

Title: Budget Analysis and Tracking on GBV financing: The Case of Selected Government Ministries in Tanzania

By

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Abstract

The analytical paper focuses on the national budgets under the Ministry of Health, Community Development, Gender, Elderly and Children; Ministry of Home affairs; and Ministry of Constitution and Legal Affairs (formerly known as Ministry of Constitution Affairs and Justice) with a specific focus on the priority issues within National Plan of Action to end Violence Against Women and Children (NPA-VAWC). According to MHCDGEC (2016), NPAVAWC aims at increasing incomes, increasing women's ownership of properties and securities; promoting norms and values that support non-violence, and improving security of women and children in public spaces. Other priority issues of the NPAVAWC are ensuring children are well nurtured and protected from violence growing to realize their full human and moral potential; improving access and protection of women and children through legal services; improving services for survivors of VAWC; and to create earning environment for boys and girls that conforms to child's rights in place.

The analysis is conducted to generate evidence on Budget Analysis and tracking on GBV financing to inform the advocacy strategies and GBV issues to be tracked at LGA level. The specific objectives are to identify key GBV financing issues, gaps and opportunities in resource allocation that respond to the issue as identified in National Plan of Action for Women and Children (NPAWC); bring to surface key data (as baseline) on the situation of the priority health sector issues and finally identify key issues for further policy advocacy informed by the identified gaps. The report covers the policy environment in Tanzania (section 2.0), a Synopsis of Violence Against Women and Children in Tanzania (section 3.0); methodology (section 4); Findings, Discussions and Analysis (section 5); and Conclusion and recommendations

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Abbreviations

ANSAF	Agricultural Non-State Actors Forum
CAG	Chief Auditor General
DED	District Executive Director
FAO	Food and Agriculture Organization of the United Nations
FGM	Female Genital Mutilation
FY	Financial Year
FYDP	Five Year Development Plan
GBI	Gender Budget Initiative
GBV	Gender Based Violence
GDP	Gross Domestic Product
GDSS	Gender and Development Series Seminars
GEWE	Gender Equality and Women Empowerment
GNI	Gross National Income
GRB	Gender Responsive Budget
HIV/AIDS	Human Immuno-Deficiency Virus / Acquired Immune Deficiency Syndrome
IFAD	International Fund for Agricultural Development
IFAD	International Fund for Agricultural Development
IMBC	Intensive Movement Building Cycle
IPs	Implementing Partners
LGAs'	Local Government Authorities
MDAs,	Ministry Department Agencies
MIVARF	Market Infrastructure, Value Addition and Rural Finance
MoCLA	Ministry of Constitution and Legal Affairs (formerly known as Ministry of Constitution Affairs and Justice)
MoFP	Ministry of Finance and Planning
MoHA	Ministry of Home Affairs
MoHCDGEC	Ministry of Health, Community Development, Gender, Elderly and Children
MP	Member of Parliament
NAS	National Accounting System
NPA-VAWC	National Plan of Action to End Violence Against Women and Children
NSGRP	National Strategy for Growth and Reduction of
O&OD	Opportunity and Obstacles for Development
OECD	Organisation for Economic Cooperation and
PMO	Prime Minister's Office
PO-RALG	President's Office – Regional Administration and Local Government
PWD	People With Disabilities
RS	Regional Secretariat
SDGs	Sustainable Development Goals
TAS	Tanzanian Shillings
TASAF	Tanzania Social Action Fund
TF	Transformative Feminism

TFC	Trillion Cubic Feet
TGNP	Tanzania Gender Networking Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VAC	Violence Against Children
VAW	Violence Against Women
VAWC	Violence Against Women and Children
WFP	World Food Programme

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1.0. Introduction

An immature capitalist economy has gained grounds in Tanzania albeit, without the support of grassroots marginalized people. Given high levels of corruption (see Table 1 and 2) the capitalist economy in Tanzania favours only those with capital who can bribe their way up the ladder of success (Madaha, 2012a&b; Madaha, 2014 a&b, Madaha, 2017). Those without adequate capital are left to suffer. As such, capitalism within the Tanzanian context is not the capitalist economy developed in conventional capitalist economies. It is a context specific oppressive system which can be correctly referred to as neoliberalism. It is a system whereby Gender Based Violence (GBV) thrives with our without awareness of the victims who are predominantly marginalized women without adequate capital.

Table 1: 1998-2011: East African Community Countries TI Corruption Perception Index

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
<i>Score (ranging from 1 to 10 can convert to 1 to 100 by removing the period between the figures)</i>														
Tanzania	1.9	1.9	2.5	2.2	2.7	2.5	2.8	2.9	2.9	3.2	3.0	2.6	2.7	3.0
Kenya	2.6	2.0	2.1	2.0	1.9	1.9	2.1	2.1	2.2	2.1	2.1	2.2	2.1	2.2
Uganda	2.5	2.2	2.3	1.9	2.1	2.2	2.6	2.5	2.7	2.8	2.6	2.5	2.5	2.4
Rwanda	NA	NA	NA	NA	NA	NA	NA	3.1	2.5	2.8	3.0	3.3	4.0	5.0
Burundi	NA	NA	NA	NA	NA	NA	NA	2.3	2.4	2.5	1.9	1.8	1.8	1.9
Rank														
Tanzania	81	93	76	82	71	92	90	88	93	94	102	126	116	100
Kenya	73	90	82	84	96	122	129	144	142	150	147	146	154	154
Uganda	74	87	80	88	93	113	102	117	105	111	126	130	127	143
Rwanda	NA	NA	NA	NA	NA	NA	NA	83	121	111	102	89	68	49
Burundi	NA	NA	NA	NA	NA	NA	NA	130	130	131	158	168	170	172

Source: Transparency International

Table 2: 2012-2017: East African Community Countries TI Corruption Perception Index

Year	2017	2016	2015	2014	2013	2012
<i>Score (1-100 can convert to 1-10 by adding a period between the two figures)</i>						
Tanzania	36	32	30	31	33	35
Kenya	28	26	25	25	27	27
Uganda	26	25	25	26	26	29
Rwanda	55	54	54	49	53	53
Burundi	22	20	21	20	21	19
Rank						
Tanzania	103	116	117	119	111	102
Kenya	143	145	139	145	136	139
Uganda	151	151	139	142	140	130

Rwanda	48	50	43	55	49	50
Burundi	157	159	150	159	157	165

Source: Transparency International

The rise of neoliberalism and capitalist economy in Tanzania emanates from the neoliberal market economic reforms of 1980s. The reforms, as disclosed by UNDP (2015: xvi), were dominated by efforts to liberalize and stabilize the macro economy of the country in favour of neoliberalism. The economic crisis of late 1970s and early 1980s as well as Nyerere’s resignation created a demand for reforms. Tanzania sought support from the World Bank and IMF to instil the reforms through SAPs. The international institutions in collaboration with the hypocrite Tanzanian ruling elites employed, as acknowledged by UNDP (2015: xvi), a number of neoliberal reform measures to include removal of subsidies to peasant farmers, devaluation of currency, liberalization of agricultural marketing, termination of provision of fee-free social services, privatization of government parastatals, and minimizing government employment and wages. The major outcome for the neoliberal measures has been disproportionately suffering of the marginalized women. The outcome was indeed a frustration to the global institutions and many marginalized Tanzanians.

Nevertheless, there are well-established feminist efforts in Tanzania which are aimed at changing the status quo in favour of marginalized women and men. As such, building a progressive women and civil society movement in Tanzania, Africa and beyond has been at the core of Tanzanian feminists. TGNP Mtandao, a prominent Tanzanian advocacy NGO, has played an instrumental role in building such a context feminist movement. TGNP and its associated have become active and recognized players for nearly three decades. The outcome has been a substantial contribution towards stimulating public debate and activism on policy, budget, and gender based violence which affect women and other marginalized social groups in Tanzania. Madaha (2014b) highlights that women advocacy civil societies played a crucial role in advocating for changes in the land sector in late 1990s. The changes were incorporated in the Village Land Act, 1999 # 4 and the Land Act of 1999 # 5 to allow women to own land. Although cultural constraints continue to block women from owning land, such civil societies have been advocating for social changes to eliminate patriarchal domination. New policies have been formed and gender insensitive ones have been revised.

The author, as resource person and consultant for TGNP and other feminist organizations (including the one he has founded www.agentz.org), has been engaging in the budget analysis

and tracking since 2012. The author has managed to gain access on information and to interact with over 7,200 community members, civil society activists and government officials (75% women) from across selected districts of Tanzania to include Kisarawe, Tarime, Morogoro, Mbeya, Kishapu, Singida, Bukoba and Kigoma. TGNP, through its seven-year Strategic Plan (SP) 2013-2019, has prioritized grounding all of its main strategies locally, working closely with grassroots women and their groups and focusing on one major campaign known as IMBC (Intensive Movement Building Cycle), partnering with like-minded organizations at regional, national, district and grassroots level. To strengthen advocacy interventions, TGNP, through the Knowledge, Research and Analysis Department, has periodically conducted contextual and policy analyses on different priority sector issues. TGNP, among other things, has also been focusing on assessing the alignment of the policies with GEWE as stipulated in the SDGs and the FYDP II to determine gender gaps of the policies in Tanzania.

This paper focuses on the Ministry of Health, Community Development, Gender, Elderly and Children; Ministry of Home affairs; and Ministry of Constitution and Legal Affairs (formerly known as Ministry of Constitution Affairs and Justice) budget analysis with a specific focus on the priority issues within National Plan of Action to end Violence Against Women and Children (NPA-VAWC). According to MHCDGEC (2016), NPAVAWC aims at increasing incomes, increasing women's ownership of properties and securities; promoting norms and values that support non-violence, and improving security of women and children in public spaces. Other priority issues of the NPAVAWC are ensuring children are well nurtured and protected from violence growing to realize their full human and moral potential; improving access and protection of women and children through legal services; improving services for survivors of VAWC; and to create earning environment for boys and girls that conforms to child's rights in place.

The analysis is aimed at generation of evidence on Budget Analysis and tracking on GBV financing to inform the advocacy strategies and GBV issues to be tracked at LGA level. The specific objectives are to identify key GBV financing issues, gaps and opportunities in resource allocation that respond to the issue as identified in National Plan of Action for Women and Children (NPAWC); bring to surface key data (as baseline) on the situation of the priority health sector issues and finally identify key issues for further policy advocacy informed by the identified gaps. The report covers the policy environment in Tanzania (section 2.0), a Synopsis

of Violence Against Women and Children in Tanzania (section 3.0); methodology (section 4); Findings, Discussions and Analysis (section 5); and Conclusion and recommendations.

1.1. Theoretical Framework

On 11th April, 2018 the author, as one of the fulbrighters (alumni beneficiaries of the US sponsored educational programs), had an opportunity to have a lunch talk with the American ambassador to Tanzania her excellence Chargé d’Affaires Inmi Patterson. The ambassador emphasized on empowerment of marginalized Tanzanians as opposed to large scale developmental projects with little impact at the grassroots level. The large scale projects such as constructions of flyovers and purchase of aero planes cannot be supported by the US embassy but instead, they should be supported by global institutions such as the World Bank and the IMF. As such, the Embassy’s interest focuses on funding smaller sustainable and scalable projects such as microfinance and anything that empowers the poor. Moreover, the embassy has no interest in funding proposals by NGOs. Although some have associated the policies of the World Bank with those of the US government, the approach of the embassy in Tanzania paints a different picture. Ambassador’s arguments present a shift of the US foreign policy to Tanzania and the rest of the developing world. The author supports the argument for the shift. A theoretical position to support ambassador’s position will be explained in the following few paragraphs.

Although Tanzania became independent in 1960, Tanzanians maintain a colonial mind-set. There is a strong belief that Tanzania was not colonized long enough to sustain any form of development. As such, the country cannot develop without creating mechanisms to bring back colonialists. Tanzanian government and other actors prepare budgets and expect foreign donors such as the World Bank and the IMF to fund them. They also prepare proposals as well as developmental strategies and submit them to donor countries and agencies for funding. Roughly 40% of the Tanzanian budget relies on foreign sources. It is as if development cannot take place in the country without external foreign support. It is a shameless mind-set for a country with so many resources.

Another dominant view is that there is something wrong with being dark skinned and that Tanzanians cannot develop without the support of those with light skin. The colonial mind-set makes Tanzanians continue to associate their failure with being dark skinned. They blame those with light skin for not coming to their rescue. Some dream of migrating to a predominantly light

skinned country because they believe that there is no way a country led by people with “cursed” dark skins attain development. A few lucky ones have indeed migrated to such countries. The unlucky ones make attempts to lead a life that emulates a lifestyle in a developed light skinned country. Within such a context, those who somewhat master a foreign language (spoken by light skinned people) have access to more opportunities than those who cannot. It is believed that such people have more ability to bring development to the country. It is a terrible mind-set to the disadvantage of everyone living in and outside Tanzania. The colonial mind-set might be a product of an external power. However, this is subject to research. The mentioned thoughts have also been shared by Madaha (2010). The bottom line is that for a Tanzanian author to be objective there is a need to avoid being trapped in a colonial mind-set. Yet, there is no one to blame but Tanzanians who subscribe to such colonial mind-sets. Tanzania cannot be developed by someone else but Tanzanians themselves. Solutions to Tanzania’s challenges can be found in Tanzania by Tanzanians. Projects which empower grassroots Tanzanians are not an option.

The mentioned context demands that this study deviate from conventional ways of examining the budgeting process and tracking in the country by employing an anti-colonial discursive framework and transformative feminism. The two theories which complement one another are explained as follows. First, the anti-colonial discursive framework was used because it has been observed that colonialism has embedded its memory in the spirit of the colonised. Although colonialism has stripped the colonised of their institutions, their resources and their history, the colonisers continue to assert their control and declare the colonised deficient and deserving of their fate. The unforgettable mark of shame and inferiority is one of colonialism’s most effective tools (Cordova, 1998). Strong nations have rejected the view. Weak nations embrace the view and continue to be trapped in poverty. The Tanzanian government has, among other things, adopted the neoliberal market economy to attain an industrialised capitalist economy. The mentioned mind-set blocks Tanzanian’s ability to invent context specific solutions to develop for the benefit of all because they have to rely on others to attain their development.

The anti-colonial discursive framework has enabled the author to freely examine the truth by avoiding hegemonic theories whose purpose is not to empower the people being studied (the colonised), but rather to further colonial exploitation. Past conventional studies using conventional theories either serve the purposes of the colonisers or the mind-sets of Tanzanians or are misinformed by scholars with a colonial mind-set. Many of such studies have a direct or

indirect top-down agenda to discourage indigenous ways of living, in the interests of the colonial and corrupt elite's establishment. Colonisation is not a thing of the past and that Tanzania is not free from any colonial influences. Colonialism, as imposition and domination of some by others – did not end with the return of political sovereignty to colonised Tanzanians in 1960s. According to Dei (2006) modern day colonialism manifests itself in variegated ways such as re-colonisation and neoliberalism. As such knowledge production is highly political and needs to be critically interrupted to foster a true understanding of today's social, political, and economic inequalities.

It is a widespread understanding that re-colonization takes place in different forms. Dei and Kempf (2006) acknowledges that the anti-colonial discursive framework theorises colonial and re-colonial relations and the ramifications of existing social structures on the process of knowledge production and validation, the quest for agency, the understanding of indigeneity, resistance and subjective politics. From an anti-colonial perspective, Tanzania may be viewed as a colony as long as it is subjected to external and internal colonial interests as well as the interests of the perceived groups of people. An anti-colonial discursive framework criticises on-going colonisation and seeks alternatives rooted in the standpoint and understanding of the colonized or marginalized grassroots people.

The second theory which informs this paper is called Transformative Feminist Theory. The theory has been reinvented by Tanzanian feminists and women advocates who have come up with context specific feminist approaches to address patriarchy and neoliberal exploitation in the country. It is a brand of Tanzanian feminism to address context feminist challenges and lead a fight for feminists' interests. Overall, the theory is relevant because it is rooted in the view point of the colonized suffering from patriarch and neoliberalism. For that reason, the theory is in a position to allow Tanzanians to come up with context specific solutions. Respecting the views of the people is strongly advocated by Dei and Kempf (2006) because knowledge borrowed from elsewhere can be politicized. An anti-colonial discursive framework advocates for local driven theories such as Transformative Feminist Theory.

By and large, Transformative feminist theory, developed for nearly three decades, aims at elimination of all forms of discrimination against women and other marginalized groups, whether due to class, sex, gender, age, ethnicity, disability, geographical and nationality locations. The theory share some similarities with the larger socialist feminist theories geared at

addressing material conditions of marginalised people. However, Transformative feminist theory is unique in that it has adopted context specific issues and methodologies to address the feminist agenda in Tanzania. The main agenda of Transformative feminism in Tanzania is to build a movement of feminists and their supporters aimed at elimination of all forms of patriarchal and neoliberal exploitation. Transformative feminists in Tanzania do not fully support modernisation of the country at the expense of building the capacities of marginalized men and women. Miles (1998:166) highlights that transformative feminists all over the world not only resist the worst consequences of modernization and development but work towards a totally different, equal, cooperative, life-sustaining, communal forms of social and economic organization. Examination of Transformative feminist theory exhibits similar goals.

Transformative feminist theory in Tanzania is documented by TGNP. Madaha (2014a) has also mentioned existence of Transformative feminist theory in Tanzania. Madaha (2014a) highlights that Transformative feminist theory is unique and addresses unique needs of Tanzanian women. Unlike western third-wave feminists rooted on a discussion of femininity of men and women (Synder, 2008), the Transformative feminist theory treat women and men as separate sexes and focus on attainment of gender equality in terms of access to equal opportunities. Transformative feminist theory is different from Third wave feminists because third wave feminists argue that men and women are equal. There is no clear biological binary division between men and women. Within the mentioned milieu, women can transform to become men and vice versa. Tanzanian feminists prefer to keep and respect the biological difference. For that reason, they advocate for practical gender needs to address the physical needs of women. The feminist struggle in Tanzania continues to revolve around the binary division of men and women. As such, the goal of Tanzanian feminists is to improve relationships between men and women for them to benefit equally from existing resources.

Transformative feminism can clearly be observed in the philosophy and practice of TGNP *mtandao*². TGNP *mtandao* has been leading the largest coalition of transformative feminists in Tanzania since 1990s. Therefore, Tanzanian transformative feminist theory, unlike other strands of feminism, has evolved to become a standalone strand of feminist theory directly benefiting from lived experiences of grassroots women and marginalized men in Tanzania. Within this context, special emphasis on strengthening collective organizing from national to

² The author as served the organization as an independent consultant for the organization since 2014

village levels to stir up public debates to demand for structural changes and policy reforms at all levels. The transformative feminist project has attained key progress (TGNP, 2016, 2017; Madaha, 2014, 2017)³. This is done in an attempt to bring on board realities of grassroots women and girls and their communities in the current context of the on-going crisis of neo-liberalism and patriarchy. As a way forward, feminists subscribing to socialist feminism and feminist economics are likely to benefit from Tanzanian transformative feminist theory.

2.0. The Policy Environment and Political Will

The political will in favour of the fight against VAWC does exist. The administration of President Magufuli has completed its second year in power by taking some stringent measures to increase efficiency of the public sector. Corruption levels as perceived by some Tanzanians, among other things, have been minimized (the international community has a different opinion, see Table 1&2). The administration has removed from office public employees who fail to catch up with the administration's on-going reforms. An efficient and corrupt free public sector can efficiently and effectively address VAWC. If those efforts continue, the government can attain its goals including eliminating VAWC as per NPAVAWC.

The policy environment, in support of the fight against VAWC, also exists. Tanzania has a National Women and Gender Development policy of 2000 aimed at creating a Tanzanian community whereby women and men live in harmony and have equal opportunities. The policy has clear objectives to eliminate VAW and all kinds of oppression based on gender (URT, 2000). The policy supports the country's Vision 2025 which also advocates for gender equality and the empowerment of women in all socio-economic and political relations and cultures. The vision also targets satisfying the basic needs of all the people including children (URT, 1999). By and large, the national priorities of the government of Tanzania are shaped by an ambition to attain Vision 2025. The Vision is aimed at enabling the country to become a middle income industrialized country by year 2025 as a golden bullet to all problems of the Tanzanian community. The government had devised a number of strategies to attain the vision. In early 2010s, the government launched Five Years Development Plans (FYDPs) to speed up the

³ The reports were compiled by the other after conducting a longitudinal participatory field survey in the field for a month.

attainment of Vision 2025. According to URT (2012), the first FYDP (ie FYDP I) aimed at unleashing Tanzania's latent growth potentials. FYDP I was inhibited by a number of factors. URT (2012) highlights that the major inhibiting factor was failure to mobilise resources as per the targets and in some cases allocations were not strictly targeting priority areas. Other inhibiting factors were unsettled land issues, un-facilitative institutional arrangements, incomprehensive M&E, and inadequate prioritization.

The government of Tanzania is determined to address all of the challenges to ensure smooth implementation of FYDP II. The Government, as per the FYDP II, has four main priorities which include interventions to foster economic growth and industrialization; integration of economic development and human resources; enabling business environment and implementation effectiveness. FYDP II (2016/17 - 2020/21) puts an emphasis on industrialisation and openness to regional and global trade. The strategy is to increase efforts to build and reorganize domestic productive capacities. Although FYDP II has some gender mainstreaming elements, more needs to be done for women and men to benefit (URT, 2016). If gender is given a thorough consideration, marginalized women are going to be left out. There is adequate evidence which disclose marginalization of women whenever macroeconomic programs focus too much on the economic development as opposed to community development. Another major weakness of the strategy is dependency on donors to fund the strategy. URT (2016) highlights that the government expects to receive donations from supposedly large donor countries for Global South countries known as China, India, Brazil, Saudi Arabia, Turkey, and South Africa. A strategy which relies on foreign donors can easily fail to attain its goals. It is led by a colonial mind-set that development cannot take place without external assistance.

Finally, the government is obliged by international human instruments to end VAWC which are United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) of 1979 and Southern African Development Community (SADC) Declaration on Gender and Development. The mentioned instruments pave way for holding the government responsible.

3.0. A Synopsis of Violence Against Women and Children in Tanzania

Tanzanian women and children experience violence on a daily basis. According to MHCDGEC (2016) 40% of women from the age of 15 have experienced physical violence, and 20% of them report experiencing sexual violence in their lifetime. The situation is worse for 44% of married women who have been subjected to sexual and physical spousal abuse. Violence Against Children is also reported to have increased. Umyy (2017) reported that 10,551 children were subject to violence in 2016. That is a 9.6% increase (9,541) from the statistics reported in 2015. Umyy reports that violence against children emanates from bad traditions and customs as well as poverty of their families. Nevertheless, the Tanzania community opposition to violence against children has increased. According to Umyy (2017), the number of cases reported to the child helpline (116) has increased by 12.5% from 33,675 cases in 2015 to 37,888 cases in 2016. The increase is attributed to increased awareness among Tanzanians to report cases on violence against children including rape and homosexuality⁴. PAR findings gathered since 2014 by the author with the support of TGNP highlight high presence of GBV among Tanzanians.

3.1. Efforts to deal with violence against women and children

Efforts to deal with violence against women and children are not a new phenomenon. Tanzania came up with a first national plan against violence on women and children in 2001. The plan was to be implemented from 2001 to 2015 (URT, 2001). According to URT (2001), the vision of the past national plan was to have, “a society free of physical, psychological, emotional and sexual violence against women and children by the year 2015.” The main goal of the plan was to prevent and completely eradicate violence against women and children. The past efforts in the fight against VAWC led to the creation of police gender and children desks. There are also gender desks at district level. Some child protection committees at all level of LGA have also been established. However, the findings of a study by TGNP (2017c) on women representation in such committees indicate otherwise. The committees in many of the villages of selected district (Mbeya, Morogoro, Tarime, and Kishapu) are not functioning. Women representation in such committees could not even be traced. Representation of women in other committees is as indicated appendix 5.

⁴ The practice of homosexuality including subjecting children (minors) to homosexuality is illegal in Tanzania. All NGOs which engage in promoting homosexuality or defending the rights of homosexuals will have their registration revoked by the government.

All in all, violence against children and women continue to exist in Tanzania. As such Tanzanian government has come up with NPA-VAWC which is a more comprehensive national plan. Tanzanian government commits to end violence against women and children as part of an integrated agenda to empower and protect them in line with the Agenda 2030 Sustainable Development Goals (SDGs) and the African Union Commission's Agenda 2063. With the creation of NPA-VAWC, Tanzania has consolidated the prevention of violence agenda into one document that recognizes that violence occurs on a continuum, that violence in childhood has an impact on a person's health and well-being into adulthood, that violence is cyclical and that addressing violence in childhood will also reduce violence against women, that violence is interpersonal as well as intergenerational, and impacts individual, family, and community health and well-being. The NPA-VAWC envisions a Tanzania where women and children enjoy their right to an environment free from all forms of violence.

4.0. Methodology

This analysis is based on critical review of secondary data of government and TGNP sources and some primary data gathered mainly through the annual IMBC process. The theories which guided the analysis are mentioned in section 1.1. First, a checklist (see appendix 1), among other things, was used to facilitate assessment of the gender responsiveness of the budgets of the selected government ministries from an anti-colonial and transformative feminist perspective. The selected ministries for this study were the Ministry of Health, Community Development, Gender, Elderly and Children; the Ministry of Home Affairs; and the Ministry of Constitution and Legal Affairs.

Second, the National Plan of Action to End Violence Against Women and Children (NPA-VAWC) in Tanzania 2017/18 – 2021/22 of 2016 was used to assess the inclusion of key strategies aimed at addressing VAWC. The performance of the selected Ministries was measured based on NPA-VAWC priorities (see Appendix 2) and targets (see appendix 2.10). The NPA-VAWC was used because it is the key Tanzanian government policy document aimed at addressing VAWC and GBV. TGNP and other civil societies participated in the designing of the key policy document. According to MHCDGEC (2016), the government has decided to make NPA-VAWC a comprehensive document to guide all of the ministries on issues related to

VAWC. There used to be 8 similar documents, as mentioned in the NPA-VAWC, in the past. Those proved to be inefficient. Therefore, within the current context all ministries are required to observe NPA-VAWC to address VAWC.

Third, the key questions which guided the analysis were: what is the overall focus of the sectorial budgets/plans and their implications on the key VAWC priority issues as stipulated in the NAP-VAWC? And Do the VAWC priorities give meaning in the existing context especially for marginalized women and children?

5.0. Key Findings, Discussions and Analysis

5.1. Crosscutting Findings, Discussions and Analysis

Before embarking on the specific crosscutting issues, it is important to have a look at the national budget trends (see Table 3). As explained earlier, the national priorities of the government of Tanzania are shaped by an ambition to attain Vision 2025. The Vision is aimed at enabling the country to become a middle income industrialized country by 2025. The government had devised a number of donor dependent strategies to attain the vision. In early 2010s, the government launched Five Years Development Plans (FYDPs) to speed up attainment of Vision 2025. According to URT (2012), the first FYDP (ie FYDP I) was aimed at unleashing Tanzania's latent growth potentials through developing the infrastructure; focusing on the transformation of agriculture for food self-sufficiency; targeting industries that use locally produced raw materials; human capital and skills development, with an emphasis on science, technology and innovation; and Tourism, trade and financial services. However, the attainment of the mentioned priorities was inhibited by the failure to mobilise resources.

The implementation of FYDP I required a total of 44.5 trillion for the five years meaning that a total of TZS. 8.9 trillion was required for each year. There were no annual priorities but the priorities were jointly implemented based on availability of resources. Out of this, TZS 2.9 trillion was supposed to be contributed by the Government per annum. The remaining TZS 6.0 trillion was from the private sector and foreign development partners. Nevertheless, the budget was insufficient and the main cause was said to be increase in recurrent expenditure in relation to domestic resource mobilization. The recurrent and development expenditures (with the latter accounting for roughly 27 % of the total budget) followed a similar pattern (URT, 2012).

Nevertheless, the FYDPI did achieve significant progress in terms of enrolment in education and access to health services. The interventions highly contributed to empowerment of women and increased access to health services. However, according to FYDP II (URT 2016), the yields per hectare in agriculture remain lower on land worked by women than on land worked by men. Although, women produce the major labour force in the entire agricultural sector, they rely on poor agricultural implements. They also do not own the output of their labour. The impact is diminished yields and increased poverty rates for them. Issues that marginalize women and deny them access to education such as child marriage have not been adequately addressed. The FYPII emphasizes that there is a need to ensure the implementation of interventions that will promote gender equality in order for women to effectively participate in the social economic transformation.

Table 3: National Budget Trends for the Past Three Years

National Budget /Year	2014/15 (in 000)	2015/16 (in 000)		2016/17 (in 000)	
	Budget	Budget	% of increase	Budget	% of increase
National Budget (In TZ shillings)	19,853,331,000	22,495,500,000	11.75	29,539,603,000	23.85
Exchange Rate	1,681.5	2,283		2190.40	
National Budget (In US dollars)	11,806,917.04	9,853,482.26	-19.82	13,485,940.01	26.94

Source: Ministry of Finance and Planning, 2017

Overall, the trend of budget for the past three years (see Table 3) divulges some increase. However, the strengthening of the US dollar has interfered with the allocated funds. Further, the government delays disbursement of funds (however, the actual disbursement national statistics cannot be easily traced). The funds are also partially disbursed at the ministerial level. This also holds true at the district level (LGA). Data from selected districts of Morogoro, Mbeya, Kisarawe and Ilala disclose a mixed picture (see Table 4). The percentages of approved funds those which are disbursed differs.

Table 4: Selected District Councils Budgetary Disbursement Averages

S/n	District Council	Average
1	Morogoro	35.2%
2	Mbeya	81.9%
3	Kisarawe	70.2%
4	Ilala	74.35%
5	Overall average	: 65.4

Source: TGNP, 2016

It is indicated in the 2016/17 PMO-RALG budget speech that out of the total sector budget of TZS 6,023,559,414,000.00, the development projects are allocated with TZS 1,601,540,142,000.00 only, which is equivalent to 42.4%, contrary to the directive which was given to LGAs to allocate 60% for development projects (TGNP 2016b). The Government of Tanzania, as per the FYDP II, has four main priorities which include interventions to foster economic growth and industrialization; integration of economic development and human resources; enabling business environment and implementation effectiveness. FYDP II (2016/17 - 2020/21) puts an emphasis on industrialisation and openness to regional and global trade. The strategy is to increase efforts to build and reorganize domestic productive capacities (URT, 2016a). The priority areas under the FYDPII are based on lessons learned from FYDP I. The next paragraphs will focus on specific crosscutting issues.

By and large, several crosscutting findings on implementation NPA-VAWC have been discovered. First, Appendix 3 indicates that the government of Tanzania commits a total of Tshs 267,440,809,820 over the next five years to address VAWC in Tanzania. The implementation of the plan is a joint endeavour by a variety of national (see section 5.2.1) and local (see section 5.2.2) actors. According to MHCDGEC (2016), the plan is structured in such a way that it cannot be implemented by a single government ministry because its implementation requires multi-sectorial and cross Jurisdictional approach. The highest proportion of the budget (36.5%) is

dedicated at eliminating harmful norms and values which escalate VAWC in Tanzanian communities (see appendix 4 for details).

Appendix 4 indicates that the second highest proportion of funds (22.8%) will be used for household economic strengthening (MHCDGEC, 2016). The measure needs to be applauded. This is one of its kinds since independence of the country. Simply put, the Nation Plan has clearly allocated funds for each strategy of the plan. However, the government needs to go beyond allocating funds to its various strategies to timely disbursement of such funds. Although the NPA-VAWC targets to increase women accessing financial services from 51.2% in 2016 to 65% by 2021/22 (MHCDGEC, 2016), the MHCDGEC, under sub vote 3001 (Gender and Development) has allocated no funds for women economic empowerment in FY 2017/2018 (URT, 2017). However, the government approved Tshs 1,955,000,000 for economic empowerment in FY 2016/2017 (URT, 2017). TGNP, through its annual IMBC processes, has identified key structural barriers in the implementation of government budgets from district level to national level. Key issues have been documented through GRB and PETS monitoring and Consolidated Report at selected Districts (TGNP 2017a&b).

Second, based on the NPA-VAWC the government plans to spend a total of Tshs 29,376,194,500 for FY 2017/2018. However, the government's budget guidelines for FY 2017/2018 failed to coordinate and direct government ministries to incorporate the NPA-VAWC's strategies into their budgets. The guidelines only direct the ministries to treat gender issues and not VAWC as one of the crosscutting issues. However, the guidelines do not highlight specific actions to address VAWC as specified in the NPA-VAWC specific targets (see appendix 2.1). Specifically, the NAW-VAWC has come up with a set of specific targets to be attained by 2021. The targets are listed in appendix 2.1. The budget guidelines need to be more focused by incorporating the specific targets. In other words, there is no solid evidence to support the disbursement of funds to address VAWC for the financial year 2017/2018. For example, NAP-VAWC targets to increase women groups graduated to SACCOS from 1% to 15% as well as increase women membership in VICOBA from 79% to 85% (MHCDGEC, 2016). Although the targets miss in the FY 2017/2018 budget guidelines, strategies to attain them are not clearly expressed in the budgets of the MHCDGEC and the PO-RALG (Simbachawene, 2017; Umyy, 2017; URT, 2017). Besides, the mentioned initiatives require the central government to set aside funds to coordinate women economic empowerment at the ministerial level. Coordination and

monitoring at the national level, has the potential to boost the political will for the implementation. With zero funding allocated for women economic empowerment at the ministerial level (URT, 2017), the required coordination and monitoring is unlikely.

Third, it has been argued by the government that strong co-ordination at the Permanent Secretary (PS) level, chaired by the Permanent Secretary– Prime Minister’s Office (PS-PMO) will ensure political will, accountability and unified coherence. Stronger coordination and collaboration within the LGAs in the regional, district and sub-district levels can link the national level to the local level through one unified committee structure as opposed to the myriad of structures promulgated by the previous eight (8) NPAs. Sadly, the PMO budget for FY 2017/2018 does not indicate the establishment of a unified committee structure at the PMO. Political will, accountability and unified coherence for the implementation of NPA-VAWC are yet to be attained. Some of the issues aimed at addressing VAWC are mentioned in the sectorial budgets for FY 2017/2018 but they lack coherence as stipulated in the NPA-VAWC. NPA-VAWC is meant to integrate all of the efforts. As such, isolated efforts aimed at addressing VAWC do not serve a useful purpose as it was the case in the past (MHCDGE, 2016). For instance, MHCDGEC is responsible for overseeing the implementation of NAP-VAWC and other gender related issues across the country. However, the ministry lacks direct control on the President’s Office – Regional Administration and Local Government. The responsibility for executing community development and gender issues at the LGA level rests on PO-RALG. Community development officers at all LGA levels report to DED who is under PO-RALG and not to the MHCDGEC. MHCDGEC cannot go beyond promotion of NAP-VAWC and other gender related issues. MHCDGEC has no legal mandate to hold responsible all LGAs which fail to set aside funds for implementation of NAP-VAWC and other gender related issues.

5.2. Findings, Discussions and Analysis at Ministerial and LGA Level

5.2.1. National Actors

As mentioned earlier, the NPA-VAWC is the key policy document that consolidates all efforts aimed at addressing VAWC in Tanzania. The implementation of NPA-VAWC is organized at two main levels to accommodate multi-sectorial and cross-jurisdictional VAWC issues (MHCDGEC, 2016). The first level is the National level. Actors at the national level, as

indicated by MHCDGEC, (2016), are Prime Minister's Office (PMO), President's Office - Regional Administration and Local Government (PO-RALG), Ministry of Home Affairs (MoHA - Police, Prison and Immigration - Human trafficking), Ministry of Finance and Planning (MoFP - Commissioner of Budget), Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC), Ministry of Constitution and Legal Affairs (MoCLA), Ministry of Education, Science and Technology (MoEST), Ministry of Agriculture, Livestock Development and Fisheries (MoALF), Ministry of Industry, Trade and Investment (MoITI), the Ministry of Energy and Minerals (MEM), Tanzania Commission for AIDS (TACAIDS), Tanzania Social Action Fund (TASAF), Commission for Human Rights and Good Governance (CHRAGG), Registration, Insolvency, and Trusteeship Agency (RITA), Tanzania Food and Nutrition Centre (TFNC), National Bureau of Statistics (NBS), and representatives of development partners, Civil Society Organizations (CSOs), and Faith-Based Organizations (FBOs). The scope covered by the mentioned actors is national.

Of the mentioned national actors, the focus is on three of the government ministries (previously mentioned) because of their potential role in addressing VAWC. However, the fourth one is the PMO which serves as the coordinating ministry. The details on the role of PMO can be accessed at the following sub-section.

The PMO

Foremost, the budget for FY 2017/2018 for PMO has neither prioritized NPA-VAWC nor advocated for its implementation as stipulated in the NAP-VAWC. The PMO has continued to operate "business as usual" and not as the hub for spearheading the implementation of NAP-VAWC. Apart from championing government's commitment to industrialize the country by 2025, the PMO, as indicated in the budget book for FY 2017/2018 (URT, 2017), continues to implement its previously created isolated programs. Within the mentioned context, industrialization is treated as a "golden bullet" solution to all of the country's social, economic, political and cultural problems including VAWC. Specifically, the FY 2017/2018 development budget for the PMO covers private sector competitive program (Tshs 16,258,594,844),

construction of the PM office (Tshs 5,000,000,000) and coordination of government business through MIVARF⁵ (Tshs 43,145,159,919).

Although MIVARF somewhat relates to the economic empowerment priorities of NAP-VAWC, it is not necessarily part of coordinated efforts of NAP-VAWC. MIVARF is an isolated and autonomous program sponsored by IFAD with its goal. The program, launched in 2011, is also scheduled to end in 2017. Specifically, the goal of MIVARF⁶ is to reduce rural poverty and accelerate economic growth on a sustainable basis in line with the framework of National Development Strategies. The program seeks to enhance the income and food security of the target groups through access to a broad range of financial services coupled with the necessary capacity building and linkages to markets. The Program Objectives are achieved by and through the following three components and subcomponents: Marketing Infrastructure and Systems; Market Infrastructure, Value Addition, Producer Empowerment and Market Linkages (PELM); Rural Finance Grassroots Microfinance Institutions (GMFIs), Rural Financial Services System Development and Program Coordination Unit (PCT). All in all, the PMO has, among other things, failed to set aside funds for the establishment of a unified coordinating committee structure as proposed in the NAP-VAWC. It can thus be argued that the political will cannot automatically be established by the PMO. NPA-VAWC Thematic Area number 8 (see appendix 2) has literally been ignored. The thematic area targets to establish a national, comprehensive, integrated, effective and efficient coordination mechanism. The mechanism is yet to be established.

There is no evidence that proves creation of specific and clear guidelines from the national level to operationalize NAP-VAWC at the LGAs. For instance, participatory analysis of the budget of Morogoro district council (MDC) for FY 2017/2018 by the author with the support of TGNP shows limited incorporation of the NAP-VAWC. Given the fact that MDC is under PO-RALG, the situation at the district may as well be reflection at other districts across Tanzania. Besides, all development projects across all regions of Tanzania have maintained similar budget codes since FY 2015/2016 (URT, 2017). It is recommended that a special sub-

⁵ Market Infrastructure, Value Addition and Rural Finance (MIVARF) is a 7 year (2011-2017) support programme focused on improving access to financial and market services for the rural, economically active, poor (the beneficiaries) while emphasizing on financial and commercial viability and sustainability.

⁶ For details please visit <http://www.dcl.co.tz/index.php/2015-11-09-22-10-26/mivarf> and www.pmo.go.tz

vote be created to accommodate NAP-VAWC. The sub-vote needs to be included in the budget templates for all regions.

TASAF, another national actor, plays a significant national role across all districts but its implementation plans are not necessarily in line with the NAP-VAWC. TASAF is item number 6220, sub-vote 1003 and vote number 30 at the national budget (URT, 2017). As it has been the case with LGAs across Tanzania, TASAF's conduct does not indicate clear and sustained commitment towards addressing the NAP-VAWC's priorities. According to URT (2017), the government plans to spend a total of Tshs 360,570,890,000 (Tshs 3,000,000,000 of its local funds and Tshs 357,570,890,000 from the World Bank) to support TASAF for FY 2017/2018. This is a significant decrease from that of last FY where the government spent a total of Tshs 416,362,198,000 (Tshs 14,000,000,000 of its local funds and Tshs 402,362, 198, 000 from the World Bank). There is a decrease of Tshs 58,791,308,000 (14%). Although NAP-VAWC targets people of all classes, TASAF focuses on poor households (the poorest 15% of the population) to help them move out of poverty (TASAF, 2013). TASAF has been implemented through phases TASAF I (2000 to 2005), TASAF II (2005 to 2013) and TASAF III (2013-). It can thus be correctly argued that TASAF III is not part of NAP-VAWC. TASAF can serve as a potential forum for attainment of some of the targets of NAP-VAWC. However, the structure of TASAF needs to be revisited for it to accommodate NAP-VAWC targets (see appendix 2.1). It therefore recommended that TASAF needs to be intergrade to NAP-VAWC because the two can complement each other. Specifically, TASAF needs to design conditional cash transfer to promote elimination of NAP-VAWC.

MoHCDGEC as a Custodian of NAP-VAWC

MoHCDGEC has been selected as one of the key actors to oversee the implementation of the NAP-VAWC. It is acceptable to commend the Ministry for listing implementation of NAP-VAWC as one of its priorities under Vote 53 on gender and community development. Specifically, the Ministry commits to facilitate implementation of the national plan. However, there are a number of structural issues which raise some red alerts.

First, although the Ministry is supposed to play a key coordinating role in the implementation of the NAP-VAWC, the role has been assigned to the PMO. Moreover, the NAP-VAWC has not been listed as one of the key government documents which guided the

development of the Ministry's budget for FY 2017/2018 (*see page five of the budget speech for FY 2017/2018 at Ummu, 2017*). Instead, the ministry's FY 2017/2018 budget is informed by international instruments such as SDGs 2030 as well as national policy documents such as Vision 2025, Women Development and Gender Policy of 2000 and Community Development Policy of 1996. The very ministry, which is supposed to champion the NAP-VAWC, has not adequately mainstreamed the plan in its budget. For instance, the Ministry does not state clearly how the implementation of NAP-VAWC is going to take place as per the exact specific targets of NAP-VAWC (see appendix 2.1).

Second, the Ministry has not gone beyond preliminary preparation of the NAP-VAWC. The Ministry has, among other things, provided training to local government community development officers from 25 regions; and 25 Gender Desk Officers from other government offices including the Ministries (Ummu, 2017). Moreover, the Ministry has provided training on positive parenting skills to 505 community development officers, 50 teachers, and 39 social welfare officers who are already employed at 72 district councils from across the Tanzania mainland. Nevertheless, as already explained in the previous paragraph the government relies on funds from UNICEF. As such, the trained personnel cannot reach out to all target populations due to inadequacy of funds. Training government officials in VAWC is not enough to address 18 issues (see appendix 2) and meet the targets (see appendix 2.1) related to VAWC. The government needs to commit adequate funds to support the trained officials train as many target populations as possible. NAP-VAWC calls for creation of comprehensive systems to address the eight NPA-VAWC thematic areas not overreliance on training and workshops (see appendix 2 and 2.1). Given the mentioned context, it is right to conclude that the government has not adequately demonstrated a political will to implement the NAP-VAWC.

Third, the ministry relies on foreign aid to implement some of the children related issues. It is argued here that reliance on foreign funds to address such a sensitive issue demonstrates that the government is not adequately committed to eliminate VAWC. The ministry under Vote 53 sub vote 3002 relies on funds from the UNICEF to implement Young Child Survival and Development Program (YCSDP) and Child Protection and Participation Program (CPPP). Although the YCSDP has UNICEF's commitment (Tshs. 208,900,000) for FY 2017/2018, CPPP has received none. There are no other commitments on the welfare of children that were observed in the budget book (URT, 2017). The findings of this study indicate that Tanzania

cannot attain a middle-income status if women and children continue to be subjected to VAWC. It is a shame to rely on foreign funds to address such pertinent issues. It is recommended that the government set aside a specific percentage of central government's budget to address VAWC. Likewise, a specific percentage of own source for all district councils across Tanzania needs to be developed and specifically dedicated to addressing VAWC. The percentages should be calculated based on the NAW-VAWC budget (see appendix 3).

Finally, according to Ummy (2017:83) the Ministry, in relation to elimination of VAWC, is going to establish registers for keeping records on VAWC at all LGA levels; to strengthen 51 women and child protection committees; and to make follow up on all interventions aimed at addressing VAWC. Moreover, the ministry plans to strengthen children protection committees at village, ward and district levels; provide training on parenting skills and negative effects of VAW at 12 district councils of Lindi and Mtwara regions; to establish a child protection system at all primary schools to protect children against VAWC; to encourage parents to abandon customs and traditions which affect the health girl children and blocking them from attending school; to promote establishment of children's clubs in all primary and secondary schools; and to ensure protection of children's rights and encourage their participation in children's council. The ministry plans to increase children councils from 108 to 140 councils for FY 2017/2018. The commitment has not been adequately noticed in the implementation of FY 2017/2018 at the LG level. Similarly, the budget books (URT, 2017) do not indicate adequate funding to support the mentioned commitments. As such, committing on implementation of certain initiatives without adequately allocating adequate funds for the same is a waste of time.

MoHA (Ministry of Home Affairs)

One of the key roles of government is to protect citizens and their properties as well as ensure peace and stability of the country. On behalf of the government, MoHA implements the role through ensuring the rule of law as well as fighting to control all sorts of crimes which may affect the peace and stability needed for the development of the nation as whole (Mwigulu, 2017). The statement indicates that the MoHA is the key government ministry responsible for bringing the perpetrators of VAWC to justice. However, the Ministry has not come up with specific VAWC issues to be addressed in the FY 2017/2018 ministerial budget.

The ministry is going to receive a total of Tsh 253,623,000 from the UNICEF to implement Child Protection and Participation Program. The government has not committed local funds to address the critical issue. In other words, if UNICEF withdraws from funding the government, issues aimed at protection of children are going to be abandoned. One is left to wonder how the police force can roll out and operationalize Police Gender Children's Desk from 417 police stations to 600. Operationalization of existing 417 Police Gender Children Desks requires funding. Moreover, expansion from 417 to 600 Police Gender Children Desks, as stipulated in the NAP-VAWC target g (iii) (see appendix 2.1) requires funding.

Furthermore, the ministry reports poor disaggregated statistics on crime without specifying which one are based on VAWC or not. According to Mwigulu (2017), there are three kinds of offenses: human offenses (10,089 from June, 2016 to March, 2017), offset offenses (29, 476) and offenses against moral social values (17, 348). A total of 52,353 (92%) out of 56,913 offenses were presented to the judiciary. The mentioned statistics need to be disaggregated based on gender. Similarly, a total of 2,532 men (2067) and women (465) were murdered during the same period. One of the reasons for the vice was intimate violence. However, no specific murder statistics related to VAWC were presented. It is important that the statistics be disaggregated for efforts aimed at elimination of VAWC to be operational. Analysis of the FY 2017/2018 budget for the Ministry of Home Affairs indicates inadequate commitment to implement NAP-VAWC. None of the eight thematic areas (see appendix 2) has been clearly incorporated and adequately financed in the Ministry's priorities.

MoCLA (Ministry of Constitution and Legal Affairs)

Of all the government ministries, MoCLA has demonstrated some commitment to address NAP-VAWC. The ministry collaborates with key intergovernmental organizations to oversee implementation of projects aimed at addressing VAWC. Specifically, the Ministry work in partnership with the UN Women, UNDP and *Chama cha Majaji Wanawake Tanzania* (TAWJA) to implement specific projects aimed at addressing VAWC (Palamagamba, 2017). The ministry, among other things, has developed a book to serve as a guideline for Training of Trainers (TOT) to offer training on addressing VAWC issues. Moreover, the Ministry collaborates with the UNDP through a program known as UNDP II to address VAWC.

Nevertheless, the Ministry, as it has been the case with MoHCDGEC, relies on foreign support to address VAWC and has not committed government's funds to address the problem. The entire budget book for FY 2017/2018 (URT, 2017) has not clearly specified the allocation of funds for the implementation of NAP-VAWC. According to URT (2017), the ministry has been receiving developmental funds to support multisectoral programs from UNICEF and other donors (mentioned as basket fund in the budget book) for the past three FYs amounting to Tshs 66,990,000 for FY 2015/2016; Tshs 396,473,000 for FY 2016/2017 and Tshs 1,806,020,000 for FY 2016/2017. Local funds are set aside to address e-justice amounting to Tshs 1,000,000,000 for FY 2016/2017 and Tshs 1,000,000,000 for FY 2017/2018 (URT, 2017). The mentioned statistics indicate that the ministry relies on foreign funds to run its development projects and instead uses local funds to promote e-justice. Moreover, the funds are not disaggregated to show distribution of funds among the interventions. As such, it is not clear if the ministry has allocated funds for addressing VAWC as per the targets of NAP-VAWC.

5.2.2. Local Level Actors

The second level is the local level whose actors are situated at regions, districts, wards and villages. The scope of local actors is not national and instead covers smaller areas of operation. According to MHCDGEC (2016), the primary responsibility for implementation at the LGA level will rest with the President's Office–Regional Administration and Local Government. LGAs will implement their part of the programme under the leadership of the District Executive Directors (DEDs) in accordance with existing LGAs' financial and other regulations and rules. However, the arrangement is problematic. According to Simbachawene (2017), all 184 district councils throughout the country allocated Tshs 54 billion of their "Own Source" for women and youth economic empowerment for FY 2016/2017. However, only Tsh 15.6 billion (27.5%) of the allocated funds were disbursed by March 2017 (only three months before the end of the FY). Besides, adherence to existing LGAs' financial and other regulations and rules might interfere with the full adoption of the NAP-VAWC because the national plan is a new framework which needs to be adopted at the LGA level. In other words, the rules and regulations are likely to have been created by LGA organs and thus gender insensitive. It is underscored here that LGAs are usually dominated by men with women serving as minorities. A study by TGNP at selected

districts supports this view. Given the many gender roles assigned to women at the village level, they do not have enough time to participate in such organs. Similar barriers affect women representatives at village councils, Ward Development Committees and district councils (see Table 3, 4 and 5).

Table 3: Percentage of Elected Women Leaders at District Level

District	Female 2005-2017	%	Male 2005-2017	%
Kishapu	6	9.2	59	90.8
Morogoro rural	12	13.6	76	86.4
Mbeya rural	1	1.2	83	98.8

Source: TGNP Report on Mapping of Women Participation in Leadership, June 2017

Table 4: Percentage of Elected Women Leaders at Ward Level from 2005-2017

District	Chairman WDC				Secretary WDC				Members WDC			
	Female	%	Male	%	Female	%	Male	%	Female	%	Male	%
Kishapu	Data were not available											
Morogoro	39	34.2	75	65.8	Data were not available				394	25.1	1176	74.9
Mbeya Vijijini	0	0	3	100	2	50	2	50	1	6.7	14	93.3

Source: TGNP Report on Mapping of Women Participation in Leadership, June, 2017

Table 5: % of Elected Women Leaders in Devt. Committees at Streets/Village Level from 2005-2017

District	Economy, Finance and Planning				Social Services Committee				Defence and Security Committees			
	Chairman				Chairman				Chairman			
	Female	%	Male	%	Female	%	Male	%	Female	%	Male	%
Kishapu	Data were not available											
Morogoro	8	5.3	143	94.7	61	40.4	90	59.6	0	0	151	100
Mbeya Vijijini	1	33.3	2	66.7	2	40	3	60	0	0	3	100

Source: TGNP Report on Mapping of Women Participation in Leadership, June, 2017

Day to day management, facilitation and backstopping will be the responsibility of the District Community Development Officer and District Social Welfare Officer. The reporting mechanism will follow the existing government structure whereby the LGAs submit through Regional Secretariats their quarterly and annual financial and physical reports to PO-RALG. The PO-RALG will consolidate the reports and table to the NPA-VAWC Secretariat.

Second, the Ministry has developed guidelines to guide establishment of committees for the protection of women and children at LG level. However, a TGNP's research aimed at mapping

women's representation in development committees (conducted in June, 2017) failed to locate active "women and children protection committees" from village to district level across eight districts in Tanzania mainland. Representation of women at village level is worse (see Table 3). Besides, the Defence and Security Committee responsible for overseeing protection of people across villages and streets from across the eight selected districts, has less than 1% of female members. The major conclusion from the findings indicates that the establishment of the committee to address VAWC is not adequately prioritised in the FY 2017/2018 district budgets. Moreover, the government has not done enough to promote creation of such committees.

6.0. Conclusion and recommendations

Overall concluding remark is that the colonial mind-set continues to prevail in Tanzania. Development of Tanzania has to be supported by external donors. Solutions to Tanzania's developmental challenges, is at the mercy of a foreign donor. Likewise, efforts must be made to modernize the country. The colonial mind-set affects all government developmental strategy. Specifically, the NPA-VAWC is a good strategy with the ability to address VAWC. Yet, the strategy is inadequately financed. The thematic priorities of the NPA-VAWC, if addressed, can lead to elimination of VAWC. However, the government has not gone beyond establishing the NPA-VAWC. The majority of the thematic priorities and associate targets have not been given the required attention. Review of ministerial budgets and the budget books for FY 2017/2018 indicate limited commitment towards implementation of NPA-VAWC. Instead, the overall focus of the sector budgets and plans of the selected government ministries is to industrialize the country as a magic bullet to all challenges Tanzanian societies face. Industrialization cannot eliminate VAWC but it may escalate it. Besides, VAWC limits Tanzania's ability to industrialize faster.

The NPA-VAWC needs to be implemented for VAWC to be addressed. The first step towards that direction is to ensure that actions stipulated in the NPA-VAWC are included in the budget guidelines for FY 2018/2019. The measure will ensure allocation of funds by different government actors for the implementation of NPA-VAWC. Specifically, the MoFP needs to play a major role in this aspect. The MoFP oversees all budgets before they are submitted to the

parliament for approval. As such, the Ministry is position to ensure that all ministries and government agencies allocate funds for the implementation of VAWC.

The second step is to establish a steering committee composed of members from Prime Minister's Office, Ministry of Finance and Planning as well as the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC). The committee should also be composed of members from the NGO and the donor communities. The key argument made here is that, if all key stakeholders are represented at all stages from planning to implementation, greater chances for success of NAP-VAWC are ensured. The government structural problems do not pave for the PMO to ensure incorporation of NAP-VAWC in the budgetary system. This is the key advocacy issues for GBV cluster members to advocate for with regards to sectorial plans and budgets.

Third, TGNP Mtandao, - as one of the national nongovernmental actors, has a strong presence at the local level through its state of the art IMBC process as informed by Transformative Feminist theory. The IMBC has enabled TGNP to link grassroots people with actors at all levels. This has been instrumental in empowering marginalized people and women in particular. It is recommended to the government and other actors to make use of IMBC reports and associated recommendations to make government's budgets gender sensitive as well as responsive to VAWC issues. The government and other actors can also fund the process to upscale it across other districts in the country.

Fourth, the government relies on funds from UNICEF for the implementation of Child Protection and Participation as well as Young Child Survival and Development programs (see sub-vote 3002 under vote 53 at page 107 of the budget book). It is argued here that reliance on foreign funds to address such a sensitive issue demonstrates that the government is not adequately committed to eliminate VAWC. It is recommended that the government set aside a specific percentage of central government's local funds to address VAWC. Likewise, a specific percentage of own source for all district councils across Tanzania needs to be set aside to address VAWC. The percentages should be calculated based on the NAW-VAWC budget.

Fifth, the government has not done enough to go beyond preparation of the NAP-VAWC. The government has, among other things, provided training elimination of VAWC and positive parenting skills to community development officers, teachers, social welfare officers and Gender Desk Officers from some of the LGAs and other government agencies. Nevertheless, the

government relies on foreign funds and from UNICEF in particular. As such, the trained personnel cannot reach out to all target populations due to inadequacy of funds. Training government officials in VAWC is not enough to address VAWC.

Sixth, the ministry of Home Affairs is the ministry responsible for the protection of citizens and their properties as well as ensure peace and stability of the country. However, the ministry demonstrates limited commitment to protect children by relying on foreign funds to protect children. The ministry is going to receive a total of Tsh 253,623,000 from the UNICEF to implement Child Protection and Participation Program. The government has not committed local funds to address the critical issue. In other words, if UNICEF withdraws from funding the government, issues aimed at protection of children in Tanzania are going to be abandoned. It is therefore recommended that the government needs to set aside local funds to protect children because children are citizens of Tanzania with right to be protected.

Seventhly, the Ministry of Constitution and Legal Affairs relies on foreign funds to run its development projects and instead uses local funds to promote e-justice. Moreover, the funds are not disaggregated to show distribution of funds among the interventions. As such, it is not clear if the ministry has allocated funds for addressing VAWC as per the targets of NAP-VAWC. It is therefore recommended that the ministry needs to set specific funds for specific NAP-VAWC targets.

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Appendix 1: TGNP Priorities based on PAR for over 20 years

s/n	Thematic Area	Priority Issue
1	Health	Maternal and Infant Mortality strengthen
		Delivery Kits
		Water in Health institutions
		Health Centers and Dispensaries
		Health workers/personnel
2	Education	Safety and security of girls in schools and out of schools(dormitories), fences
		WASH in education/academic institutions
		Sanitary pads/Capitation Grant (Menstrual hygiene)
		School re-entry policy for girl child
3	Water	Distance to water/Water points
		Preservation of water points
4	Agriculture	Access to land and ownership of land for women
		Agricultural inputs and implements for women
		Women access to markets and market information
		Women access to cheap loans
5	Extractives	Safety and security of girls and women in and around the mining areas
		Women participation in the sector
6	Violence Against Women and Children	Resource allocation for GBV
		Review of the law of marriage act
		Safe houses for GBV survivors
7	Women participation in decision making bodies	Appointment of women in various positions
		Database of women professionals
8	Climate Change	Women access to renewable energy

Source: TGNP, 2017

Appendix 2: NPA-VAWC Thematic Areas and Inspire Strategies

Identified Issues from the eight (8) existing NPAs	INSPIRE Strategy	NPA-VAWC Thematic Area
1. Empower the family economically 2. Sex workers	Strengthening the households by empowering men, women, girls and boys in the pursuit of social economic opportunities	1. Household Economic Strengthening
3. Changing social norms and attitudes to protect women and children 4. Witchcraft and burning 5. Child marriage and FGM	Strengthen norms and values that empower women and support non-violent, nurturing and gender-equitable relationships	2. Social norms and values
6. Refugee women and children 7. Safe environments	Creating and sustaining safe and accessible spaces for women and children throughout our communities	3. Safe Environment in Public Spaces
8. Teach positive parenting skills	Positive and equitable relationships between men and women, and between children and those who care for them	4. Parenting Family support and relationships
9. Legislation 10. Child Marriage	A Tanzanian society that endorses and supports the changes in laws that are proposed and implemented to protect and respond to violence against women and children	5. Implementation and Enforcement of Laws
11. Response and care 12. Refugee women and children 13. Street children 14. Child labor	A comprehensive and integrated protection system delivering coordinated, quality and timely support to women and children affected by violence	6. Response and support services
15. Help children develop life skills and stay safe at school	Eliminate all forms of violence in formal and non-formal educational settings to allow all children and young people (including children with disabilities) to realize their full potential	7. Safe schools and life skills
16. Monitoring, reporting, research, and coordination 17. Budgeting 18. Human resources and institutional capacity building	A national, comprehensive, integrated, effective and efficient coordination mechanism exists and informs decision making on VAWC prevention and response interventions; decision-making on VAWC prevention and response interventions is informed by expert analysis of high quality data	8. Coordination

Source: NPA-VAWC, 2017

Appendix 2.1: NPA-VAWC Operational Targets by 2021/22

The following NPA-VAWC operational targets will be achieved by 2021/22. These include:

(a) Poverty Related VAW Operational Targets

- (i) Increase women accessing financial services from 51.2% to 65%
- (ii) Increase women groups graduated to SACCOS from 1% to 15%
- (iii) Increase women membership in VICOBA from 79% to 85%.

(b) Poverty Related VAC Operational Targets

- (i) Reduce 35,916 children living in street by half
- (ii) Reduce child labour from 29% to 9%
- (iii) Increase education support for girls from poor families from 23.4% to 53.4%.

(c) Norms and Values Related VAW Operational Targets

- (i) Increase the proportional of VAW survivors who experienced any violence and reported within 72 hours after an event from 30% to 65%
- (ii) Increase the proportion of councils with active community based VAW prevention programmes from 0% to 20%
- (iii) Increase the proportion of household members aged 15-49 reached with VAW messages and IEC materials from 0% to 55%
- (iv) Reduce sexual violence from 17.2% to 8%
- (v) Reduce physical violence against women aged 15-49 from 39% to 10%
- (vi) Reduce emotional violence from 36.3% to 18%.

(d) Norms and Values Related VAC Operational Targets

- (i) Reduce teenage pregnancies from 27% to 5%
- (ii) Reduce FGM prevalence from 32% to 11%
- (iii) Reduce child marriages from 47% to 10%

(e) Parenting, Family Supports and Relationships Related VAWC Operational Targets

- (i) Increase parenting skills to parents and other care givers from 72 districts to 113 districts
- (ii) Increase under five early childhood development and stimulation programmes/services by 50% from 122,500 children.

(f) Implementation and Enforcement of Laws Related VAWC Operational Targets

- (i) Increase VAW cases convicted from 8% to 50%
- (ii) Increase VAC cases convicted from 7% to 50%
- (iii) Reduce length of VAW judicial proceedings from 4 years to 12 months
- (iv) Reduce length of VAC judicial proceedings from 4 years to 12 months.

(g) Response and Support Services Related VAWC Operational Targets

- (i) Increase One Stop Centres delivery of services from 4 to 26
- (ii) Increase the proportion of VAC survivors who experienced any violence and reported within 72 hours after an event from 30% to 65%
- (iii) Roll out and operationalize Police Gender Children's Desk from 417 police stations to 600.

(h) Safe Schools and Life Skills Related VAC Operational Targets

- (i) Reduce dropout due to pregnancy cases by half from 251 and 3,439 in primary schools and secondary schools respectively
- (ii) Increase district Junior Councils from 108 to 185
- (iii) Increase children's clubs in schools from 398 to 13,200
- (iv) Maintain gender parity in schools' completion at 1:1
- (v) Increase schools teaching life skills from 0% to 70%
- (vi) Increase sanitary towels support to girls from poor families from 1% to 20%

(i) Coordination, Monitoring and Evaluation Related VAWC Operational Targets

- (i) Increase VAWC baselines and targets data for informed decision from 24% to 85%.

Appendix 3: NPA-VAWC Costs (in Tshs)

	2017/18	2018/19	2019/20	2020/21	2021/22	TOTAL
Recurrent Costs	25,208,954,500	86,832,213,080	64,257,378,080	37,236,736,080	33,901,748,080	247,437,029,820
Capital Costs	4,167,240,000	4,031,160,000	4,268,660,000	3,888,860,000	3,647,860,000	20,003,780,000
TOTAL COST	29,376,194,500	90,863,373,080	68,526,038,080	41,125,596,080	37,549,608,080	267,440,809,820

Source: NPA-VAWC, 2017

Appendix 4: Proportion of Spending across the Thematic Areas

THEMATIC AREA	TOTAL	% TOTAL	ANNUAL BUDGET DISTRIBUTION				
			FY 2017/18	FY 2018/19	FY 2019/20	FY 2020/21	FY 2021/22
Household Economic Strengthening	60,923,200,000	22.8	13,404,676,000	12,983,976,000	12,603,246,000	11,118,656,000	10,812,646,000
Norms and Values	97,704,380,000	36.5	330,300,000	49,058,320,000	28,859,500,000	11,299,860,000	8,156,400,000
Safe Environment	2,404,642,500	0.9	381,402,500	555,200,000	627,360,000	423,640,000	417,040,000
Parenting, Family Support and Relationships	7,127,160,000	2.7	1,283,840,000	1,332,240,000	1,532,760,000	1,367,840,000	1,610,480,000
Implementation and Enforcement of Laws	6,441,002,000	2.4	172,040,000	1,400,166,000	2,331,696,000	1,245,464,000	1,291,636,000
Response and Support Services	27,391,620,000	10.2	5,368,356,000	5,117,356,000	5,920,716,000	5,706,996,000	5,278,196,000
Safe Schools and Life Skills	34,846,992,320	13.0	213,972,000	8,827,480,080	9,047,680,080	8,449,080,080	8,308,780,080
Coordination, Monitoring and Evaluation	30,601,813,000	11.4	8,221,608,000	11,588,635,000	7,603,080,000	1,514,060,000	1,674,430,000
GRAND TOTAL	267,440,809,820	100	29,376,194,500	90,863,373,080	68,526,038,080	41,125,596,080	37,549,608,080

Source: NPA-VAWC, 2017

Appendix 5: Existing Development Committees at Selected Districts

Trends of Women Representation in Decision Making Organs (Development Committees)					
Level of Decision Making	Organs	2005-10	2011-15	2016-17	Increase or Decrease of Women in Development Committees
District Committees	Planning and Finance	13	19	24	Slight increase
	Land and Urban Planning	8	14	23	
	Education, Health and Water	11	23	42	
	Economy, Construction and Environment	13	27	20	Significant decline
	Ethics Committees	7	8	12	Slight increase
	AIDS Committees	9	12	31	
Ward Development Committee	Ward Development Committee	141	184	428	Significant increase
Streets/Village Committees	Economy, Finance and Planning	339	385	1036	Significant increase
	Social Services	346	368	1257	Huge increase
	Defence and Security	324	345	688	Significant increase
Total		1211	1385	3561	

Source: TGNP Report on Mapping of Women Participation in Leadership, 2017