks an effective national finance mechanism to direct climate funds. This situation slows down the implementation of CC policies (CGIAR, 2016).

A study commissioned by the Overseas Development Institute (ODI, 2013) found that CC-relevant expenditure in Tanzania has increased steadily as a proportion of the total budget from 4.2% in 2009/10 to 6.5 % in 2012/13. This growth in budget for climate change-relevant activities is mainly driven by an increase in donor funding that is on-budget. However, the study did not differentiate between expenditure for adaptation and for mitigation, and did not establish neither which portion of this expenditure was devoted to CCR in agriculture, and, even more specifically, in measures in support to the small-scale farmers.

A more recent study, conducted by the ForumCC identified that in the 2015/16 national budget the allocation for agriculture CC adaptation was only 0.99%. 82% of this allocation was from donors’ sources external sources. The study confirmed that there is no national climate finance tracking system due to lack of coding to identify the CC-related headings and due also to severe inconsistencies and inadequate data sets.

Access to Agriculture Climate Funding

Tanzania has only recently started accessing global climate funding for agriculture adaptation, albeit to a limited extend. UNEP’s **Adapting to Climate Change In Lake Victoria Basin** is a small (US\$ 5 million) regional initiative approved by the Adaptation Fund in 2010, covering Tanzania, as well as the other countries bordering the lake.



However, there are several initiatives in preparation pending submission, from KfW (US\$ 100 million), UNEP (US \$60 million.), DAO and IUCM (amounts to be defined). IN February 2016, CARE, together with other NGOs and the government, organized a discussion workshop in how to support Tanzania to tackle further global CC funding for adaptation.

Transparency and participation of the small-scale farmers in policy making

Contrary to what we saw when analyzing the agriculture and food security policies (where there is often limited CSOs engagement in the policy making), CCR is an area where the Tanzania's government has been more transparent and ready to engage civil society organizations (Rioux, 2016). The NCCS was developed through a consultative process where stakeholders could present their views. What is less clear is how these stakeholder views were later incorporated into the strategy (Yanda, 2013). A national stakeholder validation workshop where comments from stakeholders were discussed and incorporated took place in preparation of the CASP. However, these consultations were mainly organized at the national capital level, not in the regions. No participatory vulnerability assessments were conducted (Jingu, 2015).

ForumCC

Also known as the Tanzanian Civil Society Forum on Climate Change –is an association of civil society organizations working on CC. which was created in 2008. Forum CC brings together environment and development organizations, (including CARE). Advocacy is the core activity of ForumCC,

Lessons learnt from FAO and CARE's Mitigation of Climate Change in Agriculture (MICCA) pilot project were also used to inform the development of the TCSAP. The TCSAP also states that the MALF 'will need to coordinate closely especially with NGOs who are working in the field and are on the front line of practices that can be scaled up with additional support'.

However, at local level the awareness by the civil society stakeholders and the farmers on CC policies is very low. According to the 2012 National Climate Change Communication Strategy, this low level of awareness is due to the absence of a national CC communication mechanism. It has also been said that the existing CC policy information and communication dissemination methods are not sufficiently user-friendly. Interviews conducted by CGIAR in a recent survey indicated that 'most of the local people do not understand CC policies because the information provided is in English and majority of the local people are proficient in Kiswahili' (CGIAR, 2016).



Place of small-scale farmers in the policy framework

At least in paper, the small-scale farmers are at the center of Tanzanian' climate change adaptation policies related to agriculture and FSN. NCCS strategic interventions (to promote improved soil and land management, to strengthen integrated pest management ...) are fully relevant to the needs and constraints of the small-scale farmers, as well as those included in the ACRP (water efficiency and storage, catchment management, etc.)

Some of the CSAP targets are in directly aiming to support the small-scale farmers, such as, by 2025, augmenting by 50% the proportion of smallholders accessing sustainable resilient agricultural practices (a goal directly taken from the SDG #2), increasing by 50% their yields of staple crops, benefiting 700,000 households with integrated farming systems or reducing post-harvest losses for staple food crops by 30%, also by 2025.

In practice these targets are so ambitious and the financial resources forecasted in the CSAP so modest and insufficient to fulfill them that it is hard to see in these targets anything but a set of ungrounded good intentions (Majue, 2015).

Impact of the policy implementation on the small-scale farmers

Despite these well-articulated policy frameworks and all these positive commitments, very few policy interventions are yet in place in the country to support CCR in agriculture (Kaino, 2016).

In a recent study conducted in the frame of the Environment for Development (EfD) initiative the Tanzanian smallholder farmers surveyed identified that lack of funds, shortage of water for irrigation, poor planning, and shortage of the seeds recommended by agricultural experts are their main constraints in undertaking adaptation (Arslan, 2016).

The ACRP and CASP are too recent to allow an assessment of their implementation. However, the NCCS was already adopted in 2012, so it should be already possible to analyze to which extend its strategic interventions have been implemented, and what the impacts on the women and small-scale farmers have been. In general terms, it can be said that implementation has been insufficient. Local authorities are not well prepared to respond or allocate financial resources to CCR, mainly because those mandated to develop budgets are not able to articulate relevant activities to address CCA and resilience, so they fail to allocate resources (Njau, 2015). Districts



where NGOs are active on CCR issues appear to be better placed in planning and implementing CC Programs and projects than those without, but this is more the exception than the norm (Kamba, 2012). The action by the government to promote CSA, in practical terms, has been minimal.

Overall CCA policy implementation appears to still be heavily focused on biophysical aspects of agriculture, while social vulnerability among small scale food producers is largely missing.

Vulnerability assessments

There is only a limited number of very localized initiatives already conducted assessing small-scale farmers' crops vulnerability (e.g. a CC analysis conducted by the Institute of Rural Development Planning in Dodoma). Social vulnerability assessments to better understand how different people or different populations are vulnerable to CC in different ways are also still rare in Tanzania (Njau, 2015). One of the few exceptions is a pilot social vulnerability in food security assessment conducted in some villages of Hombolo district by CGIAR in 2014. Another is the Vulnerability and Impacts Assessment conducted by the East African Community Secretariat, through its regional **Policy, Adaptation, Research and Economic Development (PREPARED)** project is conducting in communities of the Lake Victoria Basin.

Weather forecast information

There are already some promising initiatives in place in Tanzania to improve weather forecast information, aligned with the needs of the small-scale farmers needs and often highly participatory. The government, with the collaboration of UNDP is already working in improving early warning systems (EWS), which, as UNDP put it, is an adaptive measure that benefits 'the poorer segments of society, those who do not necessarily benefit from large protective infrastructure projects'. The Tanzania Meteorological Agency is working with the support of UK-based International Institute for Environmental and Development (IIED), combining meteorology and traditional methods of weather prediction as way to increase uptake of weather information by small-scale farmers. CARE has also used weather information to develop participatory scenario planning with small holder farmers. Despite these developments, there is still the need of putting forward mechanisms to ensure that wider numbers of small-scale farmers are availed with the easily-interpretable weather forecasts.



Promote drought tolerant crops

There are some ongoing initiatives in Tanzania to promote drought tolerant seed varieties for maize, in the framework of externally-funded projects (such as the Drought Tolerant Maize for Africa project of the Global Maize Program of the International Maize and Wheat Improvement Center) and by the private sector (like the locally developed Lubango drought-tolerant variety, developed by a local company called IFFA), but there is no State-funded projects in place to scale up these initiatives nationally (Rioux, 2016). The TCSA stipulates

Integrated pest control management

In Tanzania, the national research institutions have developed IPM approaches for a wide range of key pests of the major crops. ALF advocate the use and dissemination of integrated pest control management (IPM) approaches through the agricultural extension services. Despite these efforts, IPM is not widespread in Tanzania, excepting some initiatives in cotton and tea plantation. This is, according to MALF, because most of this information does not reach the farmers. The information that has filtered through to farmers is not user friendly and/or not appropriately formulated and therefore farmers are unable to optimize the benefits of such options..(URT, / MALF, 2017)

In 2017 the MALF has released Tanzania's **Integrated Pest Management Plan** which aims to monitor and mitigate possible negative impact of any increase in the use of agrochemicals, particularly chemical pesticides by promoting ecological and biological control of pest management.

Improved soil and land management

A survey by the Center for Development Research (2012) found that only 5% small-scale farmers' plots in Tanzania are under integrated soil fertility management (ISFM). Per the same survey, in Tanzania 1 US\$ spent to restore/rehabilitate degraded lands returns about 3.8 US\$. Adopting ISFM depends largely on the access to extension, proper inputs and finance. As we have seen, although there are government-lead programs to improve the small-scale farmers access to these services, they are limited in scope and often not very efficient.

CCA policies and women farmers

In Tanzania women have different positions and faces different challenges to men in the coping and adapting to climate change (UNICEF, 2010). Tanzanian NAPA



did not incorporate gender considerations. To try to correct this, and with the support of IUCM, in 2011 the Government adopted the **National Guidelines for Mainstreaming Gender into Climate Change**. The Guidelines provide CC stakeholders with a systematic approach to mainstream gender in CC related policies and programs. However, the above mentioned CGIAR study points out that the Guidelines ‘failed to take into consideration that the effects of CC 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’.

The TCSA is responsive to gender. It recognizes that women are more affected by the adverse impacts of climate change in agriculture, due to the gender roles, social and cultural norms, and limited access to training and highlight women can be instrumental in use of indigenous knowledge and their knowledge of natural resource management and disaster preparedness and response especially ensuring food security, preservation techniques and storage.

This rhetoric is not translating yet in specific programs or other policy measures to address gender inequality as a source of climate vulnerability or as a barrier to women farmers’ adoption of CSA (Komba, 2015). A recent study on the intersections of gender and marital status in accessing CCA in rural Tanzania has demonstrated that women’s access to adaptive strategies depends on their marital status, while this is less the case for men (Van Aelst, 2016). Research conducted in pastoralists communities in Tanzania saw that women higher Illiteracy rates hinders women access to information to speed of recovery from a climatic disaster (ACCFP, 2010).

Policy monitoring and evaluation mechanisms

As in other policies in Tanzania, monitoring and evaluation systems to assess the effectiveness and impact of the CSA are not very well-articulated. The CASP assigns to the NCSATF monitoring roll over CSA policies, but this function has yet to become operational. There are, however, plans to put forward the monitoring and evaluation system in the pipeline.



Nutrition policies and the small-scale farmers

Main national nutrition policies

Nutrition is a prominent topic in Tanzania's policy and political agendas (IFPRI 2015). As in the case of FS or CCR, the country already has in place a broad nutrition policy framework well aligned with international commitments (including the World Health Assembly GNTs), although sometimes they overlap and lack coherence amongst them (EC, 2016).

The signing up to the **Scaling-Up Nutrition (SUN)** movement (2011) and the Presidential **Call to Action in Nutrition** (2013) set off commitment from the highest levels of government to focus on nutrition as a national priority. In 2015, in the Parliamentarians released a Nutrition Manifesto which was used by all parties during the election campaign in collaboration with the civil society.

National Nutrition Strategy (NNS)

Adopted in 2012 and covering until 2016 (with no indication of it to be updated further), the development of the NNNS was an important step in articulating and prioritising nutrition actions (IFPRI, 2015). The goal of this, strategy, which applies only in Tanzania's mainland is to attain adequate nutritional status, stressing the need for a multi-sectoral approach with a strong focus on decentralisation. The NNS calls for an appropriate integration of nutrition concerns across sector policies and plans.

NNS priority areas
Infant and young child feeding
Vitamin and mineral deficiencies
Maternal and child malnutrition
Nutrition and HIV and AIDS
Children, women in difficult circumstances



Diet-related non-communicable diseases
Household food security
Nutrition surveillance, surveys, information

The **Zanzibar Food Security and Nutrition Policy (ZFSNP)**, outlines a similar set of goals and priorities as the NNS.

The **NNNS Implementation Plan** acts as a common results framework for Tanzania and helps to define the roles of each stakeholder in the country. Tanzania is also currently developing a **Multi-Sectoral Action Plan**.

In 2013 Tanzania adopted its **National Nutrition Social and Behavior Change Communication Strategy**, covering the period 2013 to 2018, which proposes a set of actions to improve nutrition behaviors and practices.

2016/21 FYDP key nutrition targets		
Target	Baseline	2025
Stunting of children under 5 yrs.	34,7%	15%
Wasting of children under 5 yrs.	3,8%	<5%
Anaemia women reproductive age	40%	20%
Access to adequately iodized salt	64%	90%
Low birth weight	7%	4%

2016/21 FYDP

The 2016/21 FYDP foresees a set of ambitious nutrition-related targets for 2025, to be achieved via key interventions on childhood development; training of health services providers especially community workers; knowledge building for the families and improving the institutional, for nutrition at local level.

Water governance in Tanzania is guided by the **Water Resources Management Act** and the **Water Supply and Sanitation Act**, both from 2009.

Policy gaps

Contrary to the agriculture, food security or CSA sectors, where the legislative corpuses are wide-ranging, Tanzania nutrition policy framework is yet far to be comprehensive: the board policies are in place but, as UNICEF (2010) has highlighted, there are important legislation gaps yet to be filled: 'legislation needed to create an



enabling environment for nutrition is not yet fully developed, including the National Regulation for Marketing of Breast Milk Substitutes and Designated Products, the Code of Hygienic Practice for Foods for Infants and Children, and legislation for the fortification of food, including salt iodisation’.

Furthermore, many of the existing specific policies and bylaws were formulated decades ago, so they did not cover important issues of the current nutrition scenario (Garrett, 2011). Issues related to overweight, non-communicable diseases and nutrition challenges related to CC and HIV/AIDS need to be articulated in the policy framework.

Institutional set-up

Tanzania’s nutrition institutional architecture is complex, with various agencies and committees sharing similar responsibilities. In 2012 Save the Children produced a nutrition policy mapping of Tanzania, regretting the limited inter-sector collaboration during formulation and implementation of nutrition policies.

The nutrition policy is mainly administrated by the **Ministry of Health and Social Welfare (MHSW)**. The **Tanzania Food and Nutrition Centre (TFNC)** operates under the MHSW and is responsible for nutrition research, capacity building, awareness and policy advice. The Tanzania Food and Drugs Authority (TFDA), which belongs also to the MHSW, is mandated to regulate the quality, safety of food and medicines. TFDA is also responsible for import and export food safety controls as well as for labeling controls and enforcement.

The MALF through its **National Food Security Division**, monitors the availability and adequacy of food supplies and reserve stocks both in the public and private sectors.

The **Ministry of Water** oversees the management of water resources.

A **High-Level Steering Committee for Nutrition (HLSGN)** is convened by the PMO and involves representatives from key ministries including the NBSW, the MALF, as well as various development partners.

'Given the cross-cutting nature of nutrition problems, nutrition is prone to be seen both as everybody's business and nobody's responsibility'

UNICEF
Children and Women in Tanzania



The HLSCN operates within and leverages existing government systems in place and administrates a **Multi-Sector Nutrition Technical Working Group**, mandated to guide, coordinate and catalyse the nutrition work in the country.

In parallel, the **SUN Movement**, which consists of senior government officials, helps also in mobilising relevant actors and sectors on nutrition. The SUN Government Focal Point, is represented by the PMO, responsible for coordination, advocacy, and resource mobilization for scaling up nutrition.

In fact, the HLSCN, the Multi Sector Nutrition Technical WG and SUN have overlapping membership and similar responsibilities.

The **WFP-led REACH** initiative to accelerate the scale-up of food and nutrition interventions, contemplates the development of tools for the implementation of nutrition programming that cuts across government sectors to ensure that relevant line ministries engage and coordinate efforts at the national and sub national levels (WFP,2013). Within this framework, the Government is undertaking a mapping exercise to increase understanding on how to best align all actors who have a role to play in SUN.

At the district and municipal levels, multi-sector coordination committees are being established and full time nutrition officers have been recruited by local government authorities. **Council Steering Committees on Nutrition (CSCNs)** have also been formally established at district level However, much of them remain inactive.

Nutrition officers/contact points have been recruited at the districts in the last few years (SUN, 2015), but in most cases, they do not have the appropriate background and knowledge and they often must make compatible this task with other responsibilities (PANITA, 2013).

Food safety

Although Tanzania is integrated in the international markets and hence has to comply with related standards for agriculture commodities only little information is available on the role and implementation of food and safety standards related to the domestic market.

Anyhow, what is clear is that the regulation on food safety for the internal market in Tanzania is extremely complex, but food safety processes and controls are underdeveloped (Fasse, 2015).



Budgetary commitments & expenditure

In the near past, Tanzanian budgetary commitments on nutrition have not been very ambitious. Within the AFSIP framework only a mere 2% of the funding was foreseen for nutrition. CSOs surveyed in 2012 by Save the Children's identified inadequate funding as one of the most stumbling blocks in the policy implementation.

Only 0.2% of the budget for nutrition

The Public Expenditure Review of the Nutrition Sector conducted by the Ministry of Finance in 2014 revealed that between 2010 and 2013 the government of Tanzania only allocated 0.2% of the budget to nutrition, equivalent to 0.06% of the country's GDP.

Budget allocations for nutrition have increased in recent years, thanks largely to the contributions from donors. A nutrition public expenditure review conducted in 2014 confirmed that budget for nutrition almost doubled from 2010/11 to 2012/13, but, as the SUN Movement 2015 report for Tanzania says, 'despite the increase funding for nutrition, the allocation of funds still remains low, with only 20% of the NNS implementation plan being funded' (SUN, 2015). The SUN Movement is rating (2016) Tanzania's 'financial tracking and resource mobilization' in nutrition with a low 57%.

At district level the situation is discouraging. Average investments for nutrition per district budget per annum were estimated by the Ministry of Finance on 37,000 US\$.

As it is also the case for other sectorial policies in Tanzania, even when some cases funds may be available but the disbursement is delayed for various reasons. 'Occasionally -reports Save the Children-, the influence of politics has resulted in the diversion of the committed funds from one sector to the other'. A 2014 survey in 15 districts conducted by the Ministry of Finance found that none of them have earmarked fund for implementing nutrition interventions.

The good news is that commitments for the coming future seems more precise -and more generous: The 2016/21 FYDP foresees financing of US\$ 370 M for the nutrition sector (approx. US\$ 74 M per year, during 5 fiscal years), out of which only US\$ 110 M are to be funded by the national budget, while most of the rest will be sourced by donors.

Another positive development is that nutrition has been now mainstreamed in the national budget guidelines (i.e. nutrition has been single-out as a heading category), for the local authorities to better identify nutrition-related expenditure in their planning sessions.



Transparency and participation of the small-scale farmers in policy making

The Tanzanian authorities have demonstrated to be open to the engagement of the CSOs in the nutrition policy making processes (which is not always the same case as in agriculture and food policies, as we saw already). Back in 2006, the Government of Zanzibar took a participatory approach in developing the ZSGRP, by opening the process with extensive consultations to seek views from wide range of stakeholders (such as NGOs, civil society platforms, experts and private sector). Also in Mainland Tanzania, a stakeholders' meeting was held in 2009 to collect inputs to the draft NNS document, and in 2012 a consultative process was launched to engage civil society in support to the objectives of the SUN movement and to harness the potential for CSOs in the implementation of the NNS (Tanzania Food and Nutrition Center, 2012). PANITA- the main CSO platform on nutrition- has a seat at the HLSCN (PANITA, 2013).

This openness is also reflected in the local levels structures: the CSCNs are mandated to integrate all relevant stakeholders including representatives from civil society (and therefore, small-scale farmers and women organizations too)- and PANITA members are joining some district nutrition steering committees. Given this background, not surprisingly the SUN Movement rates high the participation of stakeholders in the nutrition policy framework ('bringing people together', in SUN terminology) in Tanzania, with an impressive 88%.

Donor's support and coordination

*In 2015, the top five donors in nutrition sector in Tanzania were USAID (23%), ONE UN FUND (9%), Harvard School of Public Health (8%), UNICEF (6%) and Irish Aid (5%). The **Development Partners Group for Nutrition** meets monthly and includes of bi-lateral donors and representatives from UN to network and agree on common positions for policy dialogue with the Government.*

Place of small-scale farmers and women in the policy framework

Women and small-scale farmers are at the core of Tanzanian nutrition strategic documents, where there is an unquestionable strong pro-poor and pro-vulnerable group's orientation. Community-based programs and networks to promote and support appropriate nutrition behaviors are amongst the key strategies foreseen in the NNNS. The NNNS gives attention to women and children living under challenging circumstances.



The major focus of the NNS is on women of reproductive age and young infants. It considers ‘the first 1,000 days’ – that is, pregnancy and the first two years of life - as the window of opportunity for fighting under-nutrition. The Strategy also recognizes explicitly that improving caring practices for women requires ‘their greater empowerment within households, within society in general and within decision making processes from community to national level’, and women are at the center of the NNS measures to improve the access to quality nutrition services and food aid response in emergencies. Save the Children survey pointed out that in the NNNS and in other Tanzanian policies on nutrition men and boys are almost not mentioned: ‘It should be realized that children and women do not live in isolation; they are surrounded by other members of the household, family and community therefore policies should be more encompassing’.

As for the role of (women and men) small-scale farmers in nutrition polices in the NNS, it is mainly confined to the framework of household food security, which is one of the eight priority areas outlined in the Strategy.

In this regard, the NNS commits ‘to encourage beneficial indigenous practices and to make accessible and affordable and appropriate technologies, including those to reduce women work load’. The Strategy also refers to the importance of reducing losses during harvesting and post-harvesting and to food processing and preparation techniques aimed at retaining the nutritional quality of food.

Impact of the policy implementation on the small-scale farmers and women

As it is the case for other policy frameworks, a huge gap exists in Tanzania nutrition policies between the inclusiveness and pro-poor commitments of the strategic documents and plans and how they are delivered at field level.

National nutrition interventions success and coverage has been mixed. The Public Expenditure Review of the Nutrition Sector (2014) confirmed that only very few nutrition interventions are incorporated in the district plans and by the end of the day there are almost always not implemented due to lack of funds. The review also confirmed that public spending on nutrition interventions were not targeted to the most vulnerable groups, including women.

‘There remain considerable capacity and resource gaps at the sub-national level in translating the NNS and other relevant strategies and plans into improved nutrition outcomes for women and children’.



European Union
Action Document for the Support of
Food Security and Nutrition in Tanzania. 2014

Smallholder agriculture can potentially affect nutrition by making food available through production; reducing the real cost of food by increasing the supply of food and generating incomes for farmers. However, food availability and higher incomes are not sufficient to impact nutrition outcomes. And, with Tanzania's poor record in promoting small-scale farmers' agricultural policies, it is no surprise that gains to nutrition have been limited (Wiggins, 2013).

We have already considered the impact of the ongoing policies on improving access to fertilizers and other inputs, credit, post-harvest losses, agriculture extension, etc. on the small-scale farmers, so here we will focus briefly only on those small-scale farmers' policies which are nutrition-specific.

'Restricted agricultural growth in Tanzania has likely contributed to disappointing improvements in child under-nutrition though pathways including failure to reduce poverty. Poor care practices, low feeding frequency, low diversity of diet, and poor access to health care services also contribute. Neglect of attention to women's empowerment also stands out in the Tanzania'.

Steve Wiggins & Sharada Keats,
Smallholder agriculture's contribution
to better nutrition (2013)

Overall, nutrition and agriculture policies in Tanzania are only loosely linked and cross-references are often weak. Awareness by the authorities on how agriculture can deliver nutrition seems feeble (USAID, 2016). We will look here into some of the possible entry points of nutrition.

Fortification and bio-fortification

Fortification standards for oil, wheat and maize flour have been defined and enforced in large scale mills since 2012. Some bio-fortification projects have been undertaken in Tanzania, for example, in the context of the Tanzanian National Sweet-potato Research Program, though it is difficult to find evidence of impacts (TFNC, 2012).

Nutrition sensitive extension

Most nutrition activities are managed and implemented by workers in the health and agriculture sectors, but their number is insufficient, which makes the delivery



of nutrition interventions at the facility and community levels very difficult. A survey by the WB Secure Nutrition Knowledge Platform (2013) confirmed that agriculture extension agents receive minimal nutrition education in their training and do not have access to means of transport or to the funds to pay for travel expenses (Fanzo, 2013). There is an overall lack of staff incentives and delayed promotion.

Household nutrition education

There is very limited public funding to carry out nutrition activities at household level within communities, such as food cooking demonstrations, excepting in the cases where there are specific projects by NGOs or donors.

Although Tanzania has institutions, policies and regulations in place to promote proper water management, the country faces severe problems. Only a low percentage of both urban and rural populations with improved drinking water sources and sanitation facilities, a situation that has negative implications in the populations' nutrition.

Overall, the government has made relatively low water-related investments as a percentage of total government

expenditures. (UNWater, 2013)

Policy monitoring and evaluation mechanisms

In Tanzania, most nutrition policies lack adequate M&E mechanisms, and in most cases monitoring and evaluation are not carried out in time to provide the policy makers with relevant and evidence based information for action, although some improvements can be noticed in the last couple of years: nutrition scorecard tools are currently being developed by the government to collect data and monitor accountability, and an Annual Joint Multi-sector Nutrition Review has been established in the context of the SUN Movement, allowing stakeholders to track the implementation of nutrition interventions.

PANITA

Civil society and nutrition advocacy

The Partnership for Nutrition in Tanzania (PANITA) is the main CSO platform in working on nutrition advocacy. PANITA is part of the SUN movement, and is also represented at the main national policy bodies related to nutrition. Many PANITA local members are actively engaged CSCNs. PANITA regularly organizes consultation workshops, training activities for their members and analysis of specific policies.



Gender policies and the women small-scale farmers

International gender commitments

Tanzania is a signatory to virtually all the relevant international human rights and gender treaties and other International Law instruments that ensure and promote equity policies and non-discriminatory practices.

As per the **Universal Declaration of Human Rights** Tanzania shall avoid discrimination of all forms. The **Convention on the Elimination of all forms of Discrimination against Women (CEDAW)** binds the Tanzanian Government legally to ban discrimination and promote and empower women in all spheres (UNICEF, 2010).

The **Beijing Platform of Action** (1995) identified 12 critical areas of concern of which Tanzania prioritized 4 main areas as a commitment: enhancement of women's legal capacity, economic empowerment of women, political empowerment of women and improvement of women's access to education and training.

Tanzania has also ratified all the relevant Africa-wide relevant conventions: The **African Charter on Human and People's Rights** (1981), which deals with the elimination of discrimination, affirmative action to increase the equality of women, elimination of harmful practices, protection of women in armed conflicts, right to positive cultural context, rights of widows, right to family planning, reproductive rights, inheritance rights of women and special protection to elderly women and those in distress among others; the **Protocol on the Rights of Women and Africa** (Maputo Protocol) (2003) which affirms all basic, internationally recognized rights for women, and protections from traditional practices harmful to women's health; the **Solemn Declaration on Gender Equality in Africa** (2004) and the **Protocol on the Charter of Human and People's Rights on the Rights of Women in Africa (2005)**.



As already mentioned, Tanzania is committed to the **SDGs**, and hence, to achieve gender equality and empower all women and girls.

Regional instruments such as **Gender Development Declarations of SADC** (1997) bind Tanzania to have an affirmative action to promote females' participation in politics. While the Declaration set a 33% benchmark as a minimum percentage for females' participation in decision-making process, the African Union (AU) set a benchmark of 50%. Tanzania endorsed as well the **SADC Declaration's Addendum on the Prevention and Eradication of Violence against Women and Children** (1998) and the **SADC Protocol on Gender and Development** (2008), which deals, among other topics, with the participation, representation, and water and land rights.

Main national gender policies

All these various international commitments are well reflected in Tanzania constitutional, legal and policy framework (DANIDA, 2013).

The **Constitution of the United Republic of Tanzania** provides the right to participate in governance and equal opportunities for both men and women and establishes affirmative principle as a temporary measure to rectify the historical gender imbalances. The **Tanzania mainland and Zanzibar constitutions** have provisions on Gender equality concerns including quotas allocated to women in the Parliaments (30% and 40% respectively).

The **MKUKUTA** considers gender as a cross-cutting issue. Addressing this under one of its clusters, i.e., “Improving the Quality of Life and Social Well-being” of men and women in the society. The **Vision 2025** recognizes that gender equality and the empowerment of women in all socio-economic and political relations and culture are essential.

The **National Gender Policy (NGP)** approved in 2000, calls for public institutions to rectify the historical gender imbalance as well as mainstreaming gender issues in all development plans. It sets out guidelines on women and gender development and integration of gender equality in policies, plans and in strategies. The Zanzibar Gender and Development Policy (2013) is fully aligned with these same principles.

The National Strategy for Gender Development (2005) sets guidelines for the attainment of gender equality and equity.



Tanzanian land laws (i.e. the 1999 **Land Act**; the 2008 **Unit Titles Act**, 2008, and the 2008 **Mortgage Finance Special Provisions Act**) give women the right to own property and provide for equality in acquiring, holding, using and ownership of land, property, develop estates through accessing mortgage finance and acquire a title over land.

Laws also recognize a wife 's right to household land upon widowhood or divorce, prevent village land councils from discriminating against women, and allocate to women a certain number of seats on the councils, which administer occupancy rights and adjudicate land disputes in rural areas.

Tanzania also has a solid policy framework to fight gender-based violence, contained in the **National Plan of Action for Prevention and Eradication of Violence against Women and Children**, produced in 2001.

Policy gaps

Although, overall, the Tanzanian policy and legal framework adheres to the principles of equity and non-discrimination against women, Human Rights activist points out some discriminatory legal disposition still in place, and notably the **Marriage Act** of 1971 revised 2002, that, for the Islamic rite allows men to contract polygamous marriages and permit marriage of 15-year-old girls while the legal age for marriage for boys is at 18 years old (Ellis, 2007).

There are also significant policy gaps in relation to women access to natural resources: The **Environmental Management Act** (2004) and the **Regulations on Environmental Impact Assessment and Audits** (2005), only have weak references to gender, according to an analysis by CARE and the Tanzanian Natural Resource Forum, made in 2011.

Institutional set-up

In Tanzania, the existing institutional framework offers a good foundation upon which to build strong gender management policies. The **Ministry of Health, Community Development, Gender, Elderly and Children** has the mandate to oversee the development and implementation of public policies and to coordinate programs pertaining to gender, although it lacks sufficient capacities and technical and financial means. In some cases the Ministry has limited leverage among other ministries and is not member of the any of the main cross ministry coordination efforts for agriculture, CC or nutrition.



Gender Focal Points exist within the government structure at all levels (central and local government and other institutions), including MALF and other FNS and CC-related institutions. However, they lack capacity and sometimes even courage to drive gender issues ahead (Kisambu, 2016).

‘Women and girls in Tanzania face gender inequalities and injustices in social, political, and economic relations and structures that limit their agency to participate in society and claim their rights.

Patriarchal norms and traditions, coupled with genderblind legal frameworks, perpetuate unequal power relations that create major challenges to achieving socio-economic development in Tanzania.

The Tanzanian government has taken measures to mainstream gender in legal and institutional frameworks, but there remains ample need to expand these efforts’.

Gender Equality and Women’s
Empowerment Program2015 – 2020
CARE International in Tanzania
2016

Gender budgeting

Gender-budgeting means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures to promote gender equality (EU, 2003).

Tanzania was a pioneer in gender budgeting in Africa in 1997, but the actual experience implementing it has been mixed (Sostsky, 2016). The longstanding pressure of CSOs has been instrumental in keeping efforts to address gender inequality and women’s needs alive. Their push for time use data and the elevation of gender oriented concerns to macroeconomic modeling are notable. However, gender budgeting has not been fully embedded in the government budget (Mhina, 2007).

Gender-specific policies and women small-scale farmers

Here we will mainly refer to gender-specific policies, given hat in the previous chapters we have already analyzed the impact on women farmers of the general foods security, nutrition and CCR policy measures.

As it is often the case in Tanzania, the existence of a well-articulated and sophisticated policy framework does not imply that it is implemented (UNICEF, 2010). Tanzanian



women in general, and small-scale women farmers suffer various severe forms of discrimination which in practise severely limits their access to land, services, credit and other means require to ensure their food security. Many legal provisions are not fully or effectively implemented or enforced.

Gender budgeting in agriculture

The Ministry of agriculture was amongst the first to undertake gender budgeting, conducting in 2010 a pilot program to this aim, under the aegis of the Ministry of Finance. A noticeable project influenced by the gender budgeting efforts in the Ministry has been the already mentioned NAIVS, to provide providing fertilizers' and other inputs subsidies for poor families, many of which are female-headed but, as we have seen, in practice women are not always well targeted by these input supplies support measures. Overall, gender budgeting in agriculture in Tanzania is another strong example of policy not being matched with implementation.

Women access to land

As already mentioned, despite the essential role that women in Tanzania play in smallholder agriculture, women seldom own the land they cultivate. This gender disparity is not due to lack of strong legal provisions for women land ownership in Tanzania (Nelson, 2009). As we have seen, the law provides for strong protections of women landowners.

But in fact, reality is very different: as per customary land tenure (i.e. the non-written land legal systems traditionally followed in the villages, based on group-specific and tribal norms), women rights to land are dependent on their roles as wives or daughters. Women have usufruct rights but they cannot normally own or transfer land (Leaven, 2011). Upon marriage, a couple is granted land, usually by the man's family. Of that land, the man allocates small garden plots to his wife so she can cultivate food crops to provide for household needs, which is a primary responsibility of women. However, this does not give women secure property rights (Lyimo-Macha, 2002). She cannot use the land as collateral, her husband can sell it at any time, and if she is widowed or divorced, the husband's clan may take possession of the land, as well as the rest of the households' material goods.

Tanzanian law provides that where any property is acquired during marriage in the name of either spouse, the property belongs absolutely to that person. This provision most often works against women, because unless a wife can prove she has contributed to the property's acquisition, property acquired in the name of the



husband belongs solely to him. This is problematic because women's contributions are often non-financial, and the law is unclear about the rights garnered by nonfinancial contribution (Leaven, 2011). Women's rights to land are also jeopardized most Tanzanian communities are patrilineal, and the customary land tenure common in these communities favor male heirs, and do not bequeath land to the widow upon a man death (Nelson, 2009). Despite progressive provisions on gender equality women have little representation in land allocation decisions, including in the meetings of village councils and village assemblies. Even though Tanzania's land and local government laws provide for minimum ratios of women's representation, women are rarely represented in an effective way (Leaven, 2011). There are no significant policy measures or State-run projects on going in Tanzania to address in practice these massive challenges, other than stand-alone specific projects funded by NGOs, such as CARE International Pathways Program.

Access to intra-household income

Despite women's major labor contributions to the household economy, men control nearly all cash income which is in clear contradiction with the non-discriminatory principles that rule in Tanzania. Although women have more control over income from their domestic activities, such as sales of surplus food crops and beer and pottery-making, men can and do ask for this part of these earnings. There are no noticeable State-run programs or other policy measures in Tanzania to tackle this problem.

Access to credit

Access to credit is limited, mostly because women rarely own land. Microcredit, though available, is limited and only 6% of Tanzanians borrow from microcredit institutions. A **Women Development Fund** is operated in Tanzania by the Ministry of Health, Community Development, Gender, Elderly and Children. In the whole 2014/2015 fiscal year, the Fund only lent to 300 women entrepreneurs in the entire country. The Ministry also operates the **Tanzania Women's Bank** with some 14,000 women clients per year, most of which cannot be considered poor small scale farmers.

VSLAs and other forms of microcredit access for women are promoted by NGOs and donors in different parts of the country, but these process, overall, are not supported by State-funded projects.



Policy monitoring and evaluation mechanisms

A gender situation analysis commissioned by the East African Sub Regional Support Initiative for the Advancement of Women concluded that in Tanzania there is an absence of a comprehensive system of M&E across all levels of implementation of the gender policies, and a corresponding reporting system is also missing.

Unpaid labor

Data show that the burden of unpaid labor is large in Tanzanian households, where domestic technology is rudimentary. On average, women devote more time to unpaid chores of household maintenance than men do, while men devote more time to paid labor and non-work activities, including leisure. These patterns start young: even among children, girls devote more time to unpaid household chores than boys.

M. Kennedy Leavens and C. Leigh Anderson
Gender and Agriculture in Tanzania
2011

FNS global policy framework: Tanzania's performance and ownership		
Global and regional FNS policies Main commitments	Performance (year, source)	Adoption/ownership Government and CSOs
Past commitments		
MDG#1 (1990) By 2015...		
Halve poverty	Reduced. Not halved (WB)	Some current policies are not pro-poor (e.g. SAGCOT)
Halve proportion of people with hunger	Augmented by 30% (FAO)	
Maputo Declaration/NEPAP/CAADP (2003)		
COMPACT signed	Signed (2008)	Good quality NAIP (TASIF) Formal processes fulfilled.
NAIP produced	TASIF approved (2010)	Weak implementation and insufficient funds.
NAIP technical review conducted	Conducted (2011)	CSOs very interested but not well engaged by Government
6 % annual agriculture GDP growth	4.1% (average 2003/12)	
10% budget for agriculture	5.3% (2016/17)	
SADC Regional Indicative Strategic Development Plan. By 2015...		
Increase cereal yield to 2 Tns./ hectare	1.4 (2013, WB)	Low awareness by Government and CSOs on the SADC commitments
Daily per capita dietary energy 2,700 kcal	2,137 kcal (2009, UNICEF)	
Halve proportion of people with hunger	+ 30% (2015, FAO)	



On-going commitments

SDG #2 (2015) By 2030...

End hunger and malnutrition	Too early to asses	Some current policies are not pro-small-scale farmers (SAGCOT, BRN, ASDP II, etc.) Sustainability/agro-ecology not high in policies
Double productivity small-scale farmers		
Double income small-scale farmers		
Ensure sustainable production systems		
Maintain genetic diversity of seeds		

World Health Assembly Global Nutrition Targets (WHA GNT). By 2025...

40% reduction stunted children	Off course (2015, IFPRI)	High quality policies. 16/21 FYDP aligned with the GNTs. Poor implementation due to low technical capacity and lack of funding.
50% reduction anemia women	Off course (2015, IFPRI)	
50% increase breastfeeding rate	Off course (2015, IFPRI)	
5% reduction childhood wasting	On course (2015, IFPRI)	

Voluntary Guidelines on the Responsible Governance of Land Tenure (2012)

Recognition and protection tenure rights	Off course, little progress	In the New Alliance, Gov. confirmed its 'intention to take account' the guidelines. Poor implementation.
Compensation/ restitution evicted	On course, some progress	
Tenure systems accessible/ affordable	Off course, no progress	
Responsible investment agric. lands	Off course, little progress	
Mechanisms for resolving land disputes	On course, some progress	

Scaling Up Nutrition -SUN (Tanzania joined in 2011). By 2020... (Official SUN ranks)

Bringing people together	88% (2016, SUN)	Good ownership by Government. PMO is SUN Focal Point. Consultative process launched to engage CSOs. Parliament engaged.
Coherent policy and legal framework	78% (2016, SUN)	
Common Results Framework	63% (2016, SUN)	
Financial tracking /resource mobilization	57% (2016, SUN)	

Malabo Declaration (2014). By 2025...



100% agriculture productivity increase	Off course, little progress	PPP/VCs targets achievable due to the pro-big business orientation of main policies. Contribution of agriculture to poverty reduction, off course (low budget allocations, poor policy implementation) CSOs yet to own the process.
50% post-harvest loses decrease	Off course, little progress	
10% reduction stunted children	Off course, little progress	
5% underweight reduction	Off course, little progress	
50% contrib. of agr. to poverty reduction	Off course, no progress	
6 % Annual agricultural GDP growth	On course, some progress	
5 PPP agriculture VCs established	On course, good progress	
30% more youth jobs agricultural VCs	On course, some progress	
30% agric. households resilient to shocks	Off course, little progress	
Nairobi COP 11 Decision (2005)		
Produce NAPA	Produced in 2007	Strong ownership
Cancun Adaptation Framework (2010)		
Adaptation to be addressed as priority	On track	Strong ownership
Paris Agreement (2016)		
Promote greater resilience	Pending ratification	Likely to be ratified soon



CARE advocacy in FSN and CCR in Tanzania

Land rights advocacy

CARE's Ardhi Yetu Land Rights Program started in 2014 and will run to 2017. It is implemented through 3 strategic partners: Hakiardhi, Tanzania Natural Resource Forum (TNRF) and Journalists Environmental Association Tanzania (JET). The Ardhi Yetu program seeks to strengthen the capacity of Tanzanian civil society at local and national levels to hold lands sector duty bearers - including both government and the private sector - accountable for the rights of small scale farmers and pastoralists especially in the areas affected by large scale land based investments and commercial agriculture. The Program seeks to address injustices and inequalities in land tenure systems as a means of promoting right to food to both small scale farmers and pastoralists. CARE and its partners are feeding into the review of the National Land Act of 1995 and working across the President's Office, Regional Administration and Local Government, MALF, and Ministry of Land, to advocate for more effective land use plans. A task force managed by the National Land Use Plan Commission and including local CSOs to ensure that an action plan for effective land use planning is in place. They will also develop a strategy to address the coordination gap between Government Ministries.

Pastoralist policies advocacy

In 2011, CARE began implementation of the second phase of Irish Aid funded six-year Pastoralist Program in Tanzania. The program advocates for and builds capacities for pastoralists rights, and issues related to land allocation and tenure. Delivered across the Morogoro, Arusha and Manyara Regions, the program aims to advance pastoralists rights, and provide them with the understanding and training to claim and defend their land rights for pastoral mobility. The Program has already facilitated the allocation of 600,000 hectares of grazing land; it has also established bylaws to protect livestock; and has improved villages' land tribunal committees' capacities.



CARE works with nine implementation partners: four national, four local and one partner bridging both national and local. Additionally, close partnership working with MALF and Ministry of Land and Human Settlement Development), Local Government Authorities and Extension Services has led to a well-integrated, holistic program that is aligned with Tanzania's 2025 poverty reduction strategy and improves pastoralist livelihoods. Currently, CARE is working with TNRF and ANS AF facilitating the review of the National Livestock Policy of 2016

Climate Smart agriculture advocacy

CARE, along with CRS (chair), Oxfam, World Vision, ICRAF and FAO are members of the Tanzania based NEPAD-INGO Alliance for Climate Smart Agriculture in Africa. The alliance intends to CSA activities in Tanzania, and ensure a harmonized approach and unified voice when liaising with CSA actors on a national, regional and global platform. The alliance seeks to concentrate on increased coordination as well as technology transfer, capacity building, innovation, exchanges and sharing CSA learning to increase the impact that CSA can have in Tanzania.

Gender policies advocacy

As part of its Gender Equality and Women's Empowerment Program 2015-2020, CARE is working for gender-sensitive policy needs to become visible and valued to guarantee women's equal access to productive resources, credit, and property ownership. CARE work through partners to create mass mobilization, sensitization, and awareness including: 1) mass media campaigns; 2) training community organizers on advocacy and community mobilization; and 3) consultative workshops between civil society, government officials, traditional and religious leaders, the private sector, and the media, to find policy solutions and to lobby decision makers.



Conclusions

According to UNDP, in 1990, one quarter of the Tanzanians were suffering under-nutrition. In 2015 the figure augmented to one out of three. In terms of absolute numbers, the picture is even worst; 16,8 Million people in 1990, compare to 6,4 Million 25 years ago. During these 25 years, Tanzania did not suffer any war, critical political turmoil or deep economic crisis. On the contrary: Tanzania has been one of the rare examples of durable political and socioeconomic stability in Africa.

Was this deteriorating trend cause by lack of political will to improve the food and nutrition situation of the people? If we have to believe the country's official commitments and statements, we must conclude that Tanzania is a frontrunner of the cause of fighting malnutrition and support the rights of the agriculture smallholders: Tanzania has ratified most of the key international and regional conventions and agreements aimed to improve the food security of its people, augment the country's agricultural production, reduce malnutrition, become resilient towards climate change and other hazards and ensure equitable rights of men and women. A plethora of strategies, action programs and other policy initiatives are in force, many of which are very sophisticated and comprehensive.

Then, what went wrong in Tanzania? Why the food security, nutrition, climate change reliance or gender policies are not delivering as expected? In this report, we have identified several issues that can help us to understand why this gap between intentions and results has happened. First, as we have seen, not all the official policies in Tanzania are primary aimed to improve the living conditions of the small-scale farmers. This is particularly clear in the case of certain agricultural strategies, which prioritize the development of agro-industries and big investors, with **little attention to the needs of the small-scale farmers**. In some cases they are even having a negative impact in the poor, -for instance, pastoralist communities with less access to the pastures due to the land grabbing.



Tanzania's agricultural trade policies are another unfortunate example of policy decisions which negative effects in the small-scale farmers.

Second, we also found out that even does policies which are targeting the small-scale farmers (irrigation, extension, access to finance....) in fact they are not delivering as expected. Often, they are **designed with little participation of the people** whose lives would be affected by these policies; and, in most cases, too **little financial resources** are allocated for their implementation. The case of nutrition programs, with its meager public funding, is particularly troublesome. But even when funds are available, they are often not spent, because of the **inefficient coordination** amongst public agencies, **lack of absorption capacity** by the district levels, and **poor technical skills** to put forward projects and mobilize the resources, amongst other problems.

Beyond the various issues hampering the effectiveness and impact of each specific policy, **what is also missing in Tanzania is a holistic approach** where agricultural growth, improved nutrition, better climate change resilience and gender empowerment could be addressed in a systemic manner, and where the needs of the women and small-scale farmers would be at the core of the decision-making process.

The case of Tanzania clearly illustrates what the IFPRI pointed out in its 2016 Global Nutrition report, when it said that the fight against hunger 'is more than a technical challenge; it is also a political one. Many of the technical policy and program solutions for reducing malnutrition in all its forms are known'. With its length experience, it's clear focus on poverty alleviation, high reputation, expertise and background in Tanzania, CARE is in a unique position to ambitiously advocate and promote better food security, nutrition and climate reliant policies, centred in the women and small-scale farmers.



Advocacy recommendations

These set of recommendations is not intended to be implemented in full; it aims to provide a range of options from where priorities can be picked up, based on technical and financial resources' availability, alignment with ongoing programming processes, and after consultation with key stakeholders and partners. It is recommended not to expand too much the scope of the advocacy efforts, to ensure effectiveness and impact. Therefore, it is suggested to, **on top of the ongoing advocacy programs** (on land and pastoralism, climate smart agriculture and gender), to add a maximum of two or three new actions out of the 16 actions proposed here. The list is classified per overall and specific objectives (which corresponds to the objectives of CARE Southern African Region Advocacy Strategy).

Agriculture and food security

Overall objective

To make agriculture and food security policy implementation more inclusive towards small-scale and women farmers

Specific objective 1.

To improve the food security monitoring and early warning systems

CARE should advocate for the modernization and improvement of this critically important system, including:

To ensure the required financial support to the Division of National Food Security of MILF to enable the crop monitoring and early warning system (CMEW) to be implemented in a timely manner for early warning purposes.

To undertake regular assessments of community stores at villages as well as public and privately owned warehouses at all levels and install a system (by remote sensing) to enable the MILF access information at any time whenever a report about food security situation is required.



To fully engage the agriculture extension workers in the food security monitoring and early warning systems' activities and to provide them capacity building to the district extension so they can contribute in producing and collecting the required food security data.

To automatize the rainfall stations, to enable receive regular rainfall date.

To ensure the dissemination of reports and other findings of the CMEW to the farmers

Specific objective 2.

To augment the State budget allocations and disbursements for agriculture and food security with emphasis on women and small-scale farmers

(1) Multi-stakeholders' campaign 'Agriculture 10% Now!'

The idea is to design and promote a campaign aiming to persuade the government to formally commit to reach 10% of its budget for agriculture development by 2020. An informal alliance (10%Now) pooling ANSAF, MVIWARA, TFC, ACT, PANITA, TALA, TTEJF and other networks would be promoted and sponsored. The alliance would design an action plan, which would include activities with the media, interaction with civil society across sectors and with AU and regional bodies. A constructive policy dialogue with the government and the donors will be conducted. Evidence-based proposals on funding modalities to prioritize small scale and women farmers in the augmented budget will be promoted.

(2) 'Gender Budgeting re-visited'

The purpose of this activity is to bring gender budgeting back to the agriculture agenda. The current implementation of gender budgeting in agriculture will be surveyed to identify possible gaps. Training and other capacity building activities on gender budgeting will be conducted, targeting the Ministries of Agriculture and Finance. These actions will be conducted in partnership with women NSOs.

(3) Improving local agricultural investments' programing

As describe in the report, while the Government of Tanzania not able to meet the 10% Maputo declaration, the little resources applied do not get to be spent. Gaps in the absorption capacity will be analyzed and a program targeting in selected districts will be developed, with the aim of enhancing the district authorities' capacities to prioritize, design and implemented women and small-scale farmers' oriented projects and to ensure proper and timely disbursement of available resources from



State programs. The impact will be closely monitored and results share with other districts and national authorities in order to scale-up the lessons learned out of the program in the target districts.

Specific objective 3.

To improve small-scale and women farmers' inclusion in policy implementation

(4) Tracking the quality of policy implementation in agriculture

To undertake surveys' to measure the actual impacts on women and small-scale farmers on selected ongoing State-funded programs (e.g. irrigation, post-harvest management, agriculture research, extension) and share/discuss with the government and donors.

(5) Coaching the MALF for better policy implementation

Based on the evidence extracted out of the quality tracking, to initiative a policy dialogue with the Ministry of Agriculture to propose specific responses to make the surveyed programs more inclusive, offering the Ministry the option of providing CARE-funded world-class expertise to better re-design ongoing programs and/or draft new programs, including the possibility of long-term advisory services from CARE to the Ministry.

(6) Advocacy program for integrating FFBS in extension

FFBS is a highly participatory, gender and smallholders-oriented modality of extension which CARE has been promoting in the context of its projects in Tanzania and elsewhere. The Ministry of Agriculture is already open to FFBS. The idea is for CARE to advocate for institutionalizing of FFBS as a preferable modality for outreach extension providing technical support to produce the action plan, training materials, etc.

(7) Advocacy program for access to TADB finance

The establishment of the TADB provides a unique opportunity to augment the access of lending for capital investments and working capital by small-scale and women farmers. The government has already committed to reach 1 million farmers via TADB lending programs, however it is not clear at this stage how the funding will be made available for small scale and women farmers. CARE would work with TADB in helping designing specific lending portfolios adequate to the needs of women small scale farmers and would also work with donors (WB/AfDB) to tap resources for these financial envelops.



Specific objective 4

To reduce the possible negative impact on small-scale and women farmers of the large agribusiness developments promoted by the State policies

It is very unlikely that the government of Tanzania and the international community will renounce to its current pro-large investments agenda. Therefore, rather than proposing confrontational views, the aim of the advocacy efforts in this regard would be to limit the negative impacts and engage the small-scale farmers and women in the decision-making processes.

8) Establishment of the ‘Observatory of Agricultural Investment’

CARE would promote and finance an observatory within an existing platform (ideally MVIWATA) which would work on following agribusiness investments and their impact on small-scale and women farmers (land issues including compensations and evictions; sustainability of the agricultural practices promoted by the investors; employment conditions of the labourers; gender impacts, etc.). Regularly the observatory, which will operate as a social accountability tool, would provide surveys and reports based on evidences, which would be used in policy dialogue with the government and with the main donors that are promoting and co-funding the investments (USAID, WB, EU and DFID)

(9) ‘Inclusive and responsible SAGCOT’ initiative

The initiative would promote an alternative vision for the Corridor; one where the voice of the women and small scale farmers is considered and where the investments to be attracted to the corridor must comply with better social cohesion standards. This initiative would also involve fostering for internalization and adherence of investors to international guidelines for responsible investment. The initiative would engage relevant national CSOs and local groups present in the corridor and district authorities and investors in a consultative process, and alternative SAGCOT plan, identifying opportunities for inclusive investments, would be produced and proposed to the government and donors. More inclusive ways for engaging the small-scale farmers in the investments will be analysed, discussed and eventually integrated in the plan, including promoting smallholders' business oriented cooperatives, women marketing farmers' groups and other inclusive forms for the small-scale farmers to gain economies of scale, as possible alternatives to contract-farming models.



Specific objective 4.

To enhance the advocacy capacities of the organized small-scale farmers

(10) MVIWATA capacity building

MVIWATA is the largest and best established smallholders' organization in Tanzania; it has a significant constituency of dozens of thousands of registered individual small-scale farmers' members. Although MVIWATA is already getting some support from various donors for specific advocacy activities, the organization still lacks a long-term horizon of technical assistance and core funding. CARE could sign an agreement of collaboration to provide this long-term capacity building and financial assistance for MVIWATA help the organization to grow qualitatively and quantitatively and be better positioned to undertake evidence-based advocacy. An important aspect of the program should be to augment the capacities of MVIWATA to conduct gender advocacy.

Climate smart agriculture

Overall objective

To promote the development of policy measures on climate smart agriculture

Given that this is an area where CARE Tanzania is already successfully actively engaged in advocacy, the main proposal is to continue the work as it is now.

Specific objective

Partnering with the CCForum to promote CSA policies aligned with the needs and constraints of the women and small scale farmers

(11) CCForum networking and advocacy

CARE will continue its current work in the framework of the CCForum, with renewed emphasis on advocating and helping the government shape CSA policies on crop vulnerability assessments, drought tolerant crops promotion, ICMP and ISFM.

(12) Establishment and funding of a CC finance mechanism

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. CARE, jointly with the CCFORUM, should continue advocating for the 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 CC finance mechanism is currently being developed.

Nutrition

Overall objective

To integrate nutrition-sensitive and specific interventions in the agriculture and food security policies towards small scale and women farmers

Specific objective 1

To promote alliances and networks in support to nutrition-sensitive agriculture

(13) PANITA capacity building on nutrition-sensitive agriculture

CARE can provide trainings and other capacity building activities to increase PANITA capacities to assess, formulate, negotiate and monitor nutrition-sensitive agriculture policies.

(14) To incorporate nutrition-sensitive agriculture in SUN agenda

In the context if SUN, the link between small scale farmers and agriculture is often elusive. CARE can promote the nutrition-sensitive agenda within SUN via workshops, presentations, etc. to make the SUN alliance members aware on the importance and role of these kind of interventions.

(15) Advocacy for the integration of nutrition-sensitive agriculture in donors' programs

The EU and USAID have substantial support programs in nutrition which, in the case of the EU, are partially implemented via budget support. CARE would seek to join the Development Partner Group for Nutrition to also use this platform to promote the nutrition-sensitive agriculture models. CARE can also start demanding specific nutrition-related funding targets that government should start working towards.



Specific objective 2.

To help the government design and implement better nutrition policies

(16) Technical support to the MALF to fill the existing gaps in nutrition policies

As described in the report, many of the existing specific policies and bylaws were formulated decades ago, so they did not cover issues related to overweight, non-communicable diseases and nutrition challenges related to CC and HIV/AIDS. CARE can advocate for their inclusion and eventually provide technical support to the Government of Tanzania for reviewing the existing gaps and drafting new policy proposals to fill these gaps.

(17) Technical support to the MALF on nutrition-sensitive agriculture

CARE can offer technical assistance to the Ministry of Agriculture of agriculture to design specific policies and projects to be funded with government or donors' sources on nutrition sensitive agriculture, including better integration of nutrition within the extension activities, as well as household nutrition education. CARE Tanzania is already targeting to work with the government to access GCF



Further advocacy recommendations made by the stakeholders during the Policy Analysis Validation Workshop

Bagamoyo, Tanzania (23 to 24 February, 2017)

Agriculture and food security

Advocacy toward increased Access to Mechanization services relevant to smallholder farmers

Purpose	Timeframe	Target audience	Responsibilities &allies
To reduce drudgery to women and youth so as to increase productivity and production efficiency	3 years July 17 – June 2020	IFAD, FAO WFP SUGCOT	ANSAF lead CARE provide support Allies: CAMATEC, MALF, PRIVATE SECTOR, VUNA

Advocacy towards policy coherence in Food and Nutrition Security(FNS)

Purpose	Timeframe	Target audience	Responsibilities &allies
To harmonize and streamline conflicting policies that affected FNS policy implementation	One year from July 2017 to June 2018	MALF Ministry of Land PORALG TFPA TBS Farmers represent traders Food processing VPO-NEMC	MALF to lead Support : CARE Allies: TCSAA, World Vision, ANSAF, VUNA

Advocacy toward smallholder farmers being protected from land acquisition and fake inputs and food products

Purpose	Timeframe	Target audience	Responsibilities &allies
To enhance the capacity of local farmers benefit from Large investments	Three years	TIC MALF PORALG NGOs MOLS ME & Minerals	MALF NGOs & TCSA WORLD VISION MUWIWATA VUNA



Nutrition

To establish nutrition platforms for creating synergies with other actor and sectors at all levels

Purpose	Timeframe	Target Audience	Responsibilities & Allies
Collective planning and strategies for implementation and monitoring of nutrition in the country	1 year starting July 2017	MALF, MoHCDGEC, PORALG, MIT, MNRT, MoWI, MoE, TFNC, FAO, USAID, WHO, nutrition stakeholders etc.	MALF & PORALG to lead CARE to provide support Allies:

Review curriculum and on-job training for frontline extension staff to incorporate nutrition and food safety issues

Purpose	Timeframe	Target Audience	Responsibilities & Allies
To equip extension officers with knowledge on nutrition	2 years	MALF, MoHCDGEC, MIT, MNRT, NGOs	MALF & PORALG to lead

Policy gaps which include climate change impacts on food production, emerging new eating food habits and age group segregation

Name of the Activity: Review of policy and strategies on nutrition

Purpose	Timeframe	Target Audience	Responsibilities & Allies
Update Policies and strategies to accommodate emerging needs, different age group's needs (e.g. teenagers, youth) and changing lifestyles	2 years starting July 2017	MALF, MoHCDGEC, MIT, MNRT, MoWI, MoE, TFNC, FAO, USAID, WHO, NGOs, etc.	MoHCDGEC & MALF to lead CARE to support Nutrition stakeholders

Prepare tailor made nutritional training programs to create awareness and recruiting professional nutritionist

Purpose	Timeframe	Target Audience	Responsibilities & Allies
Strengthen capacities of actors to address nutritional matters in the community	1 year	MoHCDGEC, PORALG, MALF, LGAs, NGOs	MALF, MoHCDGEC, PORALG, NGOs



Conduct studies to find the impact of fortified food on nutritional status of the communities			
Purpose	Timeframe	Target Audience	Responsibilities & Allies
Generate evidence on the improvement of the nutritional status of the community for wider dissemination	3-5 years	MoHCDGEC, TFNC, TFDA, MALF, SUA, UDSM, COSTECH, NGOs, Communities	MoHCDGEC to lead To identify potential funder to support

Gender and agriculture			
Behavior change (attitude and mindset). Review of policies and regulations including Land Act and related laws (right to equal access including land acquired during marriage 50/50 ownership right)			
Purpose	Timeframe	Target audience	Responsibilities & allies
Ensure equal access and acquisition of land to youth (boys and girls) and men and women, which will contribute to equal participation in agricultural production	Two years	Women, Youths and disadvantage groups	CSOs MHCDGEC Care Tanzania PORALG
Establishment and/or formalization of micro finance organizations such as VICOBAs / SACCOS for women, men and youths OR use of electronic vouchers (link between suppliers and farmers for inputs credits)			
b. Advocate for strengthening of cooperative societies (Mbinga could be used as a case study) c. Promotion of PPP			
Purpose	Timeframe	Target audience	Responsibilities & allies
To facilitate women and youths in acquiring and accessing financial resources for agricultural investments			
Creation of awareness on existing and emerging agribusiness opportunities. b. Strengthen women and youth organizations/groups – capacity building			
Purpose	Timeframe	Target audience	Responsibilities & allies
To facilitate provision of business management skills, entrepreneurship skills and knowledge among women and youths			



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