

**Financing for
National Plan of
Action towards
Ending Violence
Against Women and
Children in
Tanzania**

A Gender Budget Analysis Brief



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Introduction

Violence Against Women and Children (VAWC) is a significant global concern that affects all aspects of society. Although violence is a threat to everyone, women and children are particularly vulnerable due to their limited rights and lack of protection. Globally, women are the majority of victims of sexual exploitation and forced labor, with one-third of women experiencing physical or sexual violence in their lifetime. In addition, over 250 million adolescent girls are forced into marriage.

Tanzania has relatively high rates of (VAWC), with 46.2% experiencing physical or sexual violence, 30.5% forced into child, early, or forced marriages, and 10% undergoing Female Genital Mutilation. In addition, over one-third of girls experience sexual violence before reaching adulthood¹. In 2017/18, 1,091 cases of VAWC were reported, with 87% of the victims being children and 13% women.

VAWC is associated with existing systems, structures, and attitudes shaped by patriarchy, creating inequalities between women and men. Tanzania ranks 140 and 82 in the Gender Equality Index and Global Gender Gap Index, respectively, indicating the severity of gender inequality. According to the OECD's Social Institutions and Gender Index, VAWC is more acute in Mainland Tanzania than in Zanzibar. VAWC has enormous health and economic costs to society. Costs related to the health system, counseling and other services, justice, child welfare support, lost wages, productivity, and potential all contribute to the societal cost. The cost of VAWC could amount to around 2% of the global gross domestic product. VAWC is a barrier to sustainable development, and the Agenda 2030 for Sustainable Development included VAWC as a target area under Goal 5 on gender equality.

Tanzania's National Plan of Action to End Violence Against Women and Children (NPA VAWC)

Tanzania has taken a leading role in addressing violence against women and children (VAWC) in the region. In 2009, the country implemented a violence against children survey, which assessed the prevalence of emotional, physical, and sexual violence in children aged 13 to 24. In 2011, Tanzania launched a national survey, demonstrating the government's commitment to addressing VAWC as a top priority. In December 2016, the National Plan of Action to End Violence Against Women and Children (NPA VAWC 2017/18-2021/22) was created, making Tanzania a pathfinder country in the Global Partnership to End Violence Against Children.

The NPA-VAWC consolidated eight different action plans addressing VAWC to create a comprehensive national plan aimed at eradicating violence against women and children in Tanzania. It emphasizes the actions required to prevent and respond to violence, recognizing that investing in violence prevention initiatives positively impacts inclusive growth. However, to achieve the NPA-VAWC objectives, resources are needed from both the government and stakeholders.

¹ See Tanzania Demographic and Health Survey and Malaria Indicator Survey [TDHS-MIS] 2015-16. Dar es Salaam, Tanzania, and Rockville, Maryland, 2016.

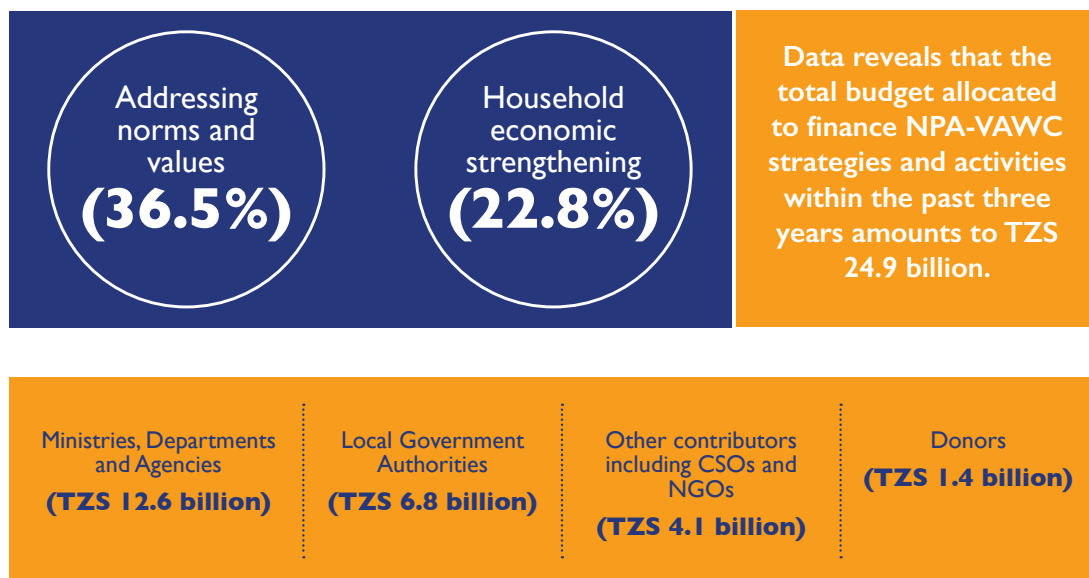
In recent years, Tanzania’s public spending on health has been declining. Health spending from FY 2013/2014 to FY 2017/2018 remained below the Abuja target of 15%, dipping from 9.6% to 7.0%. The actual disbursement of funds in national statistics is difficult to trace, and delayed and partial disbursement of funds occurs at the ministerial and local government levels. In FY 2016/17, only 25.8% of the approved TZS 518.5 billion had been disbursed, and after three quarters, less than half of the funds had reached the MDAs. Budget execution is also a chronic problem.

Tanzania Gender Networking Programme (TGNP), a feminist organization that works for social, gender equality and women empowerment, has been pioneering initiatives for mainstreaming gender into national frameworks and advancing gender-responsive budgeting in different pilot districts in the country. TGNP has a high stake in VAWC and provides evidence for further advocacy aimed at ending violence and improving welfare. This gender analysis of financing the NPA-VAWC is fitting for its vision, identifying gaps, and providing evidence for advocacy.

Financing for NPA-VAWC

The NPA-VAWC plan was costed by the government to be TZS 267.4 billion over 5 years for the implementation of prevention and response activities in eight thematic areas related to VAWC. The total cost includes recurrent costs of TZS 247.4 billion and capital costs of TZS 20.0 billion. The government planned to raise the budget from public and private sources and allocate it across the strategic objectives and interventions.

Based on the NPA-VAWC document, the total cost comprises recurrent costs of TZS 247.4 billion and capital costs of TZS 20.0 billion. The breakdown of costs is as follows:



The NPA-VAWC recognized the importance of non-governmental actors in financing and implementing strategies to combat violence against women and children. However, there was significant variation in the actual participation of these actors, with some development partners such as UNICEF and the European Union providing significant financial and operational support for infrastructural development, implementation and enforcement of laws, while others such as local CSOs faced limitations due to weak financial bases and donor-dependence.

Despite efforts by both development partners and local CSOs, the contributions of CSOs were limited, with only 1,801 becoming involved in implementing the “Norms and Values” thematic area of NPA-VAWC. UNFPA was a significant contributor to this area as well as the “Response and Support Services” cluster.

First Year of the NPA-VAWC

The Tanzanian government had planned to spend TZS 29,376,194,500 during the first year (FY 2017/2018) of the implementation of the NPA-VAWC. However, the government failed to coordinate and direct ministries to incorporate the NPA-VAWC’s strategies into their budgets. The budget guidelines for the FY 2017/2018 only directed the ministries to treat gender issues and not VAWC as one of the crosscutting issues. As a result, specific actions to address VAWC were not highlighted in the budgets.

One of the targets of NPA-VAWC was to increase women’s access to financial services from 51.2% in 2016 to 65% by 2021/22. However, the Ministry of Health, Community Development, Gender, Elderly and Children did not allocate funds for women’s economic empowerment in the FY 2017/2018 budget, even though the government had approved funds for economic empowerment in the previous year. The budgets of the Ministry and the Prime Minister’s Office – Regional Administration and Local Governments (PMO-RALG) did not clearly express the strategies to attain the NPA-VAWC targets.

The budget for FY 2017/2018 for PMO-RALG did not prioritize NPA-VAWC or advocate for its implementation as stipulated in the plan. The development budget covered programs such as private sector competitive program, construction of the Prime Minister’s office, and coordination of government business through MIVARF5, but did not indicate the establishment of a unified committee structure at PMO-RALG.



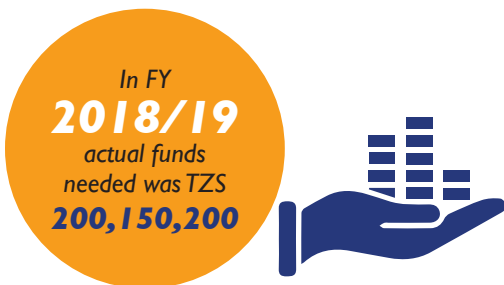
With respect to household strengthening, the NPA-VAWC targeted to increase women accessing financial services from 51.2% in 2016 to 65% by 2021/22, the Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC), under sub-vote 3001 did not allocate funds for women economic empowerment in FY 2017/2018 (URT, 2017).

Second Year of the NPA-VAWC

The 2018/19 National Budget Guidelines for Tanzania prioritized health and education, but did not mention the integration of NPA-VAWC in particular. The government allocated almost one trillion shillings to enable various groups to participate in economic and social activities, with social security funds being the biggest spending area. However, the social protection sector recorded the lowest execution rate of 22% in the third quarter of FY2018/19, which has negative implications for financing NPA-VAWC activities at the local government level.

The budget allocated for the Tanzania Police Force (TPF) was reportedly too small for the implementation of NPA-VAWC activities, leading to funds being channeled to other basic services, and affecting the effectiveness of the Police Gender and Children's Desks (PGCDs). Development partners, particularly UNICEF, European Union, and UNFPA, have provided financial and operational support for PGCDs, but the volatility of donor funding means that there are no assurances for women and girls to access critical services under PGCDs. This has resulted in only 30 out of the 417 Gender Desks being established according to standard operating procedures.

Overall, while the government prioritized health and education in the 2018/19 national budget, the underfunding of social protection and NPA-VAWC activities has negatively impacted the effectiveness of the Police Gender and Children's Desks, and there are concerns about the reliability of donor funding for these critical services.



In FY 2018/19, for example, the inquiry reports that the actual funds needed was TZS 200,150,200 but only 5% was disbursed. The situation directly affected the effectiveness of the Police Gender and Children's Desks (PGCDs).

Third Year of the NPA-VWC

The budget for FY2019/20 had its focus on the National Five Years Development Plan 2016/17-2020/21 themed “to build an industrial economy that will stimulate employment and sustainable social welfare”. To realize the social welfare goals, the Community development was allocated a total of TZS 47.0 billion shillings for financial year 2019/20 to improve social services and community development.

Among the identified eight priority areas for community development, the government allocated TZS 3.4 billion for coordination on the implementation of the NPA-VAWC, and an addition of TZS 2.3 billion for promotion of gender equity, women economic empowerment, dissemination of appropriate technology to women entrepreneurs, coordination of financial services among women economic groups, SACCOs, VICOBA. However, analysis of data from

Budget Execution for FY2019/20 found NPA-VAWC missing from the list of the expenditure priorities during the first half of FY 2019/20.

According to the government, the lower-than-expected budget execution of FY2019/20 was mainly owing to revenue shortfall from some domestic and external revenue sources contributed by the impacts of COVID-19 pandemic. Gender analysis suggests that it was about the prioritization rather than availability of budget resources. Taking the case of education sector, for example, the expenditure plans for programs, projects and activities completely overlooked the NPA-VAWC “Safe Schools and Life Skills” thematic area, despite Ministry of Education being identified as the lead agency. Instead, the key expenditure areas were free fee basic education (TZS 288.4 billion); primary and secondary infrastructures (TZS 165.62 billion); national examinations costs (TZS 73.97 billion); technical and vocational training (TZS 62.94 billion); science, technology, innovation, research and development (TZS 75.35 billion); higher education students’ loans (TZS 450.00 billion); and school quality assurance through inspectorate institutions (TZS 218.38 billion).

While these are all critical matters to help address women’s and girls’ strategic gender needs, girls and boys for whom these are all done could be much better protected through provision of Counseling and Guidance teachers on VAWC as well as raising the beneficiaries’ awareness on VAWC reporting mechanism in schools – as envisaged under the NPA-VAWC.

According to the government, the lower-than-expected budget execution of FY2019/20 was mainly owing to revenue shortfall from some domestic and external revenue sources contributed by the impacts of COVID-19 pandemic. Gender analysis suggests that it was about the prioritization rather than availability of budget resources.

Fourth Year of the NPA-VAWC

The guidelines for the 2020/21 budget emphasized the mainstreaming of cross-cutting issues, including gender, into plans and budgets. However, there was a lack of specificity in considering gender, which falls short of the standards set by NACSAP III, Public Sector Reform Programme Phase III, and Local Government Reform Programme III.

In terms of fund disbursement for development activities during the third quarter of 2020/21, there was a positive trend, with funds amounting to TZS 2,822.2 billion disbursed, equal to 88.3% of the planned target of TZS 3,194.8 billion. This is 47.2% higher than the amount released in 2019/20. However, there is a concern about the allocation for NPA-VAWC.

To address the issue of safer and better learning environments, the World Bank approved a credit worth USD 500 million for the Ministry of Finance and Planning, with USD 180 million equivalent allocated for the Safe School Program (SSP). However, NPA-VAWC received less prioritization in budgeting, as the government shifted towards self-financing of the national budget, with donor contributions reduced to less than 40% from above 70%. The government is dependent on donors for financing NPA-VAWC, and the release of funds from donors is often volatile.

According to the Budget Execution report for FY 2020/21, the funds disbursed for development activities during the third quarter amounted to TZS 2,822.2 billion, equal to 88.3% of the planned target of TZS 3,194.8 billion, and 47.2% higher than the amount released in 2019/20. This is generally a positive trend, and yet, the allocation for NPA-VAWC.

Fifth Year of the NPA-VAWC

The National Plan of Action to End Violence Against Women and Children (NPA-VAWC) in Tanzania was allocated TZS 34,549,608,080 for the financial year 2021/22. The focus was on household strengthening, norms and values, and safe schools and life skills. The national income was expected to increase from 5.0% to 5.2%, with significant spending planned for strategic projects and the census. The government committed to financing the implementation of NPA-VAWC.

The social welfare sectors that directly affected NPA-VAWC, including health, social protection, and security and law enforcement, were prioritized. All three sectors were expected to receive more funding than in the previous financial year. The Budget Execution Report of 2021 indicates that the government disbursed TZS 1,315.3 billion, equivalent to 94.0% of the target of TZS 1,401.6 billion, for the third quarter of FY 2021/22. Disbursement for implementation of the various development projects was TZS 3,650.4 billion, equivalent to 95.2% of the target. However, specific allocations to NPA-VAWC activities or clusters were not reported.

Overall, the Tanzanian government allocated a significant budget for NPA-VAWC, with increased spending on social welfare sectors that directly impacted NPA-VAWC. While the government committed to financing the implementation of NPA-VAWC, no specific allocations for the project were reported in the Budget Execution Report of 2021.

For the fifth year, no specific allocations to the NPA-VAWC activities or the clusters were reported by the government.

Identified Gaps

Here are the bullet points summarizing the challenges faced in the implementation of NPA-VAWC financing:

- Insufficient budget allocation from Sectoral Ministries, Regional Administration, and Local Government Authorities.
- Lack of an appropriate framework or roadmap for stakeholder engagement, especially from the private sector.
- Negative social norms and harmful traditional practices embraced by communities not adequately challenged by LGAs.
- Inadequate technical staff at the Ministry level and low skill level of staff responsible for undertaking VAWC prevention and response interventions at the LGAs level.
- Weak accountability mechanisms to monitor and track implementation trends of NPA-VAWC.
- Gender disaggregated data is not readily available and easily accessible to the key actors.
- Mismatch between government priorities and community priorities resulting from dysfunctional mechanisms of local community participation.

Conclusion and Recommendations

Despite notable efforts by the Tanzanian government to finance the response to VAWC, budget resources have been limited due to competing national priorities aligned with macroeconomic policies. The Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC) has consistently received less than 15% of the national budget, making it difficult for the ministry to support necessary activities.

On the other hand, the Prime Minister's Office (PMO) and the President's Office-Regional Administration and Local Government (PO-RALG) have also been under-resourced, making it difficult to effectively coordinate and hold other Ministries and LGAs accountable to the set targets of the National Plan of Action to end NPA-VAWC.

In light of financing trends, gaps, and lessons drawn from the past four years of budget implementation, the report provides the following recommendations regarding policy, coordination, and budget/resource allocation.

Recommendations:

- Adopt a high-level coordination structure for effective policy intervention to mitigate inefficiencies and overlapping initiatives.
- Revise the mandate of local actors to facilitate NPA-VAWC implementation through Ward Development Committees (WDCs) and Village Development Committees (VDCs).
- Enhance inclusive citizen participation in agenda setting and budget process for NPA-VAWC interventions.
- Advocate for increased budget allocation and disbursement of funds to the Community Development Department.
- Increase civil society organizations' support to prevent and control VAWC and subsequently lower costs for handling cases.
- PO-RALG needs to develop clear guidelines and directives to local council leadership to set aside a specific budget for NPA-VAWC implementation.
- Budget guidelines should ensure each key ministry allocates funds in the thematic area they coordinate or implement as the lead agency.
- Revise and develop a more robust resource mobilization strategy and ensure transparency in monitoring and reporting funds allocated and used for specific NPA-VAWC cluster and activities using special sub-votes.







For more information



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