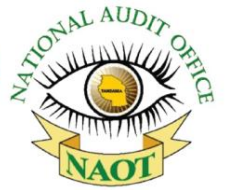
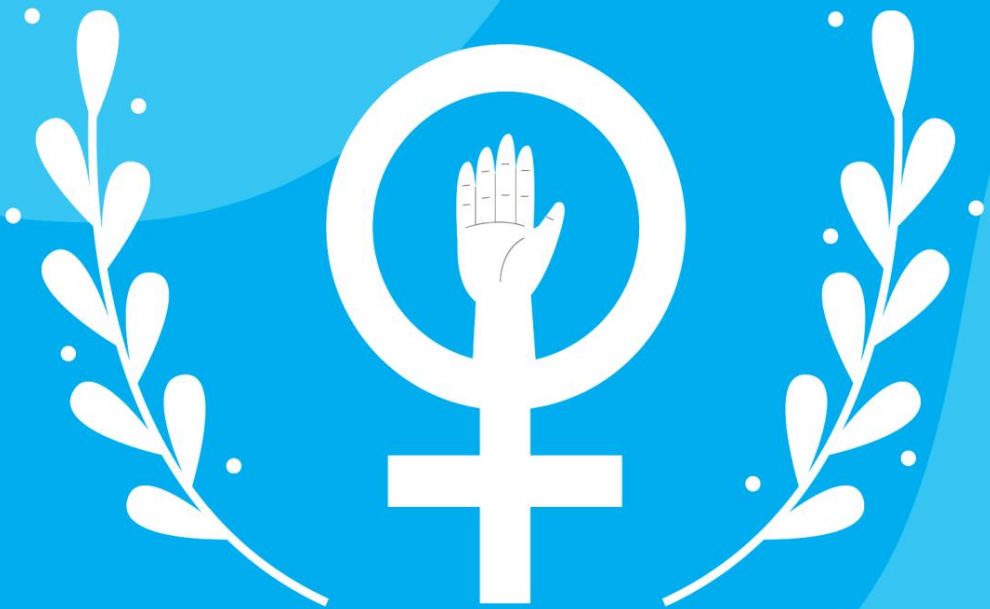




**THE UNITED REPUBLIC OF TANZANIA
NATIONAL AUDIT OFFICE**



**PERFORMANCE AUDIT REPORT ON THE MANAGEMENT
OF MEASURES FOR ELIMINATING VIOLENCE AGAINST
WOMEN AND CHILDREN IN TANZANIA**

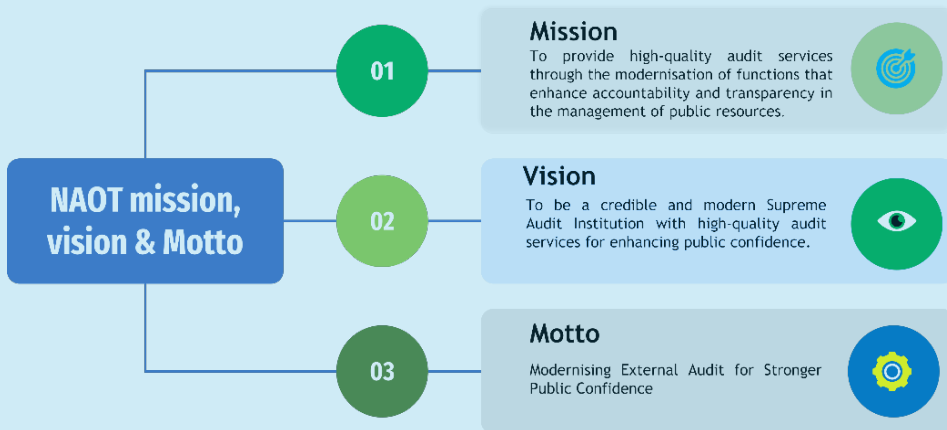


**CONTROLLER AND AUDITOR GENERAL
MARCH 2023**



About National Audit Office

The statutory mandate and responsibilities of the Controller and Auditor General are provided for under Article 143 of the Constitution of the United Republic of Tanzania, 1977 and in Section 10 (1) of the Public Audit Act, Cap. 418.



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PREFACE



Section 28 of the Public Audit Act, CAP 418 [R.E. 2021] gives mandate to the Controller and Auditor General to carry out Performance Audit (Value-for-Money Audit) to establish the economy, efficiency and effectiveness of any expenditure or use of resources in the Ministries, Departments and Agencies (MDAs), Local Government Authorities (LGAs) and Public Authorities and Other Bodies which involves enquiring, examining, investigating and reporting, as deemed necessary under the circumstances.

I have the honour to submit to Her Excellency, the President of the United Republic of Tanzania, Hon. Dr. Samia Suluhu Hassan, and through her to the Parliament of the United Republic of Tanzania, the Performance Audit Report on the Management of Measures for Eliminating Violence against Women and Children.

The report contains findings, conclusions, and recommendations that are directed to the Ministry of Community Development, Gender, Women and Special Groups and the President's - Office Regional Administration and Local Government.

The Ministry of Community Development, Gender, Women and Special Groups and the President's Office - Regional Administration and Local Government had the opportunity to scrutinize the factual contents of the report and comment on it. I wish to acknowledge that discussions with the Ministry of Community Development, Gender, Women and Special Groups and President's Office Regional Administration and Local Government have been useful and constructive.

My Office will carry out a follow-up audit at an appropriate time regarding actions taken by the Ministry of Community Development, Gender, Women and Special Groups and President's Office - Regional Administration and Local Government in implementing the recommendations given in this report.

After completion of its preparation, the draft audit report was subjected to a critical review by the subject matter experts, namely Dr. Lulu S. Mahai from the Institute of Gender Studies at the University of Dar es Salaam and Dr. Flora Myamba, Senior Specialist for Social Protection and Gender who came up with useful inputs for the improvement of this report.

This report was prepared by Ms. Yuster D. Salala (Team Leader), Ms. Ndimwaga Shitindi and Mr. Jeje D. William (Team Members) under the supervision and guidance of Ms. Esnath H. Nicodem (Assistant Auditor General) and Mr. George C. Haule (Deputy Auditor General).

I would like to thank my staff for their commitment in preparing this report. I also acknowledge the audited entities for their cooperation with my Office, which facilitated the timely completion of the audit.



Charles E. Kichere
Controller and Auditor General
United Republic of Tanzania
March, 2023

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LIST OF ABBREVIATIONS AND ACRONYMS

AVWC	-	Action for Violence against Women and Children
AU	-	African Union
CBOs	-	Community-Based Organizations
CC	-	City Council
CCW	-	Community Case worker
CEDAW	-	Convention on the Elimination of All Forms of Discrimination Against Women
CSOs	-	Civil Society Organizations
CSWO	-	Council Social Welfare Officer
DC	-	District Council
DED	-	District Executive Director
DHIS	-	District Health Information System
ECPAT	-	End Child Prostitution and Trafficking
FGM	-	Female Genital Mutilation
GBV	-	Gender-Based Violence
IEC	-	Information, Education and Communication
INTERPOL	-	International Criminal Police Organization
INTOSAI	-	International Organization of Supreme Audit Institutions
LCCW	-	Lead Community Case Worker
LGAs	-	Local Government Authorities
MC	-	Municipal Council
MDAs	-	Ministries, Departments and Agencies
MoCDGWSG	-	Ministry of Community Development, Gender, Women, and Special Groups
MoEST	-	Ministry of Education, Science and Technology
MTEF	-	Medium Term Expenditure Framework
MVC	-	Most Vulnerable Children
NGOs	-	Non-Government Organizations
NPA-VAWC	-	National Plan of Action to End Violence Against Women and Children
NSDG	-	National Strategy for Gender Development

NWCPTC	-	National Women and Children Protection Technical Committee
PCCB	-	Prevention and Combating of Corruption Bureau
PMO	-	Prime Minister Office
PO-RALG	-	President's Office - Regional Administration and Local Government
RS	-	Regional Secretariat
RSWO	-	Regional Social Welfare Officer
SBCC	-	Social Behavioral Change Communication
SDGs	-	Sustainable Development Goals
SOSPA	-	Sexual Offence Special Provision Act
SRHR	-	Sexual Reproductive Health and Rights
TC	-	Town Council
TWGs	-	Thematic Working Groups
UN	-	United Nations
UNICEF	-	United Nations International Children's Emergency Fund
VAC	-	Violence Against Children
VAW	-	Violence Against Women
VAWC	-	Violence Against Women and Children

EXECUTIVE SUMMARY

Introduction

Gender equality is a condition attained when men and women have equal rights, responsibilities, and opportunities. Gender equality and women's empowerment are essential to the health of nations as well as social and economic development. The government of Tanzania developed policies and guidelines that advance gender equality and youth inclusion in a supportive environment.

Despite the various measures undertaken to promote gender equality and equity, the government still faces a number of challenges that continue to hinder its capacity in fulfilling its role of providing institutional support to all sectors to attain their missions towards gender responsiveness. In order to play this role effectively and efficiently more effort is needed. The main issue of a concern currently is increased incidences of violence against women and children especially girl children.

The main objective of the audit was to assess whether the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG) have adequately managed measures intended to eliminate violence against women and children in order to enhance equality, peace and prosperity to all citizens. The audit covered a period of four (4) financial years (2018/19 to 2021/22).

Main Audit Findings

Persistence of High Rate of VAWC in the Country

The Review of PO-RALG Social Welfare Annual Implementation Reports from the Financial Year 2018/19 to 2021/22 indicated that, the common violence cases reported across the country include physical, sexual and emotional violence. Further analysis conducted by the audit revealed that, from the financial year 2019/20 to 2021/22 there was a total of 189,522 reported cases of violence against women and children in the categories of physical, emotional, and sexual violence.

Insufficient Implementation of the Efforts to Ensure Reduction of Reported Cases of Violence

The Audit noted that despite recorded achievements in the orientation of the National Plan of Action to End Violence against Women and Children (NPA-VAWC) development of the Integrated Communication, and Outreach Strategy to Community Development and Social Welfare Officers in all regions, there were notable challenges that hindered efforts to ensure its implementation as highlighted below;

Insufficient Social Welfare Staff at Different Levels of Government Operations: The audit noted that, there was a shortage by 97.3 % of the total number of social welfare staff at different levels of government operations. Generally, it was indicated that more than three-quarters of the staff were required at the levels of LGA, district hospital, health center, and ward. In addition, it was shown that none of the staff were allocated to the levels of dispensaries, villages, and streets where the reported cases of violence against women and children are happening.

Insufficient Fund Allocated for NPA-VAWC Implementation: Officials in the visited LGAs revealed the presence of insufficient allocation of funds as one of the factors that hindered effective implementation of the NPA-VAWC Integrated Communication and Outreach Strategy at LGAs since outreach activities such as training awareness raising and tackling cultural norms could not be implemented.

Inadequate Training and Meetings of Women and Children Protection Committees: The review of NPA - VAWC quarterly report for the period from July to December 2021, shows that there was inadequate training conducted to Women and Children Protection Committees especially at the District, Ward and Village levels. This contributed to insufficient implementation of the planned measures for VAWC. In addition, the Audit noted failure to conduct regularly the scheduled meetings of the Women and Children Protection Committees at all levels. This denied the chance for discussions of the progress made in the interventions designed to end violence against women and children in the country.

Available Measures for the Elimination of Violence against Women and Children were not Sufficient

The audit noted that, the MoCDGWSG developed a Five-Year National Plan of Action to End Violence against Women and Children (NPA-VAWC 2017/18 - 2021/22). The plan serve as the blue print for combating violence against women and children at all levels i.e. at the MoCDGWSG, PO-RALG, sector Ministries, RS, LGA, Ward and village levels.

It was also noted that, among others, the developed measures focused on addressing norms and values related to VAWC and were to be achieved by 2021/22. Despite availability of various measures for addressing violence against women and children the audit noted some weaknesses in the visited areas as detailed below:

Absence of the Roadmap towards Elimination of Violence against Women and Children Specific to the Areas: The Audit noted that in the visited 6 LGAs, there was no action plans that reflected the reality of the place based on the nature of the reported violence against women and children, cultural conducts, norms and values. The 6 visited LGAs prioritized on increasing awareness but not addressing the increasing violence through set of strategies and interventions based on the nature of the existing types of violence.

Absence of Customized Implementation Strategy at Schools and Regional Levels: The Audit noted that there was absence of the implementation strategy towards attainment of the set targets in the NPA-VAWC. Since, strategies would define more the attainment of the targets in the reduction of sexual violence at school and wards levels, presence of this gap limited the implementation of the targeted activities. It was found out that the NPA-VAWC prioritizes more on the establishment of Children Committees at the ward level and not strategies such as improvising the by-laws at schools levels that would address the increasing of problem violence against children. The set of measures were on increasing awareness and reporting more than addressing directly the causes for the increase of Violence against children.

Violence against Women and Children Data Fragmentation: The audit team noted discrepancy on the reported data on Violence against Women and Children (VAWC) between the reported data from PO-RALG and that

from the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) whereby the number of incidences of violence reported by the MoCDGWSG was smaller than the one reported by PO-RALG for the years 2019 and 2021. This was particularly in year 2021, whereby the number of reported incidences by PO-RALG was approximately three times more compared to that of the MoCDGWSG.

The observed differences were mainly attributed to the differences in the systems used to capture violence data. For instance, the highest number of recorded incidences of violence by PO-RALG originated from three sources, namely District Health Information System (DHIS), Community Case Workers, Police Force-Gender Desks, and Schools. On the other hand, it was noted that, the data on incidences of violence from MoCDGWSG were mainly obtained from Police-Gender Desks.

Presence of Culture of Silence that Hinders reporting of Violence Incidences: The audit noted the long-lived culture of silence associated with stigma, fear, and alienation which discourage reporting of violence incidences as an obstacle toward the efforts to fight violence against women and children in the country. The review of communication and outreach Strategy indicates that, most GBV and VAC occurs inside homes, but victims do not report or tell anyone about them for the fear of being subjected to further harm, particularly if the survivor has to return to the abuser and the abuser learns that the matter has been reported. Fear to report is also caused by economic dependence of survivors or victims over their perpetrators; legal actions against perpetrators who are household-providers could lead into economic difficulties of the whole family.

The Available Measures were not Adequate to Ensure Elimination of Violence against Women and Children

For the period under review, various weaknesses were revealed regarding the adequacy of planned measures for eliminating violence against women and children in the country. It was further noted that inadequate measures for the elimination of violence against women and children were contributed by the following weaknesses observed during the audit:

The identified Measures were not Sustainable to Eliminate Violence against Women and Children in the Country: The audit noted that, both Ministries over relied on the NPA - VAWC despite the fact that there are

other strategies to eliminate incidences of violence among women and children; such as the National Strategy for Anti Female Genital Mutilation 2020/21 to 2024/25. Also, it was discovered that the NPA-VAWC (2017/18 to 2020/21) initiatives were donor-dependent, so the sustainability of the formulated measures was rendered ineffective when the program was phased out.

Inadequate Mobilization and Utilization of Resources for the Implementation of Measures to Eliminate Violence against Women and Children: The Audit noted that despite allocation of financial resources from the government in collaboration with other Development Partners, the budget was found to be insufficient. The Government disbursed 17% of the budgeted amount. The audit further noted that insufficient allocation of funds was mainly due to lack of strategies for mobilization of funds for the implementation of the NPA-VAWC programs. It was revealed that, MoCDGWSG, Regional Secretariats, and Local Government Authorities failed to allocate budget for the implementation of the program. Half of the implementation of the NPA-VAWC programs relied on the support of the Development Partners and Civil Society Organizations.

Structure and Functions of NPA - VAWC Coordinator are Unclear: Review of the NPA-VAWC reveals that the structure and functions of the supervisors or coordinators from district to street levels were unclear. The action plan specified that Social Welfare Officers or Community Development Officers should organize VAWC programs but did not explain what is needed to be done in relation to the fourth thematic area, which deals with parenting, family support, and relationships. The majority of those responsible for implementing NPA-VAWC did not understand the style of parenting that was recommended by NPA-VAWC in order to combat violence against women and children

Ineffective Coordination, Collaboration and Communication between the Implementing Agencies

The Audit noted ineffective coordination, collaboration and communication between the implementing agencies as evidenced through the inadequate sector coordination on gender-related issues.

The Audit noted inadequate sector coordination contribute significantly to the observed challenges in the overall management of gender-related

issues. This is due to the fact that gender issues involve multiple players thus making it difficult to ensure adherence and mainstreaming of the agreed strategies. For instance, it was revealed that, there is insufficient coordination in sharing of information pertaining to gender issues across government entities. This therefore, implies that there is fragmented gender-information across these entities.

Inadequate Monitoring of the Measures to Eliminate Violence against Women and Children

Despite availability of the monitoring guidelines for the measures to eliminate violence against Women and Children, the audit noted that its use is limited. Hence, led to inadequate monitoring. In addition, it was noted that there has been limited awareness on the use of these guidelines by the designated coordinators at Wards and Community levels.

Failure to use these guidelines implies that there is uncertainty in taking the appropriate preventive measures against violence. Furthermore, the Audit noted that there was no conducted joint monitoring and evaluation Evaluation of the interventions intended to prevent violence against women and children during the implementation of the NPA-VAWC.

Unavailability of Reliable Data to inform Decision against VAWC

The Audit noted that there is unavailability of reliable data to inform the two ministries, namely MoCDGWSG and PO-RALG on the decision making since there are different actors that collect data separately. The Audit noted duplication, and a shortage of valid data on the impact of NPA-VAWC implementation as a result of a lack of coordination among institutions working with VAWC.

The Audit also noted absence of centralized system for data collection among key players that collect data on the violence against women and children from the lower levels. MoCDGWSG did not ensure provision of data at the upper levels instead relied on the data collected through Police Force Gender Desk. Further at PO-RALG, data were collected and documented in a paper work from the lower level of the LGA and then submitted to PO-RALG whereby to the Community Development Officer compiles them. Also, there are Social Welfare Officers who track data from the hospitals.

General Audit Conclusion

Despite significant efforts to ensure that gender-related violence against women and children is eliminated, the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG) have not adequately ensured that such measures are effectively implemented.

In general, the Audit observed inadequate implementation including lack of training of NPA-VAWC committees and understaffing; limited financing (un prioritized budgets, donor dependence thus unsustainable program); inadequate sector coordination on gender related issues, and inadequate meetings conducted for coordination of NPA-VAWC; coordination, collaboration and communication between the implementing agencies.

Moreover, MoCDGWSG and PO-RALG did not ensure effective monitoring of the available measures intended to eliminate violence against women and children because the existing structure of the established committees is not well capacitated to adequately ensure effective implementation of the activities as outlined in the National Action Plan for the Elimination of Violence against Women and Children (NPA-VAWC).

Main Audit Recommendations

Recommendations to the Ministry of Community Development, Gender, Women and Special Groups

The Ministry of Community Development, Gender, Women and Special Groups is urged to:

- a) Ensure adequate identification of measures with their implementation strategies and action plans for elimination of violence against women and children;
- b) Ensure adequate resource mobilization for effective implementation of measures;
- c) Ensure that monitoring and evaluation are carried out in order to effectively inform decision makers.

Recommendations to the President's Office - Regional Administration and Local Government

The President's Office - Regional Administration and Local Government is urged to:

- a) Ensure provision of capacity building and optimal allocation of the available human resources especially in Local Government Authorities;
- b) Devise a mechanism that will ensure availability of sufficient resources for VAWC measures; and
- c) Ensure that activities aimed at reducing Gender Based Violence are incorporated in the LGA plans.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Audit

Gender equality is the condition existing when men and women have equal rights, responsibilities, and opportunities. Gender equality and women's empowerment are essential to the health of nations as well as social and economic development. The government of Tanzania adopted policies that aimed to promote gender equality and youth inclusion in a supportive and enabling environment.

According to the data from the Tanzania Demographic and Health Survey (TDHS, 2016), in Tanzania, women are disadvantaged compared to men in terms of both education and earnings which are considered factors that to a great extent influence the health of women and children. The report further indicated that, about 24% of females aged 6 years and above have no formal education compare to 19% of men.

In light of the recognition that gender inequality is a major obstacle to the socio-economic and political development of its people, the government has taken various measures to ensure equality of all its citizens, in particular, to promote gender equality and gender equity.

The Ministry of Community Development, Gender and Children¹ was established in 1990 as the national machinery for promoting gender development in the country. In addition, the Ministry, among other things, facilitated the formulation of the Women and Gender Development Policy (2000) to ensure that gender perspective is incorporated into all policies, programs and strategies.²

To ensure effective implementation of the Women and Gender Development Policy, the government introduced the National Strategy for Gender Development (NSGD) to promote gender equality and equity which

¹ Currently known as the Ministry of Community Development, Gender, Women and Special Groups

² National Strategy for Gender Development in Tanzania

cover key areas of gender concerns as stipulated in the Women and Gender Development Policy.

Despite the various measures taken to promote gender equality and equity, the government continues to face a number of challenges that limit its ability to fulfil its role of providing institutional support to all sectors in order to enable them achieve their missions with gender responsiveness. Therefore, it is insisted that to play this role effectively and efficiently, the Government needs more efforts.³

1.2 The Motivation for the Audit

The audit was motivated by indications of performance weaknesses in the management of Measures for Eliminating Violence against Women and Children in Tanzania. The problem indicators are listed below:

(i) Increase of the Gender-Based Violence among Women in Tanzania

Violence is a daily reality for a large number of women and children in Tanzania. Almost four in ten women have experienced physical violence, and one in five women have reported to experience sexual violence in their lifetime (starting at age 15). Spousal abuse, both sexual and physical, is even higher.

Violence affects 44% of married women regardless of their social, economic and demographic characteristics, although generally, the rates of physical, sexual, and psychological violence are higher in rural areas and among the less educated.⁴

(ii) Non Alignment of the Legal and Regulatory Framework and Sector-Specific Policies on Gender Equality in MDAs

The National Strategy for Gender Development (2005) shows that, despite the efforts made by the Government of the United Republic of Tanzania to create policies that advance gender equality in a supportive and enabling environment, there have been notable challenges with existing legal and regulatory frameworks and the sector-specific policies of government

³ Ibid

⁴ National Strategy for Gender Development

ministries and independent departments. For example, Marriage Act, 1971 allows the girls under the age of 18 to be married with both parents' consent.

(iii) Prevalent Cases of Children Experiencing Online Sexual Exploitation and Abuse

Results from the household survey conducted by the Disrupting Harm International Initiative (2022) indicated that in 2021, 4% of the internet-using children aged between 12 and 17 years in Tanzania were victims of grave instances of online sexual exploitation and abuse. The report further indicated that these instances included being blackmailed to engage in sexual activities, someone else sharing their images without permission, or being forced to engage in sexual activities through promises of money or gifts.⁵

(iv) Priority Area as one of the Sustainable Development Goals

Sustainable Development Goal number five which aims to Achieve Gender Equality and Empower all Women and Girls reveals that, women and girls represent half of the world's population and therefore also half of its potential. Worldwide, 35 percent of women between 15-49 years of age have experienced physical and/ or sexual intimate partner violence or non-partner sexual violence. 1 in 3 girls aged 15-19 have experienced some form of female genital mutilation/cutting in the 30 countries in Africa and the Middle East, where the harmful practice is most common with a high risk of prolonged bleeding, infection (including HIV), childbirth complications, infertility and death⁶.

(v) One of the Aspirations of Agenda 2063

The goal number 17 of the Agenda 2063 of the African Union is to ensure full gender equality in all spheres of life. This goal was planned to be realized through prioritizing areas related to the empowerment of women and girls as well as minimizing violence and discrimination against women and girls. Therefore, this audit is directly supporting SDG Number 5 of the

⁵ ECPAT, INTERPOL, and UNICEF. (2022). Disrupting Harm in Tanzania: Evidence on online child sexual exploitation and abuse. Global Partnership to End Violence against Children

⁶ <https://developers.google.com/community/gdsc-solution-challenge/UN-goals>

17 goals of the United Nations, which advocates for “Gender Equality”. (“Achieve gender equality and empower all women and girls”). The audit further contributes toward SDG Number 5, “Ensure healthy lives and promote well-being for all at all ages”, including children who are among the central focus of NPA-VAWC. This goal is geared towards reducing gender imbalances in all spheres of life.

1.3 Design of the Audit

1.3.1 Audit Objective

The main objective of the audit was to assess whether the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President’s Office - Regional Administration and Local Government (PO-RALG) have adequately managed measures to eliminate violence against women and children in order to enhance equality, peace and prosperity for all citizens.

The specific objectives were to assess whether:

- (a) MoCDGWSG and PO-RALG ensured that measures for eliminating violence against women and children are adequate;
- (b) MoCDGWSG and PO-RALG have ensured that measures to eliminate violence against women and children are adequately implemented;
- (c) MoCDGWSG has adequately coordinated the implementation of measures for eliminating violence against women and children; and
- (d) MoCDGWSG and PO-RALG monitored and evaluated the performance of MDAs, and LGAs in eliminating violence against women and children.

In order to clearly respond to the above audit objectives, audit questions and sub-questions have been presented in **Appendix 2** of this report.

1.3.2 Scope of the Audit

The main audited entities were the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG). The MoCDGWSG has the role of overseeing the implementation of all matters regarding gender in the country including the Women and Gender Development Policy (2000). Likewise, PO-RALG has a responsibility of ensuring smooth implementation and coordination of the measures intended to eliminate violence against women and children at all levels from National, to the Community levels.

Similarly, the audit covered the Local Government Authorities (LGAs) since they are responsible for ensuring mainstreaming of gender issues into their plans and programs as well as the allocation of resources to implement gender-related interventions. In addition, the audit covered the Ministry of Education, Science and Technology (MoEST) which is responsible for ensuring the implementation of the measures intended to end violence against women and children, and the Prime Minister's Office (PMO) which has a role of ensuring monitoring and coordination of interventions targeting the elimination of acts of violence in the country.

To assess the adequacy of measures intended for eliminating violence against women and children, the audit focused on examining the available measures intended to eliminate the reported cases of violence against women and children. In addition, examining the mechanism in place to ensure that reported cases of violence against women and children are attended properly.

In the same way, in assessing the implementation of the available measures the focus was on examining the overall management in resource mobilization and utilization for implementation of the available measures; this also included examining the extent of achievement of the planned progress on the implementation of the available measures intended to eliminate violence and discrimination against women and children.

On the other hand, to ensure smooth coordination in the implementation of the available measures, the audit focused on assessing the roles and responsibilities of the identified key stakeholders. Equally, the audit also focused on assessing the effectiveness of coordination, collaboration, and

communication between key stakeholders on matters intended to eliminate violence against women and children.

Concerning tracking the performance of the identified stakeholders in the implementation of measures intended to eliminate violence against women and children, the audit focused on assessing adequacy in tracking the progress made in the implementation of the set measures, availability of Key Performance Indicators (KPIs) to facilitate monitoring along with assessing whether the results of monitoring are utilized for making informed decisions.

The audit covered three (3) main categories of violence, namely emotional violence, sexual violence such as raping, sexual harassment, and marital rape, and physical violence against women and children.

The audit covered the period of four (4) financial years from July 2018/19 to June 2021/22. This period was earmarked to allow for the assessment of performance trends on the implementation of measures intended to eliminate violence against women and children in the country.

1.3.3 Assessment Criteria

The assessment criteria were drawn from different sources such as Legislations (Acts and Regulations), Guidelines, Strategic Plans, and Mandated Functions of the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG), and other selected MDAs.

The detailed assessment/audit criteria for each specific audit objectives are as follows:

(a) Extent of Violence against Women and Children

The National Plan of Action to End Violence against Women and Children in Tanzania 2017/18-2021/22 states that among urgent approaches needed for the operationalizing the stipulated NPA-VAWC strategies is to develop indicators and tools for measuring trends in line with the new plans and agendas including;

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- Target 16.2 of the SDGs, “end abuse, exploitation, trafficking and all forms of violence against and torture of children.
 - ” Target 5.2 of the SDGs, “eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation;”
 - Target 16.1 of the SDGs, “significantly reduce all forms of violence and related death rates everywhere,” and
 - Agenda 2063 of the African Union: The Africa We Want, aspiration 6 (51), which focuses on eliminating all forms of gender-based violence and discrimination against women and girls. Systems for the development and use of evidence must be built on existing data sources and full integration with the work of all relevant sectors must be considered accordingly.
 - East Africa Gender Policy (2018) calls for member states to develop, strengthen and implement legislation and policies addressing GBV in all its forms including ending impunity of perpetrators.

(b) Adequacy of Measures to Eliminate Violence against Women and Children

According to the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 the planned measures for ending/eliminating violence against women are:

- Increased proportional of VAW survivors who experienced any violence; reported within 72 hours after an event from 30% to 65% by June 2022;
- Increased proportion of councils with active community based VAW prevention programmes from 0% to 20% by June 2022;
- Increased proportion of household members aged 15-49 reached with VAW by June 2022;
- Increased messages and IEC materials from 0% to 55% by June 2022;
- Reduction of sexual violence from 17.2% to 8% by June 2022;
- Reduction of physical violence against women aged 15-49 from 39% to 10% by June 2022; and
- Reduction of emotional violence from 36.3% to 18% by June 2022.

Furthermore, according to National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 other planned key measures for ending violence on girls are:

- Reduction of teenage pregnancies from 27% to 5% by June 2022;
- Reduction of FGM prevalence from 32% to 11% by June 2022; and
- Reduction of child marriages from 47% to 10% by June 2022.

The National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 states that the MoCDGWSG should institute a system of gender focal persons in MDAs to enhance gender mainstreaming in sectorial Policies, plans, budgets, and programmes, and supports development of interventions that are gender sensitive and establish effective system for reporting cases of violence against women and children.

Moreover, the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18-2021/22 requires the MoCDGWSG to have a comprehensive and integrated protection system delivering coordinated, quality and timely support to women and children affected by violence.

Furthermore, East Africa Gender Policy (2018) requires establishment of strategic partnerships for the involvement of men and boys, Faith-Based Organizations and traditional leaders in advocacy and mobilization for prevention of GBV.

Section 3.2.3 of the National Anti-Female Genital Mutilation (FGM) Strategy and Implementation Plan (2020/21-2024/25) provides for the objectives of the strategy to include reducing FGM prevalence in Tanzania from 10% in 2015/16 to 5% by 2021/22 and ultimately ends FGM by 2024/25 through:

- Conducting Multi-media campaigns to inform, educate and facilitate children and women on their rights;
- Conducting edutainment to reach the child population from village to the national levels;
- Conducting training on gender equality, FGM, Sexual Reproductive Health and Rights (SRHR) and the rights of women and children;

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- Producing and publish user-friendly information, education and communication (IEC)/ Social Behavioral Change Communication (SBCC) materials on child and women rights, SRHR, effects of FGM, policies and laws;
 - Revising curriculums across the education system to include FGM topics;
 - Building capacity of teachers to deliver the revised curriculums across education system;
 - Training teachers on child protection to strengthen their capacity in preventing girls from FGM and;
 - Building capacity to junior councils, child protection desk, children's clubs and youth on child rights, FGM and child protection.

(c) Implementation of Measures to Eliminate Violence Against Women and Children

According to the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22, Frontline workers like Social Welfare Officers, Police, and Health Care Workers need to be trained to handle protection cases, refer them to the right people, and make sure the right paperwork is done.

The National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 set a target to eliminate violence against women by 50% in 2021/22. Likewise, Section 2.1.1.4 of the National Strategy for Gender Development (2005) requires the Ministry to provide gender training/sensitization to Policy Makers, Planners and Gender Focal Points and other actors on gender analysis, gender policy, and gender budgeting, coordination and networking.

Also, East Africa Gender Policy (2018) calls for member states to design GBV prevention and response programs targeting vulnerable groups and Design and implement programs that outlaw harmful cultural practices.

Moreover, according to MoCDGWSG Strategic Plan (2021/22-2025/26), the MOCDGWSG intends to enhance Gender Equity, Equality and Household Empowerment through formulation of National Strategy on Action to end violence against women and children.

Furthermore, Goal number 5 of the SDGs focuses on achieving gender equality and empowerment of all women and girls through:

- Eliminating all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation; and
- Eliminating all harmful practices, such as child labour, early and forced marriage, and female genital mutilation.

(d) Coordination of the Measures for Eliminating Violence Against Women and Children

According to the National Plan of Action to End Violence against Women and Children in Tanzania (2017/18-2021/22) the MoCDGWSG is responsible for enactment and operationalization of relevant policies and laws to enhance policy, legal and institutional frameworks, including coordination mechanisms. On the other hand, according to the initiatives in the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18-2021/22 the Ministry has a role to establish the National comprehensive integrated, effective and efficient coordination mechanism and inform decision making on VAWC prevention and responsive interventions.

The National Plan of Action to End Violence Against Women and Children (NPA-VAWC) calls for one coordination structure for which the most senior accountability lies with the Prime Minister's Office, guaranteeing the highest level of political commitment and oversight for greater efficiency in service delivery, transparency and coherence, leading to improvements in overall quality while reducing costs. The proposed improved coordination will ensure that duty bearers at all levels will be committed to ending violence against women and children, and that sectors will work together to deliver results.

The NPA-VAWC provides that at Local Government Authorities, primary responsibility for the implementation of the Plan will rest with the President's Office - Regional Administration and Local Government. Local Government Authorities (LGAs) will implement their part of the programme under the leadership of the District Executive Directors (DEDs) in accordance with existing LGAs' financial and other rules and

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

Also, the East African Gender Policy (2018) requires member states to establish a coordination mechanism for enhancing Gender Equality and Women's Empowerment in the Community and establish and strengthen mechanisms for multi-sectoral coordination, monitoring and evaluation, research and documentation on GBV.

Moreover, the National Anti-Female Genital Mutilation (FGM) Strategy and Implementation Plan (2020/21-2024/25) requires MoCDGWSG to establish a reporting and information collection and learning mechanism on FGM from national to local levels. The purpose is to inform on FGM interventions and coverage; to build capacity of institutions responsible, including Women and children protection Committee (WCPCs) and Community Development Officers in addressing FGM. The aim is to manage FGM activities effectively and ensure coordination and harmonization of stakeholders' approaches for addressing FGM from the national to local level.

(e) Monitoring and Evaluation of the MDAs, and LGAs Performance in Elimination of Violence Against Women and Children

According to the National Gender Policy (2000), MoCDGWSG is required to ensure the existence of a permanent and close collaboration between all the authorities /key players involved in managing, developing and monitoring development activities in the community including management of gender equality issues.

The National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 requires the Ministry to ensure efficiency and effectiveness in NPA-VAWC monitoring through the development of monitoring guidelines, and provision of capacity building to key stakeholders. Moreover, the Ministry is required to ensure data collection, processing, analysis, and reporting, facilitation of joint monitoring and

evaluation of the implementation of the NPA-VAWC, and consolidation of monitoring and evaluation reports to be tabled and discussed at the Ministerial level and annual consultative meetings conducted with sector Ministries.

The National Plan for Ending Violence against Women and Children requires that monitoring should be done by the MoCDGWSG to ensure timely availability of reliable and adequate data on VAWC. The Plan also requires MoCDGWSG to carry out research, studies and conduct reviews for providing more evidence-based data and information; to enhance storage, retrieval, access, and use of data by government and stakeholders; and to promote evidence-based planning, implementation and reporting.

Moreover, according to NPA-VAWC for these objectives to be realized, the MoCDGWSG must strengthen the existing monitoring systems and align them with the MDAs and LGA strategic plans and monitoring systems. The Ministry is also instructed to ensure harmonization of the VAWC plans and activities with sectoral monitoring and evaluation frameworks.

The coordination team and technical ministry will ensure efficiency and effectiveness in NPA-VAWC monitoring through:

- Development of monitoring guidelines;
- Provision of capacity building to key stakeholders in NPA-VAWC implementation and data collection, processing, analysis, and reporting;
- Facilitation of joint monitoring and evaluation of the implementation of the NPA-VAWC; and
- Consolidation of monitoring and evaluation reports to be tabled and discussed at the national level and at annual consultative meetings.

The National Anti-Female Genital Mutilation (FGM) Strategy and Implementation Plan (2020/21-2024/25) requires the MoCDGWSG to coordinate, support, and jointly monitor the implementation of the anti FGM strategy as part of the NPA-VAWC at all levels i.e., from Ministerial level to the lower levels of the Local Government Authorities and the Community.

1.3.4 Sampling, Data Collection and Analysis Methods

(a) Sampling Method

The purposive sampling method was used to select the visited Regions and the Local Government Authorities (LGAs). Regions were ranked as High, Low, and Medium based on the total number of reported cases of Gender-Based Violence (GBV) in the categories of Emotional Violence, Physical Violence, and Sexual Violence from the year 2018 to 2022. The ranking was defined as (i) Low (L) = Cases Below 15,000; (ii) Medium (M) = Between 15,000 and 40,000 Cases; and (iii) High (H) = Above 40,000 Cases. The ranked regions were clustered in the known seven (7) administrative zones namely Eastern Zone, Southern Zone, Western Zone, Northern Zone, Central Zone, Lake Zone, and Southern Highlands Zone where 6 zones were selected out of seven zones. In each zone, region with the highest number of reported cases was selected hence making a sum of 6 regions. Therefore, the selected regions were Ruvuma, Tabora, Arusha, Mara, Iringa, and Dar es Salaam. **Table 1.1** summarizes the list of selected regions along with the number of reported cases of violence.

Table 1.1: List of Selected Regions

Zone	Selected Region	Total Reported Cases of Violence	Rankings
Eastern	Dar es Salaam	117,731	High (H)
Southern	Ruvuma	23,871	Medium (M)
Western	Tabora	42,269	High (H)
Northern	Arusha	28,328	Medium (M)
Central	-	-	-
Lake Zone	Mara	67,037	High (H)
Southern Highlands	Iringa	54,630	High (H)

Source: Auditors' Analysis of the Gender-Based Violence Data from PO-RALG (2022)

Likewise, in each selected region, one (1) LGA in categories of City Council (CC), Municipal Council (MC), Town Council (TC), and District Council (DC) were then purposively selected. The list of selected LGAs and the corresponding regions in brackets were Kinondoni MC (Dar es Salaam), Mbinga DC (Ruvuma), Nzega DC (Tabora), Arusha DC (Arusha), Musoma MC (Mara), and Mafinga TC (Iringa). **Appendix 3** of this report provide details on the selection of regions and LGAs.

(b) Methods of Data Collection

Interviews

Interviews were conducted with the selected officials from the MoCDGWSG and PO-RALG to gain insights into and clarification on the information regarding the overall management of the available measures for the elimination of cases of violence against women and children.

Similarly, interviews were held with selected officials from the Ministry of Education, Science and Technology (MoEST) and the Prime Minister's Office (PMO). **Appendix 4** of this report provides details on the list of officials interviewed and the reasons for interviewing them.

Document Reviews

The audit team reviewed various documents from the MoCDGWSG, PO-RALG, and other identified actors at the levels of Ministries namely the Ministry of Education, Science and Technology (MoEST) and the Prime Minister's Office (PMO), as well as Local Government Authorities (LGAs). The reviewed documents were mainly annual progress reports, monitoring and evaluation reports, Medium Term Expenditure Frameworks (MTEF), and action plans. Document reviews were done to gain insight into the adequacy of the overall management of measures intended for eliminating cases of violence against women and children in the country. Documentary reviews were also used to supplement information obtained through interviews. The documents reviewed were those in between the financial years from July 2018/19 to June 2021/22. **Appendix 5** of this report provides details of the list of key documents reviewed and the reasons for reviewing them.

(c) Methods of Data Analysis

The audit used quantitative and qualitative data analysis methods to analyze data collected during the audit.

Quantitative Data Analysis

Quantitative data were compiled and analyzed using an Excel spreadsheet to ascertain facts in tabular form. Emerged facts were then described in

texts based on the frequency of occurrence, proportions, and averages to explain the existing relationship and trend over time. In addition, to further clarify the facts observed, the data collected was presented and described using simple charts.

Qualitative Data Analysis

Conceptual content analysis was used to analyze qualitative data to determine the existence and frequency of emerged concepts from the interviews and document reviews. The collected information was identified and coded based on the main themes focusing on key concepts for each of the audit questions. As well, based on the frequency of occurrence of the emerged themes, information was summarized and presented as narrated texts to affirm the noted facts.

1.4 Data Validation Process

The Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG), were given the opportunity to go through the draft report and comment on the information presented therein. Both MoCDGWSG and PO-RALG confirmed the accuracy of the figures used and the information presented in the report.

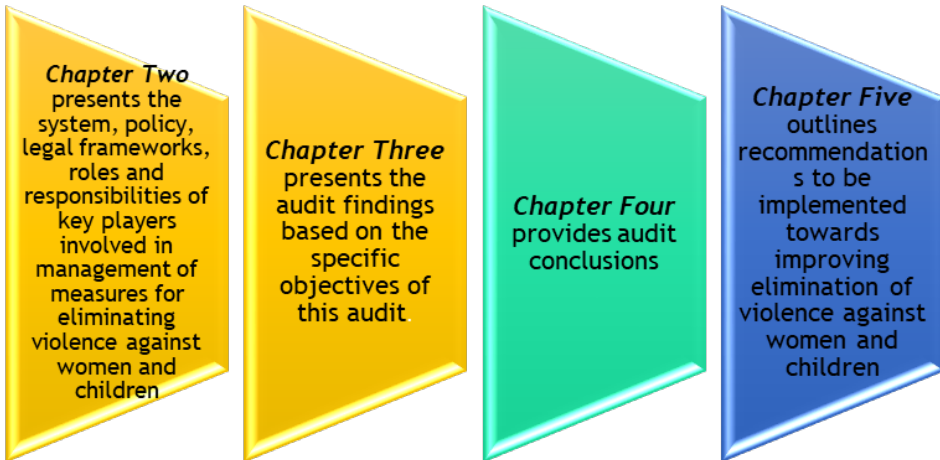
In the same way, the draft report was submitted to the subject matter experts with experience in gender-related matters to get their independent opinions and authenticate the factual contents of the details presented in the report.

1.5 Standards Used for the Audit

The audit was conducted in accordance with the International Standards of Supreme Audit Institutions (ISSAIs) on Performance Auditing issued by the International Organization of Supreme Audit Institutions (INTOSAI). These standards require that the audit is planned and performed in order to obtain sufficient and appropriate audit evidence to provide a reasonable basis for findings and conclusions based on the audit objectives. Generally, based on the objectives of the audit, the evidence obtained provided a reasonable basis for the findings and conclusions reached.

1.6 Structure of the audit report

The subsequent chapters of this report cover the following:



CHAPTER TWO

SYSTEM FOR THE MANAGEMENT OF MEASURES FOR ELIMINATING VIOLENCE AGAINST WOMEN AND CHILDREN IN TANZANIA

2.1 Introduction

The chapter describes the system for management of measures for elimination of violence against women and Children in Tanzania. It covers legal framework, strategic and institutional framework for the management of measures for elimination of violence against women and Children in the country. It further highlights the roles of key players, responsibilities, the relationship between key stakeholders and the process for the management of measures for eliminating violence against women and Children in the country.

2.2 Policy and Legal Framework

The following are the Policies, Laws, and Regulations governing the management of measures for eliminating violence against women and Children in Tanzania.

2.2.1 Women and Gender Development Policy (2000)

The main objective of the Women and Gender Development Policy of 2000 is to ensure the availability of a good environment that will support both men and women in the implementation of their roles in society by considering their gender-based needs. In addition, this policy targets to address the emerging deficiencies in the involvement of women in development issues.

Also the policy has put in place strategies intending to discourage harmful norms and values which perpetuate violence against women. The policy aims at sensitizing community to stop harmful cultural practices like female genital mutilation.

2.2.2 Relevant Laws

With regard to management of measures for eliminating violence against women and Children in the country there is no specific and comprehensive law. However, some of gender related violence incidents are addressed by several laws as indicated in **Table 2.1**.

Table 2.1: Types of Violence and their Relevant Laws

Issue	Governing Law/Convention	What it states
Raping, Abduction, Defilement, Impregnating Students, Injury, Abusive Language, Attack Causing Bodily Harm, Attack, Screaming, Abandoning Children, Theft of Children, Abortion, Killing of Elderly	Criminal Procedure Act/ Tanzania Penal Code Chapter 16 of the Laws	The Criminal Procedure Act 7/2018 Section 151 (1) prevents anyone accused of VAWC from qualifying for bail and has increased sentences that courts can pass for VAWC related crimes. As a result, regional courts can now give sentences of between 7 and 14 years, with sentences from the High Court ranging between 30 years and life imprisonment.
Spousal beating	Law of Marriage Act, Cap. 29 of 1971	Section 66 of this law declares that 'no person has any right to inflict corporal punishment on his or her spouse.
Gender based Discrimination in employment	Employment and Labour Relations Act, 2004	<p>The Act prohibits discrimination on the basis of one's sex or gender role in Sections 7(1), 7(4) and 7(5), 20 and 33.</p> <p>Moreover, Section 7 of the law prohibits direct and indirect discrimination in the workplace including discrimination on the basis of sex, gender, pregnancy, marital status, disability, HIV/AIDS and age.</p> <p>Other gender related issues addressed in this law include;</p> <p>(i) Prohibition of harassment</p>

Issue	Governing Law/Convention	What it states
		<p>which is regarded as part of the discrimination (Section 7(5));</p> <p>(ii) Prohibition of night work for pregnant women under certain circumstances (Section 20); and</p> <p>(iii) Guarantees of the maternity leave as a right for pregnant women and mothers.</p> <p>Fathers have also a right to paternity leave for three days (Section 33 of the Employment and Labour Relations Act, 2004).</p>
Sexual Harassments/Abuse	The Sexual Offenses Act 1998 (SOSPA)	<p>It was passed in 1998 by the parliament. The Sexual Offenses Special Provisions Act to safeguard “the dignity and integrity of women and children” and introduced new offenses such as sexual harassment, sexual abuse, and trafficking in persons.</p> <p>SOSPA is the main national legal instrument that provides sanctions to combat GBV.</p> <p>It provides for stiff punishment and the right of compensation to survivors of violence.</p>
Women discrimination	Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) (1979)	<p>It was adopted in 1979 by the United Nations General Assembly,</p> <p>CEDAW is often described as an international bill of rights for women. Consisting of a</p>

Issue	Governing Law/Convention	What it states
		<p>preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination.</p> <p>The Convention defines discrimination against women as any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.</p>

Source: Laws of Tanzania (2022)

2.3 Goals and Objectives

(a) National Objective

The Five Years Development Plan III (2021/22 -2025/26) clearly stipulates about human development. . Among the planned interventions focus on Gender mainstreaming including measures to address: gender inequalities against women and Children; increase opportunities for girl education and training; address swiftly discrimination against women in matters of land ownership and inheritance, violence against women, and air intensified voice against archaic cultural biases against women.

objective D of the Ministry of Community Development, Gender, Women, and Special Groups strategic Plan focuses on enhancing Gender Equity, Equality and Women Empowerment through establishment of 420 Police Gender and Children Desks, 153 Gender Desks at Prisons Stations, 5 Gender Desks at Higher Learning Institutions, 177 Gender Desks at all

PCCB Offices - to combat acts of sexual violence.

(b) United Nations Agenda 2030

In 2015, the United Nations created 17 Sustainable Development Goals and aimed to achieve them by 2030. The Sustainable Development Goal Number 5 focuses on achieving gender equality and empowering all women and girls. Among others, the SDG Goal Number 5 targets to achieve the following:

- To end all forms of discrimination against all women and girls everywhere;
- To eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation; and
- To eliminate all harmful practices, such as child, early and forced marriages and female genital mutilations.

(c) Agenda 2063 of the African Union

Agenda 2063 of the African Union (AU) adopted in 2013 is the Africa's blueprint and master plan for transforming Africa into the global powerhouse of the future. Among the goals of the agenda include achieving full gender equality in all spheres of life which will be attained through women and girls empowerment as well as eradication of violence and discrimination against women and girls.

The government through the Ministry of Community Development, Gender, Women, and Special Groups aims to promote community development, gender equality, and equity in collaboration with stakeholders through the formulation and dissemination of policies, strategies, and guidelines as well as coordination of their implementation.⁷

⁷ Mission statement of the Ministry of Community Development, Gender, Women and Special Groups

2.4 National Strategies

National Strategy for Gender Development (2008)

The National Strategy for Gender Development of 2008 among other things aims to lay the foundation for promoting gender equality and equity in the country. It is one of the government's efforts in implementing the platform for action. On the other hand, the government has made a firm political commitment to support initiatives that are focused on alleviating gender inequality in economic, education, training, and employment at all levels. These Political Commitments includes:

- **National Anti FGM Strategy (2020/21-2024/25)**

The Ministry has developed the National Anti FGM Strategy focusing on ending FGM practices in the country. Through that Strategy, National Anti FGM Taskforce Team has been developed and vested with the responsibility to implement interventions to end FGM across the specified regions of Singida, Arusha, Manyara, Mara and Dodoma. .

- **National Plan of Action to End Violence against Women and Children in Tanzania (2017/18-2021/22)**

The Ministry developed the National Plan of Action to end Violence against Women and Children (2017/18-2021/22) which focus on building systems that both prevent violence against women and children and respond to the needs of victims/survivors. The Plan focused on eight (8) thematic areas that affects women and children livelihoods. The thematic areas include: Household Economic Strengthen; Norms and Values; Safe environment; Parenting and Family Relation; Implementation and Enforcement of laws; Response and Supportive services; Safe school and Life skills; and Coordination, Monitoring and Evaluation.

Also, the government strategizes on achieving other international commitments to ensure gender equality including:

- Achieving Sustainable Development Goal (Goal Number 5 of SDGs which focus on achieving gender equality and empowering all women and girls as agreed in the year 2015);

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- Reviewing the Implementation of Beijing Declarations and Platform for Action (BPfA, 1995) with the aim to achieve gender equality;
 - Ensuring enforcement of the Universal Declarations of Human Rights (UDHR, 1948); and
 - Ensuring compliance to the Convention on the Elimination of All Forms of Discrimination against Women of 1979 (CEDAW).

2.5 Roles and Responsibilities of Key Actors

There are five different government entities that have key role to play in the management of measures for eliminating violence against women and Children in the country. Roles of each of these entities are explained below:

(i) The Ministry of Community Development, Gender, Women and Special Groups

The Ministry of Community Development, Gender, Women and Special Groups was formerly part of the Ministry of Health, Community Development, Gender, Elderly and Children which according to the Government Notice No. 144 of 22nd April 2016 provided a mandate for the Ministry to formulate policies on community development, elderly and children and ensure their implementation.

On the other hand, the MoCDGWSG has a role in promoting community development, gender equality, and equity in collaboration with stakeholders through the formulation and dissemination of policies, strategies, guidelines, and coordination of their implementation.

Within the Ministry issues pertaining to gender equality are vested under department of gender development. The department is responsible for:

- Developing, reviewing and monitoring and evaluation of implementation of Gender Policies;
- Developing and implementing mechanisms for gender mainstreaming into government policies, plans and strategies and monitoring and evaluation of their implementation;
- Fostering implementation of international and regional agreements and conventions on gender; and
- Developing and implementing strategies for women empowerment.

(ii) Prime Minister's Office

The Prime Minister's Office (PMO) plays a key role to ensure the implementation of the National Plan of Action-Violence against Children (NPA-VAWC) program that target to strengthen the management, monitoring and coordination of interventions to eradicate acts of violence in the country.

(iii) Sector Ministries

The Sector Ministries are responsible for sector policy guidance, supervision, coordination, implementation, and monitoring activities that contribute to the achievement of gender equality and equity.

(iv) The Ministry of Education, Science and Technology

The Ministry of Education, Science and Technology is among the sector ministries that were sampled due to their role on the elimination of violence against women and Children. MoEST had a role of instituting measures for reduction of teenage pregnancies and sexual harassment in schools colleges and higher learning institutions.

In promoting safe schools and life skills, the Ministry is envisaged to:

- Helping children to learn discipline and skills to enhance their own protection and life skills;
- Ensuring that schools have a referral system for children in need of response services; and
- Developing Gender desks in primary, secondary schools, colleges and higher learning institutions to facilitate reporting of violence incidences.

(v) President's Office - Regional Administration and Local Government (PO-RALG)

The President's Office - Regional Administration and Local Government (PO-RALG) has the role of coordinating the implementation of gender-related programs at the Regional and District levels. At PO-RALG, gender related programs are vested under the Local government and community development section. The section has the following functions:

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- Ensuring the collection and dissemination of gender-disaggregated data from the grassroots level to the national level and vice versa; and
 - Coordination of all issues related to the implementation of National Plan of Action-Violence against Children (NPA-VAWC) at Regional, Council, Ward and Village/Mtaa levels.

(vi) Regional Secretariats

The main role of Regional Secretariats (RS) is to plan and implement gender-related programs within their areas of jurisdictions. They are also responsible for ensuring adequate resources allocation to support the implementation of gender related programs as well as monitor and report progress on gender equality, equity, and development. In addition, the RS are responsible for implementing measures for eliminating violence against women and Children in the country.

(vii) Local Government Authorities

The LGAs are responsible for planning and implementing gender-related programs within their areas of jurisdictions in collaboration with other actors including communities and households through the participatory process as articulated in the National Strategy for Gender Development (NSGD).

On the other hand, the main role of LGAs is to allocate adequate resources to support the implementation of the NSGD and monitor and report progress on gender equality, equity, and development. In addition, LGAs are responsible for sensitizing various target groups on gender issues and facilitating the generation, utilization, and dissemination of gender-disaggregated data and information. Operation of LGAs takes place at the following levels:

(vi) Ward, Village and Streets (Mitaa)

The operations at this level include developing and implementing Anti-Gender-Based Violence along with ensuring enforcement of gender-related by-laws, and community sensitization on matters relating to gender issues.

Similarly, officials at these levels are responsible for receiving and keeping records on gender-related violence, compiling and reporting to the next higher levels of administration.

(vii) Community

The community members are required to adhere to the set guidelines and by-laws aiming to prevent violence and discrimination against women and children; also, they are expected to achieve attitudinal change towards gender equality in their areas of jurisdictions. On the other hand, the community is responsible for reporting the emerging cases of gender-related violence to respective administrative levels.

(b) Other players

The other key actors in ensuring management of measures for eliminating violence against women and children in various sector in the country are the Private Sector and Development Partners. Roles of each one of them are explained below:

(i) Private Sector

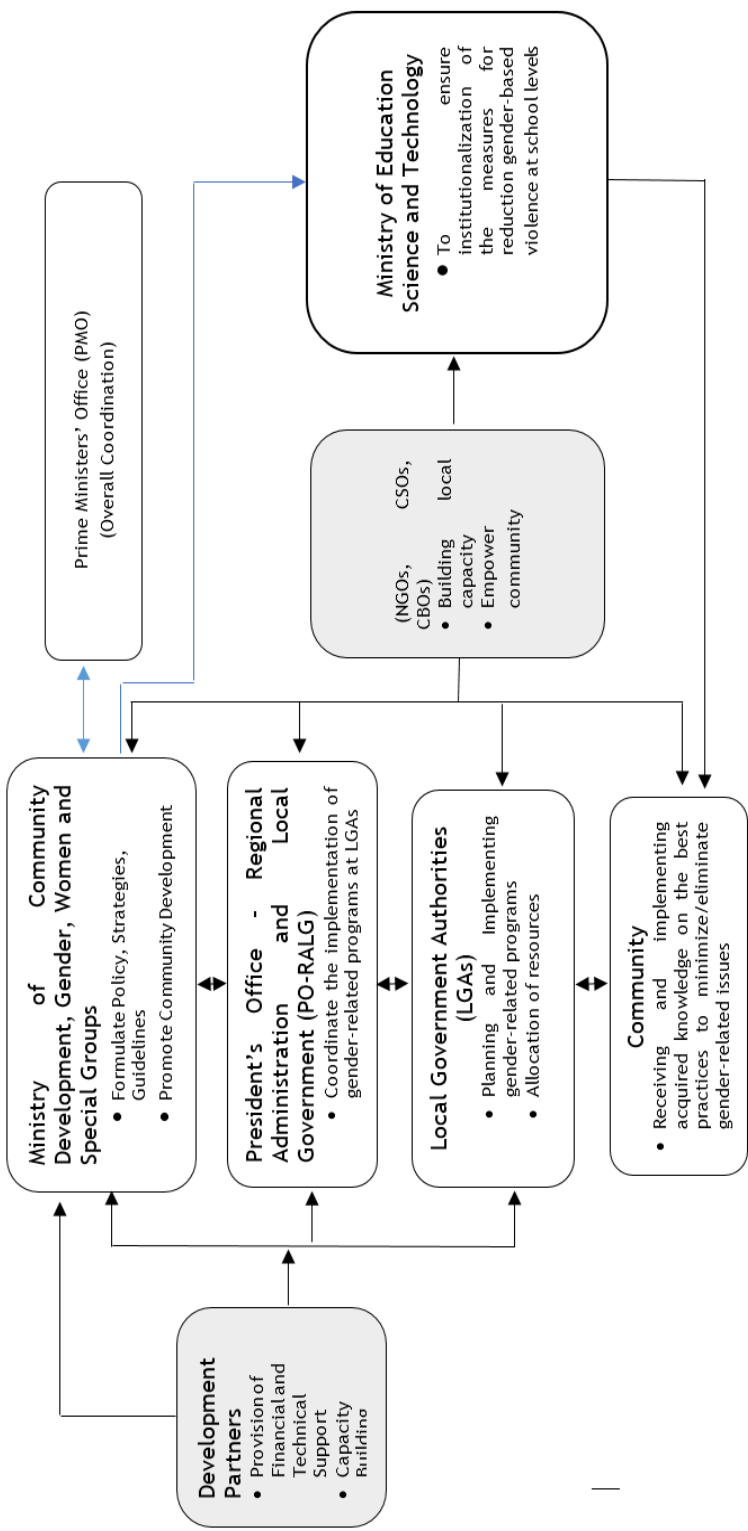
The Private Sector has an important role to play in achieving gender equality and equity. The Private Sector in this context comprises the Non-Government Organizations (NGOs), Community-Based Organizations (CBOs), and Civil Society Organizations (CSOs). Their roles and responsibilities include building local capacity and empowering communities, participating in monitoring and evaluation, mobilizing community resources, and enhancing community participation. The Private Sector works closely with the Government Ministries and Local Authorities to ensure that gender is included in the implementation of sectoral and district plans.

(ii) Development Partners

Development Partners in collaboration with the Ministry of Community Development, Gender, Women, and Special Groups together with other key actors play an important role in ensuring implementation of the National Strategy for Gender Development. Development Partners make use of the existing systems and processes to provide financial, technical,

and other support services. They also have the role to facilitate capacity-building initiatives for stakeholders including NGOs and CBOs

Figure 2. 1: Relationships among Key Actors in the Management of the Measures for Eliminating Violence Against Women and Children in Tanzania



Source: Auditors' Analysis from the Review of Roles and Responsibilities of Stakeholders (2022)

2.6 Allocation of Resources in the Management of Measures for Eliminating Violence against Women and Children

To comprehensively realize effectiveness in the overall management of the activities for eliminating violence against women and children the availability of human resources is crucial. Therefore, this section provides details on allocated resources to the respective departments dealing with gender-related matters in the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG).

2.6.1 Human Resources

Human Resources at the Department of Gender Development of the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG)

For the MoCDGWSG to perform its roles efficiently, adequate human resources in terms of number and qualification are needed. **Table 2.5** illustrates the available against the required number of Staff in the Department of Gender Development, concerned with the management of measures for eliminating violence against women and Children at the MoCDGWSG.

Table 2. 2: Allocation of Staff at MoCDGWSG - Department of Gender Development

Department	Number of Staff (N)		Deficiency (N)
	Available	Required	
Gender Development	20	42	22

Source: Ministry of Community Development, Gender, Women and Special Group (MoCDGWSG, 2022)

Table 2.4 shows that there is a deficit of 22 staff at the Department of Gender Development of the Ministry of Community Development, Gender, Women and Special Groups.

Human Resources at the Section of Community Development and Social Welfare of the President's Office - Regional Administration and Local Government

For the PO-RALG to sufficiently accomplish its roles, the respective Sections dealing with gender-related issues have to be provided with adequate human resources in terms of both the number and qualifications. **Table 2.5** establishes the available number of Staff against those required in the sections of Community Development and Social Welfare at PO-RALG.

Table 2. 3: Allocation of Staff at PO-RALG

Section	Number of Staff (N)		Deficiency (N)
	Available	Required	
Community Development	8	14	6
Social Welfare	8	6	(2)
Total	16	20	4

Source: Staffing Levels from the PO-RALG (2022)

Table 2.5 indicates that in total there is a shortage of 6 staff required in the Governance and Community Development Section and 2 more staff in the Social Welfare Section at PO-RALG. Generally, there is a deficit of eight staff at the Community Development Section and twelve staff at the Social Welfare section.

2.7 Process Description in the Management of Measures for Eliminating Violence Against Women and Children in Tanzania

There are two ways in which violence cases are handled at community level which are; Police Children and gender desk and through community case workers found at community levels (village and ward level) as explained here under;

Handling of Violence Cases at the Community through Community Case workers

At the community level community Case Workers who volunteer at the community level and are willing to do voluntary work in their communities, and are able to identify and connect with resources that can link Most vulnerable child (MVC) and violence cases in their areas of jurisdiction with needed services for care, support and protection. CCWs

are trained by government employees using the training package developed by the Government of Tanzania.

Children and Gender Police Desk

This is the unit within the Police Force that addresses violence against women and children and particularly sexual offences and domestic violence. This unit exists in all police stations and is staffed by officers who are specifically trained to deal with cases of child protection and Gender issues.

The child and gender police desk receives complaints from the community, children themselves, parents/guardians on violence cases; Investigate all allegations of abuse or criminal violation of victims right; arrest offenders where there is adequate evidence on occurrence of violence; document and compile information and make necessary referrals; assist victims with accessing medical examination and treatment; protect the child or other witnesses against manipulation or pressure to alter their statements or accusations; Protect the victims or other witnesses from those who may intend to destroy the evidence take revenge and communicating with Council Social Welfare Officer to ensure that the child/violence victims has maximum welfare and protection support.

Receipt of information from violence victims

At the community level victims are identified through Community case workers. The officers receive violence case through whistle blower or receive the complaints from the community, children /victims themselves, parents/guardians and any other institution regarding any child abuse case/women violence

Reporting of Violence Cases

Direct reporting of violence cases is handled at the Village Council. For the case of violence against children Lead Community Case Workers who volunteers at the community level receive violence cases and ensure that all identified violence cases are screened.

The flow of information about occurrence of violence is essential in management of violence cases. This information is captured, analyzed and synthesized at each level of the system. At the village level, this takes place with the support from the lead community case workers (LCCW). The community case workers (CCW) prepare a monthly report on the cases for which they have received. The LCCW collects all reports from CCWs, compiles and submits them to their supervisors at the ward level who, in turn, compile and send them to the Community social workers (CSWO).

The CSWO will then compile reports from all ward social workers officers (WSWOs) in their jurisdiction and send the compiled report to the Regional Social workers Officers (RSWO). Finally, after review of the reports, the RSWO submits the final report to PO-RALG and a copy to the technical Ministry of community Development Gender, Elderly and Children and implementing partners.

Documentation of Violence Cases

Most Vulnerable Children cases can be categorized as protection or welfare. Protection cases are those cases for which there is a legal violation and reporting is mandated. All protection cases must be reported, referred and documented within a 24-hour period to the Social Welfare Officer, hospital or the police (e.g., violence, abuse, neglect and exploitation). While welfare cases are serious cases that infringe the child's and violence victims' wellbeing.

Record Keeping, and Reporting the success of a case management system is highly dependent on the accuracy and depth of information collected about the client at each stage of the case management process. For the violence cases among children, an official case file is opened using a file with a clearly marked case number. Each file should detail the client's case from their initial assessment to the present date. Case files should be kept at the village level under the custody of the Village Executive Officer, locked up and in good condition at all times.

The exception is when a case involves a protection offence and is being handled at the council level. In this circumstance, the file is kept at the council level. When a protection case being handled at the council level is simultaneously referred back to the community, a temporary file can be opened using the same file and case number.

Supportive Supervision and Coordination

PO-RALG plays an advisory role, coordinates and conducts monitoring and supportive supervision, and facilitates social welfare issues at the regional level including dealing with violence cases. Its main roles include, but are not limited to coordinating cases and manage the data base of all councils in the region.

Moreover, PO-RALG is responsible for coordinating and overseeing the implementation of laws, policies, guidelines, and national plans of action pertaining to social welfare services including NPAVAC at the regional and council level while also providing supportive supervision.

Formulation of Policies, Laws, Guidelines and National Plans Regarding VAWC

The Ministry of Community Development Gender Women and Special Group formulate policies, guidelines as well as monitoring and evaluation systems for VAWC. The Ministry, through National Women and Children Protection Technical Committee (NWCPTC), Thematic Working Groups (TWGs) and NPA-VAWC Secretariat identify and provide child welfare and protection concerns at all levels; coordinates responses, and monitoring VAWC concerns. Also, the Ministry publishes reports on violence cases with the aid of information from PO-RALG and Police Gender Desk.

CHAPTER THREE

AUDIT FINDINGS

3.1 Introduction

This chapter presents the audit findings on the performance of the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG) on the management of the Measures for Eliminating Violence against Women and Children in Tanzania.

The findings are presented based on the audit-specific objectives which focus on the extent of occurrence of incidences of violence against women and children, adequacy of measures intended to eliminate cases of violence against women and children, coordination of the measures for eliminating cases of violence against women and children, and adequacy in monitoring and evaluation of the performance of MDAs and LGAs in eliminating cases of violence against women and children.

3.2 Extent of Occurrence of Incidences of Violence against Women and Children

According to the Police Force Report on Offences of Gender Violence and Abuse (2021),⁸ in the period from January to December 2021, there was the total of 29,373 reported cases subjected to gender violence compared to 42,414 reported cases in the same period in the year 2020. The leading regions⁹ for reported cases of gender-based violence were Arusha (4,320), Ilala (2,680), Tanga (2,257), Kinondoni (1,985), and Rukwa (1,575).

It was further shown that, in the period from January to December 2021, the total of 11,499 incidents of violence against children were reported compared to 15,870 incidents in the same period in the year 2020. The leading regions were Arusha (808), Tanga (691), Shinyanga (505), Mwanza (500), and Ilala (489). Therefore, this subsection provides details of the status of the occurrence of incidents of violence against women and children in the country.

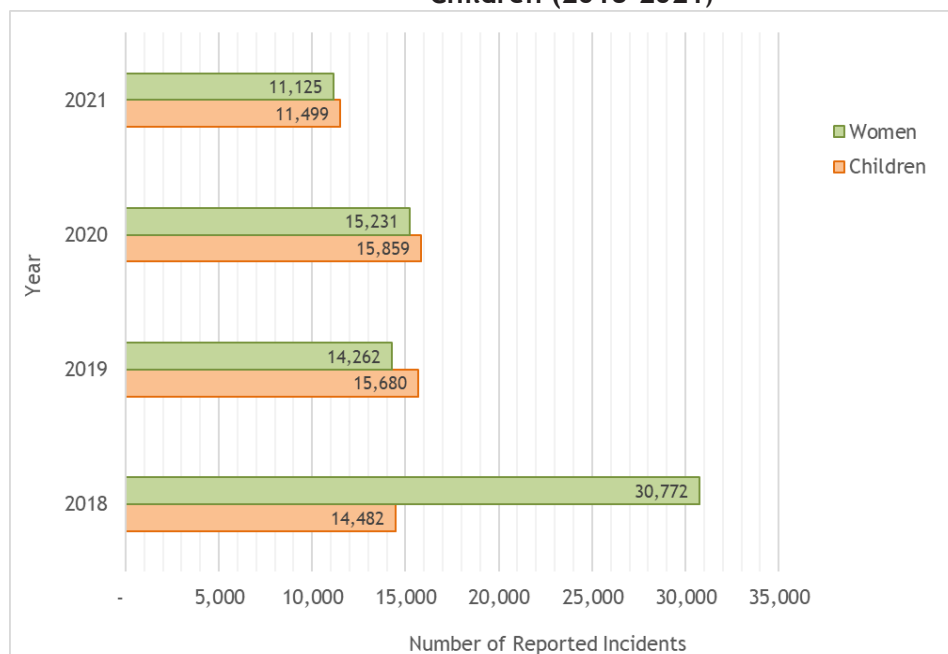
⁸ A report indicating statistics on incidents of offences of gender violence and abuse collected through Gender Desk Units in Police Departments

⁹ Designated Police Regions

3.2.1 Status of the Occurrence of Incidents of Violence against Women and Children in Tanzania

The National Plan of Action to End Violence Against Women and Children (NPA-VAWC, 2017/18-2021/22) highlighted approaches to ensure the operationalization of the strategies as stipulated in the NPA-VAWC to include realizing the target No. 5.2 of the Sustainable Development Goals (SDGs) to eliminate all forms of violence against women and children in the public and private spheres. **Figure 3.1** indicates the status in the number of reported incidents of violence against women and children from the year 2018 to 2021.

Figure 3.1 : Reported Incidences of Violence Against Women and Children (2018-2021)



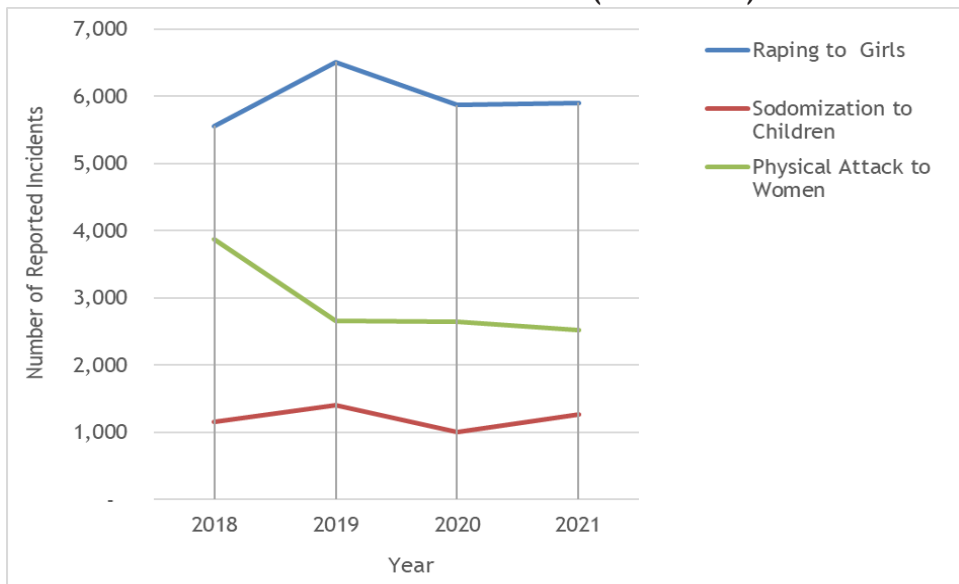
Source: Auditors' Analysis of Data from the Tanzania Police Force Reports (2018-2021)

Figure 3.1 illustrates that from the year 2018 to 2021, the total number of reported incidents of violence against women and children ranged between 11,125 and 30,772 incidents. Incidents of violence against women declined sharply between year 2018 (30,772) and 2019 (14,262) by 53.7% and decreased even further in year 2021 (11,125). The figure further shows that the number of reported incidents of violence against children

remained steady in years 2019 and 2020, while evidencing a decreased to 11,499 incidences in 2021 from 15,859 in 2020 (equivalent to 27.5 %). It is further illustrated that, in the year 2018, the number of reported cases of violence against women was more than double the number of reported cases of violence against children. Generally, between 2019 and 2021, the number of reported incidents for both violence against women and against children declined.

It was further indicated that from the year 2018 to 2021, the most reported types of violence were rape and sodomy for children, and physical attacks for women. **Figure 3.2** shows the trend of the most prevalent types of violence against women and children between 2018 and 2021.

Figure 3.2: Prevalence of Reported Incidences of Violence against Women and Children (2018-2021)



Source: Auditors' Analysis of Data from the Tanzania Police Force Reports (2018-2021)

Figure 3.2 shows that from the year 2018 to 2021, the number of reported cases of violence against both women and children varied between 1000 and 6506 cases. The number of reported rape cases to girls was more than 5,000 and ranged between 5,557 and 6,506 cases; these cases were highly recorded in the year 2019 (6,506) and declined to 5,899 cases in the year 2021. It is further illustrated that the number of cases of sodomisation to children were fluctuating between 1,000 and 1,405 cases. Similarly, the

number of cases of physical attacks on women was highly recorded in the year 2018 (3,865) and decreases from 2,658 cases in the year 2019 to 2,517 cases in the year 2021.

3.2.2 Insufficient Implementation of the Efforts to Ensure Reduction of Reported Cases of Violence

The National Plan of Action to End Violence Against Women and Children (NPA-VAWC, 2017/18-2021/22), stated that among the initiatives put forward by the government to eliminate violence against women and children was to institutionalize a system of gender-focal persons in Ministries, Departments, and Agencies (MDAs) to enhance gender mainstreaming in sectorial policies, plans, budgets, and programs. Also, it was further stipulated that the aim of mainstreaming gender was to support the development of interventions that are gender-sensitive as well as facilitate reporting of cases of violence.

(i) Efforts by the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG)

Among the initiatives by the MoCDGWSG, was the formation of the NPA-VAWC Integrated Communication and Outreach Strategy (2017/18-2020/21), which was designed to provide stakeholders with the capacity to identify the target audience, develop messages and find appropriate communication channels to convey them. This Strategy was expected to be a tool, which would help to educate community members on the effect of harmful traditional practices and violence against women and children.

However, it was noted that despite recorded achievements for the development and orientation of the NPA-VAWC Integrated Communication and Outreach Strategy to Community Development and Social Welfare Officers in all regions, there are challenges that hindered efforts to ensure its implementation as highlighted below:

(a) Availability of Social Welfare Staff at Different Levels of Government Operations

Review of the National Plan of Action Report (2018/19) indicated that one of the challenges hindering efforts to ensure effective implementation of the NPA-VAWC Integrated Communication and Outreach Strategy is the

shortage of staff especially Social Welfare and Community Development Officers in different levels of government operations. **Table 3.1** provides details of the number of available Social Welfare Officers at different points of government operations.

Table 3.1: The Number of Social Welfare Officers at Different Levels of Government Operations (2022)

Level of Government Operation	Number Available	Number Required	Deficiency (%)
Regions	36	62	41.9
LGAs	467	1,939	75.9
Wards	114	4,070	97.2
Villages	0	12,319	100.0
Streets	0	4,263	100.0

Source: Statistics from the President's Office - Regional Administration and Local Government

(Social Welfare Division, 2022)

Table 3.1 indicates that in total there is a deficiency by 97.3% of the total number of social welfare staff in different levels of government operations namely Regions, LGAs, Wards, Villages, and Streets. Generally, it is indicated that there are more than three-quarters of the staff that would be required in the levels of LGAs, and Wards. In addition, it is shown that none of the staff were allocated to the levels of Villages and Streets. Similarly, **Table 3.2** provides details of the number of available Social Welfare Officers in different levels of healthcare facilities.

Table 3.2: The Number of Social Welfare Officers at Different Levels of Healthcare Facilities (2022)

Level of Healthcare Facilities	Number Available	Number Required	Deficiency (%)
District Hospitals	71	439	83.8
Health Centers	76	636	88.0
Dispensaries	0	5,164	100.0

Source: Statistics from the President's Office - Regional Administration and Local Government (Social Welfare Division, 2022)

Table 3.2 indicates that in total, there is a shortage by 97.6% of the total number of social welfare staff in different levels of healthcare services provision namely; District Hospitals, Health Centers, and Dispensaries. In addition, it is indicated that, there is a shortage of more than three-quarters of the social welfare staff required in the levels of District Hospitals and Health Centers. In addition, it is shown that social welfare

staff were not available at dispensary level. In addition, it was noted that, social welfare officers are still lacking in different levels of the judicial system. Social welfare officers in the judicial system plays an important role of administering the rights of citizens with regard to social welfare matters. **Table 3.3** summarizes details of the number of available Social Welfare Officers in different levels of judicial system.

Table 3.3: Number of Social Welfare Officers at Different Levels of Judicial System (2022)

Level of Judicial	Number Available	Number Required	Deficiency (%)
Primary Court	0	960	100.00
District Court	133	135	1.50
Resident Magistrate Court	0	29	100.00
High Court	0	29	100.00
Court of Referral	0	20	100.00

*Source: President's Office - Regional Administration and Local Government
(Social Welfare Division, 2022)*

Table 3.3 indicates a deficiency of 100% to all levels except for the District Courts where the lowest deficiency was recorded at 1.50%.

As a result, obtaining data on Gender-Based Violence (GBV) has been difficult due to an insufficient number of Social Welfare Officers at Ward, Village, and Street levels. This results in obtaining information that is not certain because there are officers at these levels who have not been empowered to manage access to relevant information.

Further analysis of the number of NPA-VAWC Coordinators in the visited LGAs compared to the number of GBV in each of the visited LGA is presented in **Table 3.4**.

Table 3.4: Number of NPA-VAWC Coordinators and Reported Cases of VAWC in the Visited LGAs, 2022

Name of the Visited LGA	Number of Available NPA-VAWC Coordinators at Different Levels	Reported Number of VAWC	Ratio of Reported Number of GBV to Available NPA-VAWC Coordinators
Nzega DC	73	4,843	66
Arusha DC	39	1,752	45
Kinondoni MC	17	666	39
Musoma MC	25	116	5
Mafinga TC	51	285	5
Mbinga DC	29	59	2

Source: Data from the Visited LGAs (2022)

Table 3.4 indicates that, the number of reported cases of GBV per NPA-VAWC Coordinators varies between 2 and 66. The Table further illustrates that, on average, one NPA-VAWC Coordinator at different levels is handling 39 cases of reported GBV in each of the visited LGAs. The audit noted that there is a huge differences of ratios across LGAs. This huge variation exist due to placement of coordinators based, not on the number of reported cases on VAWC but with respect to the available LGAs and Wards.

However, review of the Annual Report on the Implementation of National Plan of Action to End Violence Against Women and Children in Tanzania for the fiscal year 2017/18 indicated that among factors hindering efforts towards realizing targets made by the ministries' action plans to end violence against women and children was the limited information sharing between the implementing NGOs and different levels of the government authorities.

(b) Insufficient Funds Allocated for NPA-VAWC Implementation

Interviews with officials in the visited LGAs have shown that among the factors hindered effective implementation of the NPA-VAWC Integrated Communication and Outreach Strategy was insufficient fund allocated at LGAs. **Table 3.5** provides the status of the allocated funds to cater for gender-related activities in the visited LGAs.

Table 3. 5 : Budgeted and Disbursed Funds for Addressing VAWC from 2018/19 to 2021/22 (In millions TZS)

Name of LGA	Financial Year							
	2018/19		2019/20		2020/21		2021/22	
	Budget ed	Disburs ed	Budget ed	Disburs ed	Budget ed	Disburs ed	Budget ed	Disburs ed
Kinondoni MC	0	0	4.2	4.2	16.5	7.3	7.7	3.8
Mbinga DC	4.0	4.0	10.0	10.0	57.0	57.0	49.7	10.7
Nzega DC	0	0	1.0	0	1.3	0	4.0	0
Arusha DC	24.9	0	22.9	0	25.0	0	30.0	0
Musoma MC	1.0	0.5	1.0	0.6	1.0	0.5	1.0	1.0
Mafinga TC	120	68.9	120	105.8	120	96.7	120	72.7

Source: Medium Term Expenditure Framework in the Visited LGAs (2022)

Table 3.5 shows that Mafinga TC budgeted more and disbursed more fund compare to the other visited LGA. Arusha DC and Nzega DC despite that they budgeted for no fund was disbursed for attainment of activities that address violence against women and children.

However, interviews with Social Welfare Officers and Community Development Officers in the visited LGAs revealed insufficient disbursement of funds was mainly contributed by inadequate prioritization of the gender-related activities. Failure to adequately ensure availability of funds to cater for gender-related activities created the condition that all gender related-activities to be implemented under the umbrella of other activities which had been apportioned with funds and thus not efficiently done. **Table 3.6** provides for details on the budgeted amount to cater for activities of gender-related violence per 1,000 population of women and children in the visited LGAs for the financial year 2021/22.

Table 3.6: Population of Women with the Budgeted Amount (2021/22)

Visited LGA	Population of Women and Children	Amount Budgeted	Amount Budgeted per 1,000 Population of Women and Children
Kinondoni MC	507,503	7,700,000	15,172
Mbinga DC	301,544	49,700,000	164,818
Nzega DC	279,201	4,000,000	14,327
Arusha DC	140,399	30,000,000	213,677
Musoma MC	88,105	1,000,000	11,350
Mafinga TC	64,122	120,000,000	1,871,433

Source: Data from the Visited LGAs (2022)

Table 3.6 shows that there is a notable variation of the amount budgeted per 1,000 population of women and children in the visited LGAs ranging from TZS 11,350 for LGA with a population of 88,105 to TZS 1,871,433 for LGA with a population of 64,122. The Audit noted that the notable differences are the result of lack of standards for amount that was budgeted in such a way that there are LGAs that had low budget but with more population on women and children and other LGAs with high budget but with low number of population of women and children.

However, interviews with Officials in the visited LGAs revealed that the noted variations in allocation of budgets to populations of women and children was contributed by differences in financial resource capacity across LGAs. On the other hand, further analysis was done to assess the number of reported VAWC cases compared to the amount budgeted for each of the visited LGAs. **Table 3.7** summarizes the budgeted amount per 100 cases of reported GBV for the financial year 2021/22 in the visited LGAs.

Table 3.7: Number of Reported VAWC with the Amount Budgeted (2021/22)

Visited LGA	Number of Reported VAWC	Amount Budgeted (In TZS)	Amount Budgeted per 100 Reported Cases of GBV
Kinondoni MC	666	80,000,000	12,012,012
Mbinga DC	59	10,665,000	18,076,271
Nzega DC	4,843	4,000,000	82,593
Arusha DC	1,752	30,000,000	1,712,329
Musoma MC	1,641	1,000,000	60,938
Mafinga TC	51	120,000,000	235,294,118

Source: Data from the Visited LGAs (2022)

Table 3.7 illustrates that there is a notable variations of the amount budgeted versus per 100 reported cases of GBV across the visited LGAs ranging from TZS 60,938 for the LGA with 1,641 reported cases to TZS 235,294,118 for the LGA with 51 reported cases of GBV. It was further indicated that, Nzega DC which had a relatively large number of reported cases of GBV (4,843) was apportioned with a relatively smaller budget compared to Mafinga TC with 51 reported cases of GBV. The Audit noted that the notable differences are the result of lack standards for budget allocations in such a way that there are LGAs that had low budget but high reported violence cases while others got high budget allocations while they had low number of reported violence cases.

(ii) Efforts by the President's Office - Regional Administration and Local Government (PO-RALG)

Among the efforts put forward by the President's Office - Regional Administration and Local Government (PO-RALG) was issuance of directives to Regional Secretariats on formulation of by-laws to eliminate acts of violence against children (2022), and providing training to coordinators of NPA-VAWC at all levels. **Table 3.8** provides the status in the provision of capacity-building training on the implementation of the NPA-VAWC to NPA-VAWC coordinators in the visited LGAs.

Table 3. 8: Achievements Made in the Provided Capacity Building in the Visited LGAs

Name of the Visited LGA	Type/Category of Capacity Building Performed	Objective of the Provided Capacity Building	Achievements Made
Kinondoni MC	Child Protection	Capacity building on understanding child protection rights	Increased reporting of GBV/VAC
Mbinga DC	GBV awareness	Capacity building on understanding GBV Cases in the community	<ul style="list-style-type: none"> •GBV cases found at the community are reported at all levels •Some of the ward level coordinators collaborated with CCW in filling GBV data Form No. 3 to DSW for filling in DHIS2
Nzega DC	<ul style="list-style-type: none"> •Improving the environment for GBV Incidents •Community awareness increased •Improvement of Services to GBV victim from Health providers 	<ul style="list-style-type: none"> •Enhancing good Governance and administrative service enhanced •Improving the prevention and response services on GBV •Improving community empowerment •Reducing number of GBV victim •Increased the community awareness on gender-related GBV 	<ul style="list-style-type: none"> •Increased number of reported cases •Increased of community confidence •Improvement on reporting system that addressed confidentiality

Name of the Visited LGA	Type/Category of Capacity Building Performed	Objective of the Provided Capacity Building	Achievements Made
Arusha DC	<ul style="list-style-type: none"> •Service provision to GBV cases •Legal implementation and supervision •Supervision, monitoring and evaluation •Family level Economic empowerment 	<ul style="list-style-type: none"> •To provide service to victims and rescue •To make sure all murder cases reached to the court •To make follow-up to the Ward Committee level •To empower youth and women through loans 	<ul style="list-style-type: none"> •Presence of victims saved and rescued •Improvement on the number of cases convicted •Supervisions conducted •Number of women, youth and people with disability group facilitated with loans
Musoma MC	Legal Implementation and supervision	To make sure all murder cases reached to the court	Number of cases convicted
Mafinga TC	<ul style="list-style-type: none"> •Supervision, monitoring and evaluation •Family level Economic empowerment 	<ul style="list-style-type: none"> •To make follow up to the ward committee level •To empower youth and women through loans 	<ul style="list-style-type: none"> •Increased number of supervisions conducted •Increased number of women, youth and people with disability group facilitated with loans

Source: Data from the Visited LGAs (2022)

Table 3.8 indicates that, despite achievements on training conducted for addressing the challenges emanating from GBV, it was noted that, not all NPA-VAWC thematic areas were covered. The Audit noted weakness on the design of the delivery of information on the aspect of capacity building where Training of Trainers was used with no modules in place. In addition, there was no report on the extent of implementation of the training done to the lower levels after capacitation of the trainers.

3.3 Adequacy of Measures for Eliminating Violence against Women and Children

According to the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 the planned measures for ending/eliminating violence against women focused on increasing the proportion of Councils with active community based VAW prevention

programmes; proportion of household members aged 15-49 reached with VAWC by June 2022; household members disseminated with the messages and Information, Education and Communication (IEC) materials of sexual violence; reducing the physical violence against women aged 15-49; Reducing emotional violence; Reducing teenage pregnancies, FGM prevalence, and child marriages.

However, the audit noted number of shortfalls regarding adequacy of the planned measures for ending violence among women and children in the country as explained below:

3.3.1 Available Measures Intended for the Elimination of Violence against Women and Children were not Sufficient

The audit noted that, the MoCDGWSG developed Five-Year National Plan of Action to End Violence against Women and Children (NPA-VAWC 2017/18 - 2021/22). The plan serves as the blue print for combating violence against women and children at all levels i.e., at the MoCDGWSG, PO-RALG, sector Ministries, RS, LGA, Ward and Village.

Review of the responsibilities of actors stipulated in the NPA-VAWC 2017 revealed that MoCDGWSG is responsible for formulation of policies , guidelines, strategies as well as monitoring and evaluation of the implementation of NPA-VAWC 2017/18 - 2021/22 whereas PO-RALG ensure implementation of the plan from RS, LGA to the lower level.

In addition, the reviewed National Plan of Action - VAWC (2017/18/2021/22) indicates that the program has been developed by consolidating eight different action plans (thematic areas) for addressing violence against women and children in the country. Further review of the National Plan of Action to end Violence against Women and Children (2017/18 to 2021/22) indicates various measures intended for eliminating VAWC expressed in form of targets.

It was also noted that, among other things, the developed measures focused on norms and values relating to VAWC to be achieved by 2021/22 namely; increasing the proportion of councils with active community based VAW prevention programmes; increasing the proportion of household members aged 15-49 reached with VAW messages and IEC materials; Reduction of sexual violence; Reduction of physical violence

against women aged 15-49; Reduction of emotional violence; Reduction of teenage pregnancies; and reduction of FGM and child marriages prevalence.

Despite all efforts to institute various measures for addressing violence against women and children, some weaknesses were notable. These are explained below:

a) Absence of Roadmap towards Elimination of Violence against Women and Children based on the Area of Jurisdiction

The Audit noted that in the visited 6 LGAs there was no action plan that reflected the reality of the places based on the nature of the reported violence against women and children, cultural conducts, norms and values. The 6 visited LGAs prioritized on increasing awareness but not addressing the increasing violence rate through set of strategies and interventions based on the nature of the existing type of violence. For example in Arusha the problem was the high rate of prevalence of FGM and in Tabora early marriages was found to be more pronounced than other gender issues. Such variations needed contextualized strategies and specific action plans in addressing the prevailing violence issue. Review of reports found at PMO indicated that only Shinyanga Region managed to customize the National Action Plan based on the localities where the Plan was implemented. The region developed a “Five years Shinyanga Regional Strategic Plan to End Violence Against Women and Children- RSPVWC, 2020-2025”¹⁰ and developed a guideline for developing by-laws at village/street and ward level for addressing VAWC.

b) Absence of the Identification of Risk Areas and Priorities

The Audit noted that there was no identification of the risk areas to help planning of interventions based on the intensity and prevalence of violence against women and children. The collected information did not identify risk areas which would need more attention during implementation of the measures to address violence against women and children. For example, the audit noted that, at the MoEST the only measure that was applied in schools was increasing awareness on violence, but, there was no road map with strategies and specified interventions on

¹⁰<https://shinyanga.go.tz/storage/app/uploads/public/5f9/69c/015/5f969c015ae62189150165.pdf>

violence against children. It was noted that although there is increasing rate of students that face sexual violence in the school buses there are no measures that have been set to address the problem directly, such as setting of minimum requirements that will prevent certain individuals from providing such services.

c) Absence of Customized Implementation Strategy at Schools and Regional Level

The Audit noted that there was absence of the implementation strategy towards attainment of the set targets in the NPA-VAWC since the strategies would define more on the attainment on the reduction of sexual violence at school level, wards but due to the presence of this gap limited the activities to be prioritized. The NPA-VAWC prioritize more on the establishment of children committee at the ward levels and not strategies such as improvisation of by-laws at schools level that will address increase of the violence on the childrens. The set measures were on increasing awareness and reporting more than addressing directly the causes for the increase of VAC.

d) Inadequate Training to the Committees

The audit noted that the established Women and Children Protection Committees were not adequately trained to capacitate them in addressing violence against women and children in the country. Review of the NPA VAWC quarterly reports for the period from July to December 2021 showed that not all Women and Children Protection Committees especially at the LGA, ward and village levels were trained that contribute to inadequate implementation of the planned measures to address VAWC.

Similarly, interviews conducted with the social welfare officers in the visited Regional Secretariats and Local Government Authorities revealed that, limited training to the established Women and Children Protection Committee were the major obstacle to the effective implementation of interventions intended to reduce violence incidences to the women and children from the village level to the Regional Secretariat level.

It was further revealed that, lack of budget at the RS and LGAs contributed to the failure to train the established committees since the composition of these Committees involves participants who are not staff

at RS and LGAs, hence budget to cater for allowances, food and refreshments for training were not available. **Table 3.9** below shows status of training provided to women and children protection committee in the visited regions for the period under audit review.

Table 3.9: Status of Training provided to Women and Children Protection Committee in Visited LGAs

Name of the Visited LGA	Number of Available Women and Children Protection Committee	Number of Trained Committee
Arusha DC	94	94
Mafinga TC	51	51
Musoma MC	63	4
Kinondoni MC	21	1
Mbinga DC	29	0
Nzega DC	195	0

Source: Auditors' Analysis of Information Provided from Visited RS and LGAs (2023)

Table 3.9 shows that, in all visited LGAs with the exception of Mafinga TC, Musoma MC, and Arusha DC there were no Women and Children Protection Committees which had received training to enhance their capacity in dealing with Gender based violence. However, in Kinondoni MC only one committee was trained. Mbinga DC and Nzega DC failed to conduct the planned training due to the absence of funds. Interviewed officials from Mafinga TC clarified that, their Committee was trained through financial support received from donor and CSO's. Moreover, the officials pointed out that there is no internal budget allocated to facilitate training for women and children protection committee.

e) Limited Budget Allocated for VAWC at Council Level

Interviews conducted with officials from PO-RALG indicated that inadequate budget allocations to cater for implementation of VAWC activities at council level hinder implementation of measures intended for eliminating violence against women and children in the country.

Furthermore, the interviews conducted with social welfare officers in the visited RS and LGAs shows that implementation of VAWC interventions are challenged by financial constraints. Most of the RS and LGAs do not allocate and prioritize VAWC interventions in their budgets. As a result,

VAWC intervention activities like training, meetings, field visit are not adequately implemented.

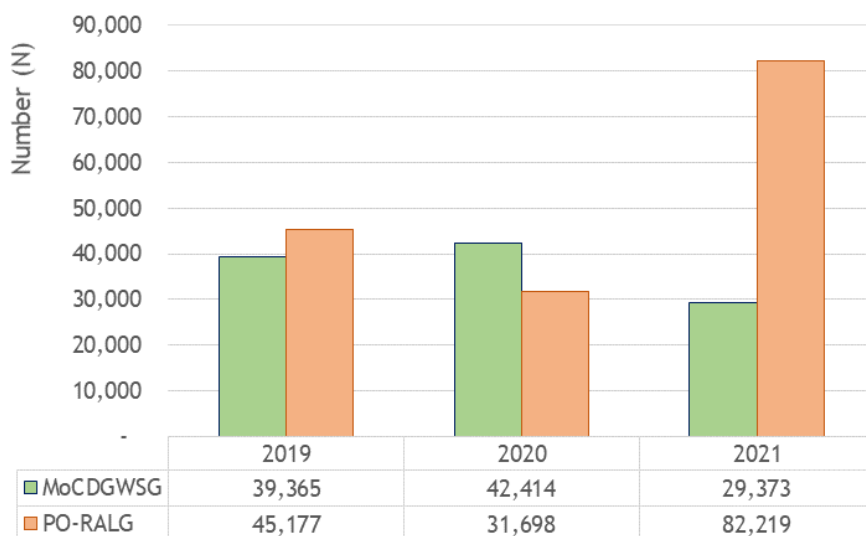
Review of NPA VAWC Annual Implementation Report (2021) indicated that NPA VAWC interventions are not prioritized by sector ministries, RS, and LGAs hence they are not allocated with the implementation budgets. This hinders implementation pace of the planed interventions.

Furthermore, based on NPA VAWC Evaluation Report (2022) the main challenge that affected the establishment and operationalization of the committees at local government level was availability of financial resources. The government did not allocate enough budget to implement NPA-VAWC at local government level. Activities for the local government committees depended much on donor support. Therefore, in the areas where such donor support was lacking, committees were not established or operationalized or the establishment and/or operationalization of the committees was delayed. Lack of financial resources also affected training to the members of the committees.

VAWC Data Fragmentation

The audit team noted disagreements on the reporting of data on Violence Against Women and Children (VAWC) from the PO-RALG and those from the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG). **Figure 3.3** shows the reported incidences of all types of violence for data received from the PO-RALG and MoCDGWSG.

Figure 3. 3: Differences in Reported Incidences of Violence



Source: Auditors' Analysis on the data submitted from MoCDGWSG and PO-RALG (2019-2021)

Figure 3.3 indicates that the number of incidences of violence reported by the MoCDGWSG was less than those reported by PO-RALG for the years 2019 and 2021. The notable difference was found in the year 2021, whereby the number of incidences of violence reported by PO-RALG was approximately more than three times of reported incidences of violence by MoCDGWSG.

However, the interviews with Officials in the visited LGAs revealed that, the observed differences were mainly attributed to the differences in the systems used to capture violence data. For instance, the highest number of recorded incidences of violence by PO-RALG originated from three sources, namely District Health Information System (DHIS), Community Case Workers, Police-Gender Desks, and Schools. On the other hand, it was noted that, the records on incidences of violence from MoCDGWSG were mainly relied on records from Police-Gender Desks only.

However, interviews with Officials at PO-RALG and MoCDGWSG revealed that the observed differences were mainly contributed by the presence of data capture systems that are not harmonized to inform uniformity and ensure reliability across different sources of data on gender-based violence. Therefore, the observed differences in data capturing and

reporting systems implied uncertainty on the reliability of data in terms of the prevalence of the reported gender-related violence.

This was also evidenced through review of NPA VAWC Evaluation Report (2022) which indicated that NPA-VAWC did not create a specific system for capturing and reporting of VAWC data. VAWC data were captured by different institutions including Police Gender and Children's Desk, Ministry of Health and Ministry of Community Development, Gender, Women and Special Groups. Existence of these three different institutions to capture and report VAWC data with no coordination resulted to duplication of data and even omission of some cases of interest.

f) Presence of Culture of Silence that Hinders Reporting of Violence Data

The audit noted culture of silence associated with stigma, fear, and alienation which discourage reporting of violence as an obstacle toward reporting of Violence cases in the community. Review of communication and outreach Strategy indicates that, most GBV and VAC occurs inside the homes, but victims do not report the cases, or tell anyone for the fear of being subjected to further harm, particularly if the survivor has to return to the abuser and the abuser learns that the matter has been reported.

Further NPA VAWC Evaluation Report (2022) revealed that, VAWC is mostly perpetrated by close relatives or people within the family. It was revealed that most of the children are raped and sodomized by their step fathers, uncles, grandfathers etc. In most cases, the families feel ashamed to report the matter and expose the issue to the public. It was learned that in most cases there is fear of family break down or weakening of family ties and relationships if a relative is taken by a fellow relative to the court and legal actions are taken against the perpetrator.

3.3.2 The Available Measures were not Adequate to Ensure Elimination of Violence against Women and Children

According to the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22, the planned measures for ending/eliminating violence against women are: Increasing the proportion of Councils with active community based VAW prevention programmes from 0% to 20% by June 2022; Increasing proportion of household members

aged 15-49 reached with VAW by June 2022; Increasing the messages and IEC materials from 0% to 55% by June 2022; Reduction of sexual violence from 17.2% to 8% by June 2022; Reduction of physical violence against women aged 15-49 from 39% to 10% by June 2022; Reduction of emotional violence from 36.3% to 18% by June 2022; Reduction of teenage pregnancies from 27% to 5% by June 2022; Reduction of FGM prevalence from 32% to 11% by June 2022; and Reduction of child marriages from 47% to 10% by June 2022.

However, through interviews conducted with MCDGWC and PO-RALG and reviewed Implementation Reports for NPA VAWC for the period under review it was revealed that various weaknesses exist regarding adequacy of the planned measures for eliminating violence against women and children in the country as indicated in section 3.3 above. It was further noted that inadequate measures intended for elimination of violence against women and children exist due to the following weaknesses observed during the audit;

(a) Persistence of High Rate of VAWC in the Country

The Review of PO-RALG Social Welfare Annual Implementation Reports for financial year 2018/19 to 2021/22 shows that, violence incidence cases which are common across the Country include physical violence, sexual, and emotional violence. Further analysis conducted by the audit revealed that, from the Financial Year 2019/20 to 2021/22 the total of 189,522 cases of violence against women and children in categories of Physical, Emotional, and Sexual violence were reported. **Table 3.10** summarizes the ranges of the reported cases of violence in different regions of Tanzania Mainland from the Financial Year 2019/20 to 2021/22.

Table 3.10: Ranking of the Status of the Reported Cases of Violence against Women and Children (2019/20-2020/21)

Category of Reported Cases of Violence	Range of Reported Number of Cases	Region(s)	Prevalent Cases of Violence
Low	727 to 1,363	<ul style="list-style-type: none"> • Tanga • Njombe • Geita 	Women
Medium	2,124 to 4,862	<ul style="list-style-type: none"> • Mtwara • Songwe • Katavi 	Women

		<ul style="list-style-type: none"> • Kigoma • Mara • Rukwa • Mbeya • Singida • Simiyu 	
High	5,292 to 19,136	<ul style="list-style-type: none"> • Pwani • Lindi • Dodoma • Morogoro • Arusha • Kilimanjaro • Tabora • Manyara • Mwanza • Shinyanga • Dar es Salaam • Iringa • Ruvuma • Kagera 	Women

Source: Auditors' analysis based on Social welfare Annual Implementation Reports 2018/19/2021/22

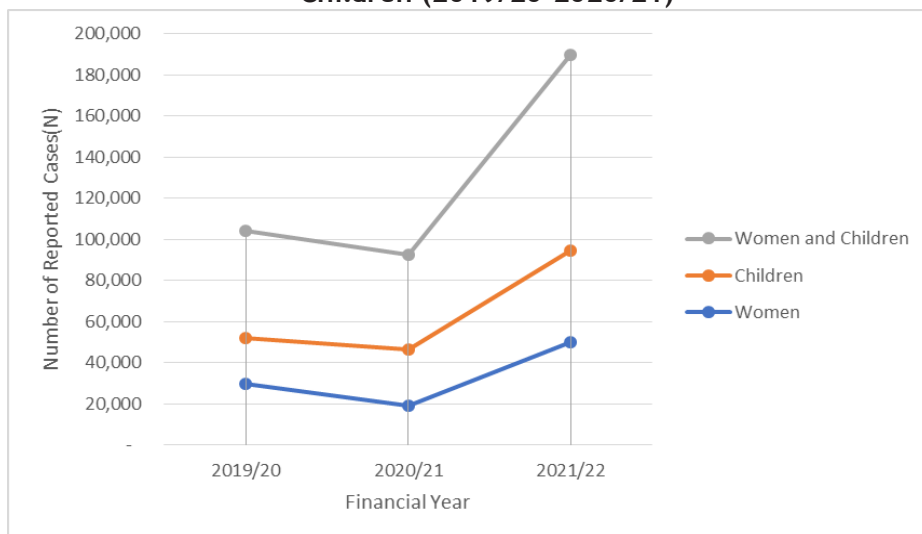
Ranking:

< 2,000 = Low, 2,000 to 5,000 = Medium, and > 5,000 High

Table 3.10 shows that Three out of 26 regions ranked low in the number of reported cases of violence against women and children, nine regions ranked medium, and 14 regions ranked high. In all ranks had prevalent number of reported cases of women compared to girls.

Further analysis was done to assess trend over time on the number of reported cases of violence against women and children from the financial year 2019/20 to 2021/22. **Figure 3.4** indicates trends of the reported cases of violence against women and children in all 26 regions in the combined categories of Physical, Emotional, Sexual, and Economical violence.

Figure 3.4: Trend of Reported Cases of Violence against Women and Children (2019/20-2020/21)



Source: Auditors' Analysis of Data from PO-RALG (2018/19-2021/22)

Figure 3.4 indicates that for the Financial Years 2019/20 and 2021/22, the number of reported cases of violence were more recorded for women compared to children. Generally, trend of the number of reported cases of violence to both women and children declined from 52,121 cases in the Financial Year 2019/20 to 46,305 cases in the Financial Year 2020/21; however, it is shown that, the number of reported cases of violence increased from 46,305 cases in the financial year 2020/21 to 94,761 cases in the financial year 2021/22 indicating an increase of more than twice of the cases reported in the financial year 2020/21.

(b) Failure of the Available Measures to Address the Persistence of Traditional and Cultural Practices

The Audit noted that the available measures have not addressed the Persistence of Traditional and Cultural Practices which perpetuate violence against women and children in Communities. Interview conducted with social welfare officers in the visited LGAs and review of Women and Children Protection Committees meeting minutes for Mbinga DC conducted on 23 May 2019 shows , persistence of cultural norms and values that contribute to violence. For instance it was found out that in some areas in Mbinga DC some parents force their girl children to get married while they are under 18 in order to get dowry. Further review of MoCDGWSG strategic

Plan 2021/22 to 2025/26 indicates prevalence rate of Violence against Children (VAC) and Violence against Women (VAW) grounded under cultural practices such as Female Genital Mutilation.

(c) Failure of the Available Measures to Address Existence of Discriminatory Laws

The Audit noted that the available measures that address existence of discriminatory laws which contributes to the violence namely Marriage Act are not adequate. The NPA-VAWC highlighted that efforts are under way to review the Education Act number 25 of 1978 to prohibit child marriage while at school and the law of child marriage act of 1971 to rise the age of marriage of girls from 13 to 18 but no stipulated action plans were stated that would be done for easy tracking of the progress.

Review of Women and Children Protection Committee meeting Minutes for Mbinga DC conducted on 23 May 2019 indicated that, Marriage Act contributes to persistence of early marriages and Teenage pregnancies because the Act allows girls under 18 years to be married upon consent of both parents. It was found that this Act contributed to the persistence of teenage pregnancies and early Marriage in the District.

(d) The Identified Measures were not Sustainable to Eliminate Violence against women and Children in the Country

The audit noted that, the MOCDGWSG and PO-RALG through NPA-VAWC identified measures for eliminating violence against women and children as elaborated in section 3.3.1 of the report. However the audit noted that, both Ministries relied only on the NPA-VAWC as the only strategy for eliminating violence cases among women and children during the whole period under review.

Also, it was found that, NPA-VAWC 2017/18 initiative was donor dependent. This affected sustainability of the formulated measures after the program was phased out. Review of NPA - VAWC implementation Report for 2021/22 financial year shows that, absence of a long term plan for resource mobilization for the implementation of NPA VAWC has contributed to non-attainment of the set targets due to unavailability of budget. This has led to the failure to achieve the intended objectives of ending violence against women and children in the country.

Also, review of NPA-VAWC Evaluation Report (2022) indicated that, Resource mobilization was one of the shortcomings of this Plan. The plan has developed a framework for resource mobilization, which includes government and non-government financing. However, the government has not allocated sufficient funds to implement the plan. Most of the funding for NPA-VAWC programs came from development partners and non-governmental organizations. Some donors also contributed only in areas where they had some interest. In this case, there was no assurance that funders would always provide financial assistance for implementation of the Plan.

Moreover, interviews held with social welfare officials in the visited LGAs and review of budget documents indicated that, budget deficit was the major challenge in implementation of interventions intended to reduce violence against women and children since most of the funding were from donor hence it becomes difficult to implement all activities as required.

Donor dependency initiative like NPA-VAWC creates donor dependency syndrome which in turns limit sustainability of the initiatives/measures after donor funding is terminated.

Inadequate Customization of Measures for Addressing Increasing Violence at School Level

The Audit noted that the MoCDGWSG did not ensure identification of the measures that would result in reduction of sexual, emotional and physical violence at schools. The Audit noted that the MoEST conducted trainings to teachers on parenting, developed National Parenting Framework Guideline and Family Care Action Plan. The Audit noted inadequate efforts to promote safe schools that would address increasing rate of violence at schools. MoCDGWSG launched a national desk guide of child protection of safety inside and outside school on the year 2022 that enhance reporting of cases but no measures were evidenced in place that would direct address the increasing rate of violence at school.

3.4 Implementation of Measures to Eliminate Violence Against Women and Children

East Africa Gender Policy (2018) calls for member states to design GBV prevention and response programs targeting vulnerable groups and design and implement programs that outlaw harmful cultural practices.

Moreover, according to MoCDGWSG Strategic plan 2021/22 to 2025/26 on of the goals of the Ministry was to achieve gender equity, equality and ensure that household empowerment is enhanced through formulation of National Strategy on Action to end violence against women and children.

3.4.1 Mobilization and Utilization of Resources for the Implementation of Measures to Eliminate Violence against Women and Children

Inadequate Allocation of Budgets for Implementation of NPA-VAWC

The Audit Team noted that despite allocation of financial resources from the government in collaboration with other Development Partners, the budget was noted to be insufficient due to lack of strategies for sensitization and mobilization of fund for the implementation of the NPA-VAWC programs. Similarly, it was further revealed that Ministries, Regional Authorities, and Local Governments failed to allocate budget for the implementation of the program as indicated in budget preparation guidelines for the implementation of NPA-VAWC projects. **Table 3.11** indicate budget allocation and actual disbursements in different institutions.

Table 3. 11: Budget Allocation and Disbursement for Implementation of NPA-VAWC

Name of the Institute	Budgeted amount (TZS)	Disbursed Amount (TZS)	% Disbursed
LGAs	1,175,042,288	200,849,500	17
Civil Society Organizations (CSOs)	520,000,000	460,871,385	87
Development Partners	953,380,530	578,720,000	61

Source: MTEF -PORALG (2018/19-2020/21)

Table 3.11 revealed that half of the implementation of the NPA-VAWC relied on the support of the Development Partners and Civil Society Organizations. The Audit noted that CSOs disbursed more fund 87% compared to the government 17% on the implementation of NPA-VAWC projects. In total, the NPA-VAWC was disbursed with 47% of the funds. It was found that the government contributed less fund to this amount.

Further review of the Evaluation Report on the NPA-VAWC, revealed that the government did not give sufficient funds for the implementation of NPA-VAWC initiatives at the local level as evidenced in Table 3.5. NPA-VAWC initiatives at the local government level mostly relied on donor assistance, which was insufficient and not accessible to all regions, municipalities, wards, and streets/villages

It was noted that for the period of the Audit, MoCDGWSG budgeted for the implementation of planned activities on coordination, monitoring and evaluation on measures for eliminating violence against women and children, but there was no fund that was actually disbursed. This situation prevented active participation of the Ministry in coordination, monitoring and evaluation of the measures for elimination of Violence against women and children as detailed in **Table 3.12**.

The Audit noted that all the activities for elimination of violence against women and children were supported by donors through the National Plan for Action for ending all forms of Violence against Women and Children.

Table 3. 12: Allocated Fund at the MoCDGWSG (In TZS)

Item	Financial Year			
	2018/19	2019/20	2020/21	2021/22
Approved Budgeted	131,440,000	68,000,000	45,400,000	50,220,000
Disbursed	-	-	-	-
Deficiency (%)	100	100	100	100

Source: Medium Term Expenditure Framework (2018/19-2021/22)

Table 3.12 reveals that no fund was set aside for implementing measures addressing violence against women and children from year 2018 to 2022.

The Audit noted that despite preparation of budgets from the financial year 2018/19 to 2019/20 PO-RALG disbursed no funds to finance activities to eliminate violence against women and children. However, in the year 2020/21 and 2021/22, the Ministry disbursed 17% and 55% respectively of

the funds for such activities. In addition, the Development Partners budgeted for such activities but no funds were disbursed until the year 2020/21 and 2021/22 where they disbursed 71% and 83% respectively as detailed in Table 3.13.

Table 3.13: Allocated Fund at the PO-RALG - Community Development Section - Division of Local Government (In billion TZS)

Entity	Item	Financial Year			
		2018/19	2019/20	2020/21	2021/22
Local Government Authority	Budgeted	3.20	6.87	1.18	0.74
	Disbursed	-	-	0.20	0.41
Development Partners	Budgeted	1.40	5.51	1.47	5.95
	Disbursed	-	-	1.04	4.96

Source: Data from the President's Office - Regional Administration and Local Government (2022)

Table 3.13 above, it reveals that the government disbursed less fund compared to the development partners. Furthermore in the visited LGAs the Audit noted that funds to cater for activities that addressed gender based violence were not disbursed as details in Table 3.14 below;

Table 3.14: Allocated Fund in the visited LGAs (In billion TZS)

Name of LGA	Financial Year							
	2018/19		2019/20		2020/21		2021/22	
	Budgeted	Disbursed	Budgeted	Disbursed	Budgeted	Disbursed	Budgeted	Disbursed
Kinondoni MC	0	0	4.2	4.2	16.5	7.3	7.7	3.80
Mbinga DC	4.0	4.0	10.0	10.0	57.0	57.0	49.7	10.70
Nzega DC	0	0	1.0	0	1.3	0	4.0	0.00
Arusha DC	24.9	0	22.9	0	25.0	0	30.0	0.00
Musoma MC	1.0	0.5	1.0	0.6	1.0	0.5	1.0	1.00
Mafinga TC	120	68.9	120	105.8	120	96.7	120	72.70

Source: MTEF from the visited 6 LGAs (2018/19-2021/22)

Table 3.14 showed that on the year 2018/19 at Nzega DC and Kinondoni MC there was neither the budgeted nor disbursed funds. But at Arusha DC the budget was available but no funds were disbursed. It was further realised that from the Financial Years 2019/20 to 2021/22, Nzega DC and Arusha DC were not disbursed with any funds despite the budgets that were set aside.

3.4.2 Progress on the Implementation of the Measures to Eliminate Violence against Women and Children

The National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 targeted to eliminate violence against women by 50% in 2021/22. Likewise, Section 2.1.4 of the National Strategy for Gender Development (2005) requires the Ministry to provide gender training/sensitization to Policy makers, Planners and Gender Focal Points and other actors on gender analysis, gender policy, and gender budgeting, coordination and networking. **Table 3.15** provides for the details on the measures used at MoCDGWSG on addressing violence against VAWC with the responsible ministry.

Table 3.15 : Measures Implemented

Measures	Sector Ministry/Agency
Increased proportion of Councils with active community based VAW prevention programmes from 0% to 20% by June 2022	PO-RALG
Increased proportion of household members aged 15-49 reached with VAW Messages and IEC materials from 0% to 55% by June 2022	MoCDGWSG and PO-RALG
Reduction of sexual violence from 17.2% to 8% by June 2022	MoCDGWSG and PO-RALG
Reduction of physical violence against women aged 15-49 from 39% to 10% by June 2022	MoCDGWSG and PO-RALG
Reduction of emotional violence from 36.3% to 18% by June 2022	MoCDGWSG and PO-RALG
Reduction of teenage pregnancies from 27% to 5% by June 2022	MoEST and PO-RALG
Reduction of FGM prevalence from 32% to 11% by June 2022	MoCDGWSG and PO-RALG
Reduction of child marriages from 47% to 10% by June 2022	MoCDGWSG and PO-RALG

Source: Auditors' Analysis from NPA-VAWC (2022)

Table 3.15 indicates the measures set by sector Ministries for the purpose of Eliminating Violence against Women and Children.

The audit noted that most of the set targets were not achieved as planned due to inadequate planning for implementation and insufficient mobilization of resources. As a result, several activities aimed at reducing violence had to be canceled, as detailed below:

- **Increased proportion of Councils with Active Community based VAW Prevention Programmes from 0% to 20% by June 2022**

According to NPA VAWC 2017/18 to 2020/21 among the set targets for eliminating violence against women and children was increased proportion of Councils with active community based VAW prevention programmes from 0% to 20% by June 2022.

Interviews conducted with PO-RALG officials revealed that all the LGAs have managed to integrate VAWC issues in their annual plans. Furthermore, Women and Children Protection Committees have been established from the street/village level to the national level. This establishment has been accompanied with training of committee members. However, the Audit noted the following weaknesses regarding the formulation of VAWC intervention Programs at council level.

- **Inadequate Formulation and Management of Women and Children Protection Committees**

The government through PO RALG has continued to establish and strengthen women and children protection committee from national level, regional secretariat, Local government authorities, ward, mitaa/village level with an intention of strengthening women and children protection in communities. Despite all efforts, the Audit noted that the target of increasing the number of Children Protection Committees at all levels has not been attained.

Review of Social Welfare Annual Reports from Financial year 2018/19 to 2021/22 revealed deficit on the established Women and Children Committees from national to the village levels. For instance at the national level women and children protection committee has not been in place for two consecutive years from 2019/20 to 2021/22. In addition, at the regional level out of 26 Women and Children Committees that were required at RS level in financial year 2018/19 only 26 committee were available, whereas for the financial year 2019/20 there were only two

committees and no committee for the financial year 2020/21. **Table 3.16** indicates the status of established women and children protection committees in the country.

Table 3.16: Status of Established Women and Children Protection Committee in the Country

Level of Government Administration	Required number of Committee	Available Committee		
		2018/19	2019/2020	2020/21
National	2	2	0	0
Regional	26	26	2	0
LGA	184	112	14	58
Ward	13596	2592	452	457
Village	12319	5004	4250	1217
Mtaa	4263	3784	107	111
Total	20750	11520	4823	1843

Source: Social Welfare Annual Reports and Auditors Analysis (2023)

Table 3.16 shows status of established women and Children Committees in the Country where by out of 20750 women and children protection committee that were required to be established, only 11520 committee were available from the National to the village level.

This was also evidenced through the review of the National Anti - FGM Strategy and Implementation Plan (2020/21-2024/25) which shows that Women and Children Protection Committees have not been established in all villages, wards and districts as per the NPA-VAWC. Even where they have been established, their capacity (in terms of knowledge, skills, tools and motivation) was inadequately developed. Further analysis was conducted to assess the status of established Women and Child Protection Committee in the visited regions and the results are indicated in **Table 3.17** below;

Table 3.17: Status of Established women and Children Protection versus Number of Active committee in the visited LGAs.

Visited LGA	Number of Established Women and Children Protection committees	Number of Active Committees	Percentage of Active Committees (%)
Mafinga TC	51	51	100
Nzega DC	195	86	44
Musoma MC	80	30	38
Arusha DC	94	31	33
Kinondoni MC	127	25	19
Mbinga DC	29	0	0

Source: Auditors' Analysis from reviewed documents from visited LGAs (2023)

Table 3.17 shows unsatisfactory performance of established women and children protection committee. Based on this Table, at MBIGA DC no committee was functioning. The Table further indicates that 4 out of 6 visited LGAs had active committees in percentages ranging from 19% to 44%. In Mafinga TC all the committees formed were active.

Interviewed officials from visited LGAs revealed that, the main contributing factor for availability of inactive Women and Children Protection Committees was the failure to allocate budget to facilitate meetings since the committees consisted of member from different institutions hence for the meetings to be held facilitation cost were to be budgeted. The Audit noted that at Mafinga TC the Wards and Villages Women and Children Protection Committees managed to conduct meetings since they received financial support from Donor and Civil society organization which had interest in areas of violence.

- **Inadequate Training of Women and Children Protection Committees**

The audit noted that the established Women and Children Protection Committees were not adequately trained to build their capacity in addressing violence against women and children in the country. Review of NPA VAWC quarterly reports from July to December 2021 revealed inadequate training to Women and Children Protection Committees especially at the LGA, ward and village levels. This situation has contributed to inadequate implementation of the planned measures for VAWC.

Furthermore, interviews conducted with social welfare officers in the visited Regional Secretariats and Local Government Authorities revealed that, limited training to the established Women and Children Protection Committee was the major obstacle to the effective implementation of interventions intended to reduce violence incidences to the women and children from the from the village to the Regional Secretariat level.

It was further revealed that, lack of budget at the RS and LGAs contributed to the failure to train the established committee since the composition of women and Children Protection Committee involved participants who were not staffs at RS and LGAs, hence budget to carter for facilitation allowances was not set aside.

- **Failure by the Women and Children Protection Committees to Conduct Meetings Periodically and Provide Performance Reports**

Review of NPA VAWC Quarterly Reports from July to December 2021 showed that meeting for the Women and Children Protection Committees were not conducted periodically at all levels. Failure to conduct meetings as required prevents discussions on the progress made in the interventions designed to end violence on women and children in the Country. It was noted that although these Committee were required to meet quarterly due to budget constrains the meetings could not be held. Review of NPA VAWC Evaluation Report (2022) shows that, financial constrain contributed greatly to the failure to regularly conduct meetings.

Generally, it was noted that in the visited RS and LGAs quarterly meetings for the developed Women and Children Protection Committees were not adequately conducted due to budgetary constraints as detailed in **Table 3.18** below:

Table 3.18: Planned vs Conducted Meetings for Women and Children Protection Committees at Various Regional Secretariats

Visited Region	Financial Year	Planned No of Meeting for Women and Children Protection Committee	Actual Meetings Conducted	Percentage of conducted
Dar es salaam	2018/19	4	0	0
	2019/20	4	2	50
	2020/21	4	2	50
	2021/22	4	2	50
Arusha	2018/19	4	1	25
	2019/20	4	2	50
	2020/21	4	2	50
	2021/22	4	1	25
Ruvuma	2018/19	4	0	0
	2019/20	4	1	25
	2020/21	4	0	0
	2021/22	4	1	25
Iringa	2018/19	4	0	0
	2019/20	4	0	0
	2020/21	4	1	0
	2021/22	4	0	25
Mara	2018/29	4	3	75

	2019/20	4	4	100
	2020/21	4	3	75
	2021/22	4	4	100
Tabora	2018/29	4	0	0
	2019/20	4	4	100
	2020/21	4	4	100
	2021/22	4	4	100

Source: Auditors' Analysis of the Information Provided from Visited RS and LGAs (2023)

Table 3.18 shows that at Ruvuma Regional Secretariat out of 16 required Women and Children Protection Committee meetings only two were conducted for the whole period of audit review. The same applies to Mbinga DC where only one Committee Meeting was held in the whole period under the audit review.

The Audit noted that in the visited Local Government Authorities 1 out of the 6 visited LGAs did not succeed to hold the quarterly meetings for the period of three years as a result of inadequate funds as detailed in **Table 3.19** below:

Table 3.19: Planned vs Conducted Meetings for Women and Children Protection Committees at LGAs

Visited LGA	Financial Year	Planned Meeting for Women and Children Protection Committee	Actual Meetings Conducted	Percentage of conducted (%)
Kinondoni MC	2018/19	4	4	100
	2019/20	4	4	100
	2020/21	4	4	100
	2021/22	4	2	50
Arusha DC	2018/19	4	3	75
	2019/20	4	4	100
	2020/21	4	4	100
	2021/22	4	4	100
Mbinga DC	2018/19	4	1	25
	2019/20	4	0	0
	2020/21	4	0	0
	2021/22	4	0	0
Mafinga TC	2018/19	4	4	100
	2019/20	4	4	100
	2020/21	4	4	100
	2021/22	4	4	100
Musoma MC	2018/29	4	4	100
	2019/20	4	4	100
	2020/21	4	2	50

	2021/22	4	3	75
Nzega DC	2018/29	4	0	75
	2019/20	4	0	75
	2020/21	4	1	25
	2021/22	4	2	50

Source: Auditors Analysis from Information Provided from Visited RS and LGAs (2023)

Table 3.19 reveals that 2 LGAs, namely Mbinga DC and Nzega DC, out of 6 visited LGAs did not conduct the planned meetings adequately. It was noted that the remaining 4 regions managed to conduct the meetings, however most of the meetings that they conducted were funded by the Donors.

- **Absence of Motivation to the Members of the Committee**

The Audit noted that the Committee members were not motivated despite the fact that their work demands them to be available at all times. For example, the Audit Team was informed about the role played by the Committee Members in one of the violence incidences happened in Arusha DC at the Olturumet Ward. In such incidences, it was reported that the members of the committee in this Ward supported the victims of violence right from the time the incidences occurred by ensuring that the victims were sent to hospital and received all necessary treatment services, sometimes at their own cost especially when poor people were involved in the violence cases.

Despite all efforts done, the Audit noted there is absence of motivation to these members and there is no fund to facilitate the activities that should be implemented by the committee members. The Audit further noted absence of social welfare services in the visited wards. The audit noted that only a community development officer are given responsibility to perform both roles of social welfare and community development.

Although their efforts have positive results, they cannot provide other services such as attending cases of the victims at the courts.

The audit noted absence of feedback to the members of the committee on the cases that they have strongly reported and provided necessary support to the victims. Interviews revealed that sometimes members of the Committees meet with people who have committed offences in the community without adequate information on the proceedings of the cases.

-
- **Increased Proportion of Household Members aged 15-49 Reached with VAW Messages and IEC Materials from 0% to 55% by June 2022**

According to NPA VAWC 2017/18 to 2020/21 among the set targets for elimination of violence against women and children was increased proportion of household members aged 15-49 reached with VAW Messages and IEC materials from 0% to 55% by June 2022.

The audit noted that, one of the thematic areas for ending violence against women and children was discouragement of norms and values which perpetrate violence incidences against women and children in the country. This being the case dissemination of information, education and communication materials with the objective of educating the public and raising awareness on the Norms and values that support nonviolence practices is of paramount importance.

Interviewed officials from the MoCDGWSG and PO-RALG revealed that the communication and outreach strategy has been developed as a tool for guiding communication of gender based violence to all stakeholders. Review of The Integrated Communications and Outreach Strategy (2017/18 to 2021/22) indicates that the tool is expected to support stakeholders in developing key and focused messages in each thematic area to address harmful norms and values within communities. The strategy is designed to provide stakeholders with the capacity to identify target audiences, develop messages and find appropriate communication channels to convey them, which would educate community members on the effect of harmful traditional practices and VAWC.

Further review of NPA VAC reports for the period under review revealed that PO-RALG in collaboration with development partners has conducted sensitization campaigns on reduction of early marriages in Shinyanga, Mara, Tabora, Singida, Rukwa, Tanga and Dodoma Regions. Through such campaigns, 345 students from secondary schools and 40 teachers were sensitized on the effects of early marriages.

Moreover, NPA VAWC Implementation Report for 2020/22 shows that, the Government has continued to educate the public through media on effects of gender based violence to women and children. For the financial year

2021/21 the total of 60 news articles related to women and children violence were disseminated to various media through televisions, radio, magazines and social media platforms.

However, the audit noted that despite having the communication and outreach strategy in place, both Ministries have not achieved the target of disseminating the VAWC and IEC materials to target groups as expected. This was because the provided IEC materials did not cut across the entire country because since they were conducted on adhoc basis hence it is difficult to ascertain progress made.

Moreover, review of NPA VAWC Annual report (2020/21) showed that, PO-RALG has conducted pilot test on special messages which intended for providing education on social media, on Gender based violence in Iringa Region .However the exercise was not rolled out across the country.

Furthermore, each RS and LGAs was required to develop Communication Strategy to promote positive norms and values and address gender inequalities in their respective areas. However, through interviews held with officials in the visited LGAs and review of social welfare correspondence showed that not all LGAs have managed to develop communication and outreach strategies. . The Audit Team observed existence of customized communication and outreach strategy in Iringa Regional Secretariat only.

The audit acknowledge the effort done by the PO-RALG on disseminating IEC materials on gender based violence but the audit noted that the efforts were conducted on ad hoc manner and since the sensitization programs are donor funded their sustainability is likely to be doubtful especially when the donor supports cease.

The Audit noted that in the visited 6 LGAs there was no any LGA that took all necessary measures to ensure that the households aged 15 - 49 were reached with VAW Messages. This situation was attributed to lack of strategies for implementation of the set targets and inadequate enforcement by MoCDGWSG on this area. Also the IEC materials were provided to the community only during special events such as villages meetings for the case of Arusha DC. **Table 3.20** indicates the number of households covered with IEC materials in the visited LGAs.

Table 3. 20: Number of Household Covered with IEC Materials

Visited LGAs	No of households in 2018	No of households in 2022
Kinondoni MC	-	-
Mbinga DC	3720	5002
Nzega DC	-	1427
Arusha DC	497	10,568
Musoma MC	312	427
Mafinga TC	458	644
Total	1267	18068

Source: Analysis of Auditors of the Data collected from the visited LGAs (2022)

From **Table 3.20**, it is clearly shown in Kinondoni MC no any IEC material was provided to the households. For the remaining LGAs IEC materials were provided to the households in the special events. The Audit noted that inadequate provision of IEC Materials was contributed by the following factors:

Absence of Plans on the Identification of the Special Events for Provision of the IEC Materials

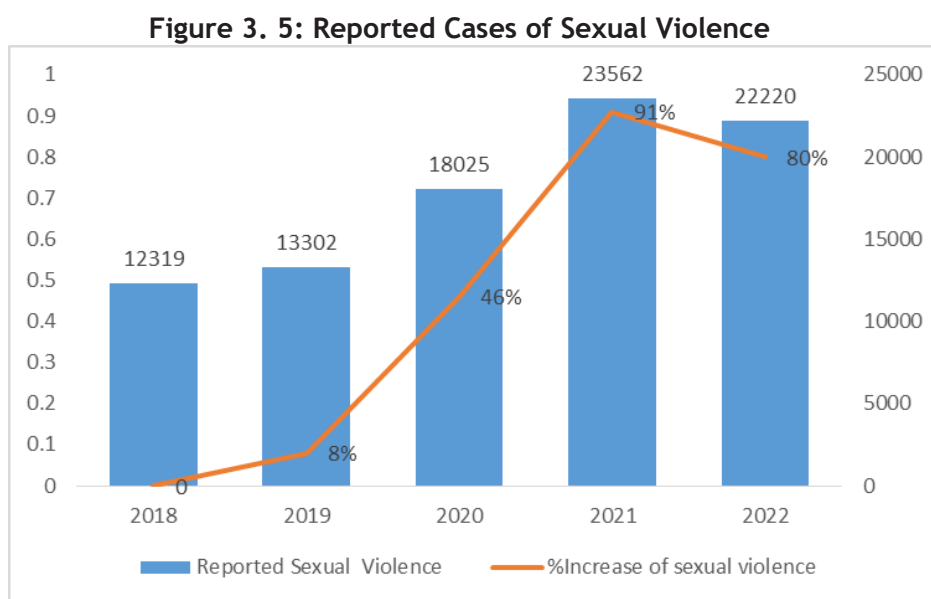
The Audit noted that in the visited 6 LGAs, no any LGA that had a plan in place that has identified special events for the provision of IEC Materials. This led to the absence of strategies for maximizing coverage of more households. The LGAs did not have any plan on the provision of the IEC Materials that would adequately cover the type of the violence, which is highly recorded in the area.

Inadequate Tracking of the Number of the Households Covered

In the visited 6 LGAs the Audit noted inadequate tracking of the number of households that were covered with provision of IEC Materials that would assist on informing on the progress that has been done on that area. The number of household covered would inform LGAs on the decision making based on the creation of awareness.

- **Reduction of Sexual Violence from 17.2% to 8% by June 2022**

Moreover, NPA VAWC intended to reduce sexual violence from 17.2% to 8% by June 2022. The Audit noted increasing trend of violence as detailed in **Figure 3.5** for the period of five years from 2018 to 2022.



Sources: Submitted statistics from PO-RALG (2022)

From **Figure 3.5**, the Audit noted an increase in the occurrence of sexual violence contrary to the set targets of reducing them as detailed in Table 3.23. The percentage of increase in the sexual violence was noted to be 80% in the year 2022. Also, the Audit noted that in the visited 6 LGAs the number of reported cases of violence were increasing as detailed in Table 3.21 below:

Table 3.21: Reported Cases on Sexual Violence in the Respective Regions

Visited Region	Year		Percentage Increase
	2018	2022	
Dar es salaam	326	1656	407
Arusha	625	1457	133
Tabora	22	250	1036
Mara	97	462	376
Ruvuma	23	21	-7
Iringa	274	291	6

Source: Analysis of Auditors from the Data collected from the visited LGAs

Table 3.21 revealed increased reported rates of sexual violence in the 5 visited LGAs. This has been caused by inadequate efforts of the government in the identification of adequate measures, mobilization of resources and inadequate implementation of activities that were to reduce sexual violence in different areas. However, at Ruvuma Region the collected data portrays decline of sexual violence cases. It is important to

note that in this Region the NPA-VAWC Coordinator does not keep data on sexual violence. This being the case, the Region depends from the police gender desk to receive the data that reveals a gap of the data that are reported from the social welfare section and through the hospital.

- **Failure to Reduce Physical Violence against Women Aged 15-49 from 39% to 10% by June 2022**

The Audit also noted an increase by 50% of the physical violence compare to the target that was to reduce the violence to 10%. This was due to inadequate implementation of the set measures and inadequate enforcement of the set strategies by MoCDGWSG. Table 3.22 presents reported cases of violence for the years from 2018 to 2022.

Table 3.22: Percentage Increase/Decrease of Reported Cases in the Country

Reported Violence Cases	Year				
	2018	2019	2020	2021	2022
Physical (Number)	45580	48372	58182	69572	68306
Physical (%)	-	6	28	53	50

Sources: Auditors 'Analysis on the number of reported cases submitted by PO-RALG (2022)

Table 3.22 shows increased rate of physical violence up to 50% which is contrary to the target of reducing it to 10%. Table 3.23 below indicates, physical violence has been common in the Dar es Salaam Region.

Table 3.23: Percentage Increase/Decrease of Reported Cases on Physical Violence in the Visited LGAs

Visited Region	2018	2022	% Increase
Mara	79	874	1006
Tabora	90	884	882
Arusha	1147	3259	184
Dar es salaam	5396	5273	-2.2
Ruvuma	45	42	-6
Iringa	1223	930	-24

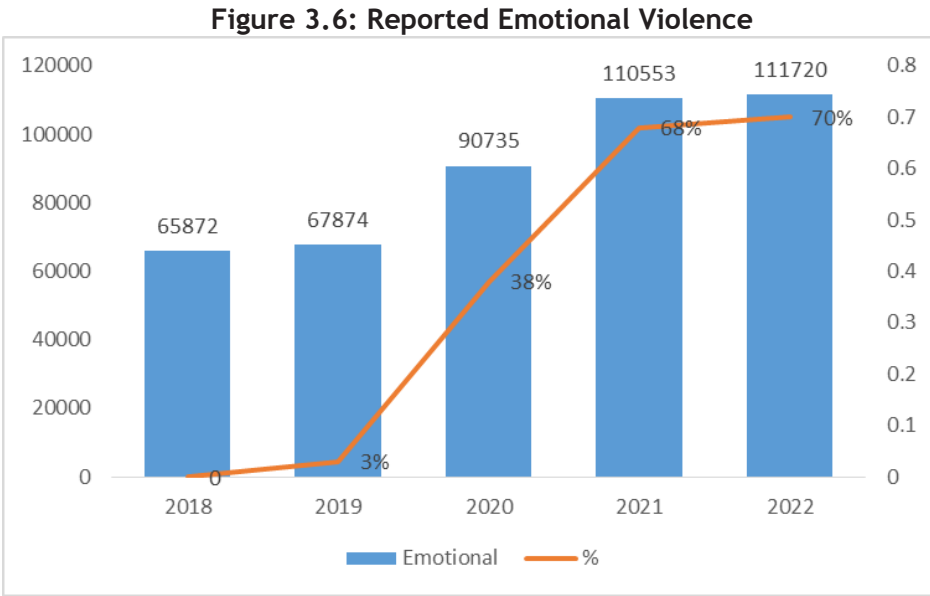
Source: Analysis of Auditors of the Data collected from the visited LGAs (2022)

Table 3.23 shows that in the 6 visited regions three regions experienced reduction in the reported physical violence which are Dar es Salaam, Iringa and Ruvuma. However, it was noted that data from Ruvuma included data from the police gender desk only hence they cannot be relied up on for generalization on the whole Region. Iringa and Dar es

Salaam have experienced huge reduction of violence incidences due to the increase in awareness. There is significant increase at Mara Region of 1006% this is attributed to the cultural practices present at Mara, Tabora region of almost 882% and Arusha where there was an increase of violence by 184%.

- **Reduction of Emotional Violence from 36.3% to 18% by June 2022**

The Audit noted an increase of 70% reported cases on emotional violence contrary to the target of reducing them to 18%. This was due to inadequate planning on implementation of the activities aiming to reduce emotional violence and inadequate mobilization of resources to fund the activities that were to reduce the violence. **Figure 3.6** indicates trend on the occurrence of emotional violence in the period from 2018 to 2022.



Sources: Auditors' Analysis on the Data submitted by PO-RALG (2022)

The significant increase of emotional violence was as a result of inadequate identification of action plans that would address the occurrence of emotional violence contributed highly by the social media. The increased trends in emotional violence against women and children in the visited LGAs as detailed in Table 3.24 below:

Table 3.24: Reported Emotional Violence in the respective Regions

Visited Region	Years		Percentage Increase
	2018	2022	
Mara	147	1692	1051
Tabora	22	3709	168
Arusha	996	3303	67
Iringa	3982	3310	17
Dar es salaam	20671	2833	-86
Ruvuma	118	-	-

Source: Analysis of Auditors from the Data collected from the visited LGAs

Table 3.24 shows that one Region (Mara Region) out of 6 visited Regions had a significant increase of emotional violence, Dar es Salaam Region experienced reduction in emotional violence but there was a slight increase of violence in Iringa Region. The highest increase was noted in Tabora Region. This was as a result of the increased awareness on emotional violence and ability of the victims to report the same to the responsible Authorities.

- **Reduction of Teenage Pregnancies from 27% to 5% by June 2022**

NPA-VAWC through the strategy targeted to reduce teenage pregnancies from 27% to 5% by 2022. However, review of NPA VAWC Evaluation Report (2022) shows that target have not been achieved. This was because teenage pregnancies and early marriage cases are handled and decided outside the government's window. **Table 3.25** below indicates status of teenage pregnancies in the country.

Table 3.25: Status of Teenage Pregnancies in the Country from FY 2018/19 to 2021/22

Visited Region	Financial Year			
	2018/19	2019/20	2020/21	2021/22
Arusha	339	339	428	156
Dar es Salaam	1928	1225	1350	1423
Dodoma	156	213	112	57
Geita	596	247	127	340
Iringa	166	162	176	72
Kagera	426	584	349	73
Katavi	2971	1048	5107	11204
Kigoma	130	360	72	106
Kilimanjaro	204	213	215	67
Lindi	798	798	799	799
Manyara	314	549	344	354

Mara	222	222	85	222
Mbeya	3066	3066	1239	5057
Mwanza	1682	1682	2275	11941
Morogoro	1339	844	1277	3578
Mtwara	472	472	2108	1822
Njombe	41	68	0	27
Pwani	1116	1116	303	586
Rukwa	89	136	86	65
Ruvuma	639	919	811	2324
Simiyu	1793	299	119	203
Shinyanga	396	-	195	159
Singida	151	-	409	343
Songwe	2092	-	1552	1703
Tabora	36217	-	1003	7070
Tanga	137	96	157	207
Total	57,480	14,658	20,698	49,958

Source: Social Welfare Annual Reports & Auditors Analysis (2023)

Table 3.25 indicates trend of teenage pregnancies in Tanzania. Particularly, the Table indicates a decreasing number of teenage pregnancy cases from 57,480 cases in the Financial Year 2018/19 to 49,958 incidence in Financial Year 2021/22. Mwanza and Katavi were recorded with highest number of teenage pregnancy in the Financial Year 2021/22.

- **Reduction of FGM Prevalence from 32% to 11% by June 2022**

The Audit noted that FGM practises were highly prevalent in LGAs found in one Region only namely Arusha as detailed in **Table 3.26** below;

Table 3.26: Reported FGM Cases in the Respective Regions

Visited Region	2018	2019	2020	2021
Dar es salaam	0	0	0	0
Arusha	49	57	28	38
Tabora	0	0	0	0
Mara	0	0	3	1
Ruvuma	0	0	0	0
Iringa	0	0	0	0

Source: Analysis of the Data collected from the visited LGAs

Table 3.26 revealed that there was an increase in the reported cases of FGM in the year 2021 compared to 2020. It was noted that the increased cases of FGM was a result of culture and norms that seem to hinder

government initiatives in mitigating FGM. It was noted that despite adoption of various measures to educate community members and imposition of rules and regulations, some people still find it difficult to abandon the FGM practices due to fear of sanctions from the existing cultural norms.

The Audit Team learned that to avoid punishment by the national laws, those who choose to conduct the FGM activities they do so in secret places. Although FGM practices are still found, their prevalence is generally decreasing. It was found that out of 6 visited Regions only two regions of Arusha and Mara reported the occurrence of FGM practises. This is a clearly indication that FGM practices are becoming unpopular in many areas in the Country.

- **Reduction of Child Marriages from 47% to 10% by June 2022**

Among the targets in NPA VAWC (2017/18 to 2021/22) was to reduce child marriages from 47% to 10% by June 2022. However, despite such effort the audit noted that early marriage incidences still persist in the country. . Review of Social Welfare Annual Reports for the period under review indicated that child marriages for girls under the age of 18 are highly prevalent in Dar es Salaam, Katavi, Mbeya, Morogoro and Mtwara.

Moreover, the review of National Integration Communication and Outreach Strategy to end Violence against Women and Children (2017/18 to 2021/22) showed that Tanzania has one of the highest prevalence of child marriage in the world. The existing estimates show that on average, almost two out of five girls will be married before their 18th birthday. In addition, records show that about 37 per cent of women age 20-24 were married/in union before the age of 18. The Audit noted reported cases of child marriages in 2 out of the 6 visited LGAs which were Tabora and Iringa as detailed in Table 3.27 below;

Table 3. 27: Reported Early Marriage Cases in the Respective Regions

Visited Region	2018	2019	2020	2021
Iringa	11	9	4	10
Mara	7	9	2	5
Tabora	2	4	2	3
Dar es salaam	0	0	0	0
Arusha	0	0	0	0
Ruvuma	0	0	0	0

Source: Analysis of Data Collected from the Visited LGAs (2022)

Table 3.27 reveals that cases of early marriage are more reported in Tabora, Iringa and Mara Regions more than in the other visited regions. This does not mean that the regions where such cases are not reported do not have the problem. Instead, it was learned that inadequate reporting of the child marriages is a result of lack of courage and willingness to report the cases and lack of information about the incidences, due to the fact that such marriages are conducted secretly. The consequences of child marriage include increased experience of domestic and sexual violence and heightened risks to both maternal and infants health.

Inadequate Monitoring and Evaluation of Performance in Gender related Activities

Review of the National Plan of Action to End Violence against Women (2017/18-2021/22) indicated that there were no established mechanisms in place to track emerging trends on violence against women and children in Tanzania. It was further noted that there was lack of baseline data, and lack of consistent performance measurement systems. This situation implies that there is limited responsiveness and impact of the gender related interventions made in the country. In addition, the Audit Team noted that there was no evidence from the Ministry of Community Development, Gender, and Special Groups (MCDGSG) that Monitoring and Evaluation of the interventions intended to prevent violence against women and children were conducted in various areas in the country.

The audit realised that the main contributing factor for inadequate monitoring and evaluation of the gender related programs was the fact that the gender-related issues were not given much priority as compared to other issues in the Ministry. In addition, it was revealed that the gender-related activities were allocated with insufficient funds to enable their implementation. These two factors were found to be the major

contributing reasons for inadequate tracking of the progress on the implementation of measures for eliminating violence against women and children.

3.5 Coordination of Measures for Eliminating Violence against Women and Children

The NPA-VAWC calls for one coordination structure for which the most senior accountability lies with the Prime Minister's Office, guaranteeing the highest level of political commitment and oversight for greater efficiency in service delivery, transparency and coherence, leading to improvements in overall quality while reducing costs. The proposed improved coordination will ensure that duty bearers at all levels will be committed to end violence against women and children, and that sectors will work together to deliver results.

The National Plan for Action states that MoCDGWSG is responsible for enactment and operationalization of relevant policies and laws to enhance policy, legal and institutional frameworks including coordination mechanisms. On the other hand, according to the initiatives in the National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 the Ministry is responsible for establishment of the National comprehensive, integrated, effective and efficient coordination mechanism and informing decision making on VAWC prevention and response interventions.

The audit noted that, since implementation of the measures for elimination of violence against women and children requires coordinated efforts among multiple players from the National level, Sector Ministries, Civil society organization and community at large, to attain the intended objectives, effective coordination is of paramount importance.

The Audit acknowledges the efforts of PMO in coordinating matters concerning measures for addressing violence against women and children whereby the meetings held involved Permanent Secretaries from sector ministries to discuss on the progress of the NPA-VAWC and the way forward on matters that needed quick response.

However, through interviews held with PMO, MoCDGWSG, PO-RALG, RS and LGAs the audit noted the following anomalies regarding coordination of measures for eliminating violence against women and children;

3.5.1 Defined roles and Responsibilities to Support Effective Coordination of Stakeholders in Implementation of the Measures to Eliminate Violence against Women and Children

The Audit noted that there is one coordination structure in the implementation of measures for eliminating violence against women and children that stipulates roles and responsibility of each actors as stipulated in the National Plan for Action for ending Violence against women and children and coordinated by PMO.

Furthermore The NPA-VAWC stipulates that at Local Government Authorities, primary responsibility for the implementation will rest with the President's Office - Regional Administration and Local Government. Local Government Authorities (LGAs) will implement their part of the programme under the leadership of the District Executive Directors (DEDs) in accordance with existing LGAs' financial and other rules and regulations. . Day to day management, facilitation and backstopping will be the responsibility of the District Community Development and District Social Welfare Officers. The reporting mechanism will follow the existing government structure whereby the LGAs submit through Regional Secretariats their quarterly and annual financial and physical reports to PO-RALG. The PO-RALG will consolidate the reports and table them to the NPA-VAWC.

Review of the NPA-VAWC revealed that the structure and functions of the supervisors or coordinators from district to street levels were unclear. The plan specified that Social Welfare Officers or Community Development Officers should organize VAWC programs but did not explain on what needed to be done with reference to the fourth thematic area; parenting, family support, and relationships. The majority of those responsible for implementing NPA-VAWC did not understand the style of parenting that was recommended by NPA-VAWC.

However the Audit noted that there are factors that limits effective coordination of measures for eliminating violence against women and children as detailed below:

(a) Presence of Inactive VAWC Committees

The Audit noted that not all LGAs have active VAWC committees for easy coordination and follow up on the implementation of various measures. For instance the total number of Women and Children Protection Committees in the visited LGAs were 576 among which, only 223 were found to be active. The limited functioning of the Committees was attributed to the lack of adequate financial resources as indicated in section 3.4.2 of this report.

Further the Audit noted that there was inadequate functioning of the committees for NPA-VAWC at the LGAs caused by the composition of the committees especially regional and municipality committees which were directors and heads of departments. There was limited availability of the directors and heads of the departments that limited performance of the committee. Highest number of committees/coordination structures increases bureaucracy in the implementation of the measures for eliminating violence against women and children.

(b) Inadequate Number of Meetings Conducted for Coordination of NPA-VAWC Program

The Audit noted inadequate number of coordination meetings for assessing the implementation of NPA-VAWC program. It was noted further that despite the target set to ensure session meetings, these meetings were not held as planned. In addition, review of NPA-VAWC (2020/21) to end violence against women and children Annual Report (2020/21) indicated that in the financial year 2020/21 various work session meetings were conducted in assessing the implementation of NPA-VAWC program at different levels. Conducted meetings include steering committee for security/defense against women and children, working groups for implementation of NPA-VAWC and secretariat of the steering committees. These meetings assisted in identification of available challenges, setting strategies to deal with the identified challenges so as to improve the implementation of the NPA-VAWC program of cases, as indicated in **Table 3.28**.

Table 3.28: Status of the Coordination Meetings for the Implementation of NPA-VAWC Program (2021)

Sessional Meeting Type	Targeted Number of Meetings (N)	Number of Meetings Held (N)	Percentage Meetings Held (%)
Steering Committee for Security/Defense against Women and Children	2	2	100
Executive Committee for Security/Defense against Women and Children	4	2	50
Secretariat of the Steering Committee	12	4	33
Household Economic Strengthening	4	0	0
Norms and Values	4	3	75
Safe Environment	4	0	0
Parenting, Family Support and Relationships	4	0	0
Implementation and Enforcement of Laws	4	4	100
Response and Support Services	4	2	50
Safe Schools and Life Skills	4	1	25
Coordination, Monitoring and Evaluation	4	0	0

Source: Statistics from the Ministry of Health, Community Development, Gender, Elderly and Children (2021)

Table 3.28 shows that four sessional meetings were not able to be held throughout the period. These were meetings on Household Economic Strengthening, Safe Environment, Parenting, Family Support and Relationships, Coordination, and Monitoring and Evaluation. In addition, two sessional meetings were successfully conducted as planned. These were the Steering Committee for Security/Defense against Women and Children violence meetings on Implementation and Enforcement of the Laws.

3.5.2 Coordination, Collaboration and Communication between the Implementing Agencies in the Implementation of Measures Intended to Eliminate Violence against Women and Children

The NPA-VAWC stipulates that at Local Government Authorities, primary responsibility for the implementation of measures against violence on women and children will rest with the President's Office - Regional Administration and Local Government. Local Government Authorities

(LGAs) will implement their part of the programme under the leadership of the District Executive Directors (DEDs), in accordance with the existing LGAs' financial and other rules and regulations. Day to day management, facilitation and backstopping will be the responsibility of the District Community Development Officer and District Social Welfare Officer. The reporting mechanism will follow the existing government structure whereby the LGAs submit through Regional Secretariats their quarterly and annual financial and physical reports to PO-RALG. The PO-RALG will consolidate the reports and table them to the NPA-VAWC.

Moreover, the East African Gender Policy (2018) requires member states to establish a coordination mechanism for enhancing Gender Equality and Women's Empowerment in the Community and establish and strengthen mechanisms for multi-sectoral coordination, monitoring and evaluation, research and documentation on GBV.

The Audit noted that there was no effective coordination, collaboration and communication between the implementing agencies as evidenced by the following;

(a) Inadequate Sector Coordination on Gender-Related Issues

The Audit Team noted that some of the observed challenges in the overall management of gender-related issues may be attributed to inadequate sector coordination since it involves multiple players and thus making it difficult to ensure adherence and mainstreaming of the agreed strategies. For instance, it was revealed that there is insufficient coordination on information sharing on issues related to gender across government entities and therefore, this implies fragmented gender-information across entities.

The Audit noted that the VAWC cases can be reported through DHIS System when a victim visit at hospital or through a police station when the victim reports a case at the station and through the social welfare officers at the wards level. However, there is no system that brings all this actors together. Through the analysis done in the visited LGAs such as Kinondoni MC, it was noted that the Councils excluded cases from the DHIS System. This reveals the possibility of having the compiled data that do not involve all the cases from other sources.

Moreover, it was further noted that the observed slow pace among sector ministries to implement gender-related issues is mainly contributed by lack of awareness and/or lack of serious consideration of gender issues during allocation of funds for various development activities. Likewise, the Audit Team noted further that apart from giving gender issues low priority, most of the government entities have insufficient gender-related indicators to help them develop plans of action for their achievement and evaluation thereof.

(b) Inadequate Involvement of Social Welfare Officers at Schools

The Audit noted that out of 6 visited LGAs only 1 LGA namely Arusha DC enabled its social welfare officers to make follow ups of the VAC matters at school level. Follow up of these issues up to the school level is important because these are the levels where most of the children are found. Inadequate coverage of VAC activities up to school level is caused by the lack of clarity on the scope of the authority and responsibility of the social welfare officers located in the wards and inadequate support of implementation of the social welfare activities at the school level.

Also the Audit noted that the social welfare officers located at the ward level were not part of the committee at the schools level the guidelines allow a gap of the involvement of the community development officers on the matters of the social welfare officers in the development of the children's protection committees.

(c) Inadequate Collaboration between the Stakeholders Located at the LGA levels

The Audit noted that the stakeholders that were involved in the implementation of the Action Plan for ending violence on women and children were not collaborating. Evidence from the 6 visited LGAs showed that only one LGA, that is Kinondoni MC, had the plan for ending violence coordinated by the social welfare officer. It was revealed that in the other visited regions the Action Plans for ending violence were coordinated by the Community Development Officers. This limited follow ups on the matters related to Gender Based Violence since this aspect lies under the responsibility of the Social Welfare Officers. Furthermore, Children's Committees that were to bring together the children to discuss

matters related to violence in all the six visited LGAs namely; Mafinga TC, Musoma MC, Kinondoni MC, Arusha DC, Mbiga DC and Nzega DC were also under the community Development Department instead of the Social Welfare Officers.

This situation limit involvement of the social welfare officers who are primarily responsible for implementing and overseeing matters related to violence against women and children. The audit noted that the existing confusion in the responsibilities to address gender violence is caused by the gap in the current guidelines. The current Guidelines have allowed the overall coordinators to be either social welfare or community development officers without clearly stipulating the roles and responsibilities of each cadre with respect to their professionals.

(d) Inadequate number of Meeting Conducted for Coordination of NPA-VAWC Program

The Audit noted inadequate number of coordination meetings for assessing the implementation of NPA-VAWC program. It was further noted that, despite the target set to ensure session meetings, these meetings were not held as planned. In addition, review of the Annual Report (2020/21) of the NPA-VAWC (2020/21) to end violence against women and children indicated that in the financial year 2020/21 various work session meetings were conducted in assessing the implementation of NPA-VAWC program at different levels. Conducted meetings include those of the steering committee for security/defense against violence for women and children, working groups for implementation of NPA-VAWC and secretariat of the steering committee. These meetings assisted in identification of available challenges, setting strategies to deal with the identified challenges so as to improve the implementation performance of the NPA-VAWC program, as indicated in Table 3.29.

Table 3.29: Status of the Coordination Meetings for the Implementation of NPA-VAWC Program (2021)

Sessional Meeting Type	Targeted Number of Meetings (N)	Number of Meetings Held (N)
Steering Committee for Security/Defense against Women and Children	2	2
Executive Committee for Security/Defense against Women and Children	4	2

Secretariat of the Steering Committee	12	4
Household Economic Strengthening	4	0
Norms and Values	4	3
Safe Environment	4	0
Parenting, Family Support and Relationships	4	0
Implementation and Enforcement of Laws	4	4
Response and Support Services	4	2
Safe Schools and Life Skills	4	1
Coordination, Monitoring and Evaluation	4	0

Source: Statistics from the Ministry of Health, Community Development, Gender, Elderly and Children (2021)

Table 3.29 shows that four sessional meeting types were not able to be held throughout the audit period. These include meetings on Household Economic Strengthening, Safe Environment, Parenting, Family Support and Relationships, Coordination, Monitoring and Evaluation. The audit noted that two sessional meetings including the meetings for the Steering Committee for Security/Defense against violence for Women and Children and meeting on Implementation and Enforcement of Laws.

3.6 Adequacy in Monitoring and Evaluation of MDAs and LGAs Performance

To ensure effective the implementation of the activities targeting to end violence against women and children, the National Plan of Action to Eliminate Violence Against Women and Children (NPA-VAWC, 2017/18-2021/22) required the MoCDGWSG to monitor the implementation of the said activities through development of monitoring guidelines, provision of capacity building to key stakeholders, collection of information, and reporting. Similarly, the Plan emphasized that the MoCDGWSG should facilitate the joint monitoring and evaluation activities during the implementation of NPA-VAWC.

Limited Use of the Monitoring Guidelines

The audit team noted that the aim of the prepared monitoring guidelines and the NPA-VAWC Coordination Guidelines (2017/18-2021/22) was to establish and strengthen the structure and operations of the committees that would be responsible for ensuring the implementation of the National Action Plan for the Elimination of Violence Against Women and Children from the National level, Regional Administrations to Local Government Authorities.

However, it was revealed that, despite the existence of the guidelines, there has been limited awareness on the use of these guidelines by the designated coordinators at Wards and Community levels. Failure to use these guidelines implies uncertainty in taking of the appropriate measures needed in preventing and responding to reported cases of violence.

Provision of Capacity Building to Key Stakeholders

On the other hand, it was noted that despite the provided capacity building to key stakeholders, interviews with officials from PO-RALG revealed that, it was difficult to realize the effectiveness of the provided capacity building training due to the re-allocation of trained staff to new posts within the office and/or another office. **Table 3.30** indicates the status of the availability of staff in the sections of Social Welfare Development, after provision of capacity-building training between the fiscal years 2018/19 and 2021/22 in the visited LGAs.

Table 3.30: Availability of Staff Following the Provision of Capacity Building Trainings in the Visited LGAs (2022)

Name of LGA	No. of Staff Trained	No. of Staff Available as of the Time of Audit
Kinondoni MC	10	2
Mbinga DC	1	1
Nzega DC	3	2
Arusha DC	5	3
Musoma MC	2	0
Mafinga TC	4	4
Total	25	12

Source: Data from the Visited LGAs (2022)

Table 3.30 indicates that, out of 25 trained staff in the visited LGAs, only 12 staff remained in their respective working stations. It is further illustrated that, only 2 out of 10 staff trained in Kinondoni MC were found to be working at the same station. It was further noted that, missing staff were either re-allocated in other posts or retired.

It was further noted that the observed weaknesses were attributed to the lack of permanently recognized officials to deal with gender-related issues at different levels of government operations.

Conducting the Joint Monitoring and Evaluation Activities

According to the National Plan of Action to Eliminate Violence against Women and Children (NPA-VAWC, 2017/18-2021/22), the MoCDGWSG had to ensure facilitation of the Joint Monitoring and Evaluation during the implementation of the NPA-VAWC. It was also indicated that the Ministry was responsible for ensuring the consolidation of M&E reports that would be tabled and discussed at the ministerial level and annual consultative meetings with the sector ministries.

Review of the Annual Report on the Implementation of the National Plan of Action to End Violence against Women and Children (2018/19-2021/22) indicated that for the period from the fiscal year 2019/20 to 2021/22 there was no conducted joint monitoring and evaluation during the implementation of the NPA-VAWC. Though, the audit noted that in the fiscal year 2018/19 the Ministry planned to conduct comprehensively, the quarterly child protection joint monitoring visits at Ward and Village levels.

However, interview with officials at the MoCDGWSG revealed that conducts of these meetings were largely dependent on donor funds which was not timely provided.

Given the fact that monitoring formulates the basis through which the Ministry can be informed of the comprehensive data and information in the overall management of measures intended to eliminate violence against women and children, failure to adequately ensure regular monitoring implies that the Ministry is not informed of the implementation status of the measures in place to end violence against women and children.

3.6.2 MOCDGWSG and PO-RALG ensured provision of data from MDAs and LGAs to the National Level for Informing Decision-making Regarding Elimination of Violence against Women and Children

The National Plan of Action to End Violence against Women and Children in Tanzania 2017/18 - 2021/22 requires the Ministry to ensure efficiency and effectiveness in NPA-VAWC monitoring through the development of monitoring guidelines; provision of capacity building to key stakeholders. In addition, the Plan requires conduct of data collection, processing,

analysis, and reporting; facilitation of joint monitoring and evaluation of the implementation of the NPA-VAWC; and consolidation of monitoring and evaluation reports to be tabled and discussed at the Ministerial level and annual consultative meetings conducted with sector Ministries. With respect to these responsibilities, the audit noted the following issues:

(a) Unavailability of Reliable Data to Inform Decision Against VAWC

The Audit noted that there is unavailability of reliable data to inform the ministries on the decision making since there are different actors that collect data separately. The Audit noted inadequate data management on the impact of the implementation of NPA-VAWC as a result of a lack of coordination amongst institutions working with VAWC, presence of duplication, and a dearth of valid data.

The Police Force, through the Police Gender and Children's Desk, the Ministry of Health, and the Ministry of Community Development, Gender, Women, and Special Groups do maintain data on VAWC. Through the DCMIS system, social welfare officials send data on violence to the Ministry of Community Development, Gender, Women, and Special Groups. Using the DHIC system, health officers send data regarding violence to the Ministry of Health. Additionally, the police force collects its statistics. Despite presence of several organizations which engaged in data collection on VAWC, there was no connection or coordination between them.

Thus, certain VAWC incidents were recorded several times, as separate incidents, when the same were reported to various institutions and none of the institutions was aware of the other institution's report. Consequently, it is normal to see variances in data within the same geographic regions. Although two institutions report the same item in the same location, the data collected by each organization seem to be unique. In addition, the flow of data from other departments to Community Development and Social Welfare officials was difficult owing to a lack of clearly established coordination.

Moreover, submission of data from other departments was delayed. In addition, the software built for reporting of VAWC weakened 42 other forms of abuse. The specified interfaces are solely suitable for reporting sexual abuse. It is not configured to quickly report on other forms of abuse, such as child abandonment. In addition, the lack of clear

communication between implementing agencies and the absence of a clear chain of command negatively impacted the flow of data and reporting for NPA-VAWC. Although NPA-VAWC was intended to be implemented from the national to the local level, misunderstanding was widespread among stakeholders. Numerous stakeholders, such as local officials and religious leaders, were unaware of the Plan.

Absence of Centralized Data

The Audit noted that there was absence of centralized system for data collection among the key players that collected data on the violence against women and children from the lower level. MoCDGWSG did not ensure provision of data at the upper levels instead relied on the data collected through Police Gender Desk. Further PO-RALG ensured provision of data where data are collected and documented in a paper work from the lower level of the LGA then submitted to PO-RALG to the community development officer for compilation. In addition, there are social welfare officers who track data from the hospitals using the Health System. In this system, if the victim did not attend the hospital then the data concerning the matter won't be captured. There are police stations that keeps data on the reported cases and proceed with necessary action this are tracked from the police offices.

Absence of the centralized data system is attributed to absence of adequate investment on the VAWC data due to lack of established plans in this area to respond on the provision of cumulated Gender Based Data. Also absence of centralized data is a result of inadequate collaboration between the actors implementing actions against violence on women and children as a results the compiled data might not represent the real situation at the grounds.

3.6.3 The set KPI for Monitoring Data Regarding Elimination of Violence against Women and Children were not Attained

The audit noted that the MoCDGWSG through NPA VAWC 2017/18 to 2020/21 established key performance indicators to facilitate monitoring of data regarding elimination of violence against women and children as well measuring the performance of the set targets.

According to NPA VAWC 2017/18 -2020/21 the set indicators includes; Percentage of LGA and MDA's budget allocated for VAWC in MTEF; LGA VAWC targets reached; percentage of LGAs with active VAWC committees at all levels; percentage of VAWC baselines and targets data; and LGAs with minimum recommended number of staff and One Stop Centers delivery of services. However, the audit noted that the set key performance indicators for facilitating monitoring of violence data were not adequately attained.

Review of NPA VAWC annual Implementation Report for financial year 2018/19 shows that, despite the achievements recorded, the following challenges were encountered during NPA-VAWC implementation which includes; insufficient funds allocated for NPA-VAWC implementation; Shortage of staff especially Social Welfare Officers and Community Development Officers; inadequate Safe Homes and One Stop Centers to support violence survivors; lack of readiness by community members to report on violence cases and lack of own sources of Budget to Support Implementation of VAWC at MoCDGWSG, PO-RALG and LGAs

It was noted that both Ministries (MoCDGWSG and PO-RALG) have not set budget for Implementation of the measures for eliminating violence against women and children. Interview conducted with MoCDGWSG and PO-RALG officials and review of MTEF for the period under review indicated that there we no own source budget set aside for the implementation of the measures for eliminating violence against women and children. It was further indicated, that the Ministries rely on donor funds to implement activities relating to VAWC. Failure to allocate budget for implementation of VAWC has contributed to the failure to attain the set targets regarding the measures for eliminating violence against women and children.

3.6.4 Insufficient Use of the Results from M&E for Informed Decision-Making

To ensure effective implementation of the activities aimed to end violence against women and children, the National Plan of Action to Eliminate Violence Against Women and Children (NPA-VAWC, 2017/18-2021/22) stipulated that, the MoCDGWSG was required to ensure consolidation of M&E reports that would be tabled and discussed at the ministerial level and annual consultative meetings with sector ministries.

The audit noted that in the period from the fiscal year 2018/19 to 2020/21 there was no evidence that indicated that the MoCDGWSG conducted consultative meetings with stakeholders from other sector ministries.

However, review of the Final Annual National Plan of Action Reports of the Ministry for the fiscal years 2017/18 and 2018/19 showed that there were no produced statutes to indicate the extent of the implementation of the plans for conducting consultative meetings with stakeholders from other sectors.

For instance, it was noted that in the FY 2018/19 the Ministry planned to conduct stakeholders' consultative meetings on child labor issues; also, conduct the consultative meetings that would provide inputs and validate the human capacity development strategy for ending Violence against Women and Children (VAWC). Likewise, it was noted that in the FY 2019/20 the plan was to conduct stakeholders' annual consultative meetings on the effectiveness of the new by-laws and regulations concerning gender related issues.

CHAPTER FOUR

AUDIT CONCLUSION

4.1 Introduction

This chapter presents the conclusion based on the overall objective and specific objectives of the audit, as detailed hereunder.

4.2 Overall Audit Conclusion

The Audit acknowledges the efforts of the Government, Development Partners and Civil Societies in eliminating all forms of gender violence, reduction of teenage pregnancies to 13% and reduction of FGM practices however, it is concluded that the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG) have not sufficiently managed the measures to eliminate violence against women and children and promote gender equality, peace and prosperity to all citizens.

In general, the Audit observed inadequate implementation including lack of training of NPA-VAWC committees and understaffing; limited financing (unprioritized budgets, donor dependence thus unsustainable program); inadequate sector coordination on gender related issues, and inadequate meetings conducted for coordination of NPA-VAWC; coordination, collaboration and communication between the implementing agencies. The audit noted that such gaps were largely attributed to the absence of VAWC committees in some LGAs and inadequate functioning of the committees.

Moreover, the MoCDGWSG and PO-RALG did not ensure effective monitoring of the available measures intended to eliminate violence against women and children because the existing structure of the established committees is not well capacitated to adequately ensure effective implementation of the activities as outlined in the National Action Plan for the Elimination of Violence against Women and Children (NPA-VAWC).

Apart from that insufficient monitoring of the progress in the implementation of the measures against violence was contributed by the

lack of an established mechanism to ensure that the existing monitoring guidelines are available and adhered to at different administrative levels of government operations.

4.3 Specific Audit Conclusions

4.3.1 Inadequate Measures for Eliminating Violence against Women and Children

Both the Ministry of Community Development, Gender, Women and Special Groups (MoCDGWSG) and PO-RALG have not adequately ensured effectiveness of the available measures intended to eliminate violence against women and children since the Audit noted that the available measures are based on increasing awareness and capacity building instead of actions to mitigate violence.

Specifically, both the Ministry of Community Development, Gender, Women and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG) have not adequately ensured that the measures in place are effectively geared at reducing the reported incidences of violence against women and children. This was mainly because, the staff available were not enough and neither were they capacitated to ensure effective implementation of the available initiatives at different levels of government operations.

In addition, the Regional Secretariats and LGAs have not prioritized allocation of budget for implementation of VAWC interventions in their areas of jurisdiction. This was evidence in all visited RS and LGAs. The audit found that as a result of financial constraints VAWC intervention activities like training, women and children protection committee meetings and training, field visit were not adequately conducted. Generally, the audit noted that financial constraints were rampant in all visited areas, suggesting that the RS and LGAs in the Country are not well prepared for the fight against violence on women and children.

Furthermore the audit found out that there is still persistence of high rates of VAWC incidences among children and women. For instance for the financial year 2019/20 to 2020/21 there was the total of 159,094 reported cases of violence against women and children in categories of Physical, Emotional, Sexual, and Economical violence.

4.3.2 Inadequate Implementation of the Measures for Eliminating Violence against Women and Children

Both, the Ministry of Community Development, Gender, Women and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG) have not adequately ensured implementation of measures in place to ensure reduction of reported incidences of violence against women and children.

Despite preparation of budgets for gender activities, the Gender Sections in respective departments of LGAs were not disbursed with the funds to ensure the implementation of the planned gender-related activities.

Similarly, deficiencies (by 97.3%) were noted in terms of the number of social welfare personnel that are required at different levels of government operations, namely regions, LGAs, Wards, Villages, and Streets. It was noted that the observed weaknesses mainly emanate from low priority given to implementation of gender-related activities at all levels of government operations.

Moreover, there are notable increases cases of sexual, physical and emotional violence. Presence of non-performing Committees and programs was attributed to inadequate mobilization of fund for effective implementation VAWC activities. As reflected in the Medium Term Expenditure Framework and budget allocations practices the activities against VAWC are not prioritized by the implementing entities. The budget deficits coupled with inadequate coordination among the implementing entities has contributed to the slow pace in the achievement of the goals stipulated in the National Plan of Action-VAWC.

4.3.3 Inadequate coordination of the Implementation of the Measures for Eliminating Violence against Women and Children

The Audit noted inadequate coordination, collaboration and communication among between the implementing agencies that was attributed to absence of VAWC committees in some LGAs, inadequate functioning of the Committees and inadequate sector coordination on Gender related issues and inadequate meetings conducted for coordination of NPA-VAWC.

Furthermore, coordination, collaboration and communication among the Implementing Agencies in the Implementation of Measures Intended to Eliminate Violence against Women and Children were not adequately conducted. This was because there was insufficient coordination on information sharing pertaining to gender issues across government entities which contributed to fragmented gender-information across entities. For instance in the visited LGAs, VAWC cases were reported through DHIS System, if the victim visited a hospital or through a police station, if the victim reported the case there, and through the social welfare officers at the wards level. Generally, it was found that there is no system in place which harmonizes these data from different sources hence creating the probability of having the compiled data that failed to capture all the cases from various sources.

Moreover, social welfare officers were not adequately involved at Schools. This was because in all visited LGAs with the exception of the LGAs in Arusha Region were not involved in following matters of VAWC in schools. This has resulted to inadequate support on implementation of the social welfare activities at the school level in the visited areas.

4.3.4 Inadequate Monitoring of the Progress in the Implementation of the Measures to Eliminate Violence against Women and Children

The MoCDGWSG and PO-RALG did not ensure adequate monitoring of the available measures intended to eliminate violence against women and children since the existing structure of the established committees were not well capacitated to adequately ensure effective implementation of the activities as outlines in the National Action Plan for the Elimination of Violence Against Women and Children (NPA-VAWC). Furthermore, there was no centralized system that ensured availability of reliable data for informing decision making. In addition, there was inadequate monitoring by the MoCDGWSG in the risk areas with high prevalence of violence.

Insufficient monitoring of the progress in the implementation of the measures was contributed by lack of the established mechanism to ensure that the existing monitoring guidelines are available and adhered to in different administrative levels of the government operations.

The results emanated from monitoring of the activities in the implementation of the National Plan of Action to End Violence against Women and Children (NPA-VAWC) was not used for decision making and provision of feedback to the implementers. This was because, there was no evidence to indicate that the Monitoring and Evaluation (M&E) results were discussed in ministerial and annual consultative meetings with the respective sector ministries.

CHAPTER FIVE

AUDIT RECOMMENDATIONS

5.1 Introduction

The audit findings indicated the presence of weaknesses in the management of measures intended to eliminate violence against women and children by the Ministry of Community Development, Gender, Women, and Special Groups (MoCDGWSG) and the President's Office - Regional Administration and Local Government (PO-RALG). The audit team has proposed measures for improvements in the audited areas to ensure adequacy of the measures in terms of their implementation, coordination, and monitoring.

The National Audit Office believes that the recommendations that have been given in this report need to be fully implemented to improve the operations in ensuring effective management of the measures intended to eliminate violence against women and children in the country. The suggested audit recommendations take into account the assurance for the presence of economy, efficiency, and effectiveness in the use of the available public resources.

5.2 Audit Recommendations to the Ministries

5.2.1 Recommendations to the Ministry of Community Development, Gender, Women and Special Groups

The Ministry of Community Development, Gender, Women and Special Groups is urged to:

- a) Ensure identification of adequate measures with their implementation strategies and action plans for elimination of violence against women and children;
- b) Ensure adequate mobilization of resources for effective implementation of measures;
- c) Ensure adequate collaboration and coordination between the implementing agencies on the related violence issues;

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- d) Ensure conduct of monitoring and evaluation to effectively inform the decision-making process; and
 - e) Device a mechanism that will ensure that harmonized system is used to capture reported incidences of violence cases originating from different sources.

5.2.2 Recommendations to the President's Office - Regional Administration and Local Government

The President's Office - Regional Administration and Local Government is urged to:

- a) Ensure the provision of capacity building and optimal allocation of the available resources especially in Local Government Authorities;
- b) Ensure effective functioning of the committees established at the community level;
- c) Ensure activities for reducing Gender Based Violence are incorporated in the plans of the LGAs;
- d) Establish a mechanism that will help inform the availability and implementation of the available monitoring guidelines at different levels of government operations;
- e) Ensure conduct of Monitoring and evaluation for informing the decision makers; and
- f) Devise the mechanism that will ensure availability of sufficient resources for VAWC measures.

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APPENDICES

Appendix 1(a): List of Recommendations and Responses from the Ministry of Community Development, Gender, Women and Special Groups

This part provides detailed general and specific comments and the responses on the planned actions and implementation timelines based on the issued audit recommendations to the Ministry of Community Development Gender Women and Special Groups.

General Comment

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Specific Comments

SN	Recommendation	MoCDGWSG Comments	Action	Timeline
1	Ensure adequate identification of measures with their implementation strategies and action plans for elimination of violence against women and children	Ending Violence Against Women and Children is a crosscutting agenda and is implemented by several MDAs and at LGAs. All measures of ending violence against women and children are implemented by MDAs, LGAs, NGOs and Private Sector.	The Ministry is finalizing NPA VAWC II that has Implementation Plans, which specifies interventions, expected outputs and indicators to measure implementation.	June, 2023
2.	Ensure adequate mobilization of resources for effective implementation of measures	Interventions for Ending Violence Against Women and Children are conducted by MDAs, LGAs,	The Ministry will continue to allocate budget for effective implementation on elimination of violence against women	June, 2024

SN	Recommendation	MoCDGWSG Comments	Action	Timeline
		NGOs and Private Sector. The Ministry collaborates and coordinates all key stakeholders to fund these interventions.	and children. The Ministry also through Gender Focal Persons in MDAs will mainstream gender to make sure other MDAs also allocate resource for Ending Violence Against Women and Children.	
3.	Ensure adequate collaboration and coordination between the implementing agencies on the related violence issues	Effort of Ending Violence Against Women and Children is coordinated through Thematic Area No 8 (Coordination, Monitoring and Evaluation) of NPA VAWC which is Nationally under Prime Minister's Office (Policy, Parliamentary Affairs and Coordination)	The Ministry will prepare a guideline for effective coordination of efforts of ending Violence Against Women and Children	June, 2024
4.	Ensure conduct of Monitoring and evaluation for effective informing the decision maker	The Ministry in collaboration with stakeholders has conducted Evaluation of Ending Violence Against Women and Children from	The Ministry is finalizing NPA VAWC II and after that, the Ministry in collaboration with stakeholders will develop annual Monitoring and Evaluation Plan	June, 2024

SN	Recommendation	MoCDGWSG Comments	Action	Timeline
		2017/18 - 2021/22.	for implantation of NPA VAWC II	
5.	Device a mechanism that will ensure harmonized systems used to capture reported incidences of violence cases originating from different sources.	The Ministry collects information from different systems which has information about Violence Against Women And Children including report from Police Office Tanzania.	The Government is planning to improve data collection mechanism by developing electronic system which will simplify data collection mechanism by linking available systems from different sectors	June, 2024

Appendix 1(b): List of Recommendations and Responses from the President's Office - Regional Administration and Local Government

This part provides detailed general and specific comments and the responses on the planned actions and implementation timelines based on the issued audit recommendations to the President's - Office Regional Administration and Local Government.

General Comment

PO-RALG appreciates the audit made by your office; this will help our Ministry to rectify the areas where the performance has not been satisfactory and hence improve the efficiency and effectiveness in ending the violence against women and children.

Specific Comments

SN	Recommendation	PO-RALG Comment(s)	Action	Timeline(s)
1.	Ensure the provision of capacity building and optimal allocation of the available resources especially in Local Government Authorities.	The recommendation is taken for implementation	Mobilization of resources from within the government and from various stakeholders including Development Partners (DPs), Non-Governmental Organizations (NGOs) <ul style="list-style-type: none"> - Capacity building to Regional Secretaries (RS) and Local Government Committees 	April 2023 to March 2024
2.	Ensure effective functioning of the committee established at the community level.	The recommendation is taken for implementation	Building capacity to committees at local level through the Councils	April 2023 to March 2024
3.	Ensure activities for reducing Gender Based	The recommendation is taken for	Writing a letter to RS to recommend on integrating	April 2023

	Violence are incorporated in the plans of the LGAs.	implementation	Women and Children violences in LGAs plans/interventions	
4.	Establish a mechanism that will help inform the availability and implementation of the available monitoring guidelines at different levels of government operations.	The recommendation is taken for implementation	Writing a letter to Regional Secretaries (RS) to introduce them with a monitoring guideline at RS and LGAs	May 2023
5.	Ensure conduct of Monitoring and evaluation for effective informing the decision makers.	The recommendation is taken for implementation	Undertaking Quarterly monitoring and evaluation	April - June 2023 July - September 2023 October - December 2023 January - March 2024
6.	Devise a mechanism that will ensure availability of sufficient resources for VAWC measures.	The recommendation is taken for implementation	Mobilization of resources from within the government and from various stakeholders including Development Partners (DPs), Non-Governmental Organizations (NGOs)	April 2023 to March 2024

Appendix 2: Audit Questions and Sub-Audit Questions

This part provides details on the list of main audit questions and sub-audit questions used based on the specific audit objectives.

Audit Question 1	To what extent is the occurrence of incidences of violence against women and children common?
Sub-question 1.1	What is the status of occurrence of cases of violence against women and children in the country?
Sub-question 1.2	What efforts have been made by MoCDGWSG and PO-RALG to ensure reduction of cases of violence against women and children in the country?
Audit Question 2	Did the MoCDGWSG and PO-RALG ensure adequacy of measures intended for eliminating cases of violence against women and children?
Sub-question 2.1	Are there available measures intended for the elimination of violence against women and children?
Sub-question 2.2	Are the available measures adequate to ensure elimination of violence against women and children?
Audit Question 3	Do MoCDGWSG and PO-RALG ensure effective implementation of measures intended to eliminate cases of violence against women and children?
Sub-question 3.1	Have the implementing agencies managed the mobilization and utilization of resources for the implementation of measures intended to eliminate violence against women and children?
Sub-question 3.2	Have the implementing agencies achieved the planned progress on the implementation of the measures intended to eliminate violence against women and children?
Audit Question 4	Does the MoCDGWSG adequately ensure coordination of the measures for eliminating violence against women and children?
Sub-question 4.1	Are there defined roles and responsibilities between stakeholders to support effective coordination of measures intended to eliminate violence against women and children?
Sub-question 4.2	Is there effective coordination, collaboration and communication among the implementing Agencies in the implementation of measures intended to eliminate violence against women and children?
Audit Question 5	Do the MoCDGWSG and PO-RALG adequately ensure monitoring and evaluation of the MDAs, and LGAs performance in eliminating cases of violence against women and children?

Sub-question 5.1	Do the MoCDGWSG and PO-RALG adequately track progress on the implementation of measures intended to eliminate violence against women and children, and the extent to which such results assist in decision-making?
Sub-question 5.2	Do the MoCDGWSG and PO-RALG ensured provision of data from MDAs and LGAs to the national level for informing decision-making regarding elimination of violence against women and children?
Sub-question 5.3	Are the set Key Performance Indicators facilitating the monitoring of data regarding elimination of violence against women and children?
Sub-question 5.4	Are the results from the monitoring used for informed decision-making?

Appendix 3: Details of Criteria Used to Select Regions and LGAs

Appendix 3(a): Ranking of Regions According to the Number of Reported Cases of Gender-Based Violence

This part highlights on the ranking of the regions based on the reported cases of Gender Based Violence

Name of the Region	Number of Reported Cases of Gender-Based Violence (n)	Rank
Dar Es Salaam Region	117,731	High (H)
Mara Region	67,037	
Kagera Region	57,856	
Shinyanga Region	56,638	
Iringa Region	54,630	
Mwanza Region	48,668	
Tabora Region	42,269	
Morogoro Region	36,077	Medium (M)
Geita Region	30,855	
Mbeya Region	30,757	
Arusha Region	28,328	
Kigoma Region	25,646	
Manyara Region	25,311	
Ruvuma Region	23,871	
Kilimanjaro Region	22,332	
Njombe Region	21,557	
Pwani Region	21,099	
Simiyu Region	19,186	
Dodoma Region	18,642	
Rukwa Region	14,888	Low (L)
Singida Region	14,113	
Tanga Region	10,423	
Songwe Region	10,406	
Katavi Region	10,078	
Lindi Region	9,782	
Mtwara Region	8,014	

Appendix 3(b): Selection of Regions based on the Identified Administrative Zones and Ranking of the Number of Reported Cases of Violence

This part provides detailed ranking of the selected regions based on the geographical location and the ranks scored on the number of reported cases of gender violence.

Zone	Region	Rank	Selected Region
Eastern	Dar-es-salaam	H	Dar es salaam
	Pwani	M	
	Morogoro	M	
Southern	Ruvuma	M	Ruvuma
	Mtwara	L	
	Lindi	L	
Western	Kigoma	M	Tabora
	Tabora	H	
	Shinyanga	H	
	Simiyu	M	
Northern	Tanga	L	Arusha
	Arusha	M	
	Kilimanjaro	M	
	Manyara	M	
Central	Dodoma	M	
	Singida	L	
Lake zone	Mara	H	Mara
	Mwanza	H	
	Geita	M	
	Kagera	H	
Southern Highlands	Iringa	H	Iringa
	Rukwa	L	
	Katavi	L	
	Njombe	M	
	Mbeya	M	
	Songwe	L	

Appendix 4: List of Interviewed Officials

This part provides details on the list of interviewed Officials and the reasons for selection of the Officials.

Entity	Person to be interviewed	Reason
MoCDGWSG	Gender Department section	<ul style="list-style-type: none"> To assess extent of occurrence of violence cases among women and children in the country To assess key challenges emanating during implementation of NPA VAWC To establish allocated budget regarding implementation of the measures intended for eliminating violence against women and children
	Community Development Section	<ul style="list-style-type: none"> To assess extent of occurrence of violence cases among women and children in the country To assess key challenges faced during implementation of NPA VAWC To establish allocated budgets for implementation of the measures intended for eliminating violence against women and children
PO-RALG	Director of social welfare service division Social Welfare Officers Community Development Officers	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures for eliminating violence against women and children To assess extent of occurrence of violence cases among women and children in the country To assess key challenges faced during implementation of NPA VAWC To identify frequency of conducted supportive supervision

Entity	Person to be interviewed	Reason
		<ul style="list-style-type: none"> To establish allocated budget for implementation of the measures intended for eliminating violence against women and children
Regional Secretariat	NPA VAWC Regional Coordinator	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures in LGAs To identify commonly reported violence cases for women and children To assess key challenges emanating during implementation of NPA VAWC To assess whether the women and children protection committee are available, trained and if they are active To assess allocated budget for implementation of VAWC To identify frequency of conducted supportive supervision
LGAs	NPA VAWC District Coordinators Social Welfare Officers Community Development Officers	<ul style="list-style-type: none"> To assess extent of implementation of planned measures in LGAs To assess extent of implementation of planned measures in LGAs To identify commonly reported violence cases for women and children To assess key challenges emanating during implementation of NPA VAWC To assess whether the women and children protection committee are available, trained and if they are active To assess allocated budget for implementation of VAWC

Entity	Person to be interviewed	Reason
		<ul style="list-style-type: none"> To assess the available human resource at social welfare department/Community Development and establish gap if any
Ministry of Education ,Science and Technology	Officials responsible for cross cutting issues	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures regarding eliminating violence against women and children in primary schools, secondary and higher Learning Institutions To assess extent of occurrence of violence namely raping, teenage pregnancy and sexual harassment among women and children in schools, colleges and universities To assess action taken regarding violence victims
Prime Ministers office	Gender Coordinator	<ul style="list-style-type: none"> To assess whether steering committee meeting were held To identify matters on VAWC aroused and action taken

Source: Auditors' Analysis on the Interviewed Officials (2022)

Appendix 5: List of Key Documents Reviewed

This part provides details on the list of the key documents reviewed during the audit and the reasons for reviewing.

Entity	Name of Document	Reason
MoCDGWSG	NPA VAWC	<ul style="list-style-type: none"> To identify planned measures for eliminating VAWC. To Identify key actors involved in implementation of the program
	NPA VAWC Evaluation Report Annual Reports from Gender Departments	<ul style="list-style-type: none"> To asses extent of implementation of the program To establish and assess key challenges emanating during implementation of NPA VAWC
	MTEF	<ul style="list-style-type: none"> To establish allocated budget regarding implementation of the measures intended for eliminating violence against women and children
PO-RALG	Supportive supervision Reports	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures for regarding elimination of violence against women and children To assess extent of occurrence of violence cases among women and children in the country To assess key challenges faced during implementation of NPA VAWC
	Social welfare annual implementation Report	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures for elimination of violence against women and children To assess violence cases among women and children in the country

Entity	Name of Document	Reason
		<ul style="list-style-type: none"> To assess key challenges faced during implementation of NPA VAWC
	MTEF	<ul style="list-style-type: none"> To establish allocated budget regarding implementation of the measures intended for eliminating violence against women and children.
	Action plans	<ul style="list-style-type: none"> Identify activities intending for eliminating violence against women and children are planned
Regional Secretariat	Social welfare division Annual /quarter Reports	<ul style="list-style-type: none"> To assess extent of implementation of planned measures in LGAs To identify commonly reported violence cases for women and children To assess key challenges faced during implementation of NPA VAWC
	Budget documents	<ul style="list-style-type: none"> To assess allocated budget for implementation of VAWC
	Supportive Supervision	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures for eliminating violence against women and children To assess extent of occurrence of violence cases among women and children in LGAs
LGAs	Social welfare division Annual /quarter Reports	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures in LGAs To identify commonly reported violence cases for women and children To assess key challenges emanating during implementation of NPA VAWC
	Budget documents	<ul style="list-style-type: none"> To assess allocated budget for implementation of VAWC

Entity	Name of Document	Reason
	Staffing level/Manning Level	<ul style="list-style-type: none"> To assess the available human resource at social welfare department/Community Development and establish gap if any
	Action plans	<ul style="list-style-type: none"> To determine if the activities combating VAWC are planned
Ministry of Education ,Science and Technology	Annual Report	<ul style="list-style-type: none"> To assess extent of implementation of the planned measures regarding eliminating violence against women and children in primary and secondary schools and higher Learning Institutions To assess the extent of occurrence of violence acts such as raping, and sexual harassments among women and children in schools, colleges and universities and prevalence of teenage pregnancies. To assess action taken regarding violence victims
	Action plans	<ul style="list-style-type: none"> Identify planned activities intending for eliminating violence against women and children
Prime Minister's office	Steering committee minutes	<ul style="list-style-type: none"> To assess whether steering committees meeting were held To identify matters on VAWC aroused and action taken

Source: Auditors' Analysis on the Reviewed Documents (2022)