



Stakeholder Consultation Report for the Gender and Gender-Based Violence Assessment of Tanzania Mainland and Zanzibar

Annex to the Main Report



Stakeholder Consultation Report for the Gender and Gender-Based Violence Assessment of Tanzania Mainland and Zanzibar

Annex to the Main Report

Report No: AUS0002736

© 2017 The World Bank

1818 H Street NW, Washington DC 20433

Telephone: 202-473-1000; Internet: www.worldbank.org

Some rights reserved

This work is a product of the staff of The World Bank. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of the Executive Directors of The World Bank or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this work is subject to copyright. Because The World Bank encourages dissemination of its knowledge, this work may be reproduced, in whole or in part, for noncommercial purposes as long as full attribution to this work is given.

Attribution—Please cite the work as follows: “World Bank. March 2022. Tanzania Gender Assessment: Annex Stakeholder Consultation Report © World Bank.”

All queries on rights and licenses, including subsidiary rights, should be addressed to World Bank Publications, The World Bank Group, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2625; e-mail: pubrights@worldbank.org.

March 2022



Executive Summary

The World Bank (WB) has conducted a gender and gender-based violence assessment in Tanzania with the objective of highlighting the drivers of gender gaps in Tanzania and opportunities for further advancement. The assessment followed the framework of the World Bank Group (WBG) Gender Strategy (FY16-23) which focuses on strategic objectives in: (1) human endowments (education, health); (2) economic opportunities (including jobs and ownership/control over assets); and (3) enhancing women's voice and agency and engaging men and boys. The gender and gender-based violence (GBV) assessment is available online. This report summarizes the findings from the stakeholder consultations for mainland Tanzania and Zanzibar.

To compliment the broader gender and GBV assessment, a series of stakeholder consultations were conducted with development partners (DPs), civil society organizations (CSOs), non-government organizations (NGOs), and government ministries, departments, and agencies (MDAs) during August and September 2021. The findings of the stakeholder consultations are summarized within this report. The stakeholders interviewed were more biased towards mainland Tanzania, and further consultations are necessary in terms of building on the findings of this report and ensuring it is representative.

Recommendations have been grouped into five main thematic areas: 1) financing, 2) scaling up good practice, 3) data and legal reforms, 4) decentralization and coordination, and 5) deconstructing social norms. The stakeholder consultations were structured around broad questions designed to capture perspectives on the strategic objectives defined in the WB Gender Strategy and the implementation of the National Plan of Action to End Violence Against Women and Children (NPA-VAWC). Stakeholders drew out gaps across the framework spheres, identifying potential solutions for addressing the barriers women and girls face, while also emphasizing the importance of engaging men and boys in solutions. The solutions showed that there is currently a lack of uniformity and a need for strengthening coordination, improving the efficiency and sustainability of financing, and tackling norms.

Introduction

The WB has conducted a gender and GBV assessment in Tanzania with the objective of highlighting the drivers of gender gaps in Tanzania and opportunities for further advancement. The aim of the assessment was to identify the most promising opportunities for further advancing women's empowerment and gender equality in Tanzania by bringing together the latest evidence on: 1) gender gaps in human endowments, economic opportunities, ownership and control of assets, and women's voice and agency; 2) the underlying drivers of those gender gaps; and 3) the effectiveness of concrete policy and programmatic interventions that address these underlying drivers and/or otherwise have been shown to close gender gaps. The assessment followed the framework of the WBG Gender Strategy (FY16-23) which focuses on strategic objectives in: (1) human endowments (education, health); (2) economic opportunities (including jobs and ownership/control over assets); and (3) enhancing women's voice and agency and engaging men and boys (see annex figure 2). This strategy is founded on a conceptual framework, set out in the 2012 World Development Report on Gender Equality and Development which proposes that households, markets, and institutions (both formal and informal), and their interactions all influence gender equality and economic development.¹

The assessment triangulated three data sources – desk review, quantitative analysis, and stakeholder consultations, for mainland Tanzania and Zanzibar. The methodology for this work included a desk review of literature (including both governmental and non-governmental reports as well as academic literature such as impact evaluations of relevant interventions), descriptive statistics on gender gaps including from key sources such as national household surveys and World Development Indicators, and quantitative decomposition analyses to identify the most significant underlying factors behind some key outcomes. Where possible, given wide disparities in gaps across the country, data on gender gaps are presented separately for mainland Tanzania and Zanzibar, with further disaggregation by individual regions and rural/urban. Finally, stakeholder consultations were conducted with DPs², CSOs³, NGOs⁴, and government MDAs⁵.

The findings of the stakeholder consultations are summarized within this report using the WBG Gender Strategy (FY16-23) framework. The report has seven sections: (1) executive summary, (2) introduction, (3) methodology, (4) human endowment, (5) economic opportunities, (6) enhancing women's voice and agency and engaging men and boys, and (7) conclusion.

Methodology

Stakeholders were strategically selected to be key informants based on their presence and portfolio in working on gender issues and GBV. The purpose of stakeholder consultations was to obtain opinions and perspectives from key actors who work in the space of gender equality, development, and GBV. Additionally, the consultations aimed to compliment the literature review on the implementation of the NPA-VAWC⁶ in Tanzania and Zanzibar. The consultations provide a deeper understanding of the status of implementation of interventions alongside the thematic areas and outcomes, as well as provide insight into effectiveness, successes, challenges, and lessons learnt. Annex table 3 shows the stakeholders selected through strategic sampling and the 13 who took part in the consultations.

1 World Bank, 2011. World development report 2012: Gender equality and development.

2 DP; Development Partners.

3 CSO: civil society organizations

4 NGO: non-governmental organization

5 MDA: Ministries, Departments and Agencies.

6 National Plans of Action to End Violence Against Women and Children

Key Findings

Context and Enabling Environment

The legal and policy framework, in theory, has many elements of gender equality; however, gaps remain and there is a challenge in translating the commitments. There was general agreement in the stakeholder consultations that the legal and policy environment of Tanzania mainland and Zanzibar was “enabling,” although gaps were identified in the legal frameworks that inhibit gender equality. Furthermore, there was difficulty in ensuring the frameworks translate into concrete plans and budgets. Table 1 shows a summary of the enabling policies discussed by stakeholders, and the gaps. Further, it was recognized that few women and girls have access to these legal services, and an even smaller number who access the services reach the Judiciary to receive their rights.

Table 1: Policy and Legal Framework in Tanzania (Mainland and Zanzibar)

Legal Framework	Gaps
Gender and Development Policy (2002)	This has not been updated or reviewed.
Constitution of Tanzania	Traditional and customary laws often go against constitutional rights of women.
Law of Child (2009)	The Law of the Child is in place and stakeholders recognized the importance of discussing gender and child issues closely. It was also recognized that the Law of Child has domesticated Convention on the Rights of the Child (CRC). However, stakeholders recognized the contradictions of clauses in this Law and Marriage Act. The Law of Child suggests a child is legally defined up to the age of 18.
Marriage Act (1971)	The Marriage Act (in contradiction to the Law of Child states the boy-child can get married from 18 years but the age for the girl-child is 15 (section 13, which states this is allowed with parent’s consent). This has now been resolved following the landmark case Civil Appeal 204 of 2017, Attorney General vs Rebeca Gyumi. Additionally, stakeholders mentioned a need for a Marriage Reconciliation Board .
Land Act (1999) and Policy (1995)	Existing laws grant women the same rights to access and control resources, including land. However, traditional practices often prevail in matters of inheritance and ownership of land. In cases where traditional practices contradict the constitutional rights of women, then the constitutional provisions are applicable. The implementation of this needs strengthening.

Health	It was recognized that Tanzania has many laws and policies concerning women’s health, equal access, and defining the quality of services. However, there are limited policies and frameworks relating to supporting safe decisions on abortion and reproductive health. A stakeholder (TAWLA) mentioned the importance of approving the Safe Motherhood Bill , including the Unsafe Abortion Bill.
Education	It was recognized that Tanzania has many laws and policies concerning girl’s access to education and completion of quality education. These include prohibition of child marriage, Section 60 Education Act 2016. However, a key gap was the lack of a policy concerning the re-entry of girls who drop out of school due to pregnancy ⁷ .
National Plan of Action to End Violence Against Women and Children (NPA-VAWC)	GBV prohibitions are found in the Penal Code (revised 2002) relating to sexual offences including female genital mutilation (FGM). The Law of Marriage also prohibits spousal beating. However, there remains no specific provision to protect one from marital rape and domestic violence. Stakeholders recognized this as a need to broaden protections from GBV to enhance and cement the actions in the NPA-VAWC. This is also stated as an action in the NPA-VAWC, but not complete.
Sexual Offences Special Provisions Act (SOSPA) and protection from sexual abuse (sextortion) has been provided for through the Prevention and Combating of Corruption Act 2007	Despite a widening of sexual offences, there remains a challenge as reporting takes place at the police station, where many do not feel comfortable and socio-cultural norms remain. The enhancement of the Police Gender and Children Desks and development of their standard operating procedures (SOPs) is an effort for women and girls to access justice. The police receiving cases may not have the same view that women should access their rights. The Law is helpful and identifies sextortion as a criminal act/offence. However, widening the protections from sexual violence to include marital rape is needed as well as popularizing the SOSPA and the Law of Marriage protections on GBV.
Special Family Court (Zanzibar)	In recognition of the sensitivity of sexual violence cases, Zanzibar has designated judges to form a Special Family Court which also fast tracks completion of cases for quick resolution.
Police Form Number 3 (Pf3)	There is still a challenge to obtain the Pf3 which must be completed at the police station to confirm an assault has occurred and forms the most critical piece of evidence for any conviction. There has been advocacy for it to be issued at the health centers or at the One Stop Centres to ease reporting and enhance survivor-centered responses.
Female genital mutilation	Positive progress towards ending FGM was recognized; however, there are regional disparities where cultural norms persist, and the practice continues. This requires intensified awareness and enforcement of the legal protections.

⁷ On November 24, 2021, the Government of Tanzania announced re-entry guidelines for children who drop out of school for different reasons, including girls dropping due to pregnancy.

Stakeholders identified a number of ‘enablers’ to address the policy and legal gaps in Tanzania. Four key enablers were identified that can bridge them:

- 1. Political will:** Stakeholders recognized that the law makers, parliamentarians, and senior leadership in the government need to be willing to champion and support enforcement of legal frameworks that address inequalities. It was recognized that there needs to be improved engagement of parliamentarians on women and girls rights, but also political will in terms of long-term financing.
- 2. Changing cultural, social, and religious norms:** It was recognized that some of the law enforcement institutions are locked within cultural norms and attitudes which embody negative perceptions and attitudes towards women and girls. For example, domestic violence is often perceived by the police as a private matter to be settled out of court. While changing social norms are recognized as an incremental and long term, it is best inspired and led by community traditional leaders, faith-based leaders as well as village elders. As custodians of cultures and traditions they are strategically positioned to address the persistent adverse cultural norms, practices, and deep-rooted patriarchal attitudes regarding the roles and responsibilities of women and men in the family and in society.
- 3. Social movement:** Often there is a question of what comes first – legal change or awareness that leads to legal change? Stakeholders recognized that there are limited resources to support advocacy and community mobilization of women and girl’s rights. It was recognized that there needs to be more support to initiatives sensitizing and creating awareness; additionally, role models of women is key. There is potential for strengthening social movement towards ending GBV through the current 18,186 Women and Children Protection Committees (MTAKUWWA committees) which can be scaled up to cover the country.
- 4. Filling the legal gaps:** A final enabler was to ensure that the legal gaps are filled to ensure that gender discrimination and inequality do not persist. In particular, that the Law of Marriage Act harmonizes the minimum age of marriage in line with the Supreme Court judgement; the Customary Declaration Order is reviewed on women inheritance law; and the Child Act is reviewed so as to have classification of violence against children as a criminal offence, as well as provide for its effective operationalization, along with strengthening the alternative justice systems.⁸

Short-term financing remains a norm and has become unsustainable for changing patriarchal systems. Gender equality and transformation of patriarchal systems requires long-term investment. However, stakeholders noted the fact that there has been limited ‘long-term’ financing by the government and DPs in Tanzania for this agenda. An example was raised concerning the NPA-VAWC, of which, despite being costed, only a small portion of the financing needs have been met (see annex, figure 3 on spending within the various thematic areas of the NPA-VAWC). Despite the investments to establish One Stop Centres, it was also recognized that there has been little investment in ensuring safe spaces for women to shelter when affected by violence and scaling up success stories (see TAWLA, box 1). Finally, stakeholders recognized that the long-term financing should be directed towards (1) system and process strengthening, (2) capacity building in MDAs, and (3) CSOs, religious leaders and traditional leaders, working closely with communities to bring accountability and empowerment (UNF-

⁸ ‘Alternative justice systems’ refer to dispute resolution processes outside the court system, including traditional, community-based, and informal systems.

PA, box 1). All these factors were identified as mechanisms to ensure the financing in gender equality brings greater change.

Box 1: Ideas for Ensuring Financing for Gender Equality goes Further

- **Financing One Stop Centres:** *“We have a lot of victims of GBV, but we have nowhere to keep them. There are very few shelters in the country... [we need to] establish centers that are owned by the government. ... They can work in partnership with CSOs. This will help a lot of women. ... We get a lot of clients in our legal aid clinics but in the end, they go back. Also, there are very few (and distant) One Stop Centres.”* – TAWLA, August 2021
- **Financing for system strengthening over the long-term:** *“Scalability of successful or good practices and lessons learnt of these practices ... is something that we are yet to see. ... It’s very much related to funding. ... If you look at the Five Year Development Plan, the various Health Sector Strategies, the One Plan [etc.] they are very much focused on facility-based improvements, it’s quite clinical, using a health-system strengthening approach, which is commendable, but recognizing the factors that prevent women and girls from enjoying sexual and reproductive rights in Tanzania are rooted in negative social norms and harmful practices are something that needs to be addressed at the community level and outside the facility.. unfortunately, we don’t see that getting as much attention and funding. [this is what would give] high impact. ... It requires investment over a long period of time.”* – UNFPA, August 2021
- **Long term financing and towards cultural norms:** *“Social norms are part of society, community, parents etc. but also the professionals. Sometimes what we are doing we are training the police, gender and children desks ... to deal with these sensitive issues (GBV and child violence), but at the same time ... the men and women have been raised in a society where they are not necessarily have internalized these norms and values with regards to women, girls, and boys, when it comes to violence and sexual violence ... they might do it in their job... but at home [the norms remain]... you have to work on this internalized norms and values for the people that will work on this... this is a long-term process.”* – UNICEF, August 2021
- **Financing for preventative services:** *“... [we need to] step up resourcing prevention initiatives ... In many countries there is a skew towards responding... [but as we know] prevention is better than cure.”* – UNICEF, August 2021

Data improvements have provided a more accurate picture on the state of gender equality in Tanzania; however, not all data is disaggregated and the use of the data for policy is minimal. Stakeholders recognized that there has been strengthening in data systems especially across certain sectors, such as education (via Basic Education Information Management System (BEMIS) by PO-RALG). Through BEMIS, education indicators are disaggregated by gender. The National Bureau of Statistics (NBS) in mainland has a gender focal point in place and efforts have been made to disaggregate data. In Zanzibar, the Office of Chief Government Statistician (OCGS) has established a Gender Unit as well as establishing a Gender Statistics Steering Committee to oversee the collection, analysis, and use of gender statistics. The committee is responsible for mainstreaming gender indicators in national surveys and censuses to ensure

effective monitoring. Furthermore, now data on ‘time-use’ is collected and can capture the unequal time burdens faced by women. However, there is minimal use of the data and very much a need to build the gender analytical capacity of key actors to be able to analyze the data and use the results to inform policy and practice (see Uongozi, box 2). Finally, UNICEF explained how there was a missing gap on data for social norms (UNICEF, box 2). However, they are now working with the government to capture this and enable monitoring over time to show how their programs change knowledge, attitudes, and practices, over time (regional level data platform).

Box 2: Stakeholders Views on Data Gaps

- a) Analytical skills to add value to the data available:** *“Identifying the right tools for collecting and measuring the data is key, but also the skills are needed. There is an analysis gap. Eighty percent of data collected needs to be analyzed...there is unused data.” – Uongozi, August 2021*
- b) New data on norms and practices:** *“There is very little data on harmful social norms and documentation on how to change those,” – UNICEF, August 2021*
“It is believed, very negative[ly], that when you get a baby girl you have done ‘half of it’ you have to go ahead and get a baby boy... so they will tell you “you have to repeat again” to have the baby (a baby boy). So, when this girl is raised, she is raised like a second class [citizen], and boys are given priority. In Sukuma culture there is a saying that a baby boy is never small. [...] So, coming from that context it is a very big barrier for a girl.” – LHRC, August 2021 (There is little data on the various patriarchies across Tanzania.)
- c) Improving methodologies for data collection:** It is important to use *“participatory action research and learn from the grassroot level. ... This shows us where the policy is working, or they are not working.” – TGNP⁹, August 2021* This approach was used by TGNP at a smaller more localized level.

Gender was recognized as a cross-cutting issue; therefore, tackling gender issues in silos will not effectively achieve the goal. The stakeholders recognized efforts by the Government of Tanzania to improve coordination in tackling issues, for example: (1) the NPA-VAWC although based in the MoHCDGEC¹⁰ it has called for coordination across MDAs, CSOs and DPs; (2) through the Local Government Authorities (LGA) MTAKUWWA committees there is an effort to strengthen coordination at the regional level; and (3) most MDAs and LGAs have gender focal persons or units. Additionally, government stakeholders consulted explained how they work and collaborate with other ministries to ensure gender is captured in its holistic sense (i.e., MoEST and MoHCDGEC, mainland). MoHCDGEC, Zanzibar, explained how a working group comprised of Directors of Planning and senior government officials has been established in Zanzibar to coordinate, mainstream, and provide technical assistance to gender issues across ministries. However, coordination becomes challenged in a resource-scarce environment, both financial and human. Limited financing, and reliance on development partners was recognized by the ministries. It may be a good idea for Tanzania to learn from other countries that have effectively managed coordination across levels and stakeholders in a resource-constrained environment.

9 Tanzania Gender Networking

10 Ministry of Health, Community Development, Gender, Elderly and Children

Human Endowments: Education

The gendered experiences and opportunities vary across subsectors; however, in general there is a move towards improved gender parity, especially in basic education. The education sector was recognized as making great achievements in moving towards gender parity in basic education and formal education. The education sector was recognized as having many policies and strategies in place that break discriminative mechanisms limiting access and quality of education, e.g., the National Inclusive Education Strategy (NSIE), Child Protection, Guidance and Counselling Manual, and Fee-free Basic Education Policy (FBEP) (see MoEST¹¹, Box 3). Further improvements were recognized to be required for improving the learning environments to ensure girls have access to the appropriate water supply, sanitation and hygiene (WASH) facilities and sanitary towels. Additionally, a holistic approach is key to ensuring girls and boys are supported throughout their education, and both sexes have equal opportunities to transition and complete all desired levels of education. Stakeholders referred to the effective case-management system in Kigoma (see box 3) where a coordinated approach has been used to raise awareness of violence and respond to it.

Gender value systems continue to be maintained in the education sector and there is a need to be more transformative to change norms. Stakeholders however noted that there is an opportunity for the sector to be more transformative by starting early to break norms and engaging the broader community to mobilize change. There is a need to do more for younger years in breaking gender norms. Investing in education early has the opportunity to break and deconstruct traditional gender roles and cultural ideals from a young age. It was noted that greater efforts were required in breaking gender norms within the informal education system, which they recognized as continuing to maintain and socialize distinct value systems for men and women more so than the formal system. Teacher training on how to address gender-related issues was identified as a solution for this. Additionally, stakeholders spoke on the importance of having legal re-entry guidelines for girls who drop-out of school due to pregnancy to be able to return to formal school.

Universities were recognized as having a distinct set of challenges, and therefore accountable grievance systems are key. Stakeholders from universities recognized that women enrolled in universities face the challenge of enrolling, but once they enroll, they face additional struggles as they enter a predominantly male-dominated environment. Enrollment of women in higher education is still very low and there is a need to ensure the system is accountable to the grievances faced by women enrolled in higher education. A stakeholder from the University of Dodoma explained how grievance systems need to be accountable and empower students to speak up. The stakeholder acknowledged that the culture of 'speaking up' still requires work as few will raise such grievances, but it is important to build normalcy in that and make sure all are empowered to speak up and know that action will be taken. The system of grievances needs to be accountable and responsive, so that the 'space' is made inclusive. However, the framing of how to make this space inclusive continues as the default space is masculine and therefore inclusion is 'allowing' women to enter the space. There needs to be some re-thinking on what an accountable, inclusive system looks like, rather than adapting the space to invite women to be accepted. The space remains to be governed by patriarchy.

11 Ministry of Education, Science and Technology

There is a need for the education sector to ensure inclusion is intersectional, and the needs of children with disabilities are met. It was recognized that even though NSIE has opened doors for marginalized groups to enroll in various levels of education, the diverse needs of children with disabilities were not being adequately met or addressed. Ensuring inclusion is intersectional was one of the recommendations from stakeholders.

Box 3: Education Achievements and Example of Guidance and Counseling in Kigoma

a) The main achievements in the education sector: *“(1) Gender Parity Index of 1:1 has been achieved at lower levels of education (pre-primary, primary and lower secondary education); (2) Access/opportunity to education is universal for both sexes; (3) Education data is disaggregated by gender; (4) Development and issuance of School Construction and Maintenance Strategy (2019-2028), which gives gender infrastructure standards that are gender responsive, and (5) Issuance of Guidance, Counseling and Child Protection Guidelines for Schools and Teacher Colleges (2020), that aims at strengthening School Counseling Units, to address students’ psychosocial challenges (including GBV). –written information submitted by MoEST (Mainland Tanzania), September 2021*

b) Establishing a case-management system across sectors is key: *“The integration of women and children is not working everywhere. ... The only place where [all key partners are working to address violence against women and children issues together] is in Kigoma... and that’s where [we are] also seeing interesting stuff coming out. For instance, realizing that there was already a well-established case management system for child protection violation lead by social welfare, but this was not available for women.... This has not been solved. ... It’s a good thing it has been identified [from the fact] we [UN agencies] were working together. ... In Kigoma, we see more cases reported on violence, but we cannot tell if the levels are going down, but the fact the system is working, cases are being reported and dealt with, there is more awareness, less tolerance and there is a response that is more coordinated. It is a good start.” – UNICEF, August 2021*

Human Endowments: Health

Tanzania continues to adopt a clinical approach to health provision. Stakeholders discussed health outcomes of women – in terms of maternal health, adolescent health, access to services, quality of services and more – and raised concerns over the limited long-term resources but also the medicalized, or clinical, approach still adopted in the country. It was argued that the medical approach neglects the fact that there are inequalities in access – a lifetime of discriminatory norms limiting access and quality. These factors need to be part and parcel of the design of interventions for improving women and girls’ health.

Where found, progress in maternal health outcomes is largely attributable to the successful engagement of men. In terms of maternal health, progress was identified in parts of Tanzania, but the impact was minimal. One of the reasons cited as driving the minimal change was the fact that interventions are using a ‘medical’/‘clinical’ approach and failing to see maternal health as both socially determined and a result of discriminative processes that lead to in-

equalities in maternal health. A second reason for the minimal change was limited investment (domestic and external) in improving maternal health outcomes. However, the positive changes seen in pockets of Tanzania was attributed to successful engagement of men. For example, in the case of Shinyanga (mainland) and Zanzibar, as discussed by UNFPA, men were successfully engaged. However, there was a challenge on how to scale up such successes (UNFPA: box 4).

Box 4: Stakeholders View on Health Systems Approach

Engaging men to reduce maternal mortality rates: *“We have seen that issues related to maternal health have not progressed as much as we thought. [...] However, we are starting to see a bigger uptake of ANC¹² and more facility-based deliveries, and we are also starting to see gradual changes in communities in relation to negative social norms and values that prevent women from seeking services during pregnancy and childbirth [...] Unfortunately, this is not something that is coming out in the maternal mortality rates for example. We are starting to see more religious leaders coming onboard to support the family planning agenda, for example in Zanzibar and Mainland. We are seeing more government authorities buying into the agenda in the program areas where we are working...[and] community leaders buying into the concept of Sexual and Reproductive Health and Rights and recognizing the need to improve women and girls’ access to these decisions. But the challenge is it is still very small pockets that we see, [...] they are not being taken to scale [or] feeding into the institutional level.” – UNFPA, August 2021*

Adolescent girls continue to be at risk due to unequal power and norms. Adolescent girls were identified to be of particular risk, with teenage pregnancy, child marriage, and FGM in some areas, high. It was largely stated that teenage pregnancy and the slow rate at which it is being mitigated is a manifestation of the (1) unequal distribution of power and resources, and (2) cultural norms that continue to subject young girls to such practices. In addition, girls access to information concerning their reproductive and health rights was limited.

In order to break the inequalities in health, the stakeholder recommendations can be grouped under the following: (1) empower girls to know their rights and be able to make their own decisions, (2) strengthen the engagement of men and boys i.e., empower and raise awareness with boys to respect and protect girls and include men in the discussions on what they can do, (3) promote positive social norms and showcase the results, (4) strengthen multi-sector and multi-level coordination, (5) commit long-term financing, and (6) generate and use sex disaggregated data.

Economic Opportunities: Access to Assets and Jobs

Despite laws enabling access to assets such as land, traditional norms and cultures continue to debilitate access by women. Although land laws are in place that allow for equal access to (and control of) land and other resources, few women own land. Furthermore, the size of land owned by women is smaller compared to men. It was recognized that customary and traditional laws continue to discriminate against women and girls, especially in terms of inheritance. These traditional laws can contradict constitutional and legal rights. Women need improved access to legal structures to ensure their rights are obtained (see Box 5).

Gender sensitive workspaces and equal access to leadership positions were identified as crucial to ensure women’s empowerment in the workplace. Women were recognized to more likely be employed in low-wage work. One stakeholder from Uongozi Institute explained how gender discrimination in the workplace can go unnoticed and it would be important to conduct trainings on gender leadership to ensure women are included equally. The stakeholder identified that further changes are required to ensure women can access highly paid and leadership positions. It was argued that there is a need for (1) affirmative action for women to access leadership positions; (2) continuous discussions to help instill knowledge and challenge the status quo; (3) identify the champions who are building system change; (4) advocate for a gender-sensitive workplace; and (5) improve gender awareness.

Box 5: Importance of Improving Access to Legal Aid as Shared by CSOs Supporting the Provision of Free Legal Aid to Women

Improving access to legal aid: “[The organization was established] because there was a lot of gender violence against women, and at that time and to date, they could not afford the services of court fees, advocate and more... For a number of years, we have helped [millions of¹³] women access legal aid and education.” – TAWLA, August 2021

Voice and Agency: Engaging Men and Boys

Tanzania’s first female President remains a symbol of hope, however pockets of resistance remain. All stakeholders spoke of the symbolic importance of having the first female President, Hon. President Samia Suluhu Hassan. The presence of a female president was identified as creating an enabling environment for promoting female leaders and more active participation in decision-making. Additionally, some political parties were identified as being more ‘open’ to the inclusion of women, specifically women in leadership positions, and have engrained this in their party manifestos. However, it was recognized that there is still far to go as women’s participation is still limited and there is resistance from key actors to fully support the inclusion of women. The leadership space is still largely male dominated, not only in jobs, but also in decision-making and politics.

Participation of women in politics is limited by their inclusion in political parties, but also their perceived ability to ‘play the political game.’ Furthermore, to the opportunity for females in politics, it was expressed by a number of stakeholders that the ‘game’ of politics puts women at a disadvantage. Sexual corruption remains prevalent in politics, and money remains the currency that speaks. Therefore, the fact that women have lower financial capital compared to men (and commitments such as the family) mean they are not able to invest in the ‘game’ of politics and therefore represent the voice of women in decision-making. It was recognized that the special seats women are granted in parliament do not hold the same status as an elected seat. It could be said that politics in Tanzania continues to be a masculine-dominated space (see box 6).

13 Number unconfirmed. Stakeholder reported millions of women to have gained access.

Box 6: The Political Game Continues to be Masculinized

Gender exclusions in politics: *“Even if you are very strong... and the community accepts you... but if you do not have money, I have noted that you cannot penetrate that much... or contest... So, what we have to do is continue changing the mindsets of our leaders, it’s not about money it’s about [having] a good person for that community. ... That’s why we are seeing very few women participating in those structures.” – TAWLA*

Changing social norms of what a woman can do and be is crucial. Empowerment programs targeting households, communities, and individuals were identified as solutions for changing the perception of what a woman can do (see box 7 and Baba Bora Campaign in Zanzibar¹⁴). It was identified that communities, men, boys, and the nation at large need to change their ideas and attitudes towards women and girls. There is a great opportunity for intergenerational change if Tanzania can highlight female role models to motivate the next generation.

Box 7: Positive Examples of Engaging Boys and Men

Engaging men and boys in stopping FGM: *“I give you an example of the FGM program in northern Tanzania (Mara, Mwanza and Arusha) ... we were involving the mutilators (who are women) but when we were reviewing the project ... we saw we were leaving the men behind. The men are the ones who are the perpetrators, not physically, but setting the calendars, giving resources for these FGM festivals, and everything. They are called ‘wazee wa mila’ (the traditional elders). ... It was very successful, the FGM (in these regions) has gone down to a large extent.” – LHRC, August 2021*

The NPA-VAWC is a key policy concerning women’s voice and agency in Tanzania. On the discussion of voice and agency, an in-depth assessment was made of the NPA-VAWC. It looked at the policy in terms of (1) design, (2) alignment with legal, policy and other national guidelines, (3) implementation, (4) lessons learnt, and (5) recommendations. The NPA-VAWC has consolidated eight previous action plans into one plan, enabling improved coordination and efficiency in resource use. It is aligned to key national programmes, as well as international policies¹⁵ and programmes.¹⁶

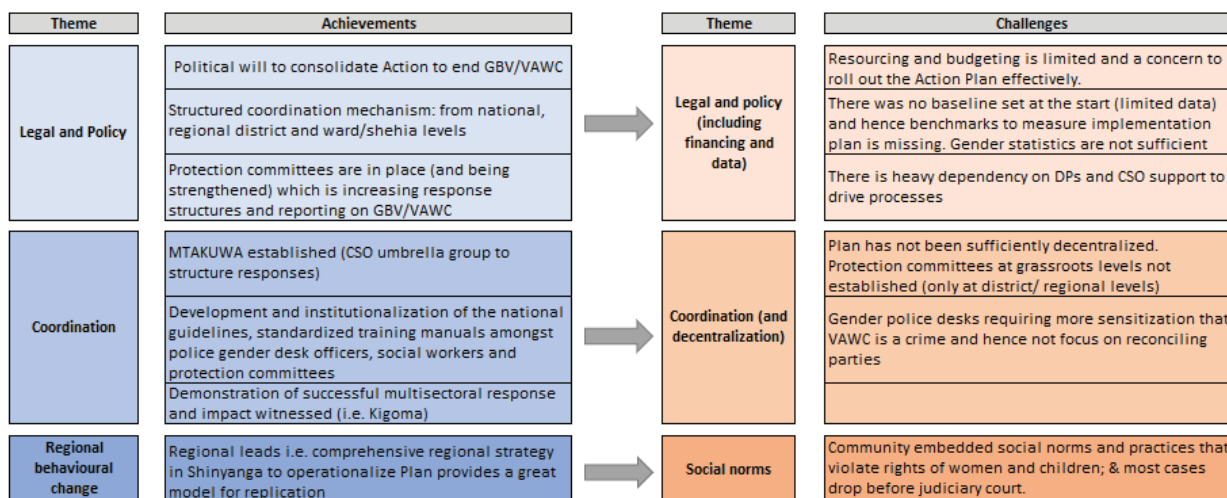
Many achievements have been made by the NPA-VAWC so far, based on the commitment to adhere to national and international programmes and policies (see figure 1). However, there are challenges around: (1) financing, (2) data availability, (3) fully decentralizing the plan, and (4) embedded social norms. The lead ministry (MoHCDGEC) is not sufficiently funded and there is no specific government budget code for the implementation of the plan particularly at LGA. Additionally, it was questioned whether the ‘goals’ of NPA-VAWC were realistic in the first place.

14 <https://men-care.org/2015/09/30/in-tanzania-baba-bora-campaign-works-to-end-violence-against-women-and-children/>

15 Tanzania has an obligation to end GBV/VAWC derived from their member status in CEDAW, SADC and AU.

16 For example, analysis of the GBV/VAWC was guided by different global tools from World Health Organization “INSPIRE” as well as strategies set out by the Global Partnership to End Violence Against Children.

Figure 1: Achievements and Challenges of the NPA-VAWC, as Identified by Stakeholders



The multisectoral and consolidated single plan of action to tackle embedded social norms that drive GBV/VAWC presents an opportunity for successful multi agency engagement including resourcing; however, it remains a top-down rather than a bottom-up agenda. The NPA-VAWC was recognized as fundamental to bringing together one comprehensive plan to end GBV/VAWC, creating a VAWC landscape where all actors have a shared vision and accountability for interventions around thematic areas. In many ways the NPA-VAWC symbolized the start of a cultural and institutional shift to ending GBV/VAWC. However, there was a recognized need for strengthening interventions and investments that are bottom-up, led by the ward, street, and shehia level. This is crucial for strengthening the role of the protection committees.

As the government is currently planning to evaluate the NPA-VAWC, there is a need to learn from successful achievements and interventions led by different regions such as Shinyanga and Kigoma. Modeling some successful regional interventions for potential replication would likely support knowledge- building on key aspects of intervening towards ending VAWC. Additionally, a shift is needed from response of service provision to prevention by breaking current norms from a young age.

Recommendations

Much has been done in contextualizing an end to GBV and move towards gender equality. But gaps remain. It is recognized that now gender equality is becoming more contextualized, with a Kiswahili term for ‘patriarchy’ (see TGNP, August 2021) and plans in place to end GBV; however, further cultural and norm shifts are needed. Many of the stakeholders recognized the gaps in gender equality and equity across the spheres, but also identified that key barriers for girls and women across Tanzania include: (1) patriarchal cultures and norms (across multiple levels and structures: for example, community, parents, school and more), 2) poverty, and 3) the lack of a preventative (and limited responsive) system. Such barriers show that, in Tanzania, as more women gain access there needs to be deeper reflecting on the type of system that women are able to ‘access.’ Several stakeholders recognized the patriarchal system remains dominant and therefore reforms are required to the system and as improved access is attained.

See table 2 for recommendations summarized from the stakeholder consultations.

Table 2: Recommendations from Stakeholder Consultations

Changing How we Invest in Gender Programming	
More long-term programs	<ul style="list-style-type: none"> ● Commitment by government and DPs to invest in long-term programs, systems, processes and projects for transforming mindset, attitudes structures, and processes that perpetuate discriminative practices.
Focus on process and outputs and prevention	<ul style="list-style-type: none"> ● Need to put as much focus on “process” as well as “outputs.” Additionally, there needs to be a switch from focusing on response/reaction to prevention (see norms recommendations below).
Intersectionality matters	<ul style="list-style-type: none"> ● A holistic approach that caters to all (takes into consideration the intersectionality of the population) is crucial.
Increase financing and capacity building	<ul style="list-style-type: none"> ● Increased government budget allocation to gender equity and equality agenda and stopping GBV/VAWC. A regular gender budget analysis was also recognized as a key exercise to be conducted. ● Improved capacity building within MDAs on gender sensitivity and inequalities; this is key for technical staff and decision-makers. ● Strengthen systems for coordination on gender mainstreaming.
Tackle poverty for women and girls	<ul style="list-style-type: none"> ● Break the cycle of poverty for women, ensuring women have more equal wages, value, and economic income on-par with men.
Scale-up Good Practice	
Scale-up good practice and evidence	<ul style="list-style-type: none"> ● Many interventions by CSOs, INGOs, and NGOs show evidence of success and should be scaled up sustainably. The scalability of good practices should be considered. ● Promote male involvement and showcase positive changes. ● Highlight and raise awareness of female role models across the country to put feminism in a Tanzanian context and provide positive examples for women. The mechanisms for doing this were not discussed but could include a broader government communication plan on role models.

Data and Legal Reforms	
Legal reforms (and their implementation)	<ul style="list-style-type: none"> ● Reforms are key – but they need to be participatory when made, involving MPs and citizens. ● Laws are not implemented due to lack of resources and capacity; therefore, it goes back to the recommendation for more long-term programs to be financed. ● A special family court or fast-tracking on GBV cases is crucial for ensuring victims get the support they need as early as possible. A good example to follow up on is the recently designated judges in Zanzibar. See link for more information: https://dailynews.co.tz/news/2021-05-046091508a3a5f0.aspx
Data	<ul style="list-style-type: none"> ● Generate (and use) sex disaggregated data on a range of topics (human endowment, assets, economic opportunities, and voice/agency), and support key actors with tools and frameworks for conducting gender analysis. This is a key tool for advocacy. ● To allow for frequent analysis), data on the above topics, but also in particular the social/cultural norms and practices, needs to be collected more regularly.
Decentralization and Coordination (especially for the NPA-VAWC)	
Strengthened decentralization	<ul style="list-style-type: none"> ● Strengthened coordination and decentralization are key. This requires funding i.e., protection committees need funding for improvement. (Also advised to be separate from police station.) ● Interventions should be grounded in local decision-making (household level). ● Community engagement is key. MPs need to be involved, and the capacity of LGAs developed (especially ward level). This links to findings on coordination. In general coordination was noted in this agenda, especially NPA-VAWC which was improved -- but government needs to take a stronger role (especially MoHCDGEC). ● The challenge was at the LGA level, especially where resources are constrained. A multi-sectoral (and decentralized) approach needs resources. It was explained how the protection committees are strong at the regional and district level, but weak at the ward and village level (over 8,000 villages has meant it is difficult to ensure accountability and a responsive system).
Coordination	<ul style="list-style-type: none"> ● Improved coordination at the MDA level requires financial and technical support.

Deconstructing Negative Social Norms	
Don't forget to work on the norms	<ul style="list-style-type: none"> ● Patriarchy and male-dominated culture is a reality across Tanzania. This will take time to change; there remains to be negative perceptions of women in the community at large. Further work is required to ensure equality of rights and access and changing the patriarchal norms that are embedded in Tanzanian culture. ● Promote male involvement and show case positive changes. ● Conduct research with the perpetrators and recognize traditional beliefs and spirituality.
Focus on adolescent girls	<ul style="list-style-type: none"> ● Support programs targeting adolescent girls to empower them to stay in school, say no to early marriage, and say no to early pregnancy.
Focus on prevention through education and awareness raising	<ul style="list-style-type: none"> ● Focus and invest in prevention of GBV (not only response) which requires two things: (1) start early, and (2) use education. ● We need to start with education and normalizing gender equality at the household/ family level. Women need to know their value and be empowered from childhood. Need to start early. ● The ward level and engagement with community is key (awareness raising) but also addressing the root causes to prevent. Education is key for prevention – many recognized the role of education early to break gender norms and ideals. ● Positive examples that can be learnt, including from the HIV/AIDS awareness raising campaigns.
Normalize reporting of GBV and recognize GBV it as a crime	<ul style="list-style-type: none"> ● There is greater awareness on GBV (and more people report) due to greater awareness. The two go hand-in-hand.

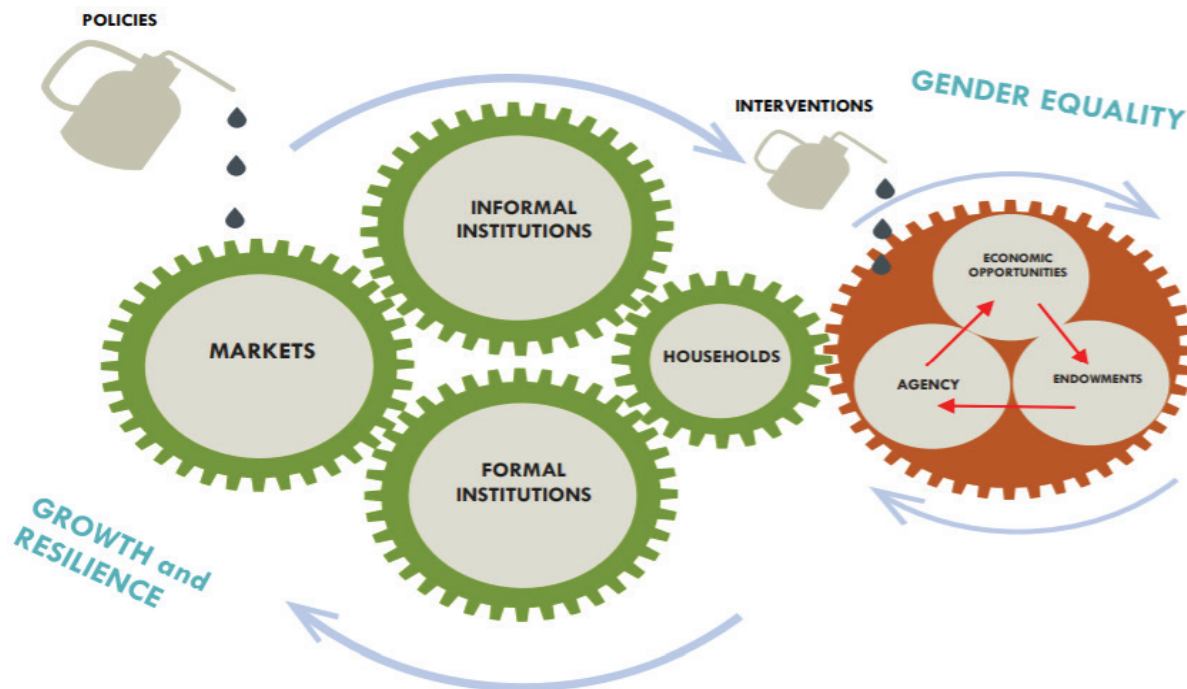
Gaps for Further Engagement

The stakeholder discussion identified many successes in Tanzania and opportunities for further improvements in gender empowerment and GBV prevention. Further consultations will be organized by the World Bank in the process of designing and establishing the gender and inclusion platform. Additionally, further research may be done in the following areas:

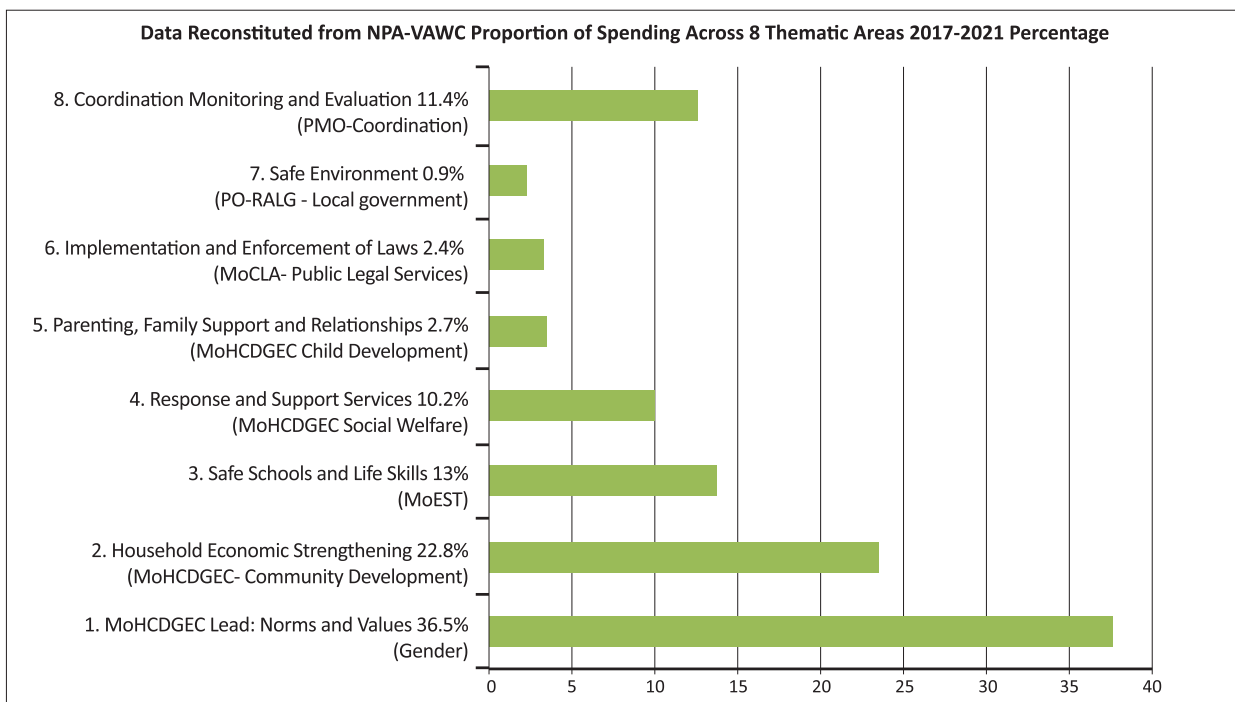
1. Social protection for women. In the consultations, little was explored in terms of social protection. For the future a focus could be placed on the reasons behind high female participation in self-help groups? What are the systems of social protection for women in Tanzania?
2. Micro-finance, mobile money, and economic opportunities for women.
3. Understanding the perpetrators.
4. Understanding the role of social norms and better on how to change these.

Annex

Annex Figure 2 WBG Gender Strategy (FY16-23) Framework



Annex Figure 3 NPA-VAWC Proportion of Spending across Eight Thematic Areas



Source: NPA-VAWC, 2017-21

Annex Table 3: Key Stakeholders Interviewed

Government Representatives
1. Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC, Mainland)
2. Ministry of Health, Community Development, Gender, Elderly and Children (MoHCDGEC, Zanzibar)
3. Ministry of Education, Science and Technology (MoEST)
Development partners
4. United Nations Entity for Gender Equality and the Empowerment of Women - UN Women
5. United Nations Children’s Fund - UNICEF
6. United Nations Fund for Population Activities – UNFPA
World Bank and IFC (part of broader team)
Private Sector
IFC (part of broader team)
Research and Academic Institutions
7. University of Dodoma
8. Uongozi Institute
Civil Society
9. Legal and Human Rights Centre – LHRC
10. Women in Law and Development in Africa - WiLDAF
11. Tanzania Women Lawyers Association – TAWLA
12. Tanzania Gender Networking (TGNP)
13. JUWAUZA (Zanzibar)

