1.0 BACKGROUND TO GENDER MAINSTREAMING IN MKUKUTA

1.1. Introduction
This chapter is a synopsis of the socio economic and political context which provides a background to the gender analysis of the MKUKUTA implementation and proposals for a way forward. The first part of this chapter provides a country profile which provides relevant data for our analysis. This is followed by a brief discussion on the linkage between economic growth and gender equality. The third part summarises the policy context with specific attention to the both macroeconomic policies as well as sector specific policies. The thrust of this chapter is to provide some framework of the gender analysis of MKUKUTA strategy document as well as the implementation of the MKUKUTA.

1.2. Country Profile
The United Republic of Tanzania includes the mainland (the former Tanganyika) and Zanzibar (made up of the islands of Pemba and Unguja). The Country covers 945,085 square kilometers and is the largest state in East Africa. It borders Burundi, the Democratic Republic of Congo (DRC) Kenya, Malawi, Mozambique, Rwanda, Uganda and Zambia. The sheer size of the country and its geopolitical positioning gives it a comparative advantage in economic integration issues with a possibility of impacting women particularly those who are currently involved in cross border trade.

Although the majority of Tanzanians speaks Swahili, Tanzania is a multilingual country with approximately 120 ethnic groups with different dialects, customary practices, and value systems, which largely determine the position and status of women. The socio cultural diversities are a challenge to the initiatives of promoting gender equality and women’s empowerment.

The Economic Survey of 2007 (URT: 2008), estimated the country population at 39,446,001 of which 20,093, 581 or 51% were females while 19,352,480 equivalent to 49% were males. Further population analysis revealed that 44% of the total population consists of young people aged below 15. Population below 5 years was estimated at 7,241,657 or 18.4%. Population age between 5 and 14 was estimated at 10,272,630 equivalent to 26% of the total population of which 5,143 352 were females. The population pyramid does not only pose challenges to delivery of services such as health, education, maternal and child health services but is a challenge to women’s work burden at household level (URT: 2008.pg.1). An analysis conducted by the National Bureau of Statistics on how men and women spend their day and how this is divided into what is then defined as work (or productive activities) and what constitute non productive activities (or unpaid) revealed men spend a total of 5% of their day on unpaid care work, (less than an hour and a half), compared to 14% for females (three hours and a half per day). This means, women do more than ¾ of the unpaid work and 45% of the paid work in general. This has some implication on women’s economic power. The 2007 HBS revealed that more than 87% of the population over 15 years is employed and formal unemployment is less than 2% (URT: 2009). Agriculture and fisheries remained the largest employer, and yet their contribution to the economy has tended to decline. Similarly there has been an increase of self employment.
1.3. Gender and Economic Growth: what linkage?
There is already a body of literature that has established that gender inequality in education, employment, access to assets and time use burdens have significant negative impact on economy generally and particularly on growth and poverty reduction. Human capital analysts argue that gender disparity produces a vicious cycle of poverty. If girls and women are discriminated against in accessing education and training, the country is denied of a skilled human capital needed otherwise to promote growth. Alternatively, investment in girls/women’s education has proved to be a more effective way of controlling the size of population and improving child’s welfare. Women with higher levels of education tend to have fewer children, who are healthier with lower mortality rates. Additionally, women with education will also tend to afford to invest in their children’s education than less educated women.

It is further argued that inequality in employment reduces the skill pool available to an economy, a factor which might increase cost of labour and reduce economic competitiveness. Finally, inequalities in accessing productive inputs distorts economic incentives, hence lowering productivity and outputs (Amanda Ellias, Mark Blackden, at.al. 2007 Blackeden, C.M and Magdalena Rwebangira: 2004, Forbes, Kristin: 2000).

From a purely economic point of view, gender inequality leads to inefficient use of some of the factors of production needed to promote growth; namely labour, while from a human rights approach, gender inequality undermines social, economic rights of those who suffer from such inequalities. The gender review of MKUKUTA considers both the economic rationale as well as the human rights arguments for gender equality.

1.4. The Legal and Policy Context for Gender Equality
The Constitution of the United Republic of Tanzania provides for equal participation of women and men fully in all aspects of the political process. In its preamble the Tanzanian constitution provides for recognition of equality of persons. Additionally, Para 9 of the constitution provides for respect of human rights as provided for in the Universal Declaration of Human Rights. It requires government and all institutions to provide for equal opportunity for both women and men. While Para 21 affirms that every citizen of the United Republic of Tanzania has a right to participate in the governance of the country directly or through their elected representative. Para 22 provides for equality of opportunity and equal rights through equal terms and conditions to hold public office. Furthermore, the constitution through various amendments provides for affirmative actions to rectify historical gender imbalances in women’s access to representative organs of state such as parliament and local council (URT: 1998, 2005)

Tanzania is also a signatory to many international and regional instruments which bind it morally and legally to adhere to equity and non discriminatory policies in the development processes. As a member of the United Nations, it is morally bound to adhere to principles of equality as spelt out in the Universal Declaration of Human Rights and the Bill of Rights which bans discrimination based on race, gender and ethnicity. Tanzania is also a signatory to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention of the Rights of the Child (CRC), Resolution of the Worlds Summit, International Conference on
Population and Development (ICPD), World Conferences on Women (1-4). Also regional and sub regional instruments which includes the SADC Declaration on Gender and Development, the African Charter on Human and Peoples Rights (ACHPR), as well as the Constitutive Act of African Union (2000). Tanzania has also signed some ILO conventions some of which prohibit discrimination based on gender. These include: ILO 100 and 111 Convention concerning Discrimination in Respect of Employment, and Occupation, and the ILO 182 Convention on Worst Forms of Child Labour (APRM: 2009). These conventions as earlier stated, bind the state to pursue non discriminatory policies and programs.

Additionally, the country has taken measures to translate the constitutional and international commitments of promoting gender equality and women’s empowerment into national policy frameworks, laws, and regulations. The summary below highlights some of these policy frameworks.

1.4.1. The National Development Vision (2025) and Gender Equality
The Vision 2025, launched in 1999, envisages that by 2025 Tanzania would have graduated from the status of a least developed country to a middle-income country, with much higher levels of human development. The document envisages that by 2025 Tanzania should have the following attributes: high quality of livelihood, peace, stability and unity, good governance as well as a well educated and learning society; and a competitive economy capable of producing sustained growth and shared benefits. Furthermore, the vision recognized gender equality as one of underlying principles and objectives (… by 2025, racial, and gender imbalances will have been addressed such that economic activities will be not be identifiable by gender, or race…All social relations and processes which manifest and breed inequality in all aspects of society- i.e. law, politics, employment, education and culture) will have been reformed. (Vision doc.pg.3).

Gender Equality in Macroeconomic Frameworks:

1.4.2. The Poverty Reduction Strategy Paper (PRSP)
The country’s first national poverty eradication strategy document was launched in 1998, and became the basis for the PRSP published in 2000. The overall aim of PRSP was to halve absolute poverty by 2010 and eliminate it by 2015. The PRSP provided a basis for increasing public resources to poverty-related sectors. The PRSP acknowledges that “women are generally perceived to be poorer than men’. Gender was hence accepted as a cross cutting issue, thus accepting the principle of gender mainstreaming across all sectors. However, the PRSP had just one target to improve gender equality “achieving gender equality in primary and secondary schools”. There was however a few other targets which were relevant or could have been given gender equality interpretation. These include: expansion of rural water; reduction of maternal mortality as well as reducing income and food poverty.

1.4.3. MKUKUTA
In the year 2005 a National Strategy for Growth and Reduction of Poverty (NSGRP) popularly known as “MKUKUTA” MKUKUTA aims at achieving “faster, more

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1 MKUKUTA is a Swahili term which stands for “Mpango wa Taifa wa Kukuza Uchumi na Kufuta Umaskini or National Strategy for Growth and Poverty Reduction
equitable, and sustained growth.” The basic tenet of MKUKUTA is that growth is necessary but not sufficient for poverty reduction. MKUKUTA attempts to combine growth and equity issues, including social justice and people’s welfare. Hence, while the focus was on efficient, effectiveness and harmonization, there was also a provision which is meant to ensure that ‘benefits are shared’. This provided an opportunity to mainstream gender concerns at operational levels. MKUKUTA identifies five forces which push people into poverty. These include: (i) environment, which would include aspects such as flood, drought, gradual environmental degradation of forests, fishing, pastures etc. (ii) macroeconomic conditions, which include national economic decisions such as privatization, trade liberalization, elimination of subsidies, cost sharing in health, reduced spending in agricultural services, employment, rural livelihoods, costs and access to social services; (iii) Governance, which includes coercion, extortion, all forms of corruption, unsatisfactory taxation, as well as political exclusion; (iv) lifecycle-linked conditions, which include ill health, risk and social marginalization because of age, children, youth, the elderly; and (v) cultural beliefs and practices including cultural habits and traditional beliefs that limit people’s freedoms of choice and action. Such cultural beliefs include those which legitimate violence against women as well as discriminative practices.

MKUKUTA is the first national strategy to have identified a need of addressing gender violence as a public policy issue. Domestic violence is hence considered as a public issue which will require resources in preventing and mitigating negative impact on individuals whose right to live free from torture is being violated.

Additionally, MKUKUTA removed the confusion on who/which MDA was responsible for gender mainstreaming and monitoring gender equity. Gender is not seen as an issue for MCDGC alone, but rather calls for implementation and accountability of all MDAs, LGAs, private sector and CSOs…MCDGC to play the role of being key resource in technical support to other MDAs.

MKUKUTA has a strong result orientation. This is an opportunity from a gender perspective. MKUKUTA has clear targets, and identified strategic directions to achieve them. One essential element of the result orientated was the requirement of statistics which were supposed to have been reliable and timely produced. Gender reporting requires sex disaggregated data and gender disaggregated information. This would have made it easy to measure progress in promoting gender equality in areas such as reducing income poverty for men and women, promoting broad based and equitable growth. The reporting frameworks seem to have missed this opportunity.

The Strategies, Principles and Framework for MKUKUTA 1 have direct and indirect gender equality interpretation. These include: Political commitment to democratization and Human Rights, Equity and sharing of Benefits, and decentralization and mainstreaming cross cutting issues which include gender. From a gender point of view, this is an opportunity.

MKUKUTA is divided into three clusters: Cluster 1: Focuses on Growth and Reduction of Income Poverty, Cluster 11: Focuses on Improvement of the Quality of Life and Social Well-Being; and Cluster 111: Focuses on Governance and Accountability. Each of these clusters has broad Outcomes with a set of Goals and
Operational targets as well as cluster Strategies for each goal. Each Cluster has intervention strategy packages, key actors and implementation strategies.

Additionally, the specific cluster outcomes and goals and strategies include gender related goals and outcomes. Cluster 1 for instance on: Growth and Reduction of Poverty is guided by the broad outcome of achieving and sustaining broad based equitable growth. Broad based and equitable implies growth that will involve men and women in productive processes, as well ensuring that both benefit from the results of their labour. Cluster 11: Quality of life and Social Well being: this cluster put emphasis on vulnerability and ensuring equitable access to quality services. It also focuses on reducing inequalities across region, income, age and sex. Cluster 111: Governance and Accountability: focuses on issues which have some gender implication. There is recognition that social injustices, inequalities and abuse of rights have some bearing on growth and can frustrate efforts of promoting growth. Good governance and rule of Law, rights of poor and vulnerable, rights of women and children, and participation of women in decision making are hence given attention...

Some of cluster wide indicators directly address gender issues: Cluster One: Goal IV and v: reducing income poverty of both men and women in rural and urban areas. While cluster 11 Goal 1: Ensure equitable access to primary and secondary education for boys and girls, universal literacy, and expansion of higher, technical and vocational education. Goal 2: improved survival and health and well being of all children, and women and especially vulnerable groups. Goal 3: Improved access to water has some gender implication as women are mainly responsible for the supply of household water.

Cluster 111 Goal 1: Structures and systems of governance as well as rule of law are democratic, participatory, representative and inclusive. This would entail among other things, % of women elected to district councils as well as % of women among MPs and other positions of power and influence. Goal 2: equitable allocation of public resources with corruption effectively address implies both men and women have a right to access, use and control national resources.

To a large extent, MKUKUTA when compared to the first generation of PRSP, incorporated gender concerns in a more systematic manner. MKUKUTA has had greater opportunity to translate the gender concerns into operational activities if there was sufficient will, resources, and effort on the part of sector ministries.

In addition to the macroeconomic policies, various sectors have developed policies and strategies to guide mainstreaming of gender in individual sectors. Most of the sector policies commit directly or indirectly to adherence to gender equality principles. The Women and Gender Development Policy (2000) for instance, provides national vision to the realization of gender equality and women’s empowerment. It strives to redress gender gaps as well as identifies areas of priority which include: coordination, legal and human rights, education and training, economic empowerment as well as poverty reduction. Education sector policies emphasizes universal access to basic education, equality of educational opportunities and training, as well as paying attention to women/girls specific constraints which limit equal participation in education and training at all levels. The health sector policies put similar emphasis on equal access to health services as well as HIV&AIDS services. Issues of equal access
are also emphasized in water and energy, agriculture, and employment. Some of these policies will be addressed in the subsequent sections of this report. All in all, most policies make some reference, or commitment to promoting gender equality principles. This is the context within which the gender review of MKUKUTA is going to be carried out.

This review is divided into six chapters. Chapter one is an executive summary which is a synthesis of key finding and recommendations. Chapter 2 provides background to the study, highlighting the policy context. This is followed by four chapters reviewing the three clusters, namely, Cluster 1: “Growth and Reduction of Income Poverty” Cluster 2 “Improvement of Quality of Life and Social Well Being” Cluster 3: “Governance and Accountability” and finally Chapter 6: “Budgeting”.

2.0 CHAPTER 1: MKUKUTA Cluster 1: Growth and Reduction of Income 
Poverty

Cluster 1 Broad Outcome: Broad based and equitable Growth is achieved and sustained.

Cluster Goals
The cluster has six goals, including:

i. Ensuring Sound and Macroeconomic Management,
ii. Promote Sustainable and Broad based Growth,
iii. Improvement food Availability for both men and women in urban and rural areas,
iv. Reduce income poverty for both men and women in rural areas
v. Reduce income poverty for both men and women in urban areas as well as
vi. Provision of reliable energy to consumers.

All the six goals have a gender equality implication. Sound Management of the economy will presumably benefit men and women. A broad based growth implies growth that will involve men and women in production and in sharing benefits resulting from growth. The goal of reducing income poverty for men and women in both urban and rural has a direct gender equality interpretation. Since women are mainly responsible for household energy, improvement of rural energy will have a direct impact on work burdens for women. And finally sustainable food security will complement efforts of improving livelihoods of men and women, and will likely have direct and indirect impact on women’s work burden at household level as women are basically responsible for food production and processing in the majority of rural households. Household food security is also likely going to impact reduction of maternal mortality rates and infant mortality rates.

Goal 1: Ensuring Sound Economic Management and Gender Equality Implication
During the period under review (2004/5 - 2008/09) the GoT continued to implement various reforms to enhance sound economic management. The national frameworks to ensure sound economic management include: vision 2025, the Medium Term Poverty Reduction Strategies, supportive plans and programs such as Mini Tiger Plan 2020, as well as General Budget Support. Both the vision 2025 and the Medium Term Poverty Reduction Strategies do recognize gender inequality as an obstacle to promoting growth and reduction of poverty. Vision 2025 for instance, recognizes that gender inequity as one of underlying principles and objectives (...by 2025, racial and gender imbalances will have been addressed such that economic activities will not be identifiable by gender or race...All social relations and processes which manifest and breed inequality in all aspects of society- i.e. law, politics, employment, education, and culture) will have been reformed: Vision document p.3. As earlier on stated in the background chapter, the current MKUKUTA is quite elaborate in terms of identifying gender related obstacles to growth, with clearer targets and interventions.

Goal 1 is based on few assumptions with gender equality implication. First, it is assumed that sound macroeconomic management would have led to improved and sustained key macroeconomic indicators such as: control of inflation, increased mobilization of domestic revenue, as well as improved exchange rates and improved balance of trade. Additionally, improvement in fiscal performance was expected to contribute to increased domestic revenue collection, presumably through expanding the taxable population, formalization of businesses, including those which are controlled by women. This has some gender equality implication as well. In order to improve taxable base, the need to facilitate economic empowerment of those who constituted ‘un-taxable’ population had to be underscored.
Secondly, it would have entailed unlocking the potentials in the total economy including the economic potentials in the informal sector which is dominated by poor men and women, with women being more disadvantaged due to existing gendered division of roles, responsibilities and rights.

Related to the above assumption is the assumption that sound management of economy would have attracted increased inflow of foreign Investments. Depending on which sectors attract foreign investors, this can be an opportunity or a threat to initiatives of implementing gender equality concerns in macroeconomic policies. Foreign investments have a potential of creating employment opportunities, which will benefit men and women, transfer of knowledge and skills which would have benefited women and men, as well as possibility of partnership with citizens in various joint ventures, hence generating shared outcomes. Alternatively, Foreign Investment activities which are not regulated to ensure social accountability and shared benefits, can lead to ill dislocating citizens hence creating a pool of internally displaced citizens. Eg. Mining companies which do not compensate citizens or Agri business activities which appropriate massive land from citizens without fair compensation are likely going to lead to more impoverishment of these citizens even if they add to the National GDP figures. When this happens, women tend to shoulder a disproportional burden of impoverishment.

Finally, there is an assumption that sound management of the economy would have been supported by monetary policies leading to low inflation rates, increased credit facilities to men and women as well as lower interest rates. It is obvious that high inflation rates put stress on population generally and the poor in particular. Women, particularly from rural and poor urban suburbs, are more affected if inflation leads to increased food prices, high transport cost, and lower purchasing power. Enhanced access to financial credits for both men and women has some potential of improving the business environment in this country, by unlocking the economic potentials of citizens in engaging in a monetarized economy.

**Measures taken to implement Goal 1 and Gender Implication**

During the period under review, some of the measures taken in order to enhance sound management of the economy included implementation of the Public Sector Reforms which had started during the implementation of the first generation of PRSP. Some of the reforms included instituting fiscal mechanism to improve Public Finance Management, including strengthening monitoring tools and instruments such as: Public Expenditure Review, (PER), Public Expenditure and Finance Accountability review process (PEFAAR), as well as the Medium Term Expenditure Framework. Other measures include: initiatives to establish credit information data bank, Public Expenditure Tracking Surveys, (PETS), strengthening the office of the Auditor General and making the report public and popular. Measures have also been taken to institute fiscal Decentralisation through granting local government authorities powers to mobilize resources and implement programs based on participatory planning. The General Budget Support (GBS) which replaced the Structural Adjustment facility has been utilized during this period to mobilize financial resources from development partners, as well as a mechanism to control budget expenditure through periodic reporting of implementation of MKUKUTA.

Furthermore, the government has taken measures to strengthen efforts of fighting corruption through enacting the Prevention and Combating Corruption Act of 2007 which replaced the Prevention of Corruption Act of 1971. The new anti Corruption Act of 2007, provides wider powers to investigate corruption by widening the scope of offences from 3 in the repealed
law to 15. Out of the 15 items, mentioned for investigation, there was no direct mention to issues of sexual corruption, although this could be implied in some of aspects such as corruption transaction in employment.

In a measure to combat financial crimes, the GoT enacted an anti Money laundering Act in 2006 which became operational in July 2007. The thrust was to prevent illegal money transaction to and from the country in line with the UN’s convention against Trans-National Organized Crime which the country is a party to.

Lastly but not least, the GoT through the MoF continued to instruct MDAs and LGAs on the need to carry out gender budgeting during the budgeting processes.

The central question here is: what is the gender equality impact/implication of measures taken to enhance sound management of the economy?

Measures to institute prudent fiscal policies, control inflation, combat corruption, mobilize internal resources, combat financial related crimes, as well as tracking government expenditure are necessary for effective implementation of gender equality principles. Sound fiscal policies including those directed at domestic resource mobilization are also needed in order to generate resources that will benefit women and men in public services. Control of inflation and especially food inflation will ease the tension and time spent to overcome the adverse effects of inflation at household level. Expenditure Tracking can be an effective tool to track amount of money allocated and spent on gender equality issues.

What was the gender impact? Unfortunately, the MoF has not instituted mechanisms to hold other MDAs accountable for not adhering to its gender budgeting guidelines. As will be discussed in the other chapters of this report, fiscal prudence has resulted in some few gains which trickled down to the population in some few sectors, including: education, health, water and energy as will be discussed in cluster two. But such gains have not significantly contributed to reduced levels of poverty. This remains a key challenge which requires serious attention in the third generation of PRSPs.

The MKUKUTA Monitoring Instruments in place including PER, MTEF, and GBS have not taken advantage of existing skills and frameworks for monitoring budgets from a gender point of view. With the exception of few Ministries such as water, health, and education, which have invested in capacity building in, gender budgeting, most of the sector budgets do not adhere to MoF budget guidelines on Gender Budgeting. There seems to be lacking effective accountability mechanism to hold sectors accountable for non adherence to gender budget guidelines as per MoF instructions. This will be further elaborated in the section dealing with budget. Unlike other cross cutting issues such as environment and HIV& AIDS, gender as a cross cutting issue does not have a budget code, hence makes it difficult to track expenditure on gender equality as per MoF Gender Budget Guidelines. Hence while sound management of economy provides some potential to benefit implementation of gender equality commitments, these potential was not effectively utilized during the implementation of MKUKUTA period. Sector budgets are not put to task to adhere to Gender Budgeting Guidelines provided by MoF, while existing MKUKUTA Monitoring Tools have not taken the advantage of existing gender monitoring tools to monitor gender impact of some of the interventions.
Goal 2: Promote Sustainable and Broad Based Growth.

Broad based growth implies growth that results from productive and reproductive activities of the majority of Tanzanians women and men, who in turn will share the result of their labour. Like goal 1, this goal is guided by several assumptions which have gender equality implication. First there is an assumption that resources during the implementation period of MKUKUTA were going to be allocated in those areas with rapid multiplier effect on the economy generally and on poverty reduction in specific. Presumably, sectors such as agriculture, particularly the sub sector which hosts the majority of rural producers, would have been given priority, while the potentials in the informal sector which employ the majority of poor men and women would have been unlocked. On the other hand, labour intensive opportunities would have been explored with emphasis on skill building and education for the young men and women of this country. The thrust of the macroeconomic reforms was to create a macroeconomic environment which was to facilitate employment creation, diversification from non traditional crops, improve infrastructure including rural roads as well as provision of legal and regulatory which will promote broad based growth.

Achievements in Promoting Broad Based Growth and Gender Implication.

Macro economic and structural reforms implemented since 1986 have resulted into strong macroeconomic performance and stability, characterized by positive growth rate of the economy except during the 2008 due to the impact of global financial meltdown. In terms of economic growth MKUKUTA had targeted growth rate of 6-8 per cent per annum from a base of 6.7 per cent in 2004. The poverty reduction targets by 2010 (basic needs poverty) are from 25.8 per cent (2000/01) to 12.9 per cent in urban areas and 38.6 per cent (2000/01) to 24 per cent in rural areas. Food poverty was targeted to further decline to 10 percent by year 2010.

Most macro indicators prior to the current ongoing global financial crisis recorded positive and significant progress. The GDP growth trends show positive trends, from a GDP growth rate of 6.7 in 2006 to 7.4% in 2008. But more recent data show that the overall economy has fallen sharply from 7.4% in 2007/08 to 5% in 2009 (BOT) due to the impact of global financial meltdown. This is a pointer to the non sustainability of growth. The foreign reserve position has increased from US$ 2,260 million in 2006 to US$ 2,755.2 in 2007. The foreign reserves record an average growth of 5-6% during the MKUKUTA period. Total exports of goods and services grew by 6.4 percent to US$ 3,133.1 million in 2006 from US$ 2,945.5 million in 2005.

Government domestic revenue collection during the financial year 2007/08 reached 15.4% of the GDP compared to 14.1% of GDP during the financial year 2006/07. Balance of payment account widened from (-) US$ 717.4million in 2003, to US $ 3403.2million in 2008. External Debt decreased by 6.6% from $5,367.7million in 2007 compared to $5,748.8 as of December 2006. Inflation rates have also been contained to one digit until the current financial meltdown when inflation increased to 10.3%. These achievements are further illustrated in the table below:
Table 1: Selected macroeconomic Indicators: 2003-2008 (mainland Tanzania)

<table>
<thead>
<tr>
<th>Indicator</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population million</td>
<td>34.2</td>
<td>35.2</td>
<td>36.2</td>
<td>37.5</td>
<td>38.3</td>
<td>39.3</td>
</tr>
<tr>
<td>Real GDP growth at 2001 prices</td>
<td>6.9</td>
<td>7.8</td>
<td>7.4</td>
<td>6.7</td>
<td>7.1</td>
<td>7.4</td>
</tr>
<tr>
<td>Per capita income real in Tz.shs</td>
<td>304,788</td>
<td>318,406</td>
<td>333,373</td>
<td>343,498</td>
<td>360,363</td>
<td>377,312</td>
</tr>
<tr>
<td>Per capita income growth real (%)</td>
<td>5.0</td>
<td>4.5</td>
<td>4.7</td>
<td>3.0</td>
<td>4.9</td>
<td>4.7</td>
</tr>
<tr>
<td>Per capita income in US$</td>
<td>340.9</td>
<td>363.3</td>
<td>392.8</td>
<td>382.2</td>
<td>444.8</td>
<td>526.5</td>
</tr>
<tr>
<td>Inflation rate %</td>
<td>5.3</td>
<td>4.7</td>
<td>5.0</td>
<td>7.3</td>
<td>7.0</td>
<td>10.3</td>
</tr>
<tr>
<td>Interest rates (short term) per annum</td>
<td>16.40</td>
<td>15.70</td>
<td>16.06</td>
<td>15.80</td>
<td>13.93</td>
<td>13.93</td>
</tr>
<tr>
<td>Savings rates per annum</td>
<td>3.50</td>
<td>4.30</td>
<td>4.41</td>
<td>6.60</td>
<td>7.69</td>
<td>6.39</td>
</tr>
<tr>
<td>Investments/GDP (%)</td>
<td>18.5</td>
<td>21.0</td>
<td>17.0</td>
<td>19.4</td>
<td>29.6</td>
<td>29.8</td>
</tr>
<tr>
<td>Private investments/total Investments</td>
<td>60.7</td>
<td>62.2</td>
<td>66.7</td>
<td>71.4</td>
<td>73.6</td>
<td>73.9</td>
</tr>
<tr>
<td>Current account balance</td>
<td>-87.5</td>
<td>-383.2</td>
<td>-867.6</td>
<td>-1,353.2</td>
<td>-2041.5</td>
<td>3403.2</td>
</tr>
<tr>
<td>Exchange rate T shs.per US$ (year average)</td>
<td>1,034.4</td>
<td>1089.4</td>
<td>1,122.7</td>
<td>1,251.9</td>
<td>1,232.1</td>
<td>1,196.3</td>
</tr>
<tr>
<td>Fiscal deficit before grants (% of GI)</td>
<td>-7.7</td>
<td>-9.3</td>
<td>-11.3</td>
<td>-12.6</td>
<td>-6.7</td>
<td>7.7</td>
</tr>
</tbody>
</table>

Source: Economic Survey 2008: compilation,

The performance of various sectors however, show some mixed results. Agriculture activities grew by 4.0 percent in 2007 compared to 3.8 percent in 2005. The contribution of agriculture activities to GDP has been declining gradually from 29.5% in 2004 to 25.7% in 2008. Whereas growth of commercial agriculture increased from 4.2% in 2004 to 5.1% from 2008, the growth rate of the non commercial agriculture which is mainly subsistence in nature, decreased to 3.9% in 2007 from 4.6 in 2006. Commercial farming is largely carried out by large scale farmers and owned by large scale farmers who use female low paid labour in production. The non commercial sector is largely for food and sustains the majority of people. Similarly, the contribution of agriculture to GDP decreased slightly from 26.2% in 2006 to 25.8% in 2007. And yet, structurally, agriculture is still the lynchpin of Tanzania’s economy, which is characterized by a few modern plantations and extensive smallholder farmers who are the major producers of both exports and food crops. The sector employs approximately 80% of labour force, majority of who are women. Growth patterns in agriculture reveal that growth did not happen in the sub sector which hosts the majority of agricultural producers. For the agricultural sector, growth was not broad based.

Growth rates of Industry and construction has been fluctuating from 11.3% in 2004 to 9.4% in 2007 and down to 8.5 in 2008. The contribution of this sector to the economy has increased slightly from 20.8% in 2004 to 21.0% in 2008. The growth rates of the mining sector also fluctuated from 16% in 2004 to 10.7% in 2007 and down to 2.5% in 2008. The contribution of this sector to the GDP slightly increased from 2.6% in 2004 to 3.4% in 2008... Sectors which have attracted the largest share of Direct Foreign Investments include: manufacturing, tourism, construction and commercial buildings. But these are sectors which have had lower direct impact on poverty and gender equality in specific.
The following table illustrates the trends of macro economic growth in different sectors.

**Table 2: Real Growth rate of various Sectors of the Economy: 2004-2008**

<table>
<thead>
<tr>
<th>Sector</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, hunting and for.</td>
<td>5.9</td>
<td>4.3</td>
<td>3.8</td>
<td>4.0</td>
<td>4.6</td>
</tr>
<tr>
<td>Crops</td>
<td>6.6</td>
<td>4.4</td>
<td>4.0</td>
<td>4.5</td>
<td>5.1</td>
</tr>
<tr>
<td>Livestock</td>
<td>4.1</td>
<td>4.4</td>
<td>2.4</td>
<td>2.4</td>
<td>2.6</td>
</tr>
<tr>
<td>Hunting and forestry</td>
<td>2.7</td>
<td>3.6</td>
<td>4.6</td>
<td>2.9</td>
<td>3.4</td>
</tr>
<tr>
<td>Fishery</td>
<td>6.7</td>
<td>6.0</td>
<td>5.0</td>
<td>4.5</td>
<td>5.0</td>
</tr>
<tr>
<td>Industry and infrastructure</td>
<td>10.9</td>
<td>10.4</td>
<td>8.5</td>
<td>9.5</td>
<td>8.6</td>
</tr>
<tr>
<td>Mining</td>
<td>16.0</td>
<td>16.1</td>
<td>15.6</td>
<td>10.7</td>
<td>2.5</td>
</tr>
<tr>
<td>Industrial goods</td>
<td>9.4</td>
<td>9.6</td>
<td>8.5</td>
<td>8.7</td>
<td>9.9</td>
</tr>
<tr>
<td>Electricity and natural gas</td>
<td>7.5</td>
<td>9.4</td>
<td>1.9</td>
<td>10.9</td>
<td>5.4</td>
</tr>
<tr>
<td>Water</td>
<td>5.2</td>
<td>4.3</td>
<td>6.2</td>
<td>6.5</td>
<td>6.6</td>
</tr>
<tr>
<td>Construction</td>
<td>13.0</td>
<td>10.1</td>
<td>9.5</td>
<td>9.7</td>
<td>10.5</td>
</tr>
<tr>
<td>Services</td>
<td>7.8</td>
<td>8.0</td>
<td>7.8</td>
<td>8.1</td>
<td>8.5</td>
</tr>
<tr>
<td>Whole and retail sales</td>
<td>5.8</td>
<td>6.7</td>
<td>9.5</td>
<td>9.8</td>
<td>10.0</td>
</tr>
<tr>
<td>Hotels</td>
<td>3.6</td>
<td>5.6</td>
<td>4.3</td>
<td>4.4</td>
<td>4.5</td>
</tr>
<tr>
<td>Transport</td>
<td>8.6</td>
<td>6.7</td>
<td>5.3</td>
<td>6.5</td>
<td>6.9</td>
</tr>
<tr>
<td>Communication</td>
<td>17.4</td>
<td>18.8</td>
<td>19.2</td>
<td>20.1</td>
<td>20.5</td>
</tr>
<tr>
<td>Finance</td>
<td>8.3</td>
<td>10.8</td>
<td>11.4</td>
<td>10.2</td>
<td>11.9</td>
</tr>
<tr>
<td>Rental and commercial serv.</td>
<td>6.8</td>
<td>7.5</td>
<td>7.3</td>
<td>7.0</td>
<td>7.1</td>
</tr>
<tr>
<td>Administration</td>
<td>13.6</td>
<td>11.4</td>
<td>6.5</td>
<td>6.7</td>
<td>7.0</td>
</tr>
<tr>
<td>Education</td>
<td>4.0</td>
<td>4.0</td>
<td>5.0</td>
<td>5.5</td>
<td>6.9</td>
</tr>
<tr>
<td>Health</td>
<td>7.8</td>
<td>8.1</td>
<td>8.5</td>
<td>8.8</td>
<td>9.0</td>
</tr>
<tr>
<td>Other services</td>
<td>3.0</td>
<td>2.6</td>
<td>3.7</td>
<td>3.2</td>
<td>3.1</td>
</tr>
<tr>
<td>GDP before adjustments</td>
<td>7.8</td>
<td>7.4</td>
<td>6.8</td>
<td>7.3</td>
<td>7.5</td>
</tr>
<tr>
<td>Exclude taxes on goods</td>
<td>10.1</td>
<td>11.8</td>
<td>14.9</td>
<td>15.3</td>
<td>11.0</td>
</tr>
<tr>
<td>total increase for the year</td>
<td>7.8</td>
<td>7.4</td>
<td>6.7</td>
<td>7.2</td>
<td>7.4</td>
</tr>
<tr>
<td>Increase of tax on goods</td>
<td>7.8</td>
<td>7.4</td>
<td>6.8</td>
<td>6.9</td>
<td>7.8</td>
</tr>
<tr>
<td>Total GDP (mp)</td>
<td>7.8</td>
<td>7.4</td>
<td>6.7</td>
<td>7.1</td>
<td>7.4</td>
</tr>
</tbody>
</table>

**Source: Economic Survey 2008 pg.17**

**Trade**

Tanzania’s real trade growth rate at 6.6% in 2007 is slightly higher than for Sub Sahara African Countries (6.4%), and at par with the low income group country average (6.6%). It ranks at 88th out of 160 countries. The real growth of exports at 6.1% has resulted from higher commodity exports. Trade integration ratio has increased from 48.2% in 1900s to 60.7% in 2007, which is below that of SSA. The service share in total exports decreased from a high for 47.2%in the early 2000s to 43.8% in 2007. Tourism is a dominant service activity accounting for 67% share of commercial services exports. The dominant merchandize exports include: Agricultural products (41.6%, manufactures 11.9%, and fuel and mining products 11.5%. The central question here is “what has been the gender impact/implication of the trading pattern? There are no statistics to reveal participation of women in trade and commerce. From the above trends it is obvious that the current emphasis on growth which rely heavily on exports as well as reliance on the large scale private
commercial sector diverts resources away from the expansion of domestic trade based on industries owned and controlled by Tanzanian women and men. This is reflected in the growing trade deficit between imports and exports during the 2007/08 such that import value is greater than export value, as reported by the Ministry of Finance and Economic Affairs in its paper “Medium Term Expenditure Review Annual Meeting in November 2008.

The sharp increase in imports was driven mainly by higher fuel costs and imported intermediate and capital goods with high portion of the latter demanded by large scale companies in mining and tourism, horticulture, construction and manufacturing (TGNP: 2009). Such trends have affected the government balance of payment. According to Budget Guidelines, the current account deficit grew significantly from US$ 1,859.2 million in Oct. 2007 to US$ 3,103.0 million in Oct. 2008. This is attributed to high increase of imports during this period due to increase import bills; especially for fuel and food imports whose world prices rose dramatically. Again this is a pointer to the policy orientation which neglected small scale non commercial production mainly controlled by women and poor men (ibid).

From this analysis, it goes without saying that while the country experienced growth as illustrated in the table and discussion, this was not broad based growth, and hence the outputs were not broadly shared as will be revealed by the poverty data to be discussed in subsequent sections of this chapter. The central question in this section is: where did the growth go? How sustainable is the growth given its vulnerability to external shocks? And what is the gender impact of this growth?

**Was this growth broad based? And sustainable?**

The sector which employs the majority of producers that is agriculture particularly the sub sectors which hosts the majority of women, that is the non commercial sector, has not recorded high positive trends, and has not attracted direct foreign investments. This means, that growth was not broad based.

The effect of the current financial crisis on Tanzanian economy is a big pointer to the effect that the growth which is based on external orientation within the MKUKUTA 1 period is neither broad based nor is it sustainable. The sector which experienced least growth is the sector which hosts the majority of Tanzanian women and men. That is agriculture. And the non commercial sub sector of agriculture which experienced decline was at the same time that one which has the majority of the Tanzanian women and men. This is a pointer to the fact that the growth was not broad based.

Alternatively the growth which was experienced in the commercial sub sector was not equally sustainable due to the fact that it is totally dependent on external market environment. This is reflected in the manner in which the current global financial crisis affected the commercial sub sector of the agriculture. For instance, of the traditional crops which have been greatly impacted by the financial meltdown include those which are produced by small scale farmers that are cotton and coffee. Until Jan the 22nd of 2009 for instance, the Governor of the central Bank of Tanzania reported that there were approximately 138,011 bales of cotton which is equivalent of quarter of the total output for the year 2009 season were piled up in ginneries due to lack of order. This is in addition to the fact that cotton prices dropped from $82 US cents per pound between March and July 2008 to $ 45 US cents per pound by June 2009. The
Governor of the central Bank of Tanzania noted that cotton prices in the world market declined by 19.38% between Jan. 08 and Jan. 09. Cotton in Tanzania is grown by small scale farmers. The gender dynamics of the control of these this crop notwithstanding, sales from cotton do trickle down to the household level.

Similarly, the price of Arabica coffee fell from US$ 158 to US$ 104 for a 50-kg bag, equivalent to a decline of 30%. This is in addition to decline of coffee prices in the world market at 6.09% below the projections for 2009. Such an impact is a pointer to the un-sustainability of an externally oriented economy. Again, most of the coffee in Tanzania is produced by small scale farmers.

Other crops which have been affected are those which are non traditional but which employ women as cheap labourers. Horticultural produce and vegetables have been badly hit. The flower industry for instance, is believed to be experiencing what analysts consider to be the worst market dilemma in the 30 years. This industry earns the country more than US$ 130 million annually and employs over 30,000 Tanzanians. From oct. 2008, prices of flowers had declined by 30-50% compared to previous years, while flowers of certain varieties are currently attracting zero demand. (Jackline MKindi, ED: Tanzania horticultral Association) The market deterioration is chiefly attributed to the global financial crisis; one observer noted that, if the financial crunch escalates into recession, it will bring the industry to its knees, with flowers from Africa (Tanzania included) which are usually given a second or third priority finding themselves completely pushed out of the market. The Fresh fruits and vegetable exporters are also hardest hit segment. Some of the major markets for Tanzanian vegetable products are supermarket chains in Europe such as Tesco, Sainsbury and ASDA. “These supermarkets have now cut down their vegetable prices by more than 25 percent, leaving our vegetable producers counting huge losses."

The vegetable and flowers are largely owned by large scale farmers who also employ women in the majority of cases as cheap labourers. The flower industry for instance, earns the country more than US$ 130 million annually and employs 30,000 Tanzanians the majority of who are women (Gurdian: 2009-02-13). The harshness of the working conditions in this industry notwithstanding, these labourers do sustain household livelihoods albeit at a marginal level. This means, retrenchment of these employees will send them to lower levels of impoverishments.

GOAL 3: Improving food availability and accessibility in urban and rural areas.
MKUKUTA targets for this goal included increased food crops production from 9 million tons in 2003/04 to 12 million tons by 2010. Additionally, maintain strategic Grain reserve of at least 4 months of National food requirement. As earlier pointed out, availability of food at household level has some gender equality implication. In most of rural households, women are basically responsible for household food supply and any form of insecurity will add to women’s work burden at household level.

Food security has three interrelated components – food availability, access and utilization (Tweenten: 1997). This means, food security require among other things, reliable supply of food that is nutritionally adequate for a health life (ibid). In Tanzania approximately 17% of the total population lives below the “food poverty line”. Food poverty refers a situation in which individuals cannot obtain sufficient food to meet their nutritional needs, and the needs of their members due to inadequate
income, poor access to productive resources, inability to benefit from private/public food transfers or lack of entitlement to food (Ulvin: 1994)

Achievements

The available statistics on food production indicates that Tanzania is not a famine prone country hence it can produce enough food to meet its requirements. According to MKUKUTA Annual Implementation report of 2006/07 the food crop production in 2005/06 reached 10.9 million tones resulting in food Self sufficient Ratio (SSR) of 112 percent and projections of food production for 2007/08 was to result in (SSR) of 109 percent. The following table summarizes the Food Self Sufficiency situation in the country from 2002/03 to 08.

Table 3: Food Production in Relation to Food Self Sufficiency

<table>
<thead>
<tr>
<th>Year</th>
<th>Production (Metric Tons)</th>
<th>Self Sufficiency Ratio (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003/2004</td>
<td>8,838,136</td>
<td>103</td>
</tr>
<tr>
<td>2004/2005</td>
<td>9,668,817</td>
<td>102</td>
</tr>
<tr>
<td>2005/2006</td>
<td>10,945,350</td>
<td>112</td>
</tr>
<tr>
<td>2006/2007</td>
<td>10,660,301</td>
<td>106</td>
</tr>
<tr>
<td>2007/2008</td>
<td>10,782,006</td>
<td>104</td>
</tr>
</tbody>
</table>

Source: MAFC

SSR - Self Sufficiency Ratio - Reflects the ability of food production to meet demand. When SSR < 100, it implies food deficit; When 100 ≤ SSR < 120, it implies food self sufficiency; and when SSR > 120 it implies surplus.

According to the SSR criterion, the production figures provided in the table above from 2003/04 to 2007/08 implies food self sufficiency. Nevertheless, the trend indicates that the SSR has not been growing at a promising rate. According to the Regional Agricultural Trade Intelligence Network, Tanzania will face a deficit of food crops of 1,313,199 tonnes in 2009/10. In addition, Statistics indicates that the proportion of district reported to have food shortage has increased from 15% in 2001/02 to 50% in 2006/07. Additionally, statistics indicates that the food inflation rate reached 12.7 percent in 2008 compared to 7.0 percent in 2007. The increased food inflation rate is likely to impact negatively majority of women particularly those who are living below the food poverty line and basic needs poverty line.

Several measures have been taken to improve the state of food security these includes: Implementation of four major food production and situation surveys, training on post harvest management technologies for food crops, radio and TV programs as well as drafting of National Food Security Strategy. The exercise of data collection and analysis regarding weather and food conditions has been strengthened so as to provide early warning signals in the event of food shortage. There is a functional National Food Security Division consisting of two sections: Crop Monitoring and Early Warning Section, and Post Harvest Management Services. The central question here is: what is the gender interpretation of these activities generally?

The irony is, while statistical information show food self sufficiency, 17% of the Tanzanian population is living below the food poverty line. Additionally, 32% of the total population is
estimated to be suffering from nutritional anemia, which includes 45% of children under 5 and 80% of pregnant and lactating women. This implies there are issues of inequality in accessing food supply. This has some gender interpretation. Children suffering from anemia are a health burden to poor households with women shouldering more of the burden of the ill health. Pregnant women who are anemic are more likely to have complication during delivery including possibility of losing their lives. This might account for high maternal deaths. While availability of food is necessary, other interventions are needed to ensure equitable access to food.

**Goal 4 and 5 Reducing Income poverty of both men and women in rural and urban areas**

**Poverty and Inequality**

Despite the impressive achievement in macroeconomic aggregates, progress in poverty reduction was very slow compared to the efforts invested in improving the macro economy. The proportion of population living below the basic service poverty line slightly decreased from 35.7% in 2001 to 33.2% in 2007 (This is not statistically significant (5% would have been statistically significant). The proportion of those who are living below the food poverty line (defined as 2,200 kcal, per day) decreased from 18.7% in 2001 to 16.5% in 2007 (Again this is not statistically significant). The absolute number of people living in poverty has as a matter of fact increased since 2000/01. Tanzania has 12.9 million people now living below the poverty line compared to 11.4 million in 2000/01. 83% of people living below the poverty line live in rural areas with women more likely to be in this category. A quarter of adults have no education and about 41% of rural women are unable to read or write. The number female headed households have increased from 22.9% in 2001 to 24.5% in 2007. A third of households in urban areas are Female Headed. The following table illustrates trends in poverty levels in Tanzania.

**Table 4: State of Poverty in Tanzania (Mainland)**

<table>
<thead>
<tr>
<th>Poverty</th>
<th>Year of survey</th>
<th>Dar es Salaam</th>
<th>Other cities</th>
<th>Rural areas</th>
<th>Tanzania Mainland</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food Poverty</td>
<td>1991/92</td>
<td>13.3</td>
<td>15</td>
<td>23.1</td>
<td>21.5</td>
</tr>
<tr>
<td></td>
<td>2000/01</td>
<td>7.5</td>
<td>13.2</td>
<td>20.4</td>
<td>18.7</td>
</tr>
<tr>
<td></td>
<td>2007</td>
<td>6.7</td>
<td>12.9</td>
<td>18.4</td>
<td>16.5</td>
</tr>
<tr>
<td>Basic Needs</td>
<td>1991/2</td>
<td>28.1</td>
<td>28.7</td>
<td>40.8</td>
<td>38.6</td>
</tr>
<tr>
<td>Poverty</td>
<td>2000/01</td>
<td>17.6</td>
<td>25.8</td>
<td>38.7</td>
<td>35.6</td>
</tr>
<tr>
<td></td>
<td>2007</td>
<td>16.2</td>
<td>24.1</td>
<td>37.4</td>
<td>33.4</td>
</tr>
</tbody>
</table>

**Source: URT: 2008.pg.113.**

Table three illustrates that levels of poverty have not changed in a significant manner. Further studies reveal that those who dependent on agricultural activities for their livelihood are more likely going to be poor than the rest of the population engaged in non agricultural activities. This is further illustrated in table 4 below.
### Table 5: Levels of Poverty by Economic Activity.

<table>
<thead>
<tr>
<th>Major economic activities at household level</th>
<th>2000/01 % in general</th>
<th>2007 % in general</th>
<th>% of those who are poor</th>
<th>2007 % of poor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, fishing and animal husbandry</td>
<td>39.9</td>
<td>80.8</td>
<td>38.7</td>
<td>74.2</td>
</tr>
<tr>
<td>Govt. employees</td>
<td>15.3</td>
<td>1.8</td>
<td>10.8</td>
<td>1.6</td>
</tr>
<tr>
<td>Employees in public enterprises</td>
<td>8.1</td>
<td>0.3</td>
<td>10.9</td>
<td>0.7</td>
</tr>
<tr>
<td>Other employees</td>
<td>20.2</td>
<td>3.0</td>
<td>20.6</td>
<td>3.3</td>
</tr>
<tr>
<td>Students</td>
<td>-</td>
<td>-</td>
<td>17.6</td>
<td>0.0</td>
</tr>
<tr>
<td>Those who are not employed and just stay at home</td>
<td>43.1</td>
<td>6.2</td>
<td>46.2</td>
<td>-</td>
</tr>
</tbody>
</table>

**Source:** URT: 2008 pg.113.

Other indicators of well-being that go beyond income-based poverty show a rather mixed picture. The Human Development Index (2006) goes beyond measuring income-based poverty in that it brings together, in one composite measure, measures of per capita gross domestic product with measures of educational and health achievements. The HDI calculated for the 2006 report ranks Tanzania at 162nd out of 177 countries for which the index was calculated. It is thus situated about halfway in the list of low human development countries. Its ranking has, if anything deteriorated over the years. In 1995, for example, it was ranked 147 out of 174 countries (UNDP, 1995: 157), while in 1999 it was ranked 156 out of 174 (UNDP, 1999: 137). Part of the explanation for the worsening performance compared to others is attributed to HIV&AIDS, as many of the countries that have risen ‘above’ Tanzania are located outside the regions worst affected by the epidemic.

From the above analysis it is obvious that growth was neither broad based nor was it equitable. “Growth (says one economists) helps the poor but is much better for the rich”. (Mbelle: 2007) The author further maintained that, relying on growth to reduce poverty is neither equitable nor efficient (Mbelle 2007). According to this analysis, the main challenge that macroeconomic policy making faces is how to link macroeconomic successes with the real situation at the micro level (firms and households). The author attributes this situation to weaknesses of the meso level to transmit correct signals from the macro to micro level, and hence advises the meso level to avoid becoming ‘small macros’ and instead translate MKUKUTA/MKUZA macro policy instruments to micro level actions that target poverty reduction directly.

From a gender perspective, this missing link is attributed to basic assumptions underlying the macro level policies. *The macro level defines governing principles which will guide* development and poverty reduction, while meso level implement. For instance, both the National Vision 2020 defines private sector as the engine of growth, with the state playing a regulatory role, particularly regulating systems and processes to create a legal and regulatory environment that will promote market as the engine of growth. And yet the private sector on its own does not have moral
obligation to reduce poverty unless pushed by economic imperatives. Interventions to reduce poverty and inequality must be guided and supported by the government from economic point of view but also from a human rights perspective. In this way, gender inequalities in the economy require a pro active state machinery to channel benefits to redress such inequalities.

**Did Growth lead to Employment creation? And what is the gender implication?**

The high rates of poverty do not result from lack of engagement in economic activity. Indeed, in 2006, 89.6% of the population aged 15 years and above was recorded as economically active, with rates of 90.5% for males and 88.8% for females (National Bureau of Statistic, 2007). Furthermore, among the economically active, the overwhelming majority are employed rather than unemployed. Tanzania uses two different definitions of employment. The international definition of employment is referred to as the “standard definition” and refers to a person who worked for at least one hour in any of a wide range of economic activities or was temporarily absent from such activity. The “national definition” excludes all persons who were temporarily absent from work during the reference period because they could not find more work, no suitable land was available for cultivation or it was the off-season. In addition, persons who were working but whose work was not reliable with regard to its availability and adequacy in terms of hours were considered unemployed.

The overall employment ratio increased from 69.3% to 89.0% between 2001 and 2006 for the population aged 10 years and above. While the female rate remains lower than the male, the gap is narrowing. Thus the male ratio increased from 71.4% to 90.0% and the female ratio increased from 67.4% to 88.1%. The female employment ratio thus increased by 20.7 percentage points compared to 18.6 points for males.

This occurred despite the increase in population over this period. All localities of Mainland Tanzania experienced a decline in the unemployment rate, with the rural unemployment rate declining by 1.3 percentage points and urban unemployment rates declining by more than 10 percentage points.

Females register a higher rate of unemployment than males in all areas of Mainland Tanzania, except rural. In Dar es Salaam, the female rate stood at 40.3% in 2006, while the male rate was 19.2%. The national aggregate figure was 11.7%. Unemployment rates tend to increase with increasing levels of education. However, for Dar es Salaam, the situation is reversed as the unemployment rate decreases as education level rises. There is an exceptionally large margin between the unemployment rates of males and females with secondary education and above. Every year, approximately 700,000 young people enter the labour market. This exacerbates the under-employment and unemployment challenges.

Why, despite the relatively high rates of employment, are there such high rates of poverty? One reason is that two thirds (67.2%) of employed persons work on their own farm or shamba with females being more likely to have this status (71.7%) than males (62.4%). Many of these individuals are, in effect, subsistence farmers. Many live in poverty. Further, as noted above, it is in Dar es Salaam, where employment is most likely to be paid rather than subsistence, that unemployment rates are highest. And the rate is higher for women than for men. More generally, 74% of employed
people were employed in the primary sector in 2006, compared to only 14% in the secondary sector and 12% in tertiary. Formal sector employment for both men and women in Tanzania is very low, as it accounts for only 8.6% of total employment. In 2006, 40% of all households in Mainland Tanzania engaged in informal sector activities – 55% in urban areas and 33% in rural. The overriding reasons for male and female engagement in the informal sector are the inability to find other work and the need for families to get additional income.

A further reason for large-scale poverty despite high levels of unemployment is that much of the paid work occurs in the formal sector. Access to employment in formal sector in Tanzania determines women’s economic empowerment as well. For both the main and secondary activity, the overriding reasons for male and female engagement in the informal sector are the inability to find other work and the need for families to get additional income. These two reasons are more likely to be offered by females than males. The fact that these women and men are employed is thus a reflection of poverty rather than a contradiction of the high poverty rates.

A third reason for poverty despite high rates of employment is the low levels of pay for those who do paid work. The government minimum wage, which had been set at Ths. 17,500 per month since 1995, was only increased to Ths. 60,000 per month during the budget year 2005/06 (URT: 2006). Additionally, a minimum wage either does not apply to all paid workers or is not enforced. While this increase might look impressive, when adjusted to the US dollar the increase is not as impressive. Whereas in 1995/96 one US dollar was worth Tshs. 575-580, in 2004 the equivalent was Tshs. 1,060. This means that the increase was from US$ 30 per month to US$ 54 in 2004. When one takes into account the increased prices of all consumer goods, this minimum wage is carefully sufficient to support a worker to sustain and reproduce himself or herself and his/her family.

Inequalities

The House holds Budget Survey of 2007 revealed that the inequality in the population is still low at Gin Co efficiency of 0.35. This measure is based on a restriction of consumption measure. There are large disparities in income between different earners. More educated individuals earn much more than the least educated and the differences are on increase. Men earn around 1.7times what women earn. Poor households are further from basic services, eg. The mean distance to nearest dispensary, or health centre, or primary education is higher for poor households, and this has some gender implication.

Inequalities are further pronounced in accessing social services. The current household Budget Survey 2007 (2009) reported that poor households are further from social services. The mean distance to the nearest primary school is nearly twice as far for non poor households, while the mean distance to the nearest dispensary or health centre is also greatest for the poorest households as well. Interestingly, access to markets and to public sector transport is recorded to have improved (MoF and NBS: 2009)

Despite the low inequality generally, there is a clear gender gap in earnings. The Integrated Labour Force Survey (ILFS) of 2006 indicates that in that year the median
monthly income of male paid employees aged 15 years and above stood at Tshs. 50,000, compared to Tshs. 32,000 for females. Similarly, the median monthly income of self-employed males stood at Tshs. 40,000, compared to Tshs. 20,000 for females. In terms of educational achievements, paid employees with secondary education or above had a mean monthly income of Tshs. 207,433, compared to Tshs 40,134 for those who had never attended school. For the self-employed, mean monthly earnings stood at Tshs. 129,494 and Tshs. 48,920 for the more and less educated respectively.

The other aspect which affects women’s economic empowerment is the triple workload which women carry and particularly the unpaid care services. An analysis conducted by the National Bureau of Statistics (2007/8) on how men and women spend their day and how this is divided into what is then defined as work (or productive activities) and what constitute non productive activities (or unpaid) revealed a very interesting pattern which is likely affecting the initiatives to empower women economically. The data revealed that men spend a total of 5% of their day on unpaid care work, (less than an hour and a half), compared to 14% for females (3 &1/2 hrs per day). The data further revealed that females across all age groups do much more unpaid work than males. This pattern is already evident among boys and girls, with boys doing an average of 68 minutes a day and girls doing nearly twice as much that is 126 minutes a day. In the older age groups women’s unpaid care work is several times as much as men’s. For example, women aged 18–49 years do an average of 277 minutes (more than four hours) of unpaid care work each day, compared to only 76 minutes for men. And that this extra time which women spend in unpaid work, is partly balanced by their spending less time than men on paid work. If we add the time spend on both categories of work all together, women’s workload is much heavier than men’s. For example, among 18-49 years old, women do nearly one fifth more work than men, at 543 minutes per day for women and 458 for men. This allows the men of this age to spend an average of 110 minutes nearly 2 hours socialising each day, compared to only 65 minutes spent on socialising by women. (URT/NBS: 2006) (TGNP: 2009) (Fontana M and Natali L (2008). The workload can have some negative impact on women’s horizontal mobility if it impacts the time they have to invest on formal employment or even time to relax to enable them to regain energy for better performance of formal paid activities.

**GOAL 6: Provision of reliable and affordable energy to consumers**

The issue of providing reliable and affordable energy to consumers in its simple terms refers to the capacity of generating required Giga Watt-Hour (GWH) of electricity to meet domestic, commercial and industrial consumption. Secondly, improved connectivity and lastly is affordability. The operational targets for energy supply are:

- Liberalization of the power sub-sector effected by 2010
- At least three (3) Production Sharing Agreements (PSA) negotiated, concluded and signed by June 2010.

The two operational targets focus on commercial consumers mainly, and not so much of the domestic poor households consumers. This has had some implications gender wise. Availability of fuel is another aspect which impacts women’s workload generally, and could alleviate both the time and money burden of providing care. In terms of time, ready access to nearby sources of fuel would mean that it no longer needed to be
fetched over long distances. In terms of money, ready access to nearby and cheap sources would save the money currently spend on purchasing charcoal and paraffin oil.

**Achievements and Gender Implication**

The Economic Survey (2008) indicates that the number of new customers connected with electricity increased from 24,456 in (2007) to 56,383 in (2008). In addition, electricity generated through the Nation Grid increased to 2,918.9 GWh in (2008) from 2,512.8 GWh in (2007). The electricity loss has also declined to 827 GWh in 2008 from 917 GWh in 2007.

The Rural Energy Agency (REA) has been established under a complementary Rural Energy Act passed in 2005. REA is expected to work with public or private partnerships to encourage new technologies such as natural gas or micro-hydro so as to generate a sizeable rural electrification.

It is estimated that wood fuel accounts for 92 per cent of total household energy supply in Tanzania, with a further 2 per cent from hydro-electricity and 7 per cent from oil-derived products (REPOA, 2008). Investment in electricity has been heavily biased in favour of urban dwellers, in that 10 per cent of urban households have access to electricity compared to less than 2 per cent of rural household. This has contributed to widening rural /urban gap, but also increases the work burden of rural women compared to urban based women.

**Conclusions**

From the review of cluster one, we have made the following observations.

- Compared to the first generation of PRSP, MKUKUTA document and the process resulting the development of the MKUKUTA document had a more systematic way of addressing gender concerns, with clear targets. The main challenge has been on implementation.

- The measures to balance growth and equity issues within the current macroeconomic model is a challenge as more emphasis is put on the role of market as an engine of growth with the state playing a minimal role of regulating the economic environment in order to promote private capital. In the light of this, gender equality principles often get compromised due to the macroeconomic model. Left on its own, the market is not ethically or morally bound to bring equality or reduce poverty unless driven by market imperatives. An alternative model with a mixed type of economy like the Scandinavian social democratic model is being recommended taking the advantage of the current Private Public Partnership (PPP) initiatives. Social democratic model allows some amount of state intervention in regulating the market, with the state providing most of the social services. The model allows and promotes women and men equal participation in the management of the economy, in politics and in all aspects of society.

- Interventions to improve management of economy resulted in better management of economy (through corruption still remains a challenge) as revealed in indicators such as improved domestic revenue collection, improvement in coordination of
development, enhanced financial accountability, controlled corruption, resulted in improved macroeconomic indicators as demonstrated in GDP growth. However, growth was not broad based or shared. The sectors which experienced growth were those sectors which did not have multiplier effect on the majority of producers, essentially poor women and men in the rural sector. Subsistence agriculture which has the majority of rural population declined, while the commercial sub sector owned by large scale farmers employing rural poor men and women grew but was later negatively impacted by global financial meltdown.

Additionally, the commercial sector, particularly the non traditional farming like flower and vegetable farming which had recorded impressive growth at the beginning, was hard hit by the global financial crisis. Some of these sectors such as flower and vegetable industry employ women as non skilled labour. Hence women were more likely going to suffer from the financial global meltdown in these affected sectors.

There has been a significant increase in employment with 87% of population aged 15 years + being currently employed and less than 2% of population in this age category being officially unemployed. Ironically increased employment trends did not lead to significant decline in income poverty. This is because; paid employment is mainly in the formal sector which accounts for less than 10% of total employed population. The majority of employees are engaged in subsistence farming and in the informal sector. This is the sub sector which has a larger number of those who are poor. Women are more likely to dominate the subsistence sector, in lower level positions.

The number of formal financial institutions has increased, and yet, formal banking continued to shuns the poor. Lacks of credit facilities doom the poor into non monetarized economic activities which reproduce poverty. Women are more likely to experience problems of accessing formal banking due to unequal access to and control of assets which are required for collateral.

MKUKUTA monitoring frameworks such as PER, GBS, have systematically reported the progress of implementation to various forums. However, these tools did not take advantage of existing gender monitoring tools particularly those developed to monitor gender budgeting processes. This has contributed to none reporting of performance in gender related outputs; which in turn leads to weaknesses in accountability for non performance in gender mainstreaming.

Data on food self sufficiency indicate that the country is self sufficient, ironically there is still a 17% of the total population who are living below the food poverty line. This suggests that there is a problem in accessing available food by some sectors of the population. Women are more likely to shoulder a disproportionate burden of food poverty due to existing traditional division of labour as well as due to their biological roles in reproductive tasks. High incidents of maternal mortality (as will be further elaborated in cluster 11) can be associated partly with lack of sufficient food intake by pregnant women.
Progress in providing energy has been low and mainly biased in favour of small fraction of urban population. Most of rural household rely upon fire wood as a source of energy. This has implication on women’s work burden since women are basically responsible for the supply household energy

Recommendations

The gains made in mainstreaming gender in the current MKUKUTA should be strengthened particularly in the area of developing realistic indicators, implementation arrangements, and in resource allocation. The Monitoring framework should include gender related indicators and mechanism to hold actors accountable for non performance in this area should be strengthened. One of the strategies is to re cast the existing tools, so as to engender them. Consider organizing a PER for gender mainstreaming during this second round of MKUKUTA, and motivate establishment of a code for MKUKUTA at sector levels.

Although we cannot change the macroeconomic framework at the moment, there is a room to build on the PPP concept to bring about fundamental paradigm shift that emphasizes public/private partnership. Recognizing that the market imperfections cannot be sorted out by the market, defining what constitutes public goods, stop the commercialization of the public goods, such as water, health, facilitate partnership with private sector in providing public transport, invest in improving quality pre school services throughout the country. Some of the strategies will include:

- MKUKUTA 11 to deliberate that the resources of this country should first and foremost benefit the Tanzanian women and men. In the light of this, it should be made mandatory for foreign investors to go in partnership with Tanzanians. Examples like Ethiopia, Botswana, ( in South Africa, the mining companies are forced to go into partnership in areas they are prospecting mining so as to avoid the scenario of displacing local communities which own the land rich in minerals)
- Basic social services to be considered as public or common goods, the government in partnership with private sector should take the responsibility of social service delivery. Water, basic education and primary health services should not be commercialized, and where fees are necessarily imposed, safety nets should be strengthened to work for the poor.

Enhance the capacity of macro and meso institutions in interpreting correctly the gender implication of macro level decisions at micro levels particularly the impact on women work burdens.

- For instance, measure to generate domestic revenue should not lead to double taxation on women. Eg. vat taxation on women’s only goods such as sanitary pads can lead to girls drop out, or affect women’s reproductive health ( Uganda removed vat on sanitary pads leading to reduced drop out rates for girls in schools)

Priority sectors for MKUKUTA 11 should be those sectors with great multiplier effects. The strategy should include:
o In agriculture target small scale farmers, ensuring that women small scale farmers are supported with appropriate technology, have access to credit, have access to market information, and are able to transport their goods to selling points, without spending too much time on roads with heavy loads on their heads.

o Unlock the potentials which informal sector has in employment creation, with special attention to women and poor men through supporting them with necessary skills, market information, protecting them from competition from the multi national corporation (eg, small mining companies) encourage fair partnership with Foreign investors,
3.0 CHAPTER 2: MKUKUTA CLUSTER 11: IMPROVEMENT OF QUALITY OF LIFE AND SOCIAL WELL BEING.

Introduction
Improvement of the quality of life and social well being has been articulated in various policy frameworks including Vision 2025, PRSPs, as well as in various sector policies and programs. Both the broad and specific goals of this cluster were based on an assumption that the implementation of MKUKUTA was going to lead to ‘shared growth’ which would have impacted the general welfare of the majority of Tanzanian men and women. From an economic point of view, the well being of citizens is an investment in human capital needed to improve production and stimulate growth. From a human rights perspective the well being of the citizens, particularly their right to accessing basic needs such as health, education, water, sanitation and housing is an economic right which affects their fundamental right to life and liberty. The gender analysis of this cluster is anchored in both economic and human rights perspectives.

Broad Goal: Improved quality of life and social well-being with particular focus on the poorest and most vulnerable groups as well as reducing inequalities in outcomes across geographic, income, age, gender and other groups.
The cluster has five goals which have some gender equality implication: These include:
Cluster 11 Goals
i. Equitable access to quality primary and secondary education,
ii. Improved survival, health and well being of all children and women and especially vulnerable groups,
iii. Access to affordable and safe water, sanitation
iv. Decent shelter and safe and sustainable environment, adequate social protection and finally,
v. Effective systems to ensure universal access to quality and affordable public services.

Both the broad and specific goals have gender equality implication. At household level, there is disparity in workloads particularly related to the care of children, sick and elderly. It goes without saying that if the general welfare of the members of households is at stake, women’s already burdened workload at this level will be negatively impacted. Alternatively, improved well being will facilitate unlocking of women’s productive capacities in the economy.

Measures Taken to Implement the Goals of Cluster 2 and Gender Implication
In the field of education, several measures have been undertaken to improve access, retention, equity and equality at pre primary, primary and secondary education. Such measures have lead to improved gender parity index at these levels.

All educational indicators show progress in terms of improved access, retention at pre primary, primary and secondary levels, with increased numbers of physical infrastructure for primary and secondary schools. Gender parity index at both primary and secondary school has similarly improved during the period under review. One central achievement in the field of education is formalization of pre primary education. This has some symbolic importance in terms of recognizing the work burden of care, and hence a decision to allocate public resources in this sector has
some potential of releasing women’s work burden at household level, with an assumption that this surplus time will be utilized in productive activities to enhance their economic and social well being. Achievements for each sub section will be reviewed below with some gender lenses.

**Pre-Primary**
The formalization of Pre School in Tanzania’s formal education is an important milestone towards investing in education sector generally. From a gender perspective, this investment has some potential of releasing women’s care burden and presumably leads to a saving of their time for other productive activities. The Pre School lasts for two years, taking children from ages 5 -6. Enrollment in both government and private secondary schools has been increasing during the whole period of implementation of MKUKUTA. The number of Pre School kids enrolled in public and private schools increased from 795,011 in 2007 to 873,982 in 2008 which is an equivalent to 9.9%. Out of these boys were 435,956 and girls were 438,025. Number of pre school kids in public schools was 805,404 with 400,686 boys and 404,721 girls. The number of kids in private schools was very small, with a total of 68,574 of who 35,270 were boys and 33,304 were girls. The ratio of boys to girls in pre schools in 2008 was 1: 36.2 compared to 1: 45 in 2007.


The impression one gets from these figures is that the public pre schools are more accessible by majority of pre school kids compared to private, and that there is a glaring gender gap at this level which might impact disparity at higher levels. This underscores the need to expand the public pre school facilities as well as address the gender gap at enrollment.

Some of the challenges which face this level are related to insufficient space, low resources including trained human resource particularly those equipped to deal with pre school children with a variety of disabilities.

**Primary Education**
The Primary Education sub sector during this period under review was implementing the second phase of the Education Sector Development Program (ESDP) (2006-2011). Significant progress has been made during this period through increasing both net and gross enrollment rates. Net Primary School Enrolment reached 97.2 percent in 2008 from the base line of 94.8 % in 2005. The increase is however, slightly lower than the MKUKUTA target of 99 percent by 2010. Impressive results have been achieved with respect to the transition rate from standard VII to secondary schools, which increased to 56.7 percent in 2007 compared to the base year 49.3 percent in 2005. Gender Parity Index of 0.99 for year 2007 and 0.99 for year 2008 showed that girls and boys are equally enrolled in primary schools. The MKUKUTA target was set to be 50 percent. There was also remarkable increase in the enrolment of orphans from 748,641 in 2007 to 915,234 in 2008 of who girls were 361,845 in 2007 and 453,692 in 2008. Enrolment of children with disability increased from 24,003 in 2007 to 34,661 in 2008.
The achievements in improving access are attributed to two factors. First the abolition of the school fees and the introduction of the capitation grant set at US$10 as a policy measure to improve access. Its formula made structure was made in order to make the fund avoid historical disparities in fund disbursement which have been extremely large in Tanzania (APRM: 2009).

Some of the challenges which face the primary level of education include quality, resource limitation including human resource and low pass rates for girls compared to boys. Additionally, transition rate to secondary education is a problem due to limited space at this level. While basic education continues to be considered as a right, primary school education is not sufficient to equip individuals with the relevant skills and tools to enable them to participate productively in the economy. Education for growth and equity has to expand beyond the primary level in order to have significant impact on production, growth and reduced poverty.

**Secondary Education:**
The current MKUKUTA was being implemented when the Government was also implementing the Secondary education Development Plan (SEDP) 2004-2009. SEDP is a three phase educational plan of five years each. Significant progress has been made to increase access from 1 –VI, from 432599 in 2004 to 1,020,510 in 2006. There has been an increase in GER from 9.4% in 2004 to 22.1% in 2007. During the same period the number of secondary schools increased from 1,291 in 2004 to 3,485 in 2007. In 2008, the Secondary Net enrollment reached 23.5% compared to the rate of 10.1% in 2005. MKUKUTA target is 25%. The gender parity index for secondary education is 0.8% for “O” Levels and 0.7% for “A” levels. Similarly, enrolment of orphaned pupils increased from 80,438 in 2007 to 174,946 in 2008 whereby girls were 37,588 in 2007 and 80,808 in 2008. The table below summarizes the GER and NER by Sex from 2006-2008.

**Table 6: Secondary Education GER and NER by Sex 2006 – 2008**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Indicator</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>T</td>
<td>M</td>
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<td>NER</td>
<td>13.6</td>
<td>12.6</td>
<td>13.1</td>
</tr>
<tr>
<td>1- 6</td>
<td>GER</td>
<td>16.0</td>
<td>13.8</td>
<td>14.8</td>
</tr>
</tbody>
</table>

**GER** = Gross Enrollment Rate  
**NER** = Net Enrollment Rate  
**Source:** Basic Education Statistics in Tanzania June 2008

One of the main challenges with regards to secondary education is both quantity and quality. While progress seems to have been made in increasing number of physical facility, this is yet to match with similar efforts to provide resources in both human and material to support the learning. Girls are more likely to be effected by some of quality related issues such as lack of water, sanitation, and desks.

Related to quality is high drop out rates for both sexes, with girls dropping out due to pregnancy while boys tend to drop out due to truancy. The pass rates particularly girls
performance in sciences has been lower than that of boys, a factor which impact their ability to access high levels of learning.

**Literacy Rate of Population Aged 15+ By Area and Sex**
The National Strategy for Growth & Reduction of Poverty (NSGRP/MKUKUTA) aims at universal literacy among men and women, and expansion of higher, technical and vocational education. A person is considered literate if she/he can read, write and do simple arithmetic.

**Literacy rates**
Significant progress has been made in improving the literacy levels of women and men in Tanzania and yet a third of the adult population aged 15 and above is illiterate. The female adult literacy rate is 62.3 compared to 77.5 for males. (UNDP, 2006: 366). The literacy rates for younger women and men are, however, higher than for the older cohort. Official data from the ministry of education indicate that the literacy rate for youth aged 15-24 is 78%, and that the gender difference is small, at 76% for young women compared to 81% for young men. (UNESCO, 2006: 174). The higher literacy rates among young population can be attributed to expansion of primary school and adult literacy programs.

**Higher Learning Education**
The Vision 2025 aims at among other things for Tanzania to have a well educated population and one that craves for learning (Presumably educated men and women). Tanzania education has a pyramid structure with those entering the highest level of the apex constituting a minority of young people. Access to higher levels of learning has some direct impact on women and men’s access to national resources including access to information, political and other high profiles positions as well as accessing resources for self development and the development of one’s family In order to have a critical mass of women who are able to articulate their problems, demand their rights as well as participate in high profile positions, access to higher institutions of learning is imperative.

The number of student enrolled to higher learning institutions increased from 55,134 in 2005/06 academic year to 75,346 in 2006/07 academic year. Out of these, 35 percent were female. The effort of expanding the number of enrolment in higher learning is coupled with increasing the number of students’ accessing financial support. Therefore, the number of students accessing loans from the Higher Education Student Loan Board (HESLB) increased from 47,554 in 2006/07 to 58,798 in 2008/09 and number of females increased from 14,742 in 2006/07 to 20,074 in 2008/09.

In order for this country to have a critical mass of educated citizens as per Vision 2025, the need to expand tertiary and university education is being underscored. And in the light of this, the need to promote and support initiatives to enable women to access high levels of learning is necessary for gender equality purposes as well as from an economic point of view. It will lead to more effective and efficient use of human capital which is a necessary pre requisite for growth and poverty reduction strategies.

Regarding technical and vocational training, currently there are large inequalities in enrolment geographically, and similarly large gender disparities. However,
monitoring and evaluation of Vocation and Technical Training is less developed compared to other education sub-sector and progress is difficult to judge is many other dimensions.

**Challenges which face education sector and gender implications**

Inadequate resources to improve quality particularly at lower levels, and to facilitate expansion at higher levels of learning. Limited resources do have a gender equality impact in terms of access, retention, performance and transiting to higher levels. For instance, insufficient funds for loans tends to perpetuate gender gaps in accessing higher levels of learning as there are fewer females accessing loan facility than their male counterparts. Limited resources are some of the disciplines such as sciences which need additional equipment for practical training.

Gender imbalance at and above the secondary school level remains an issue. Low participation of women in tertiary and university education does influence their level and nature of their participation in decision making organs.

**Goal 2: Improved survival, health and well-being of all children and women and of especially vulnerable groups.**

Issues of survival, health and well being of all children, women as well as vulnerable groups have direct and indirect impact on growth, poverty reduction and gender equality. A healthy population will spend fewer resources both in terms of human time and finances in caring for sick persons. This will have a direct impact on women’s work burden in caring for the sick and hence release some of this time to productive activities. Vulnerable groups including those who have been internally displaced for various reasons including can be an economic asset if their welfare is taken care of in a manner that does not perpetuate discriminatory practices against women and girls.

**Measures to implement Goal 2 and Gender Implications.**

**Equal Access to Health**

The Government has taken several measures to improve the survival of children, including vulnerable groups. In 2007, the government issued a new Health Policy which instructed local governments (LGs) to establish dispensaries in every village, a health centre in every ward, and a district hospital in each district. The physical proximity of a well-equipped health facility would help to reduce the time taken by both patients and their carers (in the majority of cases is women) to visit the facility for treatment.

The Policy was introduced in tandem with the Primary Health Sector Development Programme (PHSDP) (2007-2012). The PHSDP was intended to address the many constraints facing the health system and preventing access, quality and efficiency of district-based services. These constraints included poor infrastructure at the primary level; shortage of skilled human resources; short supply of essential equipment, pharmaceuticals, and medical supplies; a poorly functioning referral system; and inadequate financial resources. The PHSDP has seven programme areas, namely: District Primary Health Care System, Human Resources for Health; Maternal Health; HIV&AIDS; Tuberculosis; Malaria; and Institutional Arrangements.
A National Health Strategic Plan (NHSSP) for 2007-2010, thus covering more or less the same period, identified priority areas for resource allocation by the Ministry of Health and Social Welfare (URT/MHSW: 2007). Priority areas were defined as those that were core to the mandate of the Ministry, that were expected to have greatest impact, and that were in line MKUKUTA and other national frameworks.

All the above policies and planning frameworks hence put emphasis on improving access to health facilities. However, existing data reveal that current health facilities include 4,679 dispensaries, 481 health centres and 95 district hospitals. The shortfall is 5,162 dispensaries, 2,074 health centres and 48 district hospitals, implying that more than half of the needed dispensaries are not yet available, and only about a fifth of the needed health centres are currently in existence. Further restricting equal access is the fact that the government owns 61.3% of the health facilities, (which are ideally accessible to the majority of citizens) while voluntary agencies account for 15.5. %, the parastatals own 4.1% while for profit companies own dispensaries 19.6% (HERA: 2006:pg.20). More generally, even though physical access has improved, especially to primary facilities, for many people access is hampered by cost, the unequal distribution of available facilities across districts, and transport difficulties (REPOA, 2008)

But existing literature indicate that government health services have tended to benefit the better off more than the poor, especially for secondary and tertiary care which accounts for more government health expenditure. Less allocation to lower levels of health services means fewer resources to Maternal and Health Care services at primary level, a factor which accounts for high maternal deaths. More recently, the share of GoT spending on primary and preventive services has decreased from 63,397,611,800 FY 2005/06 to 59,803,803,700 FY 2008/09 (MOHSW MTEFs Sub-vote 3001) and funding is shifting more towards other charges.

While the health spending as a proportion of the total GoT budget has increased from 271,168,602,300 in 2005/06 FY to 440,224,933,100 in FY 08/09, (MOHSW MTEFs) these figures are still low and have not reached the goal of per capita needed to achieve basic health outcomes for the population. There also exist high inequalities in per capita resource allocations between regions and between districts. Health services are often not accessed by the very poor and by women in particular. Key obstacles are healthcare charges, long distances to facilities, inadequate and unaffordable transport systems, poor quality of care, and poor governance and accountability mechanisms. There have been improvements in availability of drugs which are a positive development, but some continuing deficiencies and particularly the cost of drugs still make them unavailable to many poor people. The shortage of skilled providers, while a serious concern to all actors in the sector including government, continues to persist. Discrimination against clients who are not able to pay and poor referral systems all result in low quality of care.

Health care charges
Health care charges have placed financial burden on the poorest households who are often excluded from using health facilities when they most need them. Cost sharing revenue generated has not necessarily impacted positively on quality of health care, nor on access to health care by the poorest particularly women. User fees are not the
only charges the poor have to pay; other costs include travel time, transport costs, other unofficial costs including bribes, and drugs and other supplies such as maternity kit.

Household out-of-pocket expenditures include user fees charged by government and non-government providers; out-of-pocket expenditures for drugs and supplies; and other medical expenditures. User fees were introduced in Tanzania at the hospital level in 1993, as part of a broader package of reforms. However, revenue generated by user fees at the primary care level is used to help fund the Community Health Fund (CHF). Revenue collected at the hospital level is normally deposited into the Health Service Fund (HSF). Both revenues from the public primary facilities and hospitals are recorded in the PER under the cost-sharing component of the off-budget spending.

Although current data on out of pocket household expenditure is not available, previous studies have shown that out-of-pocket household expenditure (at both public and private facilities) remains the main source of health spending in Tanzania (MOH 2001). According to the NHA of 2001, this accounts for about 47% of total health expenditure. The largest proportion of out-of-pocket expenditure is at the hospital level, absorbing around 77% of the total. Government facilities (hospitals/dispensaries/health centres) occupied the biggest share of out-of-pocket spending, accounting for about 55% of the total. Out-of-pocket spending at non-governmental facilities is equally distributed between the not-for-profit and the private-for-profit sector at 22% each.

**HIV and AIDS**
A total of 4.8 million people were tested for HIV where 44.3% were women and 55.7% were men. Data revealed a decrease in HIV/AIDS prevalence from 7% (THIMS 2003/04) to 5.7% (THIMS 2007/08). The graph below gives more accurate data.

**Graph 1: HIV Prevalence in Adults by Sex, 2007/08**

![Graph 1](image)

**Source: Tanzania HIV and Malaria Indicator Survey 2007/8**
The UNAIDS country report (2008) indicates that approximately 55% of the adults living with HIV/AIDS are women, a reflection of higher vulnerability of women to HIV infection and lower position or weak status of women in social and sexual contexts.
An increased number of government Ministries, Departments and Agencies reportedly have HIV and AIDS workplace programmes but no concrete data is provided on how many and in which locations. Moreover there is no information on workplace programmes in the private sector including both formal and informal sector where most wage earners, including women, are employed. Challenges which the government is facing is dealing with people living with HIV especially in provision of care and treatment, including drugs, nutrition and related services and enhancing knowledge on prevention of mother to child transmission. Another challenge is the recognition of the care burden that falls on women doing routine household chores like cleaning, cooking, fetching water, engage in agriculture and other economic activities to provide for the family, and in addition caring full-time patients at home. Also the home based care strategy has never received adequate attention let alone resources. In a major way thus, most of the on-going HIV/AIDS interventions in Prevention, Care and Treatment as well as Mitigation, have failed to take the gender implications of HIV/AIDS in their implementation.

It needs to be mentioned however that, the recently developed (2009) National Strategy on Prevention of HIV and AIDS in Tanzania, made some serious attempt to systematically articulate and integrate key gender implications and strategies for overcoming them in prevention and mitigation (TACAIDS, 2009). The challenge is anticipated to be at the budgeting and implementation level.

**Improved Child Survival**

Data from the Tanzania HIV and Malaria Indicator Survey (THMIS) reveal that improvement has occurred in infant and under-five mortality. Comparing data from earlier surveys, (see Graph 2,) changes in under-five mortality from 1999 to-2004/5 and from 2004/5 to 2007/8 are both statistically significant. The mortality trajectory since 1999 indicates that Tanzania is on track for the MKUKUTA target for 2010, and the MDG for 2015 is within reach. (See graph 3)

**Graph 2: Infant and Under-five Mortality, 1999, 2004/05 and 2007/08**

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<table>
<thead>
<tr>
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<th>1999</th>
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<td>36</td>
</tr>
<tr>
<td>Under-Five</td>
<td>147</td>
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<td>91</td>
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Despite impressive progress in most of the indicators of well being, this cluster faced the following challenges.
Aspect of access to health facility is still an issue, and this has a more negative impact on women’s care burden because of the traditional division of labour which imposes most of the responsibility of care on women.

High Maternal Mortality rates remain a paradox which needs to be addressed as a matter of urgency.

The current trends towards commercialization of health services at a time when the majority of citizens and particularly women cannot afford any additional financial burden.

The HIV and AIDS pandemic is still a challenge to our health facilities given the human resource crisis which the sector faces.

Budget guidelines and budget books have failed to provide separate budget estimates for reproductive and maternal health making it difficult to track how many resources will actually go to the reduction of maternal mortality.

Inadequate emergency referral systems and shortages of basic equipment and supplies in hospitals contribute to deaths of women with pregnancy complications.

**Goal 3: Access to clean, affordable and safe water, sanitation, decent shelter and safe and sustainable environment and thereby, reduced vulnerability from environmental risk.**

**Access to Clean and Safe Water**

Reports from water Sector routine annual progress reports indicate that water supply coverage has increased from 53% in 2003 to 58.3% in 2008 which is a 5.3% increase in 5 years in rural areas. And further increase of the proportion of people in urban areas who use drinking water increased from 73% in 2003 to 83% in June 2009 for the 19 Urban Water Supply Authorities which is equivalent to 10% increase during a period of 5 years. And yet, the current data from the Household Budget Survey 2007 revealed that access to water by both urban and rural households is reported to be declining from 90% to 79% in urban and from 46% to 40% in rural areas (HBS 2007). The current data from the 2007 Household Budget Survey (2009) revealed that that overall 48% of all Tanzanian households and 60% of rural population rely on unprotected source of drinking water (MoF and NBS: 2009). The data further revealed that the proportion of people with access to pipe water has also declined. There is a glaring gap between rural and urban households in terms of accessing safe drinking water; with a reported slight decrease the mean distance to drinking water for the total population (ibid).

Availability of adequate water supply of quality at household level particularly in rural and poor urban households has a potential of reducing the women’s workload, as in the majority of cases women are responsible for domestic water supply and reduces time spent in fetching water and increases health standards. Use of contaminated water poses health risks to the population as evidenced by the prevalence of water-borne diseases such as diarrhea and cholera.

Furthermore, the HBS (2007) revealed that the time taken to collect water for domestic use is higher for rural based households which take almost 40.3 minutes
compared to 18.5 minutes for the urban population. Admittedly, the survey acknowledged that this is a substantial amount of time for those who are responsible for this task the majority of who are women and young girls.

**Gender Equality in Participation in Decision Making in Water Sector**
The Ministry of Water and Irrigation is among few sectors which have taken the aspect of gender equality in decision making serious. It has organized a series of capacity building training to communities, water committees and small scale operators of water schemes in importance of gender participation in decision making, planning and implementation. Implementers were instructed to disaggregate their data. Guidelines were issued on how the composition of water committees should be in terms of gender participation. Ministry’s budget was gender sensitive. The senior management of the Ministry of Water and Irrigation has also made good progress on gender balance, rising from only 7% of the senior management being female in 2008 to 20% in 2009. The latest Annual Performance Report on Urban Water and Sewerage Authorities (UWSA) included a section on the representation of women among utility staff. This data is presented in graph 4 below.

**Graph 3:  Gender balance in utilities**

![Graph 3: Gender balance in utilities](image)

*Source: Annual Report for Urban Water and Sewerage Authorities Financial Year 2007/08*

The data shows the majority of the UWSAs to be below the target minimum of 30% of utility staff being female. Only Moshi attained this target in both 2006/07 and 2007/08.

**Challenges and gender Equality Implication**
- Commercialization of water services increases unit price as a result the levels of poverty. This impacts women’s work burden at household level.
- The declining trends in access is an aspect which need further analysis and intervention to arrest them have to be thought through more seriously in terms of gender impact.
Climate change causes rivers and wells to dry as a result women and children suffer most.

Commercialization of water sources disadvantages poor resource households, while user permits benefits big commercial farmers most. Small farmers whom the majority are women are denied water permits when they ask for.

Gender based violence related to water especially when women are fetching water for domestic use.

Sanitation and Hygiene
Poor sanitation and Hygiene have some implication on gender equality at different levels. In schools, it can affect participation of girls, while at household level, inadequate sanitation and hygiene leads to poor health of household members who in turn become a burden of care to women. This is one of the goals which has been difficult to assess due to unavailability of indicators. It is however, reported that during the first 2 years of implementation of Water Sector Development Programme a total of 1,531,909 people have been sensitized on sanitation and hygiene issues (in 112 reporting LGAs) resulting in the construction of 1,762 improved latrines. Sanitation clubs have been formed in 289 schools and hand washing campaigns and competitions (based on the general cleanliness of the schools with refuse pit, latrine cleanliness, surroundings whereby visible sanitation messages and hand washing facilities were placed) have been undertaken.

Most of progress reports indicate that only an average of 85% of rural households have pit latrines, but do not go further in explaining the state of these latrines and whether they meet the required hygiene standards. The table below illustrates

<table>
<thead>
<tr>
<th>Year</th>
<th>2002</th>
<th>2004/05</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban</td>
<td>98.5</td>
<td>97.6</td>
<td>97.6</td>
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<tr>
<td>Rural</td>
<td>88.9</td>
<td>83.3</td>
<td>90.4</td>
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</table>

Source: Census 2002, DHS 2004/05 and HBS 2007

Worse still, most of the schools do not have sufficient toilets as per MKUKUTA targets. The Ministry of Education’s minimum standards for schools for sanitation is at least 20 female pupils per latrine and 25 male pupils per latrine. Recent data show that the targets are far from being achieved as there are at least on average 58 latrines per female pupils and 60 per latrine for male pupils. Lack of toilet facilities inconvenience female kids particularly those who have reached age of puberty. School sanitation is particularly critical for girls. It is widely recognized that girls often miss school days or drop out of school altogether when sanitation facilities are inadequate for dealing with menstrual hygiene. Partly for this reason, the Ministry of Education and Vocation Training’s “minimum standards” for school sanitation require more latrines for girls than boys – 20 girls per latrine and 25 boys per latrine. Data showed that schools dropouts due to sanitation are as follows in 2005 is 7.6%, in 2006 is 8.7% and in 2007 is 3.8% (BEST June 2008). The urban rural difference is
less marked, although the poor quality of the data on sanitation makes it hard to draw strong conclusions on this.

**Key challenges in Sanitation**

- Sanitation services remain inaccessible for more than half of all Tanzanians (53%) with similar rural-urban inequalities. Access to public toilets is extremely rare forcing most of people to relieve in inappropriate locations thus affecting health and environment.
- Women and particularly girls are negatively impacted by lack of sanitation facilities in schools, with the rural based schools experiencing greater problem than the urban based.
- Lack of indicators has made this goal difficult to monitor and evaluate making gender analysis a bit complicated.

**Goal 4: Adequate social protection and provision of basic needs and services for the vulnerable and needy.**

The majority of Tanzanian’s suffer from general social insecurity due to the fact that very few people have access to social security schemes. Only the formally employed people have access to formal social security schemes, like Public Pension Fund, Parastatal Pension Fund, National Social Security Fund, National Insurance Company and other Life Insurance Companies while the rest working in the agricultural sector and those working in the informal sector who constitute more than 90% of population do not have access to formal security schemes.

**Measures taken to implement Goal 4.**

In the effort to prevent the population from falling into poverty and vulnerability, the government is at an advanced stage in preparing the National Multi-sectoral Social Protection Framework (NSPF) that will be used as a guiding tool for social protection. Meanwhile, the government supported 17 elderly homes, as well as three vocational training colleges which targeted people with disabilities. Furthermore to that, the government supported vocational training for 270 orphans, children in remands and rehabilitation centres. Through the participatory program in early identification of children with disability, a total of 421,557 children with disabilities were identified, of which 202,347 were girls.

Additionally, government continued to implement social safety net schemes such as waivers and exemptions as elaborated further in the following section.

**Exemptions, waiver and Community Health Fund (CHF)**

According to the CHF design manual, an exemption is a statutory entitlement to free health care services granted to individuals who automatically fall under the categories specified in the cost sharing operational manual, e.g. MCH services, children under five years, pregnant women etc. A waiver is granted to those patients who do not automatically qualify for statutory exemptions but are in need of the same and classified as ‘unable to pay’ in the operational manual (MOH 1999, URT 2001). District Councils are expected to fully subsidize the CHF membership fees for those who have been exempted or waived. The survey conducted by Ministry of Health and
Social Welfare (Burns and Mantel 2006) showed that current system favour the better off than the poor (majority being women) since most of those exempted belong to households which are able to pay the CHF membership fees. Also the poorest often do not have access to waivers, either due to lack of information or denial of the waiver by a provider. And at some instances exemptions and waivers are not accepted at non-government facilities.

Challenges

- There seem to be no clear strategies to implement the MKUKUTA targets with regard to social protection measures (e.g. reaching 40% of eligible elderly and 20% of disabled by social welfare programmes in 2010).
- The majority of Tanzanians are not covered by insurance schemes. A factor which leads to generalised social insecurity.
- The waivers and exemption mechanisms are not working for poor, hence the poor and marginalised groups are unable to access health facilities and corresponding services. Women are more negatively impacted due to their biologically determined and socially prescribed roles in household level.

Goal 5: Effective systems to ensure universal access to quality and affordable public services.

Measures to Implement Goal 5 and Gender Implication

The Government has taken several measures to improve capacity within the public service sector to deliver services to all effectively and efficiently. This has entailed several strategies including partnership with non state actors as well as improved coordination mechanism with development partners.

During the period under review, the government continued to implement sector reforms which were focusing on government service delivery capacity in terms of infrastructure, and inputs, for example classrooms, and teachers, health facilities et. Cross cutting reforms focused on service delivery mechanisms within the government sector, improving systems and processes, building the human capacity of the Public Service. Some of the reforms include the following:

- Public Service Reform Programme (PSRP)
- Local Government Reform Programme (LGRP)
- Public Finance Management Reform Programme (PFMRP)
- Legal Sector Reform Programme (LSRP)
- National Anti-Corruption Strategy and Action Plan (NACSAP)
- Business Environment Strengthening Tanzania (BEST):

Several measures have been implemented to improve public services in general. Some of the measures have already been discussed including increasing physical infrastructure of schools, hospitals, and water points. In transport, the percentage of roads (trunk & regional) in good condition has increased from 42 percent in June 2007
to 56 percent in June 2008 whereas the percentage of roads (trunk & regional) in fair condition has dropped from 37 percent in June 2007 to 34 percent in June 2008.

On Local Government Roads the results of a survey on road and inventory condition which was carried out in 2007 indicate that, 55.2 percent (31,241kms) of local government roads are in good and fair condition and therefore maintainable. Improvement of road conditions, especially rural roads, will enable women to access health facilities, markets, etc.

Additionally, the local government reform which aimed at decentralization and devolving power to the local level as a means of enhancing participation of citizens in decision making processes aimed at improving service delivery at local level.

Despite these efforts, the capacities of MDAs are still latent. Similarly the capacity of Non state actors is weak. This lessens their effectiveness in partnering with government. Pressure to deliver quality service is lacking within the Tanzanian culture. Improving public service delivery is hence not demand driven.

Lack of internal capacity to deliver public services has impacted women in a number of ways. In the field of health, maternal health is greatly impacted by lack of sufficient inputs, human resources as well as infrastructural facilities. The number (578/100,000 live births) of maternal death is extremely high and no signs for improvement unless emergency measures are undertaken. In the field of education, lack of proper sanitation and hygiene contributes to school drop out with girls more likely to drop because of this factor.

Declining trends in water supply, which increases both time and distance poor households have to cover in order to access water has some negative impact on women’s work burden as already discussed in the previous sections of this cluster.

**Challenges**

- One key challenge in public service delivery is resource constraints across board. This includes both human and financial. This has resulted in poor health delivery, impacted quality and quantity of services delivered, including education, health, water, shelter, energy as well as limited infrastructural facilities for legal services.
- The rural/urban divide in terms of quantity and quality of services is an area needing immediate attention. People living in the rural sector and particularly women are more likely to have less access to most of public services including safe and clean water, energy, passable roads, legal aid support etc.
- The HIV&AIDS pandemic has put special stress to service delivery particularly the health sector which shoulders the greatest burden of health related problems resulting from the pandemic.
- Monitoring and tracking service delivery from a gender perspective is also a challenge in many areas.
- Effective participation of citizens in decision making in prioritising services delivery is also an issue, with women at local level less likely to impact
prioritization of service delivery. The high maternal death is a pointer to this effect.

Recommendations for Cluster II

MKUKUTA 11 should continue to put emphasis in investing in health and well being of the people for both economic and human rights considerations. Investing in well being of the population should be considered as a long term investment in promoting sustainable broad based growth. Additionally, investing in women’s education has a more sustainable impact on quality of population, size of families and general well being of a nation. There are key areas which will have to be given priority in this respect. Central to all is the need for massive increase of resources in public services including health, education, water, sanitation, energy particularly rural energy is a necessary pre requisite to improving both the physical infrastructure, human resource and supply of equipment. In the light of this the government cannot shoulder on its own the financial and human costs needed to improve the well being of the Tanzanians. Creative partnership with Non State Actors including the private sector has been underscored. In specific, the following are to be considered as a priority in each of the sub sectors below:

Health

In the field of health resources to support the implementation of the road map for maternal health should be given not only priority but to be considered as a national emergency requiring emergency support. Some of the strategies will aim at:

a) Improving quality and quantity of maternal health services, including antenatal care, emergency obstetric care, post natal care and new born care.
b) train and retrain human resource for Maternal and Child Services and gender sensitivity
c) Develop program to involve men in reproductive health and maternal care through making MCH men friendly
d) Invest in women and girls education as a long term strategy for family control.

Improve and invest in human resource for health with particular focus on lower level services.

a) Resources to support initiatives in combating malaria and HIV&AIDS should be given similar attention.
b) Interventions to support the burden of care of terminally sick persons should be undertaken

Education

a) MKUKUTA 11 should focus more on revamping the quality of education at all levels, addressing gender and geographical inequalities in access and retention for girls at secondary and higher levels. The strategy to promote gender equality in education will include the following
(i) Train and retrain teachers for in child/learner centered and gender responsive pedagogy.

(ii) Government to approve the re entry regulation for girls who have dropped out of school due to pregnancy.

(iii) Fund raise for scholarship programs for women who excel to support them for degree courses particularly in sciences.

(iv) Strengthen the already established zonal girls science camps

(v) Construct more Hostels and boarding schools for girls

(b) Pre schools are not adequate to cater for the children deserving this service, while issues of quality of human resource need to be given sufficient support.

(c) The capitation fund should be increased as it has proved to be an innovative way of addressing some of historical imbalances in accessing educational facilities.

(d) Adult literacy programs to take advantage of existing technologies for knowledge transfer. Activities to support access to market, information and credit should be part of the adult education programs with special programs targeting women.

(e) Loans should be expanded, but mechanisms to recover the loan after one has completed university need to be improved

**Water**

a) Serious attention to be given to the declining trends in water supply with particular attention to accessing safe and clean water for rural and urban poor households

b) The link between water supply and environmental sustainability should be established in order to come out with interventions that support preservation of sources of water. The strategy here to include

(i) Review water charges in rural water kiosks so that poor people can afford

(ii) Set affordable prices for public latrines so that poor majority can access.

(iii) Develop creative strategies for PPP in delivering services particularly in areas where private investors have their stake to benefit the poor especially women.

(iv) Increase sustainable and inexpensive sources of water

(v) Establish water boards while taking into consideration women’s representation as well as enhancing the capacity of the members in building their capacities in gender analysis, mainstreaming and planning.

**Energy**

a) Rural energy supply is critical for two main reasons, first contribute to time saving for those basically women engaged in fire
wood collection. Secondly it will also contribute to sustainable environment. This requires in investing in alternative energy supply including affordable solar, wind power, biogas with caution not to impact food supply.

**Shelter**

a) Support innovative programs in partnership with private sector to construct low cost housing for rural and urban poor

**Social security**

a) Study the existing social safety nets to identify bottlenecks and challenges which makes constrain their impact to poor.
b) Review cost sharing policies in view of making public goods such as water, health and basic education affordable to all.
INTRODUCTION

Tanzania’s National Framework for Good Governance (2003), defines good governance as “the exercise of official powers in the management of a country’s resources in an effort to increase and utilize such resources for the betterment of life”. It further asserts that “Good Governance calls for a system of public management which is transparent, responsive to popular interests, responsible and accountable and where officials in the exercise of public management are capable, efficient, ethical, and professional in the interest of the served public”. Governance is therefore the articulation of the relationship between the state and citizens, it is about creation of a socio economic and political culture which is based on principles of equality and equity, participatory culture, accountability including gender accountability, rule of law, administration of justice for all, effectiveness and efficiency.

Cluster 111 broad Outcomes

Cluster 111 of MKUKUTA 1 had five broad outcomes which had gender implication:-

1. Good governance and the rule of law are ensured
2. Strategic, responsible & trustworthy leaders and public servants in place
3. Democracy, political stability and social cohesion sustained
4. Economic governance enhanced
5. Peace, security and national unity enhanced

In addition to the broad outcomes, the cluster had seven goals that are the subject of this review. These include:

- Structures and systems of governance as well as rule of law are democratic, participatory, accountable and inclusive
- Equitable allocation of resources with corruption effectively addressed
- Effective public service framework in place to provide foundation for service delivery improvement and poverty reduction
- Rights of poor and vulnerable groups are protected and promoted in the justice system
- Improved personal and material security, reduced crime, elimination of sexual abuse and domestic violence
- National cultural identities enhanced and promoted.

Both the broad outcomes and specific goals have gender equality implications. Rule of law implies that both men and women of all social status are equal before the law, hence discrimination and social exclusion are not tolerated before the law. Accountability of leaders to the people would definitely include being accountable to women and men, including accountable to national, regional and international commitments on gender equality principles. Additionally, democracy cannot be ensured if the majority of citizens are excluded from effective participation at all levels in decision making. Finally, peace, unity and social cohesion cannot be achieved without building peace, social cohesion and unity from the household level to national level. It implies men and women living in harmony at household level, working as partners at this level and hence providing a foundation for building national peace, unity and cohesion.

Most of the specific objectives are very clear on aspects of gender equality. For the first time, a National Policy Framework identified domestic violence as a public policy issue which implies
investment of public resources to eliminate domestic violence. Reference is also made on equitable allocation of public resources, justice for all, and reducing social exclusion which implies among other bridging the gender gaps which traditionally excluded women from effective participation.

IMPLEMENTATION OF THE GOALS AND GENDER IMPLICATIONS

Goal 1: Structures and systems of governance as well as rule of law are democratic, participatory, accountable and inclusive

From a gender perspective, this goal required the GoT to take measures to ensure that gender was mainstreamed in structures, systems of governance as well as ensuring that men and women are equal before the law, and that they both have equal rights to participate in the socio economic and political life of their country. The Legal Sector Reform Program considers gender as a cross cutting issue. There are only two result areas under the LSRP which mentioned gender: These are: Key Result Area 1: National Legal Framework and Key Result Area 2: Access to Justice for the Poor and Disadvantaged. Under Key Result Area 1: the Law Reform Commission undertook a gender review of the legal framework in view of identifying laws that discriminate against women. Some of the laws which were identified included: Local Customary Law, Inheritance and Marriage laws. No action has been taken as of yet, to do away with the discriminatory pieces of law which hinder women from being treated equally before the laws of the land.

Measure taken to build the capacity of justice institutions have included recruitment of high court judges with an increased number of female judges at the highest apex of justice system. The extent at which this has led to better translation of justice from women’s point of view is yet to be analysed.

A review of the Medium Term Expenditure Framework of the Legal Sector (2008) found out that there was a general awareness in most institutions that gender is important and that measures were needed to mainstream gender in all of the Key Result Areas in the Legal Sector Reform. Apparently, very little had happened with respect to gender in the various Key Result Areas of the MTEF. Some of the Institutions such as the Commission for Human Rights and Good Governance, indicated interest of conducting gender training throughout the country, but this was not showed in their annual plans. Initiatives in the police force to address gender violence has been undertaken by a group of female police network which advocate for gender responsiveness in dealing with cases of gender based violence. This initiative is still being piloted in few police posts were special rooms are provided for women who have been victim of gender based violence. The issue of mainstreaming women’s rights into the training of police officers is yet to be operationalised.

Democracy and Political Participation

In ensuring that democracy and accountability, the Government has taken measure to improve participation of women in decision making processes, through affirmative actions and through the Local Government Reform (LGRP). Ideally, the local government reform process was intended to ‘devolve’ ‘power to the local community in order to enhance the capacity of civil society and local communities participation by first strengthening the peoples representation in demanding accountability of the public office bearers and articulating their interest in a manner that influences decision making processes. Additionally, the LGRP aimed at

Promote and strengthen local government capabilities and capacities to enable them to
provide the needed social services to both women and men.

- Coordinate and promote development on a self reliance basis
- Stipulate clearly, duties and responsibilities of central and local governments.
- Improve efficiency and performance through training and enhancement of skills among councilors, political leaders and technical personnel at national and local government levels in conformity with existing laws rules and to enhance assertiveness skills among women councilors and other leaders.
- Promoting gender sensitivity in local governance institutions and processes.
- Strengthen local governance institutions through devolution of planning and expenditure authority to local governance structures.
- Improve service delivery; enhance public access to decision-makers and to contribute to the development of and sustenance of democratic forms of governance as well as to enhance the monitoring and accountability of public officials. Other objectives are to encourage and promote greater involvement of people in decision-making processes at this level.

There is no sufficient information which has assessed the implementation of the gender components in the LGRP during the implementation of MKUKUTA. It is difficult to determine whether the capacity of Local Councils in gender mainstreaming has been enhanced, in planning, budgeting and policy interpretation. But the current African Peer Review Mechanism (APRM: 2009) indicated some progress in involving communities in planning, budgeting and implementation of plans and monitoring and evaluation. On the issue of involvement in planning, in rural and urban areas, respectively 38 percent and 24 percent of respondents reported participation. Concerning participation in budget preparation, respective percentages for rural and urban respondents were 24 percent and 10 percent. As regards participation in implementation of plans, 37 percent and 25 percent reported positively, and 27 percent and 19 percent reported they had participated in monitoring and evaluation. An interesting aspect of these results is that rural respondents reported higher rates of participation than those in urban areas. According to the APRM Report, experts who were interviewed for the survey also indicated that communities are encouraged to participate in planning.

Interestingly, more women indicated participation in programmes than men. In education it was 93 percent and 92 percent for men and women respectively in rural areas, and 89 percent and 92 percent for men and women in urban areas. For health services, it was 63 percent and 68 percent for men and women respectively in rural areas, and 70 percent and 68 percent for men and women respectively in urban areas. For water service it was 49 percent and 52 percent for men and women respectively in rural areas while in urban areas it was 65 percent and 72 percent for men and women respectively. It is clear from the survey that more women are taking or are recognizing the need to get more involved at local level planning, budgeting, and implementation of plans. The APRM survey results may reflect both efforts in mobilising communities and the greater interest of members of the public in those services which are of more direct benefit to them. Women are more in the sector that are closely linked to their gender roles such as water and health.

**Political Participation**

In enhancing women’s representation in political processes, the GoT continued to implement a constitutional affirmative action to promote equal participation of women in both national and local government.
The Constitution of United Republic of Tanzania provides for the right to take part in governance. Article 21 provides for right for every citizen (men and women) of the United Republic of Tanzania to participate in the governance of the country directly or through their elected representatives….” Likewise Article 22 states that “Every citizen is entitled to an-opportunity and equal rights, through equal terms and conditions to hold any public office. Mindful of the discrimination that women have been facing, the Constitution provides for an affirmative action clause to redress historical gender imbalances. This affirmative action has only been operational in electoral processes of Members of Parliament and Local Government Representatives.

The Constitutional amendment in 2005 set a target of 30% benchmark for women’s participation in Parliament as per SADC benchmark. The 2005 elections increased the numbers and percentage of women Members of Parliament from 21.5% in 2000 elections to 30.3% in the 2005 elections. Out of the 323 seats, women held 97 seats, out of whom, 17 were elected from the constituencies which is an increase from 12 in 2000, and only 8 in 1995. Another 75 were elected from the special seats an increase from 48 in 2000, while 3 were appointed by the president an increase from 2 in the 2000 elections. Two are from the Zanzibar House of Representatives. After the 2005 elections, more women were appointed as cabinet ministers some of them holding very strategic positions such as Minister of Finance, Minister of Constitutional Affairs, Minister of Education and Culture and Minister of Foreign Affairs (TGNP: 2007). The table below illustrates this

<table>
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<th>S/No.</th>
<th>POSITION</th>
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Source: Statistics compiled by MCDGC
The government and political parties are now working towards instituting another benchmark of 50/50 by 2010 inline with the AU’s constituent declaration. Although Tanzania has reached the benchmark of SADC, and the constitutional benchmark of the 30% critical minority, this is still below the African Union Constituent benchmark of 50/50 in parliament. Additionally, the discourse on 30% or 50% has not gone hand in hand with a discourse of transforming the broader picture addressing the general condition of women in the broader political arena. The benchmarks have not also been translated into strategies directed at other public offices.

**The property and Business Formalization Programme or** Mpango wa Kurasimisha Rasilimali na Biashara za Wanyoge Tanzania” (MKURABITA) of 2007 – was introduced to formalize all small businesses and properties of the poor people. As earlier on pointed out, the majority of Tanzanian women and men are employed in the informal sector, where jobs are insecure, working condition unfavourable, and wages lower than the normal market rates. Formalisation of informal sector has hence some potential of unblocking the human potential in this sector so that it can contribute more to growth and poverty reduction. But formalization requires gender sensitive interventions that will appreciate the gendered nature of the informal sector, and vulnerability of women to various forms of abuse within this sector.

**Freedom of Expression**

Freedom of opinion as provided in the Constitution is silent on the right to access information. There are two pieces of legislation which contain restrictive clauses on the right to opinion. The National Security Act, Cap.47 grants government absolute powers to define what should be disclosed or what should be withheld from access by public and makes it criminal offence to publish information considered by government as “classified”. The right to information bill which was initiated by the Media actors needs to be speeded and concluded during this period.

**Goal 2: Equitable Allocation of Public Resources and Corruption effectively addressed**

The economic aspects of good governance entails, the management and regulation of the economic environment to ensure that citizens both women and men, have optimal access to the country’s resources, in a manner that does not deprive some of them with equality and equity of opportunities and outcome. This goal has a direct gender implication if it was to be implemented with gender perspective. Public resources include: national resources such as land, mines, forests, access to employment in the public and private sectors, access to budgets, as well as public services such as education, health, sanitation and water to mention but few. The implementation of this goal is also addressed in cluster 11. Lack of sex disaggregated data on allocation of public resources such as land and its resources makes gender assessment of this goal difficult.

Nevertheless, the GoT has taken some measures to redress some disparities in accessing public resources based on gender, geographical location and social positioning. Some of those measures taken to address equal access to social services such as education, health, water and sanitation have already been discussed in cluster11. Some of these include: the waiver and exemptions introduced to facilitate access to health facilities by men and women who cannot afford the services, the removal of user fees for primary school children, which
made primary education universal, removal of user charges for pregnant women, and introduction of cash transfers as insurance scheme for those who are not formally employed.

As already covered in cluster 11, the implementation of these schemes in social service sector do not seem to redress the existing imbalances, as the poor tend to experience difficulties in benefiting from these interventions.

Although the GoT has taken sten measures against culprits of grand corruption, there seems to be silences on issues of sexual corruption in hiring, promotion, and job mobility both vertically and horizontally.

**Allocation of resources to women**

In addressing gender equality in specific, measures have been taken to support women’s access to resources including changes in the legal framework. During the period under review, various sector ministries sought to build and enhance their capacities to implement the Gender Budgeting (GB) Guidelines provided by the MoF as an instruction to direct MDAs to mainstream gender in budgets. As will be discussed in the chapter on “Financing MKUKUTA” implementation of GB has not resulted in concrete results in terms of resources reaching out the micro level particularly the poor resource households. When this happens, women carry a disproportional burden of limited resources. For instance, the persistent rate of maternal deaths is a governance issue. In this regard, women living in rural areas suffer double disadvantage of failing to access quality health services particularly maternal and reproductive health services. A factor which is costing them a right to life in biological sense.

**Access to Employment**

The GoT has put in place a legal and regulatory environment which provides for equal access to employment for men and women. The National Employment Services Act (1999) which provides for equal opportunity to men and women in accessing employment, and the Employment and labour Relations Act (2004) which prohibits discrimination at work place on the basis of sex, marital status, pregnancy or disability (URT: 2000).

The Employment and Labour Relations Act of 2004 which came into force in December 2007 prohibits discrimination in the workplace on the basis of gender, requires employers to promote equal opportunities, introduces maternity leave and contains provisions protecting a mother’s right to breast feed and to be protected from engaging in hazardous employment. The law also protects children from worst forms of child labour as stipulated under the ILO Conventions considering the short term that the law has been in place, the review has not been able to see whether it has changed the legal situation. There still is however, limited public understanding of what the law actually says about child labour and Worst Forms of Child Labour and the context or circumstances in which a child may or may not work. Yet such understanding is a critical element in efforts to eliminate child labour. More pressing however, is the need to empower the key agents who are directly involved in the enforcement of the laws.

Despite the progressive labour laws, all economic indicators reveal that the economic status of women is lower compared to their male counterparts. While the employment situation appears to have improved over recent years, with the absolute number of unemployed persons aged ten years and above decreasing from 4.3% to 2.2 million in 2006, from 2.3 million in
In 2001; the female rate remains lower than the male. Females register a higher rate of unemployment than males in all areas of Mainland Tanzania, except rural. In Dar es Salaam, the female rate stood at 40.3% in 2006, while the male rate was 19.2%. The majority are working in the informal sector.

Formal sector employment for both men and women in Tanzania is very low, as it accounts for only 8.6% of total employment. The African Gender and Development Index (AGDI) (2005) revealed that women constituted 24.7% of paid employees, 42.3% of unpaid helpers, and 53.9% of agricultural labour force and only 20% of self employed category (ibid). Females register a higher rate of unemployment than males in all areas of Mainland Tanzania, except rural. In Dar es Salaam, the female rate stood at 40.3% in 2006, while the male rate was 19.2%. The national aggregate figure was 11.7%. Despite the relatively high rates of employment, two thirds (67.2%) of employed persons work on their own farm with females being more likely to have this status (71.7%) than males (62.4%). Many of these individuals are, in effect, subsistence farmers. And the rate is higher for women than for men. In 2006, 40% of all households in Mainland Tanzania engaged in informal sector activities – 55% in urban areas and 33% in rural. The overriding reasons for male and female engagement in the informal sector are the inability to find other work and the need for families to get additional income.

Access to credit:
In order to empower women economically women have been supported with credit facilities. The Government has continued to allocate funds for women programmes and projects which aim at empowering women economically. Credit to women has been provided through the Women Development Fund (WDF) which is a revolving fund for women. The funds provided to women through the WDF has increased from 482 million Tsh (Equivalent to 482,000 US$ in 2006/2007 financial year to 482,277,000 which is 482,277 US$ in 2008/2009 financial year. The reason for the small increase is that the fund is a revolving fund; hence, the Government has reduced the provision of funds so that repayments can continue increasing the fund. Women who have benefited through WDF have indicated a change in their lives. They have been able to pay school fees for their children and have raised their families’ income. Hence, the credit facility has contributed to the reduction of poverty.

The GoT moreover, has since 2005 been providing funds (1 billion Tsh equivalent to 800,000 US$) to each region for providing credit to both men and women. Although this is considered as an opportunity, various stakeholders were of the view that this money is politically motivated, and hence has not targeted the real women who deserve such credit facility.

Credit to rural areas
The Government has promoted rural micro financial services like the community based savings and credit schemes such as the Savings and Credit Associations (SACCOS) and revolving funds. Savings and Credit Associations (SACCOS) have been established throughout the country. Women are encouraged to save in the SACCOS and they then access credit depending on the amount saved. A member can access twice or thrice the amount one has saved. The members set their own regulations and procedures to be followed. Business women have been trained on how to establish and run the SACCOS and the Government have developed a manual for training women and men on forming the SACCOS. The numbers of women who are members of SACCOS have increased gradually. But the truth of the matter is, small micro credit schemes are not a substitute to formal banking credit schemes, as they focus on small, clients with high interest rates, sometimes above the commercial bank rates.
Entrepreneurship skills
The Government in collaboration with NGOs have empowered women economically through training in entrepreneurial and business management skills. Each year there is an international trade fair in which women entrepreneurs participate. Women entrepreneurs participating in trade fairs have increased from 100 in 1996 to more than 2,000 in 2005. Women are provided with business skills marketing and packaging skills before the exhibitions start. They exchange experiences during trade fairs and learn from each other. This has made the quality of their products to improve, and they reported a growth in the sales of their products and increased ability to take care of their families. Women are also engaged in cross border trade, informally and formally. The informal cross traders are subjected to frequent police harassment, lack information on existing regional trading opportunities, and their start up capital is so small that they hardly transit from small to medium and large scale enterprises.

Women’s Bank
The Women’s Bank has been established with the aim of providing soft loans to women investors and also in women accessing shares from the Bank. The Women’s Bank is also expected to provide entrepreneurship skills to women. Facilitated a process of establishment of the Tanzania Women’s Bank Ltd which opened its doors to customers on 28 July 2009 and officially launched on 4th September 2009 by the President of United Republic of Tanzania. The bank is progressing well and has been able to issue loans amounting to Tshs. 90 million to 640 women after attending a three weeks course to equip them with knowledge and skills on how to use loans effectively and manage their projects.

Women generally have less access to productive resources than men and therefore are more prone to poverty and vulnerability, putting women in a position of bearing an unequal burden of sustaining and ensuring family livelihood and pursuing survival strategies. The efforts that have been put in enabling women to access financial resources are commendable but may not be enough and the impact needs to be monitored more closely to see whether women are coming out of poverty through these interventions and what further steps need to be taken.

Despite the various initiatives to empower women economically, women continue to occupy low economic status, relative to men, their level of education is lower, access to credit is low, and their access to positions of power and influence is also limited. And yet, their role in reproduction of the human capital is high, while resources to support these activities remain limited.

Corruption
One of the factors that have contributed to the growth of corruption in the country is the dwindling of the economy and the resultant economic hardships facing public servants. These economic hardships have forced some public servants into indulging in corrupt practices even before MKUKUTA was launched. Women may also be in less powerful positions to challenge corruption when it occurs and may suffer more when resources are lost because of corruption. Alternatively they may face gendered forms of corruption such the demand for sex in return for particular services or resource. Sexual corruption is a grey area not covered in studies and has not yet attracted the attention of policy dialogues. And yet, studies have revealed the existence of the problem in many working environments.
Achievements

The government has taken steps to address corruption; including reviewing the National Anti Corruption Strategy and Action Plan (NACSAP) I of 1999 and putting in place NACSAP II of 2006 which stresses on the importance of stakeholder participation including citizens and civil society organizations in the fight against corruption.

Most discussions around women and public sector corruption/accountability have tended to focus on whether or not women are less corrupt than men. In all the cases of grand corruption that have been taken to court recently under the new anti-corruption law, more than 90% of the accused persons are men. However, what is less analyzed is the differential impact of corruption on women and men and how anti-corruption measures are founded on particular assumptions of gender roles and relationships.

The new law which includes sexual corruption has not been used against those who demand sexual favors and it has not been easy to know whether women are truly being protected against sexual corruption which may also lead to HIV infection.

Other measures to address corruption have had indirect impact on gender related corruption such as sexual abuse at work place.

The Government amended the law on corruption and replaced it with the ‘Prevention and Combating of Corruption Act, 2007’. Under this law, the number of corruption offences which can result in prosecution has substantially increased to include: corrupt contracts, procurement, auctions, employment, and bribery of foreign public officials, sexual abuse, embezzlement, and conspiracy. It allows for the freezing of assets, protection of whistleblowers and protection of witnesses and victims. This law also strengthened the powers of the PCCB (Prevention and Combat of Corruption Bureau). The passing of the new anti-corruption legislation in 2007 which for the first time introduced sexual corruption which affects many women, attests to the commitment of Government to deal with corruption and it is a continuation of reform efforts in different governance and accountability processes and institutions, and further evidence that the Fourth Phase Government supports these reforms on anti-corruption improvement of the institutions.

The Government has also taken steps to improve guidelines for concluding contracts, procedures for procuring public goods as per the Public Procurement Act of 2004. This law was followed by the formulation of the PCCB: Strategic Plan for 2008/09-2012/2013 which will guide the drive of ensuring that corruption is dealt with decisively.

The judiciary through the country’s high court in 2006 ruled in favour of legal rights organizations that had challenged the formerly officially sanctioned practice of takrima or the provision of free goods to voters by candidates during election campaigns. The takrima practice was a hindrance to women who aspired to contest for parliamentary seats since most women may not have money or goods to dish out as entertainment or hospitality gesture to voters.

Legislators have joined hands, irrespective of their ideological differences, in exposing dishonest and corrupt individuals so that the government could take steps to enable the people of Tanzania improve their lives and share the resources available more equitably. The apparent openness in the country that enables the media to publish and discuss alleged corruption cases, the arrest and interdiction of public officers for corrupt practices the PCCB
going public at the end of each investigation as outlined in their Client Service Charter are impressive milestones

**Goal 3: Effective Public Service Framework in Place to provide foundation for Service Delivery improvement and Poverty Reduction**

The GoT has been implementing the Civil Service Reform Program (CSRP) to make civil service more effective and efficient in public service delivery during the period under review. The CSRP is guided by the Public Service and Management Policy (PSRP) whose vision as spelt out in MKUKUTA describes the kind of public services to be realised following the completion of the third round of Public Service Reforms in 2017 as follows: “*a national institution of excellence that play a pivotal role in achieving sustained economic growth and prosperity, and eradication of poverty in the 21st Century*” The mission in MKUKUTA was “*to deliver quality services to the people of Tanzania with efficiency, effectiveness and highest standards of courtesy and integrity*”. In the light of this, all MDAs were to deliver improved services “in terms of quality, timeliness and efficiency) implement relevant, priority policies, and establish a predictable and well regulated environment for private sector growth and social development”. Although both the vision and mission employs gender neutral terminology, the realisation of the mission and vision has some potential of contributing to gender responsive public service framework.

The collective purpose of the public service organization is to enable the government to facilitate and empower citizenry (by implication women and men) and non public and private sector agencies to realize peace, justice, and social equity, and to maximize their contribution to national development in a way consistent with the promotion of consumer welfare, eradication of poverty and protection of our natural environment against mismanagement and degradation.

The Public Service cannot become a centre of excellence which plays a central role in promoting growth and reduction of poverty, if it is guided by principles of exclusion. Efficiency and effectiveness will also entail effectiveness of using human resource which would have included the human resource of men and women of this country. Quality services which are relevant and prioritized would have included those services targeting the saving of life, such as the Maternal and Health Services. Both the mission and vision have a potential of translating into gender equality principles and guidelines.

The public service framework is further guided by the core values spelt out below:

- Pursuit of excellence in Service: Public servants will strive to achieve the highest standards in their work and to actively seek opportunities to improve those standards;
- Loyalty to Government: Public servants will serve the duly elected government of the day and will comply with the lawful instructions of their Ministers and managers;
- Diligence to Duty: Public Servants will attend regularly during their hours of duty and will devote themselves wholly to their work during this time;
- Impartiality in Service: Public Servants will not engage in political activities at the work place, nor allow their political views to influence the performance of their duties;
- Integrity: Public Servants will not seek or accept gifts, favours or inducements in the course of discharging their duties. They will not use public property or official time for their own private purposes:
Courtesy to All: Public Servants will treat their clients and colleagues with courtesy. Public Servants Public servants will regard themselves as servants of the Tanzanian people, and will be particularly considerate when dealing with vulnerable members of the public, such as the elderly, the poor, the sick and people with disabilities and other disadvantaged groups in society;

Respect for the law:: Public servants will not commit any unlawful act in the course of their duties; and Proper use of Official Information: public servants will not withhold information which the public has a right to know, or information which is needed by Ministers or other public servants. They will not divulge or misuse official information which is confidential.

Gender equality is not part of the core value of the Public Service but these values can be given gender interpretation but the public Service Commission has some regulation which directs that the Government of United Republic of Tanzania is an equal opportunity employer. The translation of this commitment into strategies and activities is yet to take place. Respect of law by public servants implies respecting those laws which prohibit discrimination and sexual abuse at work places. The pursuit of high standards can only be affected if the talents of both men and women are fully recognized and nurtured in a manner that each person contributes to the maximum of one’s ability. Courtesy to all means a non tolerance to all forms of abuse based on religion, sex or regional positioning.

Both core values and principles of Public Service provide a conceptual framework for the functioning of a gender responsive Public Service. The strategic priorities for MKUKUTA further strengthen this framework through providing priority focus for the MKUKUTA. The first strategic imperative is political support and commitment at top level, a commitment to decisively impact on service delivery, a strong pro growth and anti poverty focus, ownership of the reform agenda by MDAs, as well as effective use of M&E results.

Again the strategic priorities are silent on gender equality issues. And yet, they can also be given some gender equality interpretation if supported by high level of political commitment to promoting gender equality in the public service, and a further commitment to impact services directed at redressing gender equality and women’s empowerment, and a pro growth which is based on principles of gender equality in accessing, controlling and benefiting from growth process. Finally, if there is a commitment to evaluation and monitor gender related results.

**Achievements**

The GoT has made some progress in enhancing performance of public delivery services. Installations of key systems and processes in various MDAs have been done in line with harmonization of National Planning and Budgeting processes. Rolling out of subject file management system to MDAs and the promotion of more decentralized decision making through reengineering human resources processes are ongoing. Implementation of MKUKUTA has resulted into launching of Executive Agencies and improvement of pay levels for public servant. Performance of management systems and a performance based accountability frameworks have been institutionalized by having performance reviews and appraisal systems and introduction of open competitive and merit based recruitment system.

Unfortunately, gender equality values or principles have not been mainstreamed in most of these interventions. And as a matter of fact, some of the reforms including the downsizing of
public service and streamlining MDAs, have resulted in impacting women and poor men negatively due to lack of gender awareness of the implication of such measures on existing gender gaps and women’s disadvantaged position.

**Goal 4: Rights of the poor and vulnerable groups are protected and promoted in the justice system.**

**The Rights of vulnerable Groups**
The URT has put in place legal and policy framework to promote and protect the rights of vulnerable groups. The government defines the most vulnerable groups to be children who live with disabilities, children heads of households, chronically ill persons, including those who have terminal diseases. Such policies include: The Disability Policy which focuses to create equal opportunities for people with various forms of disabilities.

**Access to Justice to All**
The legal sector reform programme Medium Term Strategy was launched by the GoT in 2005 with the overall vision of creating timely justice for all. The programme has five strategic key result areas, of which the component on access to justice by poor is vital, considering that women are relatively poor as compared to men. Ensuring that the poor [majority of them being women] access timely justice, the Reforms program has also the aim of enhancing access to better quality justice by reducing court backlogs, training judges and lawyers, and establishing legal aid centres at the district level so that poor and marginalized people can access legal assistance. Training is being provided to law enforcement personnel about human rights including women’s rights. Laws dealing with business registration, commercial law, the resolution of land disputes, the labour market and the rights of women, children and the disabled, are being revised.

Other measures include: increased budgetary allocation to the sector from 32.7 billion in 2005 to 47.9 billion in 2007; increased human resource for the justice sector. For instance, the number of primary court magistrates has increased from 699 in 2005 to 745 in 2007, District magistrates has increased from 144 to 284, in the same period. Similar improvement has been in the high court and court of Appeal with an increase of the number of high court judges from 12 in 2006/07 to 56 in 2007/08.

During the period under review, the government took measures to strengthen and develop a National Legal Framework. These include the institutions to promote human rights such as the Commission on Human Rights and Good Governance as well as the Law Reform Commission. The law Reform Commission conducted various studies including studies that addressed gender related issues. These include: Local customary laws (patrilineal) to determine the discriminatory clauses, corporal and long term sentences laws, the law on persons with disabilities, civil justice review; court of appeal, khadis courts. Most of these studies have not caused legislative process; hence the discriminatory elements of the reviews and studies have not been addressed.

The modernisation of the prosecution services has also included aspects which protect women and children. For instance, domestic violence cases are held under camera, as well as rape and cases involving juveniles additionally, some improvements have been made in prosecution services with the passing of a legislative framework for establishment of Prosecution Services...
under Director of Prosecution (DPP). This is in addition to some improvements by the Tanzania’s Police force in modernizing investigation (URT: 2008)

**Women’s Rights**

Integrity of women and the pursuit for justice has been addressed under the Sexual Offences Special provisions Act (SOSPA) 1998 which introduced new offences such as FGM and trafficking in women and children alongside other sexual offences such as rape, defilement and sodomy and continues to be enforced to protect the integrity of women and children particularly on the new offences such as trafficking and also enforcing the mandatory minimum sentence of 30 years for those found guilty of rape.

Apart from Domestic Laws and Policies, International Law prohibits violence. This prohibition is found in several international human rights instruments which Tanzania has signed and ratified. The UN Declaration on the Elimination of Violence against Women (1993) affirms that violence against women constitutes a violation of the rights and fundamental freedoms of women and impairs or nullifies their enjoyment of those rights and freedoms. This instrument calls upon Governments to elaborate and implement a National Plan of Action on Violence Against Women and Tanzania has in place both a Plan of Action and several pieces of legislation to deal with VAW.

**Increased number of women/gender organizations** (Women’s movements working within civil society have been key players in holding governments to account for commitments they have signed up to under international frameworks. They have been doing this through among other means, preparing Shadow Reports to the Progress Reports on CEDAW.)

- Various initiatives to enhance awareness and capacity of law enforcers on issues related to women’s rights particularly in dealing with gender based violence (special courses targeting police, prisons officers and Primary courts Magistrate in dealing with gender based violence).
- Progressive public debates on issues such as gender-based, etc are in the media and other levels- public discourse

The Government has adopted policy, legal and regulatory frameworks to domesticate some of the international standards within the international human rights framework. However, as was found while preparing the APRM Report, there is a general lack of awareness of some standards in the area of socio-economic governance. This is particularly due to the fact that all the codes and standards are not yet translated into Kiswahili. Also domestication of these standards is still a challenge as many instruments which the GoT is a party to have not been translated into national laws.

Although public leaders do acknowledge the need to address and abolish Violence Against Women, no concrete actions have been taken other than those few initiatives by CSOs, and networks in government agencies, such as Police Women Network

Traditional customs that discriminate against women prevail in family law, especially in rural areas, and women have fewer educational and economic opportunities than men.
Generally it can be said that Governance structures that would have been used to address discrimination and violence have remained ill prepared to tackle inequality, as they are themselves biased. Additionally, issues of household governance which often result in Gender Based Violence are hardly subjects of discussion or advocacy.

**Challenges/Constraints**

Gender inequality remains among the biggest challenges with regard to gender justice. This is compounded by more general capacity constraints, as well as legislative and procedural inadequacies and insufficient public legal awareness. The current legal landscape in Tanzania, regardless of reforms and passing of new legislations still limits women's enjoyment to legal rights thus defeating the principal of equality. Women often find it more difficult than men to access the justice system. This may be the result of discriminatory norms and practices within the justice sector and society as a whole or it may reflect inadequate training and/or a lack of awareness by actors within the justice sector. It may be a function of the generally low level of literacy among women and their consequent challenges in accessing information and institutions that are mediated by unfamiliar, albeit official, languages. It may also be because women are less aware of their rights under the law, or that the crimes and threats to which they are exposed are not prioritized by law enforcement actors.

Multiplicity of laws (Statutory and Customary laws) applies in issues of property more so landed property, marriage and inheritance. Although Tanzania’s Law of Marriage Act grants women certain ownership rights, including access to property other than land, customary and religious laws undermine these rights especially in rural areas. Law of inheritance has not been harmonised into one legislation and this leave room for denial of women’s rights under the pretext of religious and customary practices.

At the same time individual and institutional biases and widespread discrimination present impediments to women seeking protection, or professional roles within the justice sector. There is still a large gap between knowledge on the legal stipulations, attitudes of the enforcers of the law and practice and this needs to be addressed for the law to have an impact. Other challenges are institutionally based as follows:

- There are no enough courts, especially in rural areas;
- a scarcity of qualified judicial actors (judges, prosecutors, lawyers), especially in rural areas;
- a deficiency of qualified staff, limited budgets;
- Inadequate infrastructure and logistical support; and a very large backlog of cases.
- Continuing judicial education is often inadequate or unstructured, and rarely available to all levels of court actors.
- There is generally little interaction among the various judicial actors (judiciary, police, prisons, bar association, prosecution, NGOs and civil society, including health care)
- Lack of specific legislation addressing some forms of gender-based violations apart from sexual violence, such as discrimination, early marriage, property grabbing, inheritance and domestic violence.
- Presence of archaic pieces of rule of law in laws such as Marriage law, Inheritance law as well as outdated ones such as law of child maintenance (Tshs 100 a month for abandoned mothers!)
As regards application of Human Rights Standards, the concern which remains is that some implementing agencies are not well informed about the status of the treaties. More efforts are therefore required to domesticate the frameworks so as to be effectively complied with.

A critical constraint in protecting women’s rights is that the judicial practitioners as well as the police have very little gender sensitisation and/or awareness. This has led to certain cases being treated based on personal experiences of the individual judicial representative, which has led to serious offences such as wife beating being treated as a domestic problem and given low priority. Moreover, there are very few female police officers in the system, making it more difficult for women to get a fair response when registering a complaint.

Reform of the country’s legal sector to sufficiently support social and economic change has not taken place at the same pace as economic reforms. A substantial body of laws was fashioned for a centrally-planned economy and therefore cannot be efficacious in a competitive market system. With globalization, regionalization and technological advances, new demands are placed on the economy and the conduct of its agents, creating the need for a more conducive environment for competitiveness.

This is contributing to improving access to justice, strengthening the skills of the legal and judicial sector, and building commitment and support for legal reform. These reforms however may not in the short term address women’s inequality in the pursuit for justice. The attitudes of the law enforcer and those interpreting the law, the cumbersome and time consuming procedures are still obstacles to timely justice for women.

A good example is the two Land Acts of 1999 which provides for the right of women to participate as appointed and elected members of institutions dealing with land management, administration and dispute settlement. The 2004 amendments to the Land Act provided for land to be mortgaged to access financial resources for investment. This is both an opportunity and a threat. An opportunity in a sense that women who own land might use it as surety to access formal credit facilities. A threat in a sense that men can exploit their power positions to sell family land and hence displace women and children from their sources of livelihood.

**Main challenge:**
Despite these measures, a review of the Legal Sector Reform Program (LSRP) (2008) observed that very little progress has been made in realizing the goal of timely justice for all. The majority of citizens, particularly those living in rural areas face challenges in accessing justice, with women suffering double disadvantage. Both the physical infrastructure and human resource for the poor is not sufficient. The majority of citizens cannot afford legal representation and legal aid is not mandatory for those citizens who cannot afford legal fee.

High court fees which are not affordable by the majority of Tanzanians. This has hindered many Tanzanians from seeking justice as they are unable to meet the court fees. Women suffer more due to their low economic status as well as limited legal capacity. The provision of legal aid in Tanzania is guided by the Legal Aid (Criminal Proceedings Act of 1969. legal aid is limited to criminal proceedings. Although the Court of Appeal of Tanzania has interpreted this to be guaranteeing free legal aid to the indigents accused, in practice it is limited to accused of legal capital offences as murder charges and treason. This underscores the need to institute mandatory legal aid to all those who cannot afford the court fee. In this regard, the government in partnership with human rights organisations should facilitate this.
Despite initiatives to enhance legal capacity of women, the majority of women continue to lack legal capacity and this affects the extent to which women can claim their rights to accessing other resources including electoral resources. This in turn has direct impact on the level and nature of women’s participation in political processes and other positions of power and influence. This has been reviewed under goal 1. on women participation in leadership and decision making.

**Recommendations**

- Identify discriminatory attitudes at all levels of the judiciary, throughout the justice system and, take steps to address such attitudes through education and training. There is indeed a strong need for gender accountability mechanisms on results of delivering justice with gender sensitivity…Both men and women need to take an active role in these processes.
- A mass educational campaign to address issues of cultural norms, values and attitudes which are perpetuating in subordinate position of women in all aspects of socio economic life.
- The Chief Justice should promote a collaborative approach that effectively sensitize all actors to the impacts of gender-based crimes on victims as well as the need to apply appropriate sentences to those convicted.
- Develop judicial partnerships with NGOs, promoting an amicable learning environment rather than antagonistic one;
- Judges can work with NGOs that have expertise in addressing equality issues and applying human rights laws in domestic courts; open doors to qualified amicus curie briefs, where appropriate.
- Create an independent Court for Marriage accelerating court cases in this area. as the instituted Commercial Court,
- Motivate Anti Domestic Violence Bill to handle some of the legal constraints which affect women who live in battered conditions.
- Obligate key institutions such as Law Reforms etc to report on gender results/impacts of their implementation processes, as well as promote the use of gender /sex disaggregated data.

**Goal 5: Reduction of political and social exclusion and intolerance.**

The analysis of this goal is included in the analysis of goal 1 which focuses on democracy, participation and rule of law.

**Goal 6: Improved personal and material security, reduced crime, eliminate sexual abuse and domestic violence.**

This goal is a turning point in Tanzania’s political commitment as it recognized domestic violence as a public issue which requires public resources. The main challenge has been allocation of sufficient resources to deal with perpetrators as well as measures to protect victims of domestic violence. The female Police Network has established special rooms in police custody to support victims of domestic and gender based violence. This needs resources in order to spread this initiative beyond the pilot area.
The protection of women has not improved much as the perpetrators of domestic violence, sexual assault and other forms of violence against women have continued targeting women of all ages and social backgrounds.

The Marriage Act includes a declaration against spousal battery, but does not prohibit it nor provide for any punishment. Traditional customs that subordinate women remained strong in both urban and rural areas, and local magistrates often upheld such practices. Women may be punished by their husbands for not bearing children. It is accepted for a husband to treat his wife as he wishes, and wife beating occurred at all levels of society. Cultural, family, and social pressures prevented many women from reporting abuses to the authorities.

There has been a new form of insecurity to members of the albino population in Tanzania who have been being brutally murdered, literally slaughtered, by people who believe that portions and charms made from their body parts, usually created by witch doctors, will make them wealthy and cause their lives to be filled with good luck. Many of the unfortunate victims have been children, who have been left to die after having their arms and legs cruelly cut off, usually with a machete or similar cutting device. Thousands of Tanzanian albino citizens are literally living in a state of “fear and abandonment.” The Tanzanian government recently revoked the licenses of all ‘traditional healers’ in the country. The bold move came in response to a recent outbreak of albino killings, prescribed by witch doctors who use albino body parts in their ‘treatments’ or ‘rituals’.

**Achievements**

Many efforts have been put in dealing with GBV. Tanzania has in place a national Plan of action to address GBV in a holistic manner – from awareness raising, legal reform and enforcement as well as putting in place service delivery mechanisms that will provide support to victims/survivors.

Tanzania for the first time has in place an institution to shelter victims of domestic violence (House of Peace) that has been receiving women and children escaping from violence. This shelter which is one of its kind in Tanzania is run by an NGO, has managed to house more than 2000 women and children, offering them basic needs, counselling and skills for continuing with life after leaving the shelter.

Many NGOs such as WILDAF, WLAC, TAMWA, KIVULINI, and EQUITY Tanzania have been implementing programmes to address violence against women such as the Global We Can Campaign, the Secretary General campaign on violence against women and other forms of services including legal aid for victims and survivors.

GBV has now been recognising as an issue requiring policy and legal intervention unlike before.

**Challenges**

There is still a large gap between knowledge on the legal stipulations, attitudes of the enforcers of the law and practice and this needs to be addressed for the law to have an impact. Generally it can be said that Governance structures remains ill prepared to tackle inequality, as they are themselves biased and unequal in their very formation. The biggest challenge is changing the social attitudes and beliefs that confine women to an inferior status.
Goal 7: National cultural identities enhanced and promoted

Although culture is central in the realisation of women’s rights, this is a goal which was not clearly articulated in the drafting of MKUKUTA document and its gender implications or interpretation is hard to discern. Both the broad goal and cluster strategies are ambiguous and very little has been done to evaluate the realisation of this goal. The operational target is “Policies, strategies, and legal frameworks for cultural and moral development are in place and operational. One needs to interrogate what constitutes ‘morality’ of a nation? Who defines it, and what are gender implications. Culture is not yet conceived as a dynamic force, which has capacity to change, including those cultural aspects which discriminate women and other disadvantaged groups. The link between people’s culture and poverty is yet to be articulated.

Conclusions
There is a growing awareness of the centrality of Good governance on growth and poverty reduction. Slowly, there is also a growing understanding on the link between gender equality, good governance and poverty. Such understanding is yet to impact governance interventions in a manner that holistically addresses gender inequality as governance issues demanding accountability and its link to growth and poverty reduction.

Attempts to improve the legal framework have been done, but there continues to existing legal clauses which are discriminatory against women. Some of the laws which address gender related issues in governance cover a wide range of issues such as labour, employment and elections. Others include human trafficking, child marriage, as well as laws protecting children against worst forms of exploitation.

Legal measures on their own are insufficient, in this respect they need to be accompanied by efforts to change values through education, training and media. Affirmative action to promote women’s representation not only in politics but also the legal system should also be employed.

Legal capacity of justice personal in translating gender equality laws in the administration of justice is also a problem which will require attention during the next generation of MKUKUTA. Additionally, inadequate resources by the justice system to support the majority of citizens particularly poor women and men, to access legal help and bring court cases, targeted legal aid provision is a challenge. Furthermore, the social distance between poor women and legal systems, related to education, language and from male dominance in the judicial system poses serious challenge to accessing justice. In cases involving domestic violence or sexual assault, unsympathetic or even abusive police responses, and fear of social ostracism, are added deterrents.

Women are organising themselves nationally and locally, around explicitly agendas, to challenge not just the inequities of resource allocation outcomes, but also the underlying institutional frameworks and organisational processes through which resources are distributed. Poor women are engaging in a variety of forms of community action and creating alternative organisations and movements in response to processes of economic, social and political exclusion.
Motivate and cause legislation of an Anti Domestic Violence Bill as a measure to combat increasing incidents of domestic violence.

Advocates for women’s gender interests need to utilise governance and poverty agendas more effectively, at the levels of both discourse and intervention. This might include broadening the debate on governance to include discussions of gender equity related to family governance, which currently receive little attention. At the same time, more needs to be done to ensure that gender issues are not confined to particular spheres of governance – (political governance). Crucially, the tendency within governance agendas to reinforce public-private divides must be critically re-examined.

**Recommendations for the integration of gender issues in MKUKUTA II**

The greater participation of women will not automatically engender institutional change given the deep-seated male-bias of governance institutions and the structural barriers to the addressing of gender interests. It is at the institutional level where entitlements are decided, resources allocated, and markets regulated. However exclusion of individuals and their interests operating in the political arena commonly transfers to exclusion in institutions. Legal and institutional Reforms, and passing laws and policies alone does not bring about substantial gender equality and equity or respect for women’s human rights. The biggest challenge lies with implementation which is still lagging behind policies and rhetoric. In MKUKUTA II, we are proposing the following:

**Adopting a gender-sensitive and Human Rights-Based Approach.**

A human rights-based approach identifies *rights holders* and their entitlements and corresponding *duty-bearers* and their obligations, and works towards strengthening the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations. Among the operational principles to be observed in the programming process are: universality and inalienability; indivisibility; interdependence and interrelatedness; equality and non-discrimination; participation and inclusion; and accountability and the rule to inform planning, implementation, monitoring, and evaluation of MKUKUTA, and all other national priorities, annual plans and expenditure frameworks. This means analysing inequalities which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress.

**Strategies:**

- Capacity building on HRBP Approach for planners and implementers of development programmes.
- Institute mechanism to implement the ratified and domesticated international instruments which the country is a party to. Domestication of the international and regional and regional instruments on women’s rights and gender equality and equity which have been signed and ratified so that they should be implemented fully

**Strengthening institutionalisation of gender concerns** through women’s/Gender Ministry and structures responsible for monitoring the implementation of programmes for promoting gender equality and the empowerment of women.
Strategies
- The Ministry of Gender and Community Development should proactively come out with a guideline which stipulate duties of a gender focal person in MDAs
- Responsibilities of a Gender focal person should be included in Open Performance Review and Appraisals (OPRAS).
- the provision of adequate resources, technical expertise and sufficient authority to the Ministry

Gender equality should no longer be seen only as women’s agenda.
Men’s full commitment, accountability and partnership with women are crucial. Government decision-making, institutional and organisational cultures must be transformed to embrace gender equality and women’s rights in behaviours, attitudes and norms.

Strategies:
- Gender sensitisation, capacity building and monitoring at all levels.
- Develop Innovative rights-based and culture-sensitive programmes for the participation and active involvement of men and boys in the promotion of gender equality and women’s empowerment.
- Provide higher priority in governance debates to issues of family governance not as a separate ‘women’s’ domain, but in recognition of the ways that gender biases in this domain permeate wider social institutions
- Develop Programmes that address families to integrate the culture of equality and human rights processes in all aspects of the socialisation process, including the sharing of domestic work and childcare.
- Harmful and/or discriminatory practices that sustain gender inequality and inequity must be eliminated, and social, cultural, traditional and religious norms and values that sustain equality, equity and justice must be promoted.
- Comparative action research that identifies both the obstacles to and the possibilities for gender equality in social/cultural institutions, particularly the family, community, media, education, and religious-cultural life, as well as in the juridical domain.
- Dissemination of research findings among actors in the design and implementation of social policies and the evaluation of institutional and organizational cultures.
- Conduct mass education on governance issues including legal rights to the public.

Supporting the structure for existing and potential women leaders in local and national elections.

Strategies:
- Working with a range of actors, including journalists and politicians to change negative attitudes and create an enabling environment for women’s participation.
Having set targets for women’s meaningful participation

Strategies:
Having in place complementary measures such as
- Changes in the selection process for the targeted positions;
- Supplementary training to enable female candidates to compete, for example, in civil service examinations;
- Gender sensitization of male government officials and community leaders;
- Relevant and appropriately scheduled capacity-building activities for the women who are selected under the target;
- Regular monitoring of the activities of the targeted women and their colleagues and supervisors;
- Strengthen mechanisms to enhance women’s access to higher positions of decision making in both the public and private sectors;
- Women should be trained, prepared and groomed to become leaders;
- Promoting links and dialogue between women inside and outside political structures to build accountability, particularly in periods of legislative change;
- Develop the technical and political skills of women representatives to intervene in processes of legislative change.

Alongside legal reform, there is a need to promote the participation of women in debates on legal and constitutional reform

Strategies
Support to existing NGOs working with poor communities, to provide gender-sensitive legal awareness, advocacy and aid, as well as human rights education.

Addressing Gender-based Violence

Strategies:
- Provision of services for victims/survivors of gender-based violence including: legal aid, psychological counselling, free medical care and testing for victims of violence, and free paternity testing in cases of child support (courts should encourage NGOs to provide parallel services, especially where government cannot or will not provide them);
- Simplified procedures/evidence requirements, especially in rape cases, where current requirements may be impossible to meet (e.g. a requirement for a PF3);
- “One stop shops” that bring together in one place the various resources (community and government) available to victims of gender-based crimes: police gender unit; investigator; medical facility (testing); prosecutor; trauma counselling; etc. This will make it not only easier for the victim but also will support more effective investigation/prosecution by ensuring that proper forms and certificates are filed; tests taken, evidence preserved, etc.
“Safe houses” or shelters where victims may stay during the judicial procedure to which they are party. Judges can look to examples and judicial reasoning in case law of other jurisdictions and courts (including international courts).

Motivate and take actions to enact an Ant Domestic violence law.

Expansion and Replication of institutional best practices such as ‘Women Police Network, Network of soldiers’ wives, etc.role modeling approaches to be upscaled?
5.0: CHAPTER 5: GENDER REVIEW OF MKUKUTA FINANCING STRATEGIES, PUBLIC EXPENDITURE AND FINANCIAL MANAGEMENT

Introduction
This Chapter provides a gender review of implemented strategies of MKUKUTA financing, public expenditure and financial management over the last five years. Within this framework, an emphasis is placed on assessing the gender implications of key adopted features of MKUKUTA financing framework, including strategies for mobilization of resources and financial management reforms for enhanced public accountability. This has also included placing an emphasis on reviewing how the national budget and other related medium-term fiscal measures have been working towards achieving poverty reduction goals with gender sensitivity. From this review, conclusions are then drawn and recommendations for the future put forward.

Key Features of MKUKUTA Financing Framework
Chapter 6 of MKUKUTA Framework document, elaborates on a well articulated financing strategy or plan for financing poverty interventions for the different clusters. The Strategy under implementation has several key features which are discussed below.

Some of the key features of this Framework includes: the placed emphasis on financing approach for broad based outcomes, intensifying interventions for improved resource mobilization base, placed attention to estimation or costing of financing implications of MKUKUTA and improved adoption of measures for improved financial accountability. Yet another key feature is on the Framework’s aim for promoting focus on ensuring “equitable distribution of public resources” (MKUKUTA document, 2004) which potentially brings an effective point of entry for increased budgetary allocations and financial management strategies for reaching out and benefitting both men and women. This objective also aims at reducing vulnerability at different levels.

On the issue of equitable distribution of national resources for enhanced inclusiveness and pro-poor impacts in particular, Cluster 3: Governance and Accountability, Goal 2 emphasize on promotion of “equitable allocation of public resources with corruption effectively addressed”. In relation to this, one of its operational targets is to see that “public resources are allocated, accessible and used in an equitable, accountable and transparent manner”. Table below illustrates some of adopted financing strategies and interventions for this to happen.
Table 9: Examples of Financing Strategies and Interventions under Cluster 3:

<table>
<thead>
<tr>
<th>Sub-categories</th>
<th>Cluster Strategies</th>
<th>Expected Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) PER/Budget Intervention Package</td>
<td>-Ensure that all PER’S adequately address issues of equity and equality in expenditure tracking</td>
<td>-Gender equality promoted,</td>
</tr>
<tr>
<td>-Formula-based allocations</td>
<td>Studies to monitor “pro-poor” budgeting with particular reference to the needs of the poor and</td>
<td>-Vulnerability reduced</td>
</tr>
<tr>
<td>-Pro-poor expenditures</td>
<td>vulnerable groups.</td>
<td>-Financial governance and equity</td>
</tr>
<tr>
<td>(ii) Equity Intervention Package</td>
<td>-Strengthen, extend and monitor resource allocation formula ensuring equity among Local Authorities</td>
<td>-Inclusiveness and governance</td>
</tr>
<tr>
<td>-Review regularly the formula-based allocation</td>
<td>-Deepen public involvement in the preparation, formulation and monitoring of MKUKUTA, PER and</td>
<td></td>
</tr>
<tr>
<td>(iii) Participation and access to information</td>
<td>-and budgets including making information about budgets and expenditures and revenues widely</td>
<td></td>
</tr>
<tr>
<td>-Participation and demand-based allocations</td>
<td>available down to the local levels</td>
<td></td>
</tr>
</tbody>
</table>

Source: MKUKUTA document 2005

Analysis of MKUKUTA interventions reflected in Table I indicate government’s intentions of undertaking financial strategies, public expenditure and financial management processes based on equity, equality and pro-poor principles. It also shows the government’s expectations in relation to MKUKUTA implementation outcomes in this area where issues of gender equality, vulnerability, inclusiveness and financial governance are well articulated. All these are key opportunities for advancing gender equality financing for MKUKUTA implementation, if they would be utilized effectively.

Gender Implications of the MKUKUTA Financing Strategy
As pointed out in earlier Chapters, MKUKUTA Financing strategy under implementation adopts a broad-based outcome approach with a timeframe of 5 years. With this approach, the Financing framework has a focus on financing all relevant poverty reduction elements in all clusters/sectors rather than on few priority sectors (as in PRS I), and thus placing an emphasis on broad based outcomes of MKUKUTA implementation

The focus on cluster outcomes potentially helps to clarify on specific changes that are expected to happen with respect to implemented MKUKUTA strategies and in improving
monitoring. Additionally, this framework has an outcome results approach, which recognizes cross-sectoral contributions to outcomes as well as inter-sectoral linkages.

Reviewed from a gender perspective, the implemented approach of financing of all MKUKUTA cluster strategies provide key point of entries for ensuring gender inequities and pro-poor issues are adequately addressed in public expenditure and management processes for poverty reduction. In particular, this approach provides potentials for implemented gender-related strategies and activities in all MKUKUTA Clusters to be properly budgeted for and hence promoting increased financing to different sectors/clusters for gender mainstreaming approaches and impacts. This is despite some of the implementation weaknesses noted in various documentation—especially in coherency of MKUKUTA cluster strategies for achieving broad-based outcomes.

Yet, as documentation review reveals, the provided potentials from outcome-based financing approach is yet to be utilized effectively for promotion of gender equality (and pro-poor impacts) at different levels. For, although gender related strategies and activities are adequately addressed in all MKUKUTA clusters, the visibility of gender equality issues in Cluster strategies/interventions seem to get de-prioritized and at most disappear, especially at the budgeting and outcomes-monitoring level.

For example, while cluster II: Improvement of Quality of Life and Social Well-being have two outcomes which stipulates very clearly the goals, targets and strategies for promotion of gender oriented outcomes, implemented financing strategies and targets set do not seem to allocate funds that match the existing needs for women and poor men mainly because inherent gender issues are often not effectively articulated. Similarly, as it shall be elaborated further in this Chapter, under cluster III: Good governance and Accountability, where key underlying gender issues such as gender based violence are made explicit and visible for effective financing response, the level of budget allocated to sectors/cluster working on GBV issues would have needed to receive more public financing attention, than it is at the current

Costing of MKUKUTA cluster interventions under implementation has also to some extent, contributed to limiting increased gender financing to different sectors through the current approach. For, while estimation of MKUKUTA interventions recognizes that some of targets/outcomes are multi-sectoral or interdependent, thus requiring clear identification of cross-sectoral interventions for financing, the costing process itself, in sectors where it was done, has not adopted effective gender interpretations to allow for increased flows of funding to cross-sectoral interventions with high gender impacts.

Lack of such gender interpretations in the conducted MKUKUTA costing exercises has been linked to “Information available not being sufficient to determine the unit cost, especially in social sectors”. While lack of (gender-disaggregated data is a serious gap in many sectors, this situation may as well emanate from lack of gender capacities and approaches of key actors for engendering implemented costing methodologies. Documentation review point out the Ministry of Labour, Employment and Youth Development (MLEYD) as the only government sector that at least attempted- under ILO support, to estimate the financing implications of its planned interventions with gender responsive approaches. However, even with this effort, there has been a limited shift towards increased financing towards gender related interventions to the cluster/sector due to several factors, including existence of weak links between national/sector policies, resource allocations and MKUKUTA outcomes monitoring.
Also as stated in earlier sections, MKUKUTA Financing strategy also provide for a longer
implementation frame of five years (i.e. 2005-2010). Potentially, long term financing
approach for cluster/sector interventions provide for more sustained processes for increased
public resource mobilization, expenditures, financial management and monitoring of gender
related aspects of implemented strategies and targets. This is because often, long term
financing approaches for poverty reduction strategies has major potential, for not only
increasing budgeting allocations to gender related interventions, but also for enabling such
interventions to be implemented with more effective impacts. For example, implementation
of MKUKUTA interventions on reduction of gender based violence, would potentially
benefit from long term financial commitments with increased annual budgetary allocations
over the five year period. In this way, as a government policy strategy, MKUKUTA
Framework document provided significant windows of opportunities for increased gender
financing and promotion of gender sensitive public financial management reforms for
accountability.

Yet, as various discussions in this Chapter shall point out, at the operational level, the
financing opportunities elaborated in MKUKUTA Framework, lacked priority in the adopted
Clusters/Sector expenditure processes and outcomes monitoring. For example, an overall
assessment of budgetary expenditures to sectors/clusters contributing towards reduction of
gender-based violence interventions demonstrates a sporadic approach to budgeting, which
provides funding to such interventions on a one time off activity basis (e.g. conducting a
training workshop on GBV). This approach in a major way jeopardizes government’s efforts
in addressing the gendered impact of GBV on poverty reduction measures.

**Gender Review of Implemented Interventions under MKUKUTA Financing, Public
Expenditure and Financial Management Measures**

**External Resources and Domestic Revenue Mobilization Measures**

The main financing focus for pro-poor growth strategies under current MKUKUTA took a
two pronged approach with implemented measures towards: increased domestic revenues and
management of donor funding. Within this framework, the Private Sector through Private-
Public Partnership and CSOs also contributed towards MKUKUTA strategies, though
external aid (ODA) continued to be one of key sources of budgeting expenditures for the
government. For example, the share of the donor funding to the national budget rose from
about 6% of GDP in FY 2001/2 to 11% in FY 2007/8. In terms of absolute figures, ODA
funding has been accounting to around 34% of government budget: with 80 % of the
development budget and 20% of the recurrent budget (See Table below for details). ²

<table>
<thead>
<tr>
<th>Table 10 National Budget Reflecting Sources of Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year</td>
</tr>
<tr>
<td>---------</td>
</tr>
<tr>
<td>2004/2005</td>
</tr>
<tr>
<td>2005/2006</td>
</tr>
<tr>
<td>2006/2007</td>
</tr>
<tr>
<td>2007/2008</td>
</tr>
<tr>
<td>2008/2009</td>
</tr>
</tbody>
</table>

Source: United Republic of Tanzania, Ministry of Finance and economic Affairs
Donors also fund projects outside of the budget, so the above table is not reflecting entire volume of donor funding. It only shows the money coming through the budget. For instance, donor funding to HIV/AIDS through the Global Fund is significant, and this funding does not come through the Treasury. The reflected funding is both for MKUKUKTA interventions as well- non MKUKUTA aspects.

This trend has continued to make Tanzania a highly aid dependent country, although reviewed documentation also demonstrate governments’ commitment to gradually reduce overly dependence on external aid to support its expenditure. The above table also demonstrates that there has been an increase of local revenues contribution to the national budget. It is documented that over the years, the government has been undertaking various forms of measures to improve on domestic resources mobilization. These efforts have included implementing measures to increase domestic resource through widening the tax base as well improved tax administration among the tax payers and tax collectors. These measures are noted to have started showing positive results, over the years (Policy Briefs: 3.09) However, there is no evidence that the implemented interventions in this area went through an effective pro-poor and gender analysis to determine their implications for gender equality and poverty reduction impacts. As various studies on taxation and gender in the country and beyond reveals (Gender Review of Taxation Policy in Tanzania (TGNP/Macro Gender Policy, 2004)) often undertaken taxation measures have huge and hidden gender dimensions which may result in overtaxing certain social groups such as women and poor others. For example, as emphasized in Chapter 2 of this Report, measures such as VAT have been proved to have negative gender impacts on poor groups in the population including women.

Similarly, the implemented interventions under Public-Private Partnership (PPP), introduced as a strategy to reduce financing burden on the shoulders of the government, underwent limited gender analysis, resulting at times on reinforcing negative gender impacts for women and men in their communities. As some reviewed documentation reflects, the often non-regularized participation of the private sector especially in non-monetary sectors such as education, health, water and related others show that this effort has more often than not limited access to services provided by these sectors for majority of poor men and women.

However, despite of the above identified gender gaps with regards to MKUKUTA financing approaches at the implementation level, the macroeconomic framework underlying the MKUKUTA has been noted to be consistent with its poverty reduction objectives. According to review of various documentation, the government’s fiscal framework for 2008/09-2010/11 was aimed at halving the overall budget deficit (before grants) from 11.1% in 2007/08 to 5.8% in 2010/11. Domestic revenues were set to increase by 3.5 percentage point of GDP over the next 3 years from 15.6% to 19.45, while expenditure would slightly decrease from 26.7% in 2007/08 to 25.2% in 2009/10, mainly due to low predictability of aid flows (various donor documentation). Furthermore, the share of MKUKUTA spending in 2008/09 was noted to be 62%, which was in line with previous years.

The current challenge, though, has been on ensuring sufficient level of domestic revenues in a context of rapid expansion of government expenditure (e.g. increase of wage bill, etc), the gap between domestic revenues and expenditure, and more, the impacts of global economic financial crisis. Such a setting has huge potential for negative impacts the on-going government efforts on revenue collection as well on the predictability of donor’s financing. As confirmed in the National Budget Guidelines document of 2009/10, the country’s revenue collection will fall persistently from this period until the end of 2012 due to global financial
crisis. Other sources of information on this subject informs that Tanzania’s domestic revenue collection in the 2008/09 fiscal year had already had a 10% shortfall of its 4.73 trillion shilling ($3.53 billion) target and that this was to drop further in 2009/10 due to the world economic slump (URT, Ministry of Finance documentation, 2007/8 and 2008/09). Based on this reality, it is evident thus that the government’s intention of increased financing on national budgets from domestic revenues will be affected. This trend, when analyzed from a gender perspective, does have threats which can further lead to decreasing finances even further to the on-going MKUKUTA implementation strategies. It does also have potentials of limiting implementation of new interventions or those with high impacts on gender equality and poverty reduction in the country (e.g. gender based violence and increased workload on women).

On the other hand, the current increased proportion of aid financing in the country as well as the on-going government’s efforts towards expanding its revenue base (despite the impacts of the global financial crisis) increases the chances for the government to direct more resources/budget allocations to public sectors, including social sectors (e.g. agriculture, health, water, energy sectors). These sectors and (others) are key in responding to both practical and strategic needs of majority of poor women and men. An assessment of the current funding scenario in the country, indicate that increased donor funding have been benefiting those sectors under donor-led reforms, which include promotion of the private sectors, especially in the areas of infrastructure, tourism, creation of enabling environment for foreign direct investment, and, implementation of national and sector reforms in public services, health, education, water, legal, public service and local government. For details see the following figure.
It is however important to note that, most of above mentioned sector programmes have potential for greater gender sensitive outcomes - especially if in principle, the underlying interventions being implemented/targets were to adopt more effective gender approaches, including gender budgeting tools. However for this to happen, deployment of effective gender capacities and willingness of decision-makers and implementers would have to exist to make sector-level interventions gender responsive. Otherwise, lack of such approaches and gender capacities shall continue to make implemented sector interventions direct limited financial allocations to strategies with major impacts on reducing both income and non-income poverty to majority of poor men and women at different levels.

**New Aid Financing (JAST/GBS) Measures and Gender Equality Implications**

Since, as discussed above, large proportion of the Tanzania budget (34%) is dependent on development aid, it becomes crucial to review the adopted new aid modalities and its implemented outcomes from a gender perspective. Within the new aid financing framework, Joint Assistance Strategy (JAST) on Aid management between the government and Development Partners (DPs) has been developed to provide a framework under which dialogueing and management of aid issues in the country can take place. Through MOU agreements, the government increasingly receives aid from its DPs through the General Budget Support, channeled through Poverty Reduction Budget Support (PRBS) mechanism. Documentation reviewed affirms that the government has been receiving more aid (around 38% of aid to Tanzania in 2007/08) through General Budget Support-GBS mechanism (Rusimbi & Kikwa, 2008)
Table 11: Aid Composition Reflected in the Government Budget in Million Tshs. (Excluding Debt Relief)

<table>
<thead>
<tr>
<th>Year</th>
<th>2004/05</th>
<th>2005/06</th>
<th>2006/07</th>
<th>2007/08</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project and Basket Funds</td>
<td>857,885 (66%)</td>
<td>1,015,144 (62%)</td>
<td>935,128 (49%)</td>
<td>1,461,892 (62%)</td>
</tr>
<tr>
<td>General Budget Support</td>
<td>434,476 (34%)</td>
<td>616,165 (38%)</td>
<td>804,554 (43%)</td>
<td>881,320 (38%)</td>
</tr>
<tr>
<td>Total</td>
<td>1,292,361</td>
<td>1,631,309</td>
<td>1,891,255</td>
<td>2,343,212</td>
</tr>
</tbody>
</table>

Source: URT: GBS Annual Review 2007

As the Table above show, alongside the increase of GBS financing in the country however, Basket or Sector-wide as well as Project financing approach continues

On the GBS financing approach, at the implementation level, both the government and DPs have been working towards a more effective harmonization through division of labour, cooperation and coordination among themselves at different levels. As part of this, several national, sector/cluster Working Groups (WGs) and thematic/cross cutting groups have been institutionalized to allow for coordinated approaches in policy development, planning and budgeting according to MKUKUTA’s clusters. The more recently adopted (2008) GBS Annual Review Cycle is part of larger efforts towards more harmonized approaches on GBS with a particular focus on monitoring and reporting outcomes. According to documentation review, the implemented new aid modalities, especially GBS interventions have been successfully implemented.

Unfortunately, the on-going efforts for government and DPs’ coordinating within the new aid framework for more effective outcomes have not placed achievement of gender goals in the ‘mainstream’. In this process, the gender agenda has been treated separately from the main GBS initiatives in the country. This is despite the fact that the Paris Declaration states that donor financing should be in line with the recipient country’s national development goals. In Tanzania, MKUKUTA has several strategies for promoting gender equality as key to the national development goals. The Paris Declaration promotes accountability and aims to achieve an improvement, in terms of quality and quantity. This requires both government and DPs to institute accountability mechanisms in respect of gender-related commitments at different levels, something which is yet to happen in a significant way. Furthermore, the Paris Declaration introduces a range of indicators, which from a gender sensitive perspective are supplemented from the selected gender indicators already in the MKUKUTA Monitoring Framework. Yet, we are not witnessing the monitoring of MKUKUTA/GBS outcomes including indicators that are gender-sensitive, and that are accompanied by other forms of assessment.

In respect of process, there continues to be limited participation by ‘actors on gender’, including the MCDGC, Gender Focal Points or sector experts within line ministries, and women’s organizations and CSOs representatives in GBS processes. Furthermore, when these gender actors are involved, they often have limited capacities in respect of policy and budget analysis (Rusimbi and Kikwa, ibd). Meanwhile, the mainstream GBS actors continues to have limited or no gender expertise.
Much as GBS modalities have been operational in the country only for few years now, this situation suggests that there is a need for deliberate efforts to ensure that gender equality agenda do not ‘disappear’ or ‘evaporate’ from the new funding approach. As UNIFEM (2006) rightly points out such deliberate efforts would lead to achievement of aid financing that promote gender equality through:

- adequate financing for programmes that respond to women’s needs
- accountability systems for governments and donors to track and enhance their contributions to gender equality; and
- gender-sensitive progress assessments, performance monitoring and indicators for aid effectiveness

It is within this context that the new aid modalities and content, especially the GBS monitoring framework, including recently instituted GBS Annual Cycle deserves a close follow up from gender sensitive perspectives. For example, the GBS Annual Review Cycle is an important process for facilitating the assessment of the performance of government and GBS partners in meeting their responsibilities as spelled out in the Partnership Framework Memorandum (Macro Policy Gender Group/Rusimbi, 2009). In this way, it is a potential point of entry for enhancing gender mainstreaming approaches, in the on-going GBS review processes, including in financial expenditure and management. It should thus be seen important that the entire steps/processes and content areas of the Programme of Work for GBS Annual Cycles adopt effective gender interpretations. Ideally, engaging with this review Cycle for enhanced gender equality outcomes should have started with having the MOU for GBS spelling out clearly on how gender equality is to be made a priority in all the key steps of this modality. Unfortunately, the current MOU between the government and DPs does not do so.

As it stands today, opportunities for making GBS modalities, processes and outcomes are many but are not fully utilized. First, as pointed out in earlier sections, MKUKUTA Framework of which the GBS principles of financing national development goals are based includes gender equality strategies as well as a set of selected indicators (MKUKUTA Monitoring system). This means that strategically, the GBS Annual Review processes and mechanisms call for a review to allow for effective gender mainstreaming approaches in its implementation and outcomes. As an example, the GBS Annual Review Cycle document (2008) identifies key structures and actors with instrumental role in facilitating the annual review processes. This is both from the DPs and government sides and they include among others: GBS DPs-Working Group, GBS Partners Secretariat, MKUKUTA/PER Cluster Working Group, Joint Government-GBS Partners Secretariat, Ministry of Finance and the Troika (Plus), PER Macro/PFM Cluster-Working Groups, MUKUTA- Cluster Working Groups on GBS at sector levels, etc.

The above mentioned structures and actors carry a strong mandate in relation to guiding the on-going GBS dialogue in harmonization processes; strengthening financial management and allocations; monitoring implementation and reporting on performance according to PAF, and finally in enhancing key accountability issues emerging from different sector and other reviews, culminating to the Annual GBS Review in October. It is thus important that all these structures and actors are seen as opportunities and facilitated to enhance aid effectiveness with gender equality outcomes. However, its implementation may call for implementing a well articulated IMPLEMENTATION STRATEGY to allow for strategic engagement with key GBS structures (and actors) for enabling them to effectively promote gender equality. Key structures such as the Joint Government-GBS Partners Secretariat need to have for examples reviewed gender sensitive actors with TORs that obligates them to facilitate their
activities with gender responsiveness, including making gender equality one of the “5 key issues” for annual policy dialogue.

Similarly, all the other GBS review structures need to have in place TORs and relevant capacities for interpreting them for implementing their day to day processes with mainstreaming gender impacts. For example, the GBS-CWGS at sector levels play important roles in identifying key issues for the Annual GBS review. They also play an active role in preparing for Quarterly Status Updates, progress reports against the PAF, etc. In this way, TORs of these Working Groups and actors need to reflect on how gender issues will be part of their mandates for more effective outcomes and impacts of aid financing in the country.

Finally, it has been to be noted that at the current, there are several on -going efforts to engender the GBS processes. However these efforts are yet to yield significant result. For example, the DPGs-Gender which is a cluster of DPs working on gender equality issues, has been pushing serious efforts for enhancing gender mainstreaming approaches in GBS processes in the country. However, the positioning of the GPGs-Gender cluster vs the mainstream DPGs –GBS is a challenge when it comes to major decisions for gender changes in GBS modalities and mechanisms. In addition, some NGOs and particularly gender networks such as TGNP and FemAct have also in their own ways, started to engage with different GBS WGs/ sectors in government to influence for increased gender equality financing in the country.

On the government side, documentation review confirms that as part of these efforts, Gender Desks in government sectors have been the key point of entry for influencing GBS related processes. In terms of implementation, this approach places much expectations on the role of Gender Desks officers sectors can play within the sectors in gender mainstreaming While all these are important efforts and should be continued, when critically analyzed, the use of Gender Desks as point of entry in government sectors for gender mainstreaming provides a weak link for ensuring that the agenda for financing gender equality within GBS processes becomes a reality. This is mainly because, MCDGC and the Sector-level Gender Desks are not in the “mainstream” of policy-dialogue nor do they take active part in the Annual GBS Review Cycle. Furthermore, within the MCDGC, there are generally few actors (mainly economists and planners) who are involved in GBS-WGs process. Similarly, Gender Desk officers are seldom involved in key decision making processes in relation to Annual GBS reviews.

Tackling issues of GBS, including Annual GBS review with gender responsiveness requires new set of skills and knowledge for key actors, both from the government and DPs side. At the current, many of the GBS Working groups, Secretariat(s) and others are led and dominated by economists and planners. While these are experts in many areas relating to GBS content and processes, they generally have less understanding, skills and knowledge in the ‘softer’ social issues including gender equality and women’s empowerment. For example, government-GBS actors needs skills and knowledge on how to develop and review reports with content reflecting gender outcomes and indicators (as per MKUKUTA Monitoring Framework). As for actors in DPs-GBS structures, they need to invest-in terms of their time and willingness to enhance own skills, and especially on how to monitor policy outcomes from a gender perspective for promoting effective dialogue for change. Furthermore, relevant gender knowledge and skills are important government GBS actors such as PER Cluster Working Group as they engage with their strategic undertakings such as including during
review meetings on GBS and monitoring of implementation progress against the PAF and PFM, and GBS Annual Review Meetings, the Public Expenditure and Financial Accountability Review (PEFAR) processes, MKUKUTA Review and Annual Implementation Report processes as well as other core reform reviews.

**Macro-economy Projections and Gender Financing Measures**

Under this area of MKUKUTA implementation, several on-going efforts have been undertaken by both the government and non-government actors, leading to a growing gender capacity and realization – especially among macro economic planners and CSOs, that often macro level projections frameworks/instruments and processes are gendered in nature, and that this situation has some major implications for poverty reduction measures in the country. As the discussion below shall reflect, some of the implemented initiatives in this area have been contributing significantly to increased gender awareness at macro planning level, which is key for improved gender responsive approaches in budgeting and monitoring of MKUKUTA outcomes. These include:

**Generation of sex/gender disaggregated data for Macro-planning and Budgeting (e.g. TIME USE STUDY) Measures**

Implemented interventions for gender mainstreaming in this area are based on earlier activities undertaken by the Ministry of Planning and TGNP (2007) on engendering MACMOD as a modeling instrument for planning, forecasting and assisting in policy analysis. The then undertaken activities included capacity building for macroeconomists, policy dialogues and mainstreaming gender sensitive perspectives in the SAM study with the aim of improving gender interpretations of MACMOD as one of key technical instruments informing macro-economic projections processes, including the Budget Guidelines. MACMOD processes were also targeted for gender approaches because it is as one of key instruments in capturing different developmental contributions to the National Accounts of Gross National Product (GNP), thus very instrumental in making women’s and poor men’s contributions visible to the GNP. This kind of effort was/is thus helpful in enabling the budgeting processes to prioritize on financing areas under which women’s contribution is unaccounted for (providing child care services, nursing of the sick and elderly, fetching water and fuel, food production and preparation, transport, etc).

The Time Use Study, an activity conducted under the government leadership, as part of Integrated Labor Force Survey of 2006/7, was a major follow up on the mentioned efforts on engendering MACMOD. Implemented by NBS in collaboration with TGNP, this Study initiative reflects a high level government commitment aimed at building its own conceptual understanding on the underlying issues of gender equality and time poverty. According to the conducted time use analysis of this Study, patterns of gender differences in workloads distribution in communities and beyond were made visible for policy making and budgeting actors to engage with. For example, through this data, policy makers and MKUKUTA implementers are made aware of the inherent gender differences in time use, which impacts women more. They are also made aware that this situation is caused not only because of institutionalized gender division of labour in communities, but also due to failure of government’s public policy and budgeting priorities in paying attention to infrastructural and social services needed to reduce unpaid female labour-including water and energy in each home, quality child care services, and a strong public health system accessible to all.

At this juncture, it need to be mentioned however that the rich information and generated sex/gender disaggregated data on time-burdens for men and women (i.e. through the TIME-USE Study) in the country, is yet to be systematized and applied effectively for policy
analysis, planning and budgeting for MKUKUTA interventions. In this way, the achieved milestone in this area, call for further interventions geared towards raising awareness on this activity, capacitating key implementers and holding them accountable for utilizing the data at the sector/cluster level during planning, budgeting and monitoring of MKUKUTA implementation outcomes.

Also, while there are several other on-going efforts in this area, they are uncoordinated and scattered. For example, REPOA as the Secretariat of Macro Policy Group, in collaboration with MLEYD and NBS had been conducting a series of awareness raising and capacity development training to different government stakeholders, regarding gender data requirements in planning and budgeting. This initiative is instrumental in implementing gender sensitive MKUKUTA financing and financial management. However, this and other initiatives need more coordinated efforts to move forward with wider impact.

Engendering of Budget Guidelines (BGs) Measures
The Budget Guidelines (BGs) which elaborates government policy intentions and strategic outcomes for each coming year while setting budget ceilings is informed by many processes and technical instruments. As a key government policy tool, the BGs provide strategic direction for expenditures at the national, sector/cluster and institutional level (MDAs). It is within this perspective, that the BGs document becomes key point of entry for effecting gender mainstreaming efforts in the national as well as sector/cluster budgeting processes.

As part of this, several initiatives geared towards engendering the BGs processes have been on-going since 1999, through efforts of the government (then Ministry of Planning with support of CSOs such as TGNP (Liisa Kytola, 2009). Such efforts have since then been leading to some significant results at this level. One of the major results has been the ‘integration’ of key directions regarding budgeting for gender equality issues and women’s empowerment. For example, although at the current the BGs document is yet to systematize effective gender interpretations in all its Chapters, in the document there is a whole Section discussing gender equality issues, under the Medium Term Objectives and Focus discussions. Under this section, all MDAs and LGAs are directed to identify key gender issues within their sectors/clusters and Councils and to mainstream them in their planning processes during setting of budgeting priorities. For example, in the 2009/10 BGs document, in this Section, major gender equality challenges noted for attention included “…addressing GBV issues, mainstreaming gender issues in planning and budgeting at all levels and addressing gender imbalances in accessing higher education and nature of discipline of specialization.”(URT, National Budget Guidelines doc, 2009/10). The ‘Gender section’ in the BGs document also places an emphasis that the main strategies for the future (of MKUKUTA) centre around gender mainstreaming and gender disaggregation of data, but also for more resources for the fight against gender violence, and the reduction of women’s workload - all of which are key budgeting issues.

In this way, the BGs elaborates government’s intentions of budgeting for gender related MKUKUTA outcomes while providing a critical opportunity for budgeting with gender sensitivity approaches in all sectors/clusters and LGAs. The challenge is however on the implementation of BGs directions regarding gender mainstreaming at the MDAs/LGAs level. Due to lack of gender capacities coupled by limited effective instructions or details on MDAs can actually provide resources needed to support the well stipulated interventions/objectives (for example providing more specific guidelines for gender mainstreaming in budgets), has been leading to weak implementation of the instructions. The central level Ministry
(MOFEA) needed to prepare and attach as part of the BGs document, some generic tools for guiding planners and budget officers at sector/LGAs level on how to mainstream gender issues in planning and budgeting at sector level. See an example of prepared ‘Guidelines for Mainstreaming Gender into National Budget Guidelines, TGNP/UNFP, 2007. In addition, the central level Ministry (MOFEA), lack institutionalized mechanisms for holding sectors/LGAs accountable for gender responsive budgets submissions. Because of such weaknesses and other related factors discussed below, the adoption of BGs gender budgeting directions are yet to be implemented effectively, as government budgeting requirements by all sectors/clusters, LGAs and institutions/Agencies.

Ironically, Tanzania has been one of the few African pioneers in the area of gender budgeting, and its initial initiatives have provided beautiful role models to other countries. Currently, several other countries in SADC/Africa region are forging ahead on gender budgeting -with significant results towards their poverty reduction efforts. These include Mozambique and South Africa both of which have made use of the available human resource in Tanzania from TGNP Gender Training Institute (GTI). Other countries which have benefited from the resources in GB include: Nigeria and Egypt.

**National Budget and Medium-term Fiscal Measures**

Tanzania had introduced since the 1990s a number of reforms to its planning, budgeting and performance management processes. Among the key ones include a Medium-Term Expenditure Framework (MTEF) and a Programme-based approach to budgeting or policy-based budgeting (various government documentation). The government has also been using Public Expenditure Review as a key means of improving on its planning, budgeting and expenditure tracking processes. As will be elaborated in the discussions below, all these and related planning and budgeting reforms facilitate the adoption of gender mainstreaming approaches-particularly of gender budgeting or gender responsive budgeting tools in sector planning and budgeting processes in the country.

**Using Gender budgeting as a key tool for increasing gender financing**

The overall aim of processes such as MTEF, PER or Annual GBS reviews are that of ensuring effectiveness of expenditure results in outcomes that reduce poverty and enhance development. In this way, these are processes for allocating and monitoring if results of annual/three budgeting have been achieved and with what outcomes (indicators Within this framework thus, main objective of ‘mainstreaming’ gender equality approaches in these important reforms/initiatives should be as well on tracking if budgetary allocations are on the increase for enhanced gender equality outcomes and impacts.

One of the key tools for ensuring the gender agenda ‘does not fall off the table’ when it comes to allocating budget and implementation is gender budgeting or gender responsive budgeting. This process which is increasingly been engaged with the on-going budget reforms such as Medium-term expenditure budgeting (MTEF) has a great potential of facilitating mainstreamed allocations for gender related developments at different levels. This is because, gender budgeting asks planners and budget officers not to be satisfied by allocating budget allocations to gender specific activities only, because this is usually a small fraction of national or sector budgets. This tool also asks that gender issues be explicitly discussed and reported on in budgets and related implementation. In this way, if systems of reporting are reliable and honest, and if they include gender-sensitive elements and provide for desegregation, then budgeting processes will a give a good record of what is being done and achieved and thus indicate potential gaps.
MTEF involves casting of the budget in a medium-term context, typically three years, on a rolling basis instead of the traditional one-year presentation. This relatively new framework is highly advantageous in terms of predictability, transparency and accountability and improved sectoral management. The programme-based approach to budgeting is a method of budgeting that tries to link resources to proposed and achieved results rather than presenting simply a bookkeeping account of the budget. The basic difference between the traditional budgeting system and this new method is that the former highlights on inputs whereas the latter concentrates on results achieved or outputs.

Box: 1 What is gender budgeting?

……..As a technical process, gender budgeting is about including a gender perspective into the existing national budget to ensure that it is gender-sensitive, i.e. it addresses the needs and interests of different groups of citizens. It is not only about asking for “more money” for gender issues or women in a country/particular sector. Gender budget work is about prioritization. It accepts the overall envelope of resources, but asks whether the way money is currently distributed has the best impact on women, men, girls and boys and different groups of citizens. It asks whether the current distribution of the available resources is the most effective, efficient, economic and equitable way of achieving government objectives, including the objectives of gender equality and women’s development...

In terms of its linkage to poverty reduction and public expenditure processes, gender budgeting is considered to be one of the important instrument towards changing the economic and social position of the most disadvantaged women, men and children by changing the status of their economic opportunities and social capabilities, through increased participation and budgetary allocations to sectors which affect them most. These are important components as far as MKUKUTA implementation is concerned.

On the implementation status of gender budgeting work in the country, Tanzania has been one among the few countries in Africa/SADC that introduced gender budgeting approaches in its national and selected sectors’ budgets as early as 1999. This was done in a collaborative way between the government, TGNP and other stakeholders. The sectors which were focused on early processes of gender budgeting work included those under piloted PRSPs’ processes as well (i.e. Health and Social Welfare, Water and Sanitation, Local Government, Agriculture, Education and Ministry of Community Development, Gender and Children). The central ministries of Planning and Finances were also part of these early government efforts in this area.

The adoption of piloted gender budgeting work in the country was a big step undertaken by the government in acknowledgement that budgets can be instrumental tools for promoting gender equality issues in the country. It was a bold decision taken at the time when the government was also introducing new budgeting approaches, specifically MTEF or performance-based budgeting, mentioned above.

Building on these early efforts, gender budgeting work has currently been expanded beyond the six pilot sectors. According to reviewed documentation, gender budgeting is increasingly becoming an approach that many sectors/ MDAs are in different stages of implementation. Within this scenario, gender budgeting levels of implementation differ from one sector to another. As it stands now, there are some MDAs which are at the initial stages of capacity
building to understand the concept and the ‘hows’ of gender budgeting, while others are actually working on institutionalizing gender budgeting approaches to their planning and budgeting processes. Furthermore, there are also Ministries/sectors such as Water and Sanitation, which have increasingly built their own internal capacity for supporting more effective gender budgeting processes.

Although many sectors applying gender budgeting approaches are still faced with challenges of tracking results and outcomes, the following have been documented as key accrued achievements in this area: awareness raising/skills on how to do gender budgeting among government planners and budget officers, increasing commitments from policy makers on gender budgeting work, including Permanent Secretaries and Directors of Planning and Policies, some growing shifts in budgeting lines for increased budget allocations to interventions benefiting and reducing poverty for the majority of women and men. For example, it is documented that gender budgeting approaches, coupled with other efforts, have enabled the Ministry of Water and Sanitation to increase over the year’s budget allocations to rural water schemes, and in this way responding to the increasing needs of the majority of poor men and women in the rural areas.

There have also been some increasing efforts of building capacities of the Members of parliament, both men and women, and mainly through the Parliamentary Committees. In this area, the Ministry of Gender, at times in collaboration with women’s organization such as TGNP has taken the leadership and invested in awareness raising/ developing skills of MPs on gender budgeting for playing their roles in budget approvals and over sighting with increased gender sensitive approaches. As part of these efforts and related others, some MPs have become more vocal on gender equality issues during parliamentary debates and in budgeting sessions. This is an encouraging situation and although it is challenged by presence of new MPs every five years, enhanced capacity of MPs in this area, is a potential base for increasing accountability mechanisms for institutionalized gender budgeting approaches and thus gender sensitive results for poverty reduction in the country.

In gender budgeting work, MPs have the strategic role of holding the government accountable for implementing poverty reduction measures that enhances gender equality results and impacts. In other countries such as India and South Africa, the MPs use tools such as Gender Budgeting Statements to raise issues of gender equality in budgeting allocations and accountability. In the country, some MPs, especially those in the Parliamentary Committees of Finance and Economic Affairs, Social Welfare and Public Accounts, have through trainings, made aware of the importance of such tools and are now demanding to have the government introduce them for application. In response, some Guidelines on how the government/sectors can prepare Gender Budget Statements for submission to the parliament have been prepared by TGNP, and in collaboration with the Ministry of Gender are working towards engaging MOFEA to adopt the tool for application.
Graph 5: Trends of Budgetary Allocations to Selected Sectors by Level in

Source: Various Budget Documentation,

From the figure above one can appreciate the challenges emerging from the trends. Main challenges include: expected difficulties in tracking down how much of the allocated budgets to the sectors promote gender equality objectives, both from the mainstreaming and gender specific perspectives, issues of particular interventions/programs/budgets not being desegregated by sex/gender and also, the budgeting information available not indicating the potential gender impacts of the financed interventions, etc. …the main aim of this analysis being to highlight which resources are allocated where and with what gender impacts

Key challenges in Gender Budgeting

On the overall, though the potential of gender budgeting approaches in promoting gender equality and equity objectives in poverty reduction is increasingly realized at different levels, there has been a lack of an institutionalized National Strategy for its implementation. This situation has resulted into scattered efforts being undertaken with no major leadership and accountability of results.

For example, there has been a lot of implementation focus on capacity development or trainings and tools development interventions on gender budgeting by different MDAs and CSOs. These efforts have enabled some MDAs to building own institutional capacity in this area, but this base need to be supported and move forward for actually work of desegregation of the budgets. In some sectors though, there has been resistance from national and sector planners and budget officers in enhancing gender approaches at their own levels. This
resistance needs to be reduced by supporting these actors through different means, including being held responsible for gender sensitive outcomes of planning and budgeting.

Also, tracking on what proportion of allocated funds to the sector is contributing towards implementation of gender-related objectives is challenging, as most of allocated budgets are not desegregated by sex/gender. It is also difficult to trace impacts of implemented of gender specific programs as information on this is not collected adequately.

The above challenges are coupled with those relating to obtaining of information on levels of spending for the gender-equality related projects. This process is cumbersome and tedious. This is especially so because, often gender related allocations falls under what is termed as cross-cutting issues, which also includes HIV/AIDS and Environment interventions. If gender-related activities were for example not carried out for any reason, the expenditure on these activities can still be recorded under cross-cutting costs.

Within this context, thus, one can only assume that the overall increase of budget allocations to the sectors is addressing the inherent gender issues as well. Although one can also assume that promoted universal strategies such as ‘access improvement’, in education do have in the long run significant impact on overall enrolment of girls (and boys) at all levels. On gender specific projects, the allocated budgets are often small on scale in relation to the overall sector budget, which at times challenges the projects’ outcomes and impacts.

From the above discussions, it is evident that lack of a National Gender Budgeting Strategy to guide its implementation processes has been resulting in limited policy/budget allocations shifts for gender equality outcomes. Instead, many of the sectors/agencies have continued to produce gender blind budgets while getting ‘stuck’ on implementing the one budget line famously termed as ‘gender mainstreaming budgeting line’. This has then lead to many sectors missing the point of gender budgeting, where it is about desegregating the overall and specific allocations of sectors for impacts on gender equality. Potentially, this lack of clarity on gender budgeting implementation strategies, challenges the government’s commitments in implementing its public finances and expenditure strategies with gender sensitivity for enhanced poverty reduction impacts.

In addition, lack of accountability mechanisms from the central ministry/ies, i.e. Planning and Finance (currently MOFEA) for holding sector/agencies accountable for gender budgeting outcomes is another factor on why gender budgeting work is yet to be institutionalized for meaningful outcomes. For example, documentation review indicates no evidence that MOFEA, as a central Ministry responsible for planning and budgeting, is equipped with relevant skills and procedures for demanding desegregated budget information from the sectors as a matter of obligation. Thus, even though GBs document instructs sectors to do budgeting desegregation by gender, since this decision lack follow ups and accountability mechanisms from the centre, some of the sectors attempt to do so while others do not.

In countries where gender budgeting work has been documented to show some concrete results (e.g. Mozambique, Morocco, Egypt, India), the central Ministries, particularly Ministries of Finance have been playing key leadership role in this area through a well developed National Gender Budgeting Strategy. These and other similar experiences can
provide useful lessons for improved strategies for the on-going gender budgeting work in the country.

### The Public Expenditure Review (PER) Measures

Another major budgeting reform taking place in public resource allocation and expenditure monitoring has been the introduction of the Public Expenditure Review (PER) processes. This is one of key processes that have been ongoing in the country since 1998 and aimed at providing feedback on public expenditure and management issues. In terms of how it functions, PER aims at tracking expenditures for fiscal years; analyzing the predictability of revenue, resource envelope and efficiency of financial management and levels of accountability. The PER process also informs Budget Guidelines formulation processes through predictions for resource availability in relation to national/sector or development plans and policy. This then enable an assessment on whether targets are consistent with resource envelope and whether financing gaps are likely to emerge over the year/s.

Over the years, the PER process has generated important sector Studies with key lessons and implications for public financial management issues, including gender implications of resource allocations and expenditure in sectors where gender approaches have been made part of this process (e.g. the Water sector). The PER process has also been providing space to both government and different stakeholders to raise key issues for harmonizing and aligning the key national processes including the PER and budgeting processes. For example, through the institutionalized working groups at both the macro (including PER national consultative meeting) and sector level (PER sector working group), stakeholders such as CSO’s and donors have been able to engage with the PER activities in the country. All these avenues have been providing, albeit in a limited way, windows of opportunities for gender mainstreaming approaches in financing of poverty reduction strategies.

Within the context of facilitating further improvements in public financial and budget management processes, the PER itself has been undergoing reforms. One of key reforms has included efforts to align PER framework to the new MKUKUTA cluster approaches. These efforts have been aimed at improving on formation and functionality of the cluster working groups, as well as on improving linkages between sector and cluster groups, quality and sequencing of inputs so as to effectively inform the budget, and the need to strengthen membership, participation and functionality (Macro Policy Gender Group/Mallya, 2006. All these efforts potentially were/are instrumental opportunities for bringing in gender approaches as an added value to PER/MKUKUTA modalities and content.

Furthermore, all the PER/MKUKUTA institutional reforms provides for potential point of entries for improving gender interpretations of this important process. However, at the current, implementation of key activities of MKUKUTA sector/cluster Working Groups, lack an effective gender strategy, whereby gender issues would have been conceptualized more clearly and sharply for their integration in all key processes, including budgeting processes at sector level. Also, the potential of increased participatory and consultative nature of the PER/MKUKUTA process, provides a number of opportunities for more effective gender mainstreaming approaches, including adoption of gender budgeting approaches. However, this opportunity is currently under-utilized to serve this purpose adequately. For example, through the involvement of more stakeholders, including CSOs actors in Cluster PER working groups, more gender expertise could be drawn in for enriching/engendering the PER/MKUKUTA analytical work as well as provide feedback on implementation outcomes.
On the other hand, the existing lack of coordination and sharing of information between different MKUKUTA Working Groups has been noted to have key implications for application of gender mainstreaming/budgeting at sectoral level (Rusimbi & Kikwa, 2008). One key challenge is that of having uncoordinated gender-related activities at different sectors, which do not receive serious attention at Cluster Working Groups level. For example, due to this situation, coupled with lack of gender capacity of key actors in the Working Groups, gender related discussion do not become a priority during annual planning and budgeting processes. Neither gender does become central during MKUKUTA reporting or in government’s dialogue with its DPs.

Reforms for Financial Management and Accountability

Over the years, the government has also been undertaking various reforms to enhance accountability of public funds and value for money. These reforms have been several and aided by several review processes and adoption of technical instruments such as the Strategic Budget Allocations Systems (SBAS), being used to align MKUKUTA targets and resource requirements with MTEF and the government budget. Also, the Integrated Financial Management System (IFMS) and the Planning and Reporting are related systems and tools introduced to enable the planning, budgeting and expenditures to further align to MKUKUTA objectives. Further efforts that attempts to link resource allocations to output and outcomes include RIMKU, Core Community Welfare Indicators Questioner (CWIQ) and other routine and survey data systems.

The introduced public financial management systems and procedures are implemented as part of Public Financial Management Reforms Programme II (PFMRP II), approved in July 2008 under the leadership of MOFEA. Though some of these reforms, are currently challenged at implementation level, including systems such as SBAs and IFMIs not yet being harmonized enough to allow comprehensive reporting back of results and outcomes of expenditures (Liisa Kytola, ibd), they are potentially key vehicles for institutionalizing gender budgeting approaches within different sectors/institutions. The ongoing efforts towards strengthening the budget preparation and MTEF processes, IFMS, cash management system and strengthening internal auditing processes can lead to gender mainstreaming, and reporting on government spending/financial accountability on gender as a cross-cutting issue at different levels. For example, tools such as Gender Audits at sector/LGAs level could generate relevant information and data on how gender equality objectives are fairing at the expenditure and financial accountability levels. However, this will call for implementation of a well articulated gender budgeting strategy that shall, among others, equip key implementers of the reforms with relevant gender skills and tools.

On more general terms, the Second Generation Financial Sector Reform Programme and related others including, Monetary Policy Reforms, Banking Sector Reforms, Local Government Reforms (D&D financial rolling over reforms), are all important reforms and effective vehicles for improving gender interpretations of MKUKUTA strategies under its financing, public expenditure and management area. Within this setting, gender budgeting as a key tool for facilitating gender mainstreaming processes, systems and tools need to be made central part of these initiatives. In this way, government’s efforts in this area can advance the gender disaggregation of the national budget from the point of view of public financing, management and accountability.

For example, the on-going reform measures on public expenditure and public financial management issues as part of LGA reforms (including fiscal decentralization, harmonization
and integration), need to be strengthened for effective gender mainstreaming and outcomes. At the current, there is a weak link or relationship between what happens at the level of local government reforms and the national financial reforms, at least on gender equality issues. Documentation review illustrate that the on-going local government reforms are not for example, keeping pace with the ongoing gender budgeting activities happening at central and sector levels, i.e. Ministries of Planning, Finance and MDAs). Within this context, short term and long term measures have to be articulated out by the Government on how to integrate gender budgeting approaches within the local level reforms.

**Monitoring and Evaluation Measures for Poverty Reduction**

**MKUKUTA Monitoring and GE Outcomes**

On general terms, MKUKUTA Monitoring Framework provides for relative good gender indicators, which potentially guide the tracking of performance outcomes, including budgeting performance. At the operational level, there have also been some implemented government’s various efforts towards reporting on the MKUKUTA performance indicators. Some of the implemented efforts include introducing harmonized reporting structure in 2007, which has been resulting in improved quality of reporting and with more focus on results orientated monitoring (MKUKUTA Monitoring).

On monitoring budgeting/expenditure performance outcomes, different monitoring instruments have been put in use. For example, MOFEA produces and publishes quarterly Budget Execution Reports, which shows use of public funds with budget estimates approved by the Parliament. Several other reports are produced as well. These include: Quarterly Reports on targets and expenditures against the annual plan and budget, Annual Performance Reports on targets and outcomes monitoring against annual plan and budget, and, three Year Outcome Evaluation Report against medium term Strategic Plan objectives and outcomes. At the sector/ institutional level, efforts are also undertaken to report on their performances sector against Strategic Plan and MKUKUTA. Sectors/Government also produces Annual MKUKUTA report which feed in Annual GBS reviews.

The above implemented reporting processes plus other reviews such as the earlier mentioned PERs, Annual GBS are very useful in informing the public and donors on the implementation status and results of MKUKUTA strategies. In this way, these are important openings for making gender related outcomes of MKUKUTA, including gender financing results visible for monitoring and documenting. However, as it stands now, there is limited evidence from reviewed documentation that shows concerted efforts by the government through WGs, etc towards sex-desegregating available information regarding monitoring results of MKUKUTA implementation outcomes, including budgeting implementation outcomes. For example, a review of several Annual MKUKUTA Reports and Annual Performance Reports on targets and outcomes monitoring does not point out any sex-desegregation information. There is also very little discussions documented in the monitoring reports on gender related outcomes. This meant gender outcomes are not monitored but also that such gender-related discussions did not feature in the main dialogue processes of GBS and related fora.

This is a key gender gap which needs to be positively responded to with urgency. MKUKUTA status and implementation reports, including those on financing produce key information and data that inform decisions about national planning, budgeting and public
expenditure management. The MKUKUTA reviews also inform the annual GBS reviews, which is a basis, in a major way for donor-government dialogue on financing issues. This data is also key for informing the parliament, public and CSOs on key performance and public financial accountability issues. In this way, the information and data need to be made gender sensitive and desegregated by sex to inform all relevant actors on MKUKUTA gender related performance outcomes as well.

**Gender-related and Sex-disaggregated Data for Enhanced MKUKUTA Monitoring**

The need for strengthening gender-related statistics in MKUKUTA monitoring systems cannot be overemphasized. These statistics are important in highlighting issues that are often ignored in policy and budgeting. Such issues include, for example, the unpaid care work performed mostly by women. Process of generating such data/information is important particularly within the context of monitoring budgeting performance at different levels. For example, currently there is limited use of administrative data, even on the data produced by government agencies themselves. These data include, for example, school enrolments, clinic attendance, etc. These are data that are routinely collected and reported by sex at different levels. Administrative data are particularly important when budgets are done through results oriented and outcomes. Furthermore, administrative data are or should be one of the main sources for the output indicators which are central in recording what is produced or delivered with government funds. Based on this importance, NBS and other government agencies need to be facilitated to review their administrative management information systems for producing sex-disaggregated data.

Within this context, there seem to be an urgent need for the government and other stakeholders to support programmes for statistical strengthening, especially in relation to generation and usage of important indicators for gender financing. There is also an urgent need for facilitating gender skills of statisticians, planners and budget officers as well as other key GBS actors so that current weaknesses in using gender related statistics in planning, budgeting and MKUKUTA monitoring, including GBS reviews can be overcome.

**Conclusions and Recommendations**

**Conclusions**

The Gender review of MKUKUTA performance under this Chapter assessed the implementation processes of financing, public expenditure and financial management strategies for the last five years. This assessment brought a discussion about the key available opportunities for enhanced gender related outcomes of poverty reduction strategies with focus on financing, expenditure patterns and financial accountability. The identified opportunities included existence of some key financing policy frameworks, and on-going processes including financial reforms. In terms of achievements several were also identified and they include having a base of on-going initiatives in this area, albeit limited in nature, which includes those related to National Budget Guidelines containing directions for all sectors and LGAs to budget with gender sensitivity showing government commitment for promoting gender sensitive budgets, having gender budget as a tool for budgeting introduced in some government sectors and in this way gender budgeting increasingly becoming a budgeting requirement. Many government sectors have also started to provide increase budgeting allocations to gender mainstreaming activities (mainly as “gender mainstreaming” budget lines), while growing demand on financial accountability and transparency by CSOs/public provides an opportunity for gender budgeting work in the country (advocacy on
gender budgeting, budget analysis and monitoring budget tracking etc), while also parliament playing a growing role in gender budgeting work, thus having increased voice in the parliament on gender issues in budgets, formation of a parliamentary watchdog on gender budgeting- Parliamentary Gender Budgeting Committee.

Some of the implementation processes in this area of focus provides some key lessons which could be useful for MKUKUTA II, under preparations. These include CSOs/Government partnership working in promoting gender budgeting providing a model, increasing capacity/skills base in gender budgeting at different levels of policy makers-PSs, technical people- DPPs, Planners and Budget Officers, Gender Focal Points, Parliamentarians providing a base of actors with an understanding of gender budgeting as a tool for enhancing gender sensitive public expenditure, and MCDGC playing a more active role in facilitating other sectors to adopt gender budgeting skills, approaches in capacity development, tools development etc, brings a more institutionalized approach to capacity enhancement in this area.

However, several gaps and challenges remain. Key challenges were identified as including a general lack of accountability mechanism at the central (MOFEA) and sector level for increased outcomes from gender budgeting. This means that MOFEA is yet to provide strong gender sensitive leadership in on-going financial reforms including, the on-going gender budgeting work. It also includes having no major focus of gender budgeting as an agenda in the mainstream accountability and financial management systems (PER, GBS, on-going financial reforms). This has been resulting to limited gender financing and lack of mechanism to track resources on gender equality at different levels, including gender budgeting work being too focused at the (central) government level, while increased funding is currently flowing to the Private sector and LGAs.

The absence of a Budget Code for gender equality issues within MOFEA (like environment and HIV/AIDS) is seen as a challenge, as well as MCDGC not being prioritized as a sector for improved and adequate funding for its more strong leadership on gender equality issues in the country. Furthermore, lack of sex/gender disaggregated data for application during planning and budgeting for pro-poor interventions, as well as lack of knowledge on how to use existing gender disaggregated information and sex disaggregated data in planning and budgeting has also been identified as a key challenge, while at the local levels, the implementation or linkages between budgets, poverty reduction and gender in planning and budgeting even more “evaporating”- due to lack of institutionalized capacity and accountability for/from key decision makers and practitioners.

Key Recommendations

Within this scenario of opportunities, achievements and challenges, the Review recommends the following shifts and interventions for the second generation of MKUKUTA:

Gender Budgeting work which has started to take root in some government sectors in the country, need to be strengthened so that the public expenditure and “aid financing reforms’ have a better outcome in respect of gender equality and poverty reduction.
Develop a well articulated NATIONAL STRATEGY FOR IMPLEMENTING GENDER BUDGETING for more coordinated efforts and impacts.

Develop effective strategies for MOFEA to take leadership roles in increased financing for gender equality through locating gender budgeting work within MOFEA, instituting accountability mechanism for gender sensitive results in planning and budgeting for all sectors, and introducing a Budgeting Code for increased gender equality financing.

Build on on-going reforms in financing and public financial management such as PFMRP II etc, to facilitate more effective gender mainstreaming approaches.

The Ministry of Finance, in collaboration with other key government agencies and gender advocates, to undertake a national PER Study on gender financing for gaps identification and improvement.

Engender PPP, Kilimo Kwanza and related initiatives so that the Private sector can adopt gender sensitive approaches, especially gender budgeting approaches.

Develop more effective mechanisms to disseminate financial information and opportunities to women, especially in the rural areas.

At sector level, key strategic areas/indicators need to be further defined with increased financing e.g. maternal health, energy etc.

Roll-out gender budgeting to Local Government as part of on-going reforms.

Adopt more sustained strategies on capacity/skills development on gender mainstreaming through development of a long term national strategy for capacity enhancement.

The role of MCDGC to be well articulated vs gender budgeting (with MCDGC becoming a key Resource, while MOFEA takes over the custodianship of gender budgeting).

Increase resources to MCDGC as key process for facilitating/supporting government sectors in increased gender financing.

Develop (as a matter of justice) a strategy for skills-development and capacity of staff on gender/gender budgeting for key Ministries including Finance, MPEE, MCDGC, GBS Secretariat, Sector/Cluster-WGs and others.

Strategies for generating sex disaggregated data, including the utilization of Time-Use Study results for policy changes and advocacy should be strengthened.
CHAPTER 6: Conclusions and Recommendations

General Conclusions
Compared to the first generation of PRSP, MKUKUTA document and the processes which led to the production of the MKUKUTA had a more systematic way of addressing gender concerns, with clear targets. The main challenge has been translating the gender related goals and objectives into activities which are allocated resources and which can be monitored and evaluated. The gains in terms of gender mainstreaming made during the previous MKUKUTA should be improved upon in terms of the process, the document as well as implementation arrangements including financing gender mainstreaming of the MKUKUTA process.

Conclusions for Cluster 1
Measures to institute prudent fiscal policies, control inflation, combat corruption, mobilize internal resources, combat financial related crimes, as well as tracking government expenditure are necessary for effective implementation of gender equality principles. Sound fiscal policies including those directed at domestic resource mobilization are also needed in order to generate resources that will benefit women and men in public services. Control of inflation and especially food inflation will ease the tension and time spent to overcome the adverse effects of inflation at household level. Expenditure Tracking can be an effective tool to track amount of money allocated and spent on gender equality issues.

Fiscal prudence has resulted in some few gains which trickled down to the population in some few sectors, including: education, health, water and energy as will be discussed in cluster two. But such gains have not significantly contributed to reduced levels of poverty. Surprisingly, the MoF has not instituted mechanisms to hold other MDAs accountable for not adhering to its gender budgeting guidelines.

The measures to balance growth and equity issues within the current macroeconomic model is a challenge as more emphasis is put on the role of market as an engine of growth with the state playing a minimal role of regulating the economic environment in order to promote private capital. In the light of this, gender equality principles were often compromised at the implementation level. Left on its own, the market is not ethically or morally bound to bring equality or reduce poverty unless driven by market imperatives.

Interventions to improve management of economy resulted in positive trends in the economy as revealed in indicators such as improved domestic revenue collection, improvement in coordination of development, enhanced financial accountability, and controlled corruption, resulted in improved macroeconomic indicators as demonstrated in GDP growth. However, growth was not broad based or shared. The sectors which experienced growth were those sectors which did not have multiplier effect on the majority of producers, essentially poor women and men in the rural sector. Subsistence agriculture which has the majority of rural population declined, while the commercial sub sector owned by large scale farmers employing rural poor men and women grew but was later negatively impacted by global financial meltdown. Additionally, the commercial
sector, particularly the non traditional farming like flower and vegetable farming which had recorded impressive growth at the beginning, were hard hit by the global financial crisis. Some of these sectors such as flower and vegetable industry employ women as non skilled labour. Hence women were more likely going to suffer from the financial global meltdown in these affected sectors.

There has been a significant increase in employment with 87% of population aged 15 years + being currently employed and less than 2% of population in this age category being officially unemployed. Ironically increased employment trends did not lead to significant decline in income poverty. This is because; paid employment is mainly in the formal sector which accounts for less than 10% of total employed population. The majority of employees are engaged in subsistence farming and in the informal sector. This is the sub sector which has a larger number of those who are poor. Women are more likely to dominate the subsistence sector, in lower level positions.

The number of formal financial institutions has increased, and yet, formal banking continued to shun the poor. Lacks of credit facilities doom the poor into non monetarized economic activities which reproduce poverty. Women are more likely to experience problems of accessing formal banking due to unequal access to and control of assets which are required for collateral.

MKUKUTA monitoring frameworks such as PER, GBS, have systematically reported the progress of implementation to various forums. However, these tools did not take advantage of existing gender monitoring tools particularly those developed to monitor gender budgeting processes. This has contributed to none reporting of performance in gender related outputs; which in turn leads to weaknesses in accountability for non performance in gender mainstreaming.

Data on food self sufficiency indicate that the country is self sufficient, ironically there is still a 17% of the total population who are living below the food poverty line. This suggests that there is a problem in accessing available food by some sectors of the population. Women are more likely to shoulder a disproportionate burden of food poverty due to existing traditional division of labour as well as due to their biological roles in reproductive tasks. High incidents of maternal mortality (as will be further elaborated in cluster 11) can be partly be associated with lack of sufficient food intake by pregnant women.

Progress in providing energy has been low and mainly biased in favour of small fraction of urban population. Most of rural household rely upon fire wood as a source of energy. This has implication on women’s work burden since women are basically responsible for the supply of household energy

**Recommendations for Cluster 1**

The gains made in mainstreaming gender in the current MKUKUTA should be strengthened particularly in the area of developing realistic indicators, implementation arrangements, and in resource allocation. The Monitoring framework should include gender related indicators and mechanism to hold actors accountable for non performance in this area should be strengthened. One of the strategy is to re cast the existing tools, so as to engender them. Consider organizing a PER for gender
mainstreaming during this second round of MKUKUTA, and motivate establishment of a code on gender mainstreaming issues for MKUKUTA at sector levels.

Although we cannot change the macroeconomic framework at the moment, there is a room to build on the PPP concept to bring about fundamental paradigm shift that emphasizes public/private partnership. Recognizing that the market imperfections cannot be sorted out by the market, defining what constitutes public goods, stop the commercialization of the public goods, such as water, health, facilitate partnership with private sector in providing public transport, invest in improving quality pre school services throughout the country. An alternative model with a mixed type of economy like the Scandinavian social democratic model is being recommended taking the advantage of the current Private Public Partnership (PPP) initiatives. Social democratic model allows some amount of state intervention in regulating the market, with the state providing most of the social services. The model allows and promotes women and men equal participation in the management of the economy, in politics and in all aspects of society.

Some of the strategies will include:

1. MKUKUTA 11 to deliberate that the resources of this country should first and foremost benefit the Tanzanian women and men. In the light of this, it should be made mandatory for foreign investors to go in partnership with Tanzanians. Examples like Ethiopia, Botswana, (in South Africa, the mining companies are forced to go into partnership in areas they are prospecting mining so as to avoid the scenario of displacing local communities which own the land rich in minerals)

2. Basic social services to be considered as public or common goods, the government in partnership with private sector should take the responsibility of social service delivery. Water, basic education and primary health services should not be commercialized, and where fees are necessarily imposed, safety nets should be strengthened to work for the poor.

Enhance the capacity of macro and meso institutions in interpreting correctly the gender implication of macro level decisions at micro levels particularly the impact on women work burdens.

- For instance, measures to generate domestic revenue should not lead to double taxation on women. Eg. vat taxation on women’s only goods such as sanitary pads can lead to girls drop out, or affect women’s reproductive health (Uganda removed vat on sanitary pads leading to reduced drop out rates for girls in schools)

Priority sectors for MKUKUTA 11 should be those sectors with great multiplier effects. The strategy should include:

1. In agriculture target small scale farmers, ensuring that women small scale farmers are supported with appropriate technology, have access to credit, have access to market information, and are able to transport their goods to selling points, without spending too much time on roads with heavy loads on their heads.

2. Unlock the potentials which informal sector has in employment creation, with special attention to women and poor men through supporting them with necessary skills, market information, protecting them from competition from
Cluster 11: Improvement of Quality of Life and Social Well Being:

General Observation
This review revealed some positive trends in social indicators with positive impact on gender equality during the period under review. These include: increased budgets in social services, removal of user charges for primary education, and introduction of safety nets to protect vulnerable groups from the imperfections of the market. Eg. Exemptions of user fee in health services for pregnant women and under five children, removal of primary school fees, which resulted in gender parity at this level, although retention and completion rates for females remain a challenge in both primary and secondary schools. The realization of cluster goals experienced some challenges which have affected the gender mainstreaming strategies. Some of these challenges include:

Conclusions for Cluster 11
- Public service delivery faces a serious crisis in resource across board. This includes both human and financial. This has resulted in poor health delivery, impacted quality and quantity of services delivered, including maternal health, quality of education, insufficient supply of water, lack of strategy to support the poor to have decent shelter, in adequate energy services as well as limited infrastructural facilities for legal services. Such challenges have had impact on equal access to quality services with women more likely to share a disproportional burden of poor service delivery.
- The rural/urban divide in terms of quantity and quality of services is an area needing immediate attention. People living in the rural sector and particularly women have had less access to most of public services including safe and clean water, energy, passable roads, legal aid support etc.
- The HIV&AIDS pandemic has put special stress to service delivery particularly the health sector which shoulders the greatest burden of health related problems resulting from the pandemic. Women have had to shoulder the greater burden of care at household level.
- Monitoring and tracking service delivery from a gender perspective is also a challenge in many areas.
- Effective participation of citizens in decision making in prioritising services delivery is also an issue, with women at local level less likely to impact prioritization of service delivery. The high maternal death is a pointer to this effect.
- High Maternal Mortality rates remain a paradox which needs to be addressed as a matter of national emergency.
- The current trends towards commercialization of public goods at when the majority of citizens and particularly women cannot afford any additional financial burden threatens the well being of the majority of citizens
particularly rural and urban poor women and men who are living below the
basic needs and food poverty lines.

The majority of Tanzanians are not covered by insurance schemes. A
clear strategies to implement the MKUKUTA targets with regard to social
protection measures (e.g. reaching 40% of eligible elderly and 20% of
disabled by social welfare. Worse still, the waivers and exemption
mechanisms are not working for poor, hence the poor and marginalised
groups are unable to access health facilities and corresponding services.
Women are more negatively impacted due to their biologically determined
and socially prescribed roles in household level.

**Recommendations for Cluster 11**

MKUKUTA 11 should continue to put emphasis in investing in health and well being
of the people for both economic and human rights considerations. Investing in well
being of the population should be considered as a long term investment in promoting
sustainable broad based growth. In the light of this, investing in the well being of
women including education, maternal and reproductive health have a long term
impact on the growth and well being of the nation. Maternal deaths are not only an
abuse of the basic right of women to life biologically, but it is in the long term an
economic waste of human capital. Educated women will tend to have fewer children,
than those with lower levels of education.

There are key areas which will have to be given priority in this respect. Central to all
is the need for massive increase of resources in public services including health,
education, and water, and sanitation, energy particularly rural energy is a necessary
pre requisite to improving the physical infrastructure, human resource and supply of
equipment. In the light of this the government cannot shoulder on its own the
financial and human costs needed to improve the well being of the Tanzanians.
Creative partnership with Non State Actors including the private sector has been
underscored. In specific, the following are to be considered as a priority in each of the
sub sectors below:

**Health**

In the field of health an urgent need to scale up resources to support the
implementation of the road map for maternal health should be given not only priority
but to be considered as a national emergency requiring emergency support. Some of
the strategies will aim at:

- Improving quality and quantity of maternal health services, including antenatal care, emergency obstetric care, post natal care and new born care.
- Train and retrain human resource for Maternal and Child Services with gender sensitivity
- Develop program to involve men in reproductive health and maternal care through making MCH men friendly
- Invest in women and girls education as a long term strategy for family control.
- Improve and invest in human resource for health with particular focus on lower level services.

**Education**

MKUKUTA 11 should focus more on revamping the quality of education at all levels, addressing gender and geographical inequalities in access and retention of girls at secondary and higher levels. The strategy to promote gender equality in education will include the following:

- Train and retrain teachers for in child/learner centered and gender responsive pedagogy.
- Government to approve the re entry regulation for girls who have dropped out of school due to pregnancy.
- Fund raise for scholarship programs for women who excel to support them for degree courses particularly in sciences.
- Strengthen the already established zonal girls science camps
- Construct more Hostels and boarding schools for girls
- Pre schools are not adequate to cater for the children deserving this service, while issues of quality of human resource need to be given sufficient support.
- The capitation fund should be increased as it has proved to be an innovative way of addressing some of historical imbalances in accessing educational facilities.
- Adult literacy programs to take advantage of existing technologies for knowledge transfer. Activities to support access to market, information and credit should be part of the adult education programs with special programs targeting women.
- Loans should be expanded, but mechanisms to recover the loan after one has completed university need to be improved

**Water**

Water is very central to the well being of citizens as well as to the initiatives to promote growth and reduce poverty. Supply of safe water to households have potentials of impacting women’s work burden as in most of our households, women are main suppliers of water for domestic use. In the light of this, serious attention to be given to the declining trends in water supply with particular attention to accessing safe and clean water for rural and urban poor households. The link between water supply and environmental sustainability should be established in order to come out with interventions that support preservation of sources of water. The strategy here to include

- Review water charges in rural water kiosks in order to improve access to water by the poor.
- Set affordable prices for public latrines so that poor majority can access.
- Develop creative strategies for PPP in delivering services particularly in areas where private investors have their stake to benefit the poor especially women.
- Increase sustainable and inexpensive sources of water
- Establish water boards in consideration of women representation and capacity building of key actors in gender mainstreaming skills.
Energy
Rural energy supply is critical for two main reasons, first contribute to time saving for those (basically women) engaged in fire wood collection. Secondly it will also contribute to sustainable environment. This requires in investing in alternative energy supply including affordable solar, wind power, biogas with caution not to impact food supply.

Shelter
Support innovative programs in partnership with private sector to construct low cost housing for rural and urban poor

Social security
- Study the existing social safety nets to identify bottlenecks and challenges which makes constrain their impact to poor women and men.
- Review cost sharing policies in view of making public goods such as water, health and basic education affordable to all.

Cluster 111: Governance and Accountability

Conclusions for Cluster 111
There is a growing awareness of the centrality of Good governance on growth and poverty reduction. Slowly, there is also a growing understanding on the link between gender equality, good governance and poverty. Such understanding is yet to impact governance interventions in a manner that holistically addresses gender inequality as governance issues demanding accountability and its link to growth and poverty reduction.

Attempts to improve the legal framework have been done, but there continues to existing legal clauses which are discriminatory against women. Some of the laws which address gender related issues in governance cover a wide range of issues such as labour, employment and elections. Others include human trafficking, child marriage, as well as laws protecting children against worst forms of exploitation.

Legal measures on their own are insufficient and need to be accompanied by efforts to change values through education, training and media, as well as affirmative action to promote women’s representation not only in politics but also the legal system.

Legal capacity of justice personal in translating gender equality laws in the administration of justice is also a problem which will require attention during the next generation of MKUKUTA. Additionally, inadequate resources by the justice system to support the majority of citizens particularly poor women and men, to access legal help and bring court cases, targeted legal aid provision is a challenge. Furthermore, the social distance between poor women and legal systems, related to education, language and from male dominance in the judicial system poses serious challenge to accessing justice. In cases involving domestic violence or sexual assault, unsympathetic or even abusive police responses, and fear of social ostracism, are added deterrents
Women are organising themselves nationally and locally, around explicitly agendas, to challenge not just the inequities of resource allocation outcomes, but also the underlying institutional frameworks and organisational processes through which resources are distributed. Poor women are engaging in a variety of forms of community action and creating alternative organisations and movements in response to processes of economic, social and political exclusion.

Advocates for women’s gender interests need to utilise governance and poverty agendas more effectively, at the levels of both discourse and intervention. This might include broadening the debate on governance to include discussions of gender equity related to family governance, which currently receive little attention. At the same time, more needs to be done to ensure that gender issues are not confined to particular spheres of governance – (political governance). Crucially, the tendency within governance agendas to reinforce public-private divides must be critically re-examined.

Recommendations for Cluster 111

The greater participation of women will not automatically engender institutional change given the deep-seated male-bias of governance institutions and the structural barriers to the addressing of gender interests. It is at the institutional level where entitlements are decided, resources allocated, and markets regulated. However exclusion of individuals and their interests operating in the political arena commonly transfers to exclusion in institutions. Legal and institutional Reforms, and passing laws and policies alone does not bring about substantial gender equality and equity or respect for women’s human rights. The biggest challenge lies with implementation which is still lagging behind policies and rhetoric. In MKUKUTA II, we are proposing the following:

Adopting a gender-sensitive and Human Rights-Based Approach to inform planning, implementation, monitoring, and evaluation of MKUKUTA, and all other national priorities, annual plans and expenditure frameworks. This means analysing inequalities which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress.

Strategies:

- Capacity building on HRBP Approach for planners and implementers of development programmes
- Domestication of the international and regional instruments on women’s rights and gender equality and equity which have been signed and ratified so that they should be implemented fully
- Strengthening institutionalisation of gender concerns through women’s/Gender Ministry and structures responsible for monitoring the implementation of programmes for promoting gender equality and the empowerment of women. This will entail among others:
  - The Ministry of Gender and Community Development should proactively come out with a guideline which stipulate duties of a gender focal person in MDAs
Responsibilities of a Gender focal person should be included in Open Performance Review and Appraisals (OPRAS).

- the provision of adequate resources, technical expertise and sufficient authority to the Ministry

- Gender equality should no longer be seen only as women’s agenda. Men’s full commitment, accountability and partnership with women are crucial. Government decision-making, institutional and organisational cultures must be transformed to embrace gender equality and women’s rights in behaviours, attitudes and norms. This will entail among others

  - Gender sensitisation, capacity building and monitoring at all levels.

  - Develop Innovative rights-based and culture-sensitive programmes for the participation and active involvement of men and boys in the promotion of gender equality and women’s empowerment.

  - Provide higher priority in governance debates to issues of family governance not as a separate ‘women’s’ domain, but in recognition of the ways that gender biases in this domain permeate wider social institutions

  - Develop Programmes that address families to integrate the culture of equality and human rights processes in all aspects of the socialisation process, including the sharing of domestic work and childcare.

  - Harmful and/or discriminatory practices that sustain gender inequality and inequity must be eliminated, and social, cultural, traditional and religious norms and values that sustain equality, equity and justice must be promoted.

  - Comparative action research that identifies both the obstacles to and the possibilities for gender equality in social/cultural institutions, particularly the family, community, media, education, and religious-cultural life, as well as in the juridical domain.

  - Dissemination of research findings among actors in the design and implementation of social policies and the evaluation of institutional and organizational cultures.

  - Conduct mass education on governance issues including legal rights to the public

- Supporting the structure for existing and potential women leaders in local and national elections. This will entail the following strategy

  - Working with a range of actors, including journalists and politicians to change negative attitudes and create an enabling environment for women’s participation.

  - Having set targets for women’s meaningful participation. The strategy will include:
Changes in the selection process for the targeted positions;
Supplementary training to enable female candidates to compete, for example, in civil service examinations;
Gender sensitization of male government officials and community leaders;
Relevant and appropriately scheduled capacity-building activities for the women who are selected under the target
Regular monitoring of the activities of the targeted women and their colleagues and supervisors.
Strengthen mechanisms to enhance women’s access to higher positions of decision making in both the public and private sectors
Women should be trained, prepared and groomed to become leaders
promoting links and dialogue between women inside and outside political structures to build accountability, particularly in periods of legislative change.
Develop the technical and political skills of women representatives to intervene in processes of legislative change.

Alongside legal reform, there is a need to promote the participation of women in debates on legal and constitutional reform. This can be done through supporting CSOs working with poor communities to provide gender sensitive legal awareness, advocacy and aid, as well as human rights education. Measures to address Gender Base Violence will have to include

Provision of services for victims/survivors of gender-based violence including: legal aid, psychological counselling, free medical care and testing for victims of violence, and free paternity testing in cases of child support (courts should encourage NGOs to provide parallel services, especially where government cannot or will not provide them).
Simplified procedures/evidence requirements, especially in rape cases, where current requirements may be impossible to meet (e.g. a requirement for a PF3).
“One stop shops” that bring together in one place the various resources (community and government) available to victims of gender-based crimes: police gender unit; investigator; medical facility (testing); prosecutor; trauma counselling; etc. This will make it not only easier for the victim but also will support more effective investigation/prosecution by ensuring that proper forms and certificates are filed; tests taken, evidence preserved, etc.
“Safe houses” or shelters where victims may stay during the judicial procedure to which they are party. Judges can look to examples and judicial reasoning in case law of other jurisdictions and courts (including international courts).
Conclusions for Financing Strategies, Public Expenditure and Financial Management

The gender review of financing strategies, public expenditure and financial management brought a discussion about the key available opportunities for enhanced gender related outcomes of poverty reduction strategies on the focus under discussion. The identified opportunities included existence of some key financing frameworks, and on-going processes including financial reforms. In terms of achievements several were also identified and they include having a base of on-going initiatives in this area, albeit limited in nature, which includes those related to National Budget Guidelines containing directions for all sectors and LGAs to budget with gender sensitivity showing government commitment for promoting gender sensitive budgets, having gender budget as a tool for budgeting introduced in some government sectors and in this way gender budgeting increasingly becoming a budgeting requirement.

Many government sectors have also started to provide increase budgeting allocations to gender mainstreaming activities (as “gender mainstreaming” budget lines), while growing demand on financial accountability and transparency by CSOs/public provides an opportunity for gender budgeting work in the country (advocacy on gender budgeting, budget analysis and monitoring budget tracking etc), while also parliament playing a growing role in gender budgeting work, thus having increased voice in the parliament on gender issues in budgets, formation of a parliamentary watchdog on gender budgeting - Parliamentary Gender Budgeting Committee.

Some of the implementation processes provides some key lessons as well. These include CSOs/Government partnership working in promoting gender budgeting providing a model, increasing capacity/skills base in gender budgeting at different levels of policy makers-PSs, technical people- DPPs, Planners and Budget Officers, Gender Focal Points, Parliamentarians providing a base of actors with an understanding of gender budgeting as a tool for enhancing gender sensitive public expenditure, and MCDGC playing a more active role in facilitating other sectors to adopt gender budgeting skills, approaches in capacity development, tools development etc, brings a more institutionalized approach to capacity enhancement in this area.

However, several gaps and challenges remain. Key challenges were identified as including a general lack of accountability mechanism at the central (MOFEA) and sector level for increased outcomes from gender budgeting. This means that MOFEA is yet to provide strong gender sensitive leadership in on-going financial reforms including, the on-going gender budgeting work. It also includes having no major focus of gender budgeting as an agenda in the mainstream accountability and financial management systems (PER, GBS, on-going financial reforms. This has been resulting to limited gender financing and lack of mechanism to track resources on gender equality at different levels, including gender budgeting work being too focused at the (central) government level, while increased funding flowing to the Private sector and local levels.
The absence of a Budget Code for gender equality issues within MOFEA (like environment and HIV/AIDS) was seen as a challenge as well as MCDGC not being prioritized as a sector in need of adequate funding for more strong leadership on gender equality issues in the country. Furthermore, lack of sex/gender disaggregated data for application during planning and budgeting for pro-poor interventions, as well as lack of knowledge on how to use existing gender disaggregated information and sex disaggregated data in planning and budgeting was identified as a key challenge, while at the local levels, the implementation or linkages between budgets, poverty reduction and gender in planning and budgeting even more “evaporating”- due to lack of institutionalized capacity and accountability for/from key decision makers and practitioners.

Key Recommendations

Within this scenario of opportunities, achievements and challenges, the Review recommends the following interventions for second generation of MKUKUTA:

- Gender Budgeting work which has started to take root in some government sectors in the country, need to be strengthened so that the public expenditure and “aid financing reforms’ have a better outcome in respect of gender equality.
- Develop a well articulated NATIONAL STRATEGY FOR IMPLEMENTING GENDER BUDGETING for more coordinated efforts and impacts.
- Develop effective strategies for MOFEA to take leadership roles in increased financing for gender equality through locating gender budgeting work within MOFEA, instituting accountability mechanism for gender sensitive results in planning and budgeting for all sectors, and introducing a Budgeting Code for increased gender equality financing
- Build on on-going reforms in financing and public financial management such as PFMRP, etc to facilitate more effective gender mainstreaming approaches
- The Ministry of Finance, in collaboration with other key government agencies and gender advocates, undertake a national PER Study on gender financing for gap identification and improvement
- Engender PPP, Kilimo Kwanza so that the Private sector can adopt gender sensitive approaches, especially gender budgeting approaches
- Develop more effective mechanisms to disseminate financial information and opportunities to women, especially in the rural areas
- At sector level, key strategic areas/indicators to be defined with increased financing e.g. maternal health, energy etc
- Roll-out gender budgeting to local government as part of on-going reforms
- Adopt more sustained strategies on capacity/skills development on gender mainstreaming through development of a long term national strategy for capacity enhancement.
- The role of MCDGC to be well articulated vs gender budgeting (with MCDGC becoming a key Resource, while MOFEA takes over the custodianship of gender budgeting.
Increased resources to MCDGC is key for facilitating/supporting government sectors in increased gender financing.

Skills and capacity of staff on gender/gender budgeting of Finance, MPEE, MCDGC, GBS Secretariat, Sector/Cluster-WGs and others be developed/strengthened as a matter of urgency.

Strategies for generating sex disaggregated data, including the utilization of Time-Use Study results for policy changes and advocacy should be strengthened.
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