

Building a holistic child protection system, step by step, in the United Republic of Tanzania



This report is one in a series of case studies on building national child protection frameworks. The study was funded by Global Affairs Canada.

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Foreword

The United Republic of Tanzania ratified the Convention on the Rights of the Child in 1991, committing the Government to undertaking all necessary steps — legislative, administrative and other measures — to implement the rights pledged in it. This commitment includes the obligation to ensure protection of all children from violence, abuse, neglect and exploitation. The Convention was incorporated into Tanzanian law with passage of the Law of the Child Act in 2009. However, violence, abuse, neglect and exploitation, including child trafficking and child labour, are still the reality for large numbers of girls and boys in Tanzania.

A report on violence against children in Tanzania found that nearly one in three girls and one in seven boys experience some form of sexual violence before turning 18. Most do not report their experience, few seek services and even fewer receive any care, treatment or support. Rates of physical and emotional violence are high; almost three quarters of girls and boys experience some form of physical violence while emotional violence affects approximately one quarter of boys and girls.

In response to these findings the Government has taken a number of strategic steps towards creating an enabling environment for child protection, as evidenced in implementation of commitments across sectors at national and local levels. Districts, wards and villages have been engaged in building a system of care and protection services for children.

The Ministry of Health and Social Welfare and the Ministry of Community Development, Gender and Children, with UNICEF and other development partners, are building a system for holistic attention to protection issues including both prevention and response. This case study details the complexity of a comprehensive child protection system, which requires a multitude of actors to understand their roles and fulfil their obligations.

It is our hope that this case study will help all governmental and non-governmental partners to better understand the intricacy of the national child protection system and inspire them to continue efforts to improve and scale up the system. We are confident that a child protection system grounded in national standards, laws and regulations, and created and sustained locally, is the best way to prevent and respond to the violence against children in Tanzania.

We would like to thank our implementing partners and the development community for their continued efforts to support the strengthening of the child protection system in Tanzania.

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This case study¹ is part of a UNICEF global initiative, undertaken in collaboration with Global Affairs Canada to document national child protection frameworks in five core programming countries: Ghana, Indonesia, Kenya, Senegal and the United Republic of Tanzania. The studies are intended to generate a better understanding of the country context, Government response, engagement by other actors and additional factors that are contributing to success in protecting children from violence, exploitation and abuse.

Information for this case study was collected between April 2014 and June 2015 through a desk review of literature, supplemented by stakeholder consultations and meetings. To gain a better understanding of the financial implications of national child protection, an analysis was made to project the additional costs of taking child protection systems to scale, in particular for social welfare, police gender and children's desks, and local Government authority budgets.

Country context

The United Republic of Tanzania remains one of the most politically stable countries in sub-Saharan Africa. Located in eastern Africa, the country consists of mainland Tanzania and the islands of Zanzibar, with a population of around 44.9 million (2012 census). With its current population growth rate of 2.7 per cent per year, Tanzania's population is doubling every 25 years. Fifty per cent of the population are children under 18, and adolescents (10-19 years) make up 23 per cent. This rapid population growth increases the need for investments in children's health, nutrition, education and protection services.



¹Suggested bibliographic reference: Tanzania Ministry of Community Development, Gender and Children; UNICEF and Global Affairs Canada (2015). Building a holistic child protection system, step by step, in the United Republic of Tanzania.

Table 1. Tanzania: Basic indicators

Population	44.9 million ¹
Population aged 0-14 years (% of total population)	43.9% ¹
Annual population growth rate	2.7% ¹
Under-five mortality	54/1,000 live births ²
Gross national income per capita	\$630 ³

Table 2. Tanzania: Child protection indicators

Total number of children under 18	24.5 million ¹
Children under 18 living below poverty line	6.3 million ¹
People living below basic needs poverty line (%)	28.2 ⁴
Most vulnerable children	930,000 ⁴
Sexual violence experienced in childhood (male/female, %)	15/28 ⁵
Physical violence experienced in childhood (male/female, %)	72/74 ⁵
Emotional violence experienced in childhood (male/female, %)	28/24 ⁵
Physical violence against women aged 15-49 (%)	39 ⁶
Sexual exploitation (girls under 18) – % receiving money in exchange for sex at least once	4 ⁵
Child labour (children 5-17 years, %)	20.7 ¹¹
Child marriage (under 18, %)	
Women/men aged 20-49 married by age 15	9.2/0.6
Women/men aged 20-49 married by age 18	39.7 /4.9 ⁷
Children under 5 who have a birth certificate (%)	8 ⁷
Girls subjected to female genital mutilation/cutting (%)	15 ⁶
Children in conflict with the law (number detained with adults/% awaiting trial)	1,400/75 ⁸
Children living and working on the street (Dar es Salaam, estimate)	3,000 ⁹
Children who are orphaned	1.3 million ¹⁰

¹ Population and Housing Census, 2012.

² UN Inter-agency Group for Child Mortality Estimation report, 2013.

³ National Accounts data files, World Bank and Organisation for Economic Co-operation and Development, 2013.

⁴ Household Budget Survey, Tanzania Mainland, 2011/2012.

⁵ Tanzania National Survey on Violence against Children, 2008/2009.

⁶ Tanzania Demographic and Health Survey, 2010.

⁷ Tanzania HIV/AIDS & Malaria Indicator Survey, 2011/2012.

⁸ Commission for Human Rights Report, 2011.

⁹ Baseline Assessment of Children Living on the Streets of Dar es Salaam, Government of Tanzania, 2012.

¹⁰ UNICEF Statistical Update, World AIDS Day 2014.

¹¹ Integrated Labour Force Survey 2006.

Despite steady economic growth over the past decade, Tanzania remains one of the poorest countries in the world, ranking 152 out of 186 countries in the 2013 Human Development Index. An estimated 33 per cent of the rural population lives in poverty, and 84.1 per cent of the country's poor people live in rural areas. Poverty also afflicts 21.7 per cent of the urban population. Approximately 6.3 million children under 18 (around 28 per cent of the child population) live below the basic needs poverty line, and over 2 million children (around 10 per cent) below the food poverty line.² The country has achieved Millennium Development Goal 4 (on reducing child mortality) and is on track to achieve Goal 6 (combating HIV/AIDS). However, it still lags, to varying degrees, in poverty eradication, reduction of malnutrition, primary school completion, gender equality and empowerment, maternal health and environmental sustainability.

The pace and sustainability of development in the country are hindered by women's low status. Regardless of their socioeconomic or educational level, about 40 per cent of women do not have a final say in decisions regarding their own health (or, by extension, that of their children) or daily household expenditures.³ Similar proportions of women do not regularly listen to the radio, watch television or read a newspaper, and their access to mass media is significantly lower than that of men. Compounded by lower literacy and education levels, this undermines women's contribution to social and economic development. Yet women remain the primary producers of food for the nation.⁴

Women head almost 25 per cent of all households. In the face of the HIV and AIDS epidemic, grandparents, particularly grandmothers, are being called upon to care for children. Upwards of 40 per cent of grandmothers are caring for grandchildren who fall into the group of 'most vulnerable children' (MVC). These are children who live in extreme conditions with significant unmet needs in terms of care, education, health care, food/nutrition, shelter and HIV/AIDS services.

Guidance of children in Tanzania is often manifested as strict discipline that outweighs nurture. **Corporal punishment** is commonly accepted as an appropriate way to guide and educate children. Despite ample evidence of its harm, the 1979 Ministry of Education Guidelines on Corporal Punishment, which allow this form of punishment, are still being implemented in schools in Tanzania. Another prevailing perspective is that children have less capacity, status and influence than adults, resulting in ambivalence regarding accountability to children and their participation in decision-making. It is in this context that institutionalized violence may be accepted as normal, undermining the commitment to protect children from all forms of abuse, neglect and exploitation.

Children's experience of violence can have a profound impact on them as adults. Victims of abuse all too frequently become abusers themselves or end up in abusive relationships. They are also more likely to have chronic health problems during adulthood. With growing awareness of the long-lasting impacts of domestic and **institutionalized violence**, national advocacy to bring about change is increasing.

Many children in Tanzania are exposed to multiple child protection risks that compromise their physical, emotional and intellectual development. Approximately 71 per cent of children suffer from

² 'Household Budget Survey 2011/2012', Government of Tanzania.

³ Tanzania Demographic and Health Survey, 2010.

⁴ Ibid.

two or more severe deprivations of basic needs.⁵ Poverty, urbanization, the eroding role of the traditional family and the impact of the HIV and AIDS epidemic have diminished the traditional safety nets of family and community, increasing children's risk of violence. A projected 1 million children had been orphaned (lost one or both parents) as of 2009. Roughly 12 per cent of MVCs are separated from their siblings, and an estimated 59,000 children under 15 years of age are living with HIV and AIDS. These risks can severely compromise children's physical, emotional and intellectual development.

Three quarters of children have experienced physical violence and one quarter have been emotionally abused. One in three girls and one in seven boys experience at least one incident of sexual violence before the age of 18. Most children do not report sexual abuse. Few children seek services and of those who report abuses, few receive appropriate services.⁶

Children with disabilities, among them children with albinism, face particularly serious risks due to local beliefs and attitudes. One in every 2,000 people in Tanzania suffers from albinism, the greatest prevalence in Africa.⁷ Tanzania also has the highest levels of discrimination and violence against people with albinism on the continent.⁸ Between 2000 and 2014, 150 incidents of violence, including 74 murders, have been recorded against people with albinism. Approximately 45 per cent of those killed were children.⁹

In 2010, for the first time, Tanzania included questions related to **gender-based violence** against women in the Demographic and Health Survey. It revealed that 39 per cent of women aged 15-49 had experienced physical violence since the age of 15, and 33 per cent of women reported having experienced physical violence in the 12 months prior to the study. Women from the lowest wealth quintile were more likely to report physical violence compared to women from the highest quintile (46 per cent versus 30 per cent, respectively). A key factor contributing to gender-based violence is disparities in the social and economic status of women compared to men.¹⁰

Though **female genital mutilation/cutting** (FGM/C) is prohibited, it is still prevalent in Tanzania. Its prevalence dropped only by 3 percentage points (from 18 per cent to 15 per cent) between 1996 and 2012. There are also significant disparities among regions, with over half of women aged 15 to 49 having undergone FGM/C in 5 of the country's 25 regions. Prevalence rates in rural areas (17 per cent) are more than double those of urban areas (8 per cent), and women from the lowest wealth quintile (25 per cent prevalence) are more commonly subjected to it than women from the highest quintile (6 per cent).¹¹

⁵ 'Violence against Children in Tanzania: Findings from a national survey, 2009. Summary report on the prevalence of sexual, physical and emotional violence, context of sexual violence, and health and behavioural consequences of violence experienced in childhood', UNICEF Tanzania; Division of Violence Prevention, National Center for Injury Prevention and Control, Centers for Disease Control and Prevention, United States; and Muhimbili University of Health and Allied Sciences, 2011.

⁶ 'Violence against Children in Tanzania', op. cit.

⁷ The Tanzania Albino Society estimates that there are more than 150,000 people with albinism in Tanzania. Source: 'Assessment Report of Centres for PWA', *Under the Same Sun*, 2012.

⁸ 'Reported Attacks of Persons with Albinism', *Under the Same Sun*, 15 August 2013. It noted that 35 persons with albinism have been attacked, many of whom were mutilated.

⁹ 'Children with Albinism in Africa: Murder, mutilation and violence', *Under the Same Sun*, 2013.

¹⁰ Tanzania Demographic and Health Survey 2010.

¹¹ 'Violence against Children in Tanzania', op. cit.

While Tanzania has seen some progress in reducing **child marriage** over the last few years, it still has one of the highest rates in the world. On average, almost two out of five girls will be married before their 18th birthday. In 2010, about 37 per cent of women aged 20-24 had been married or in a union before age 18. However, the data show an encouraging decline of 10 percentage points since 2004.¹² Child marriage is deeply embedded in Tanzanian society, with exceptional concentrations in certain regions and cultures, such as among the Mara (43 per cent), Tabora (38 per cent) and Shinyanga (37 per cent).¹³ In 2014, 18 per cent of girls aged 15 to 17 in the poorest households were married.¹⁴ National data from 2014 also reveal that around 43 per cent of girls bear children before the age of 18, and three regions recorded rates greater than 60 per cent.¹⁵

Tanzania is a source, transit and destination country for men, **women and children trafficked** for forced labour and sexual exploitation. Rates of internal trafficking are believed to be higher than those of transnational trafficking. The exploitation of young girls in domestic servitude continues to be Tanzania's largest human trafficking problem, though child sex trafficking is an issue, particularly along the Kenya-Tanzania border. Girls are exploited in sex trafficking in tourist areas within the country. Boys are subjected to forced labour, primarily on farms. Smaller numbers of Tanzanian children and adults are subjected to domestic servitude, other forms of forced labour and sex trafficking to other countries.¹⁶

The country has made moderate advancements in improving **child labour** rates, yet approximately 28 per cent of children aged 5 to 17 are working.¹⁷ Many of them are engaged in the worst forms of child labour, including in dangerous activities in agriculture and fishing.¹⁸ Children as young as 8 years old are working in small-scale gold mines, where they face grave risks to their health and their lives.¹⁹ Boys (23.2 per cent) are more likely than girls (18.9 per cent) to be working in these conditions.²⁰ Child labour is much more common among rural children (25 per cent) than urban children (7.7 per cent).

Due to rapid urbanization, the number of **children living and working on the streets** has increased dramatically since 1985. In Dar es Salaam (the largest city, population 5 million) an estimated 3,000 children are living and working on the streets.²¹ There are no nationwide statistics to date, but it is thought that the numbers of such children are increasing in small- and medium-size urban areas.

Justice for children in Tanzania does not conform to international standards in many ways, which has led to concerted efforts for reform. A 2011 report found that an estimated 1,400 children were detained in adult prisons, of whom 75 per cent were awaiting trial.²² In 2011, the Department of

¹² 'United Republic of Tanzania: Child marriage profiles', UNFPA, 2012, www.devinfo.info/mdg5b/profiles/files/profiles/4/Child_Marriage_Country_Profile_AFRTZA_United%20Republic%20of%20Tanzania.pdf.

¹³ 'The Adolescent Experience In-depth: Using data to identify and reach the most vulnerable young people', Government of Tanzania, UNICEF and Population Council, January 2015.

¹⁴ Ibid.

¹⁵ 'The Adolescent Experience In-depth, op. cit.

¹⁶ 'Trafficking in Persons Report, 2014', State Department, Government of the United States.

¹⁷ '2012 Findings on the Worst Forms of Child Labor', US Department of Labor, Bureau of International Labor Affairs,

¹⁸ Ibid.

¹⁹ 'Toxic Toil: Child labour and mercury exposure in Tanzania's small-scale gold mines', Human Rights Watch, 2013.

²⁰ 'Integrated Labour Force Survey', 2007, Government of Tanzania.

²¹ 'Baseline Assessment of Children Living on the Streets of Dar es Salaam', Government of Tanzania, 2012.

²² 'Inspection Report, 2011', Commission for Human Rights, Government of Tanzania.

Social Welfare (DSW) conducted the first national baseline survey on the situation of children in institutional care. Covering all regions of Tanzania Mainland, it revealed that 11,216 children (6,089 boys and 5,127 girls) were living in 282 children's homes, of whom almost 22 per cent were under 5 years. About 7,739 children in 'institutional care' are in unregistered children's homes.

Just 16 per cent of children under age 5 have been **registered at birth**, of whom only 6 per cent have birth certificates. A birth certificate costs around \$3, which is unaffordable for many families. Registration of births is almost four times higher in urban areas (44 per cent) than in rural areas (10 per cent).²³

Government response

Since 2009 the Government of Tanzania has made significant progress towards building a child protection system. With support from UNICEF and other development partners, it has carried out research, surveys and assessments. These have addressed prevalence of violence against children; institutional capacity requirements for establishing a child protection system; the social welfare workforce; children's access to the justice system; children in conflict with the law; children in institutional care; and children living and working on the streets.

Based on the resulting knowledge, the Government has made clear costed and time-bound commitments to strengthen child protection through various national plans of action, the implementation of which is regularly monitored. Regulations, rules and guidelines have been prepared to operationalize the Law of the Child Act 2009. Guidelines have also been developed on establishing child protection systems and budgeting for child protection. National training manuals have been written for social welfare, justice and health sector workers and the police. National trainers have been trained and training is being rolled out among selected Local Government Authorities (LGAs).

Along with civil society and private sector partners, the Government has developed a communication strategy on violence against children. It includes a communication toolkit and training materials for engaging parents on positive parenting. The national media are also engaged in fighting violence against children.

In 2011, modeling of the child protection system began in four LGAs, and lessons from those experiences have been fed back into the national framework. Currently 33 LGAs are in different stages of implementing the child protection system.

Commitment to international standards

Tanzania is a signatory to various international human rights instruments, which bind it morally and legally to equity and non-discrimination. The Government ratified the Convention on the Rights of the Child in 1991. It acceded to the Optional Protocol on the involvement of children in armed conflict in 2004 and the Optional Protocol on the sale of children, child prostitution and child pornography in 2003. Tanzania has also ratified the Convention on the Elimination of All Forms of Discrimination

²³ 'Every Child's Birth Right: Inequities and trends in birth registration', UNICEF, New York, 2013.

against Women; the Beijing Platform of Action; and the United Nations Convention against Transnational Organized Crime and its two supplementing Protocols. It ratified International Labour Organization (ILO) Convention No. 182 (1999) on the Worst Forms of Child Labour in 2001 and ILO Convention No. 138 (1973) on the minimum age in 1983.

In terms of regional instruments, Tanzania has ratified the African Charter on the Rights and Welfare of the Child and subregional instruments such as the Southern African Development Community Declaration on Gender and Development; the African Charter of Human and Peoples Rights of 1981; and the African Union Protocol on the Rights of Women in Africa.

Child protection and the national development agenda

Guided by these international and regional standards and national legislation, the Government's overall strategy for child protection is embedded in the Second National Strategy for Growth and Reduction of Poverty 2010-2014 (MKUKUTA II), the country's framework for human and economic development. It commits Tanzania to creating an environment that ensures all children have a right to basic services, with a focus on:

- Supporting children's rights to protection from the worst forms of child labour and sexual abuse
- Improving juvenile justice
- Supporting children living in difficult circumstances
- Holding duty-bearers (including parents, teachers and law enforcers) accountable for abuses of children's rights.

Gender equality is an underlying principle of MKUKUTA II. Gender equality and women's empowerment together form a major component of Tanzania's poverty reduction strategies under the goals on governance, education and health.

Equality principles are enshrined in the Constitution through its Bill of Rights, and discrimination is banned on all grounds including sex. The Constitution also provides for affirmative action to redress gender gaps and imbalances in decision-making. In 2000 the Government revised the 1992 Women Development Policy into the Gender Policy and made the Ministry of Community Development, Gender and Children (MCDGC) responsible for coordination of gender issues, including the development of a strategic plan on gender.

The Government is integrating gender equality into a number of institutionalization processes in various sectors, such as by establishing gender focal points and building capacity on gender issues. Additionally, gender is integrated into sectoral reform processes, such as in the civil service and education sectors. Further, there is a gender budgeting initiative, and gender is addressed in budget guidelines. A gender assessment was carried out in legal sector institutions in Tanzania Mainland, and focal points on gender have been appointed in these institutions.

Tanzania's national vision for child protection is also broadly aligned with the United Nations Development Assistance Plan July 2011-June 2015, as agreed between the Government and the United Nations. Child protection indicators are integrated into all three of the outcome clusters for programme cooperation.

National child protection framework

Significant progress has been made in incorporating the provisions of the Convention on the Rights of the Child and its Optional Protocols and other standards into the national legislative framework. The 2009 Law of the Child Act in Tanzania Mainland is a landmark piece of domestic legislation. For the first time in Tanzania, it incorporates the elements needed to build a protective environment and sets out the framework for a child protection system that can prevent and respond to abuse, violence, exploitation and neglect of children.

The law addresses fundamental issues such as non-discrimination, the right to a name and nationality, the rights and duties of parents, the right to one's opinion and the right to protection from torture and degrading treatment. It also contains provisions relating to custody, guardianship, foster care/adoption and residential care, and access to essential services such as health care. The law defines processes to ensure protection for children without families, including international adoption. It also lays out the system for ensuring justice for children in conflict with the law and in child protection cases to ensure a child-friendly and child-centred approach. The law's remaining limitations include the lack of a legal age of marriage and of provisions for child victims in criminal courts handling child abuse cases.

Complementing the Law of the Child Act is the Child Development Policy (2008), which is currently being revised to address protection from violence, abuse and exploitation. Additionally, the recently launched Education and Training Policy (2014) makes specific reference to children's safety and security in schools. A Teacher's Code of Conduct holds teachers accountable for children's safety and requires all schools to have reporting and referral mechanisms for cases of abuse of children.

The second National Costed Plan of Action for Most Vulnerable Children 2013-2017 (NCPA II) provides an overarching framework to address child protection in Tanzania. Led by the MoHSW, it involves the ministries of education, health, social welfare, justice and police, among others. The NCPA II guides the implementation of actions and policies to enhance the well-being of MVCs by preventing or reducing the incidence of abuse of rights and the impacts of shocks and by protecting their rights. It stresses the need for a well-resourced and fully functional child protection system that provides children with access to adequate care, support, protection and basic social services.

Over the period 2013-2017 the total cost of the NCPA II is estimated at \$210.5 million across four objectives, with \$43.8 million earmarked for child protection system strengthening. The other strategic objectives focus on household and community strengthening, MVC access to basic social services and improving MVC structures.

The strategic objective addressing child protection system strengthening is more comprehensively developed through the National Plan of Action for the Prevention and Response to Violence against Children 2013-2016 (NPA VAC) for Tanzania Mainland. The plan's objectives and targets reflect work begun earlier and focus on strengthening child protection systems.²⁴ It seeks to map out actions to support and expand upon national efforts to prevent and respond to all forms of violence, abuse,

²⁴ National commitments to tackle violence against children were stated at the high-level launch of the country's violence against children survey and translated into a one-year National Plan of Action (NPA) on violence against children in June 2012, which in turn formed the framework for the three-year NPA.

exploitation and neglect against children across key Government sectors, as well as with civil society and religious groups.

A communication strategy is being implemented in parallel that aims to teach children to recognize violence and abuse and encourages them to report it. It also promotes appropriate responses to violence and abuse by adults. The plan is engaging a wide range of mass media and interpersonal communication channels.

The 2008 Child Development Policy was recently revised to include roll-out of the child protection system, as captured in the NPA VAC. Approval of the policy is still pending. The NPA VAC, which terminates in 2016, and the NCPA II, which terminates in 2017, will be replaced with a new NPA on vulnerable children. UNICEF is supporting the preparatory phase, which is initiating development of a broad national plan of action for children covering all aspects of vulnerable child well-being. Particularly important will be ensuring that component-specific actions plans — such as the Strategy for Progressive Child Justice Reform and the National Action Plan for the Elimination of Child Labour — are complementary and integrated into the broader national plan. Commitments to strengthen key aspects of child protection systems are further articulated in component-specific action plans:

Component-specific action plans	
Justice sector reform	Five-Year Strategy for Progressive Child Justice Reform (2013-2017)
	Coordinated by the Child Justice Forum (comprised of justice and non-justice actors and convened by the Ministry of Constitutional and Legal Affairs), the plan aims to strengthen systems to address children’s access to justice and ensure a child-centred response to children in conflict with the law. A one-year review of strategy implementation in Tanzania Mainland recorded significant progress by the police force, Department of Public Prosecution and judiciary in developing the regulatory framework for implementation of a child-focused justice system and training front-line professionals to implement it.
	Action Plan for Police, Gender and Children’s Desks (2013-2016)
Gender-based violence and child abuse	Under the remit of the Tanzania Police Force, the plan aims to ensure better coordination for police and to further reform efforts. The plan is designed to address key gaps in service provision, identified as part of the 2012 mapping of the role of gender and children’s desks.
	Anti-Trafficking in Persons Act 2008
Elimination of trafficking	Under the remit of the Ministry of Home Affairs, the act has been drafted into regulations. Progress is seen in educating officials from the law enforcement and criminal justice systems, NGOs and the DSW about the full scope of human trafficking. This includes identifying and assisting victims of trafficking and investigations. The Government and ILO launched the Directory of Service Providers to Assist Victims of Human Trafficking to enhance the coordination mechanisms to protect, assist and refer victims and to reduce the risks of re-trafficking. Although more than 250 victims of

Elimination of child labour	trafficking were identified by Government officials during 2014, the number of prosecutions is still very low.
	National Action Plan for the Elimination of Child Labour (2009-2015) Under the coordination of the Ministry of Labour and Employment, the plan proposes strategies for poverty alleviation, child labour monitoring and child protection. It also calls for capacity building for child labour law enforcement and evaluation of efforts to combat the worst forms of child labour. Ten districts across the country have started to develop child labour committees, whose purpose is to enhance coordination and raise awareness among stakeholders. District labour officers oversee implementation of the national action plan in districts in partnership with education, social welfare, and women and child welfare officers.
Eradication of FGM/C	National Plan of Action on the Eradication of FGM/C (2001-2015) Under the mandate of the MCDGC, the plan requires all stakeholders to take action to support the eradication of FGM/C. A number of steps have been taken, including introduction of a 'Zero Tolerance to FGM Day', commemorated on 6 February every year. Awareness is also generated through radio, television and cinema.
	Under-Five Birth Registration Strategy (2011-2015) The Registration, Insolvency and Trusteeship Agency (RITA) has the authority for this strategy. In 2011, a five-year plan was adopted, providing a new approach to the birth registration system to increase registration and certification. It included a costed operational plan. The decentralized and simplified birth registration system is further captured in the Civil Registration and Vital Statistics Strategy currently under development, spearheaded by RITA.
Birth registration	

Stock-taking and mapping

The Government of Tanzania has recently undertaken a number of actions to invigorate the commitment to strengthening its response to child protection:

2009 Mapping of national child protection mechanisms

The DSW and UNICEF joined forces to map formal and informal child protection mechanisms. The mapping, which took place in seven districts, provided a clear indication of the situation for children across the country.²⁵ It found that structures for preventing and responding to violence, abuse, neglect and exploitation at national, district and community levels were either weak or non-existent. There was no joint approach by police, health and social welfare officials to respond to violations against children. Nor was there evidence of structures to comprehensively reduce levels of violence, early marriage or teenage pregnancy or the numbers of children living on the street or in residential care. There was a shortage of social welfare officers, and volunteers often filled the service delivery void, with minimal regulation, support or guidance. This triggered the government to further define its commitment to establishing key elements of a coherent child protection system, operational at all levels, with clearly delineated roles and responsibilities for all actors, alongside a structured case

²⁵ The seven districts were Bagamoyo, Hai, Magu, Makete, Mtwara, Siha and Temeke.

management system.

2009 National Violence against Children Survey

The mapping revealed the need to chart the scale and scope of the problems affecting children. This sparked the launch of the National Violence against Children Survey in 2008/2009, the second study of its kind in Africa and the first to address both girls and boys. The survey was a landmark process, as it brought together for the first time all key ministries to publicly acknowledge child protection concerns. Crucially, it led to the development of several priority responses across related sectors, including the police, justice, education, health and social welfare, HIV and AIDS, local Government, community development, civil society and the religious community. These priorities were further refined during formulation of the National Plan of Action to Prevent and Respond to Violence against Children (2013-2016).

It is envisioned that the violence against children survey will be conducted every 10 years, and additional questions on child violence will be built into the Demographic and Health Survey. The Government is also strengthening routine data collection through development of the child protection management information system. It includes integration of indicators into the education and health management information systems.²⁶

2009 Institutional Capacity Assessment

The results of the survey fed into the development of a capacity building plan. Under it, the DSW addressed vital components of improving capacity to provide quality social welfare services, including planning and budgeting. One aspect of the plan was strengthening the capacity of the DSW to implement and monitor a child protection system, including for social welfare officers, who must be able to fulfil their responsibilities for prevention and response to violence against children under the Law of the Child Act. The plan expired in June 2013 and the DSW is developing a successor plan.

2011 Assessing the justice system for children

The Ministry of Constitutional and Legal Affairs, with UNICEF support, assessed the system for children in conflict with the law and access to justice for children under 18. Also with UNICEF support, the Commission for Human Rights and Good Governance undertook a comprehensive inspection of child detention facilities, reviewing the extent of child rights violations and capturing demographic data on detained children. This work led the inter-agency Child Justice Forum to initiate a process for reform of the child justice system.

2012 Mapping of the gender and children's desks

The Tanzania Police Female Network undertook a mapping of the gender and children's desks, which concluded that the quality of services varied greatly. It found that they did not generally meet the standards set out in their establishment guidelines or the 2012 standard operating procedure on prevention and response to gender-based violence and child abuse. This stocktaking exercise proved invaluable in redefining the planning steps necessary to improve programme interventions.

²⁶ Source: Registration, Insolvency, and Trusteeship Agency (RITA) dashboard on birth registration.

Recent action to scale up systems strengthening

Government commitment to establishing an enabling environment for child protection is evidenced by implementation actions emerging across sectors both nationally and locally. National reforms include the development of strategic plans, rules, regulations and standards to implement the Law of the Child Act. They are complemented at the local level through the engagement of districts, wards and villages in building a system that will ensure a continuum of care for children.

Operationalizing the child protection system

The child protection system aims to increase access to and use of services to prevent, report and respond to cases of violence, abuse, neglect and exploitation of children. At the LGA level it involves services, human and financial resources, coordination and referral mechanisms. The systems approach is sufficiently flexible and comprehensive to address a wide range of issues for children at risk of or experiencing harm. Since 2011, four model districts (Hai, Kasulu, Magu and Temeke) have been setting up and strengthening child protection systems.

Based on lessons learned from these districts and evidence of positive change, the DSW has developed a model for the child protection system, which is captured in regulations and guidelines. In the NPA VAC, the DSW has committed to expanding the child protection system to 30 of the country's 169 districts by 2016. To date it is in various stages of development in 33 districts. The DSW's partners, in addition to UNICEF, include Pact, FHI360, Africare, Save the Children, Plan International, World Education initiative, Terres des Hommes and World Vision.

Promoting community awareness of child protection legislation

The DSW has also spearheaded the development of regulations to implement child protection legislation. Tanzania has been working at every level of Government to establish comprehensive policies and services for children suffering from or at risk of violence, abuse, neglect or exploitation. As part of the process to promote community awareness on the legislation, the MCDGC, in collaboration with the Attorney General's office, has translated the law into Kiswahili. A child-friendly version is being developed along with fact sheets for communities and children. Over two thirds of the 169 districts have a Junior Council in place, and a national child participation toolkit is available. A free Child Helpline is also being developed. The Ministry of Education and Vocational Training has revised the national code of ethics for teachers and has drafted child protection guidelines for schools.

Strengthening capacities of the district social welfare office

The DSW is also working to build the capacities of social welfare officers using the newly developed national training manual for child protection. A core training team for Tanzania Mainland and national facilitation teams have been equipped with skills and resources to support the department in rolling out the training in the districts. The DSW is continuing to advocate with the LGAs through the Prime Minister's Office-Regional and Local Government (PMORALG), to increase staff and working space for social welfare offices and ensure access to budgets and logistical support, including transport.

Establishing coordination structures at district and subdistrict levels

The LGAs receive support from the DSW and development partners to establish child protection teams at the district level. These teams, represented by those with statutory responsibility for implementing the child protection system, strengthen cross-sectoral collaboration to improve case management and referral. They also review business practices to continuously improve the system. The teams have been formed and are operational in districts, where they develop referral pathways between the police, social welfare, health and education sectors. Structures are also in place to coordinate child protection work at subdistrict levels, with responsibility for awareness-raising, reporting, making referrals and providing emergency assistance for child protection cases.

Building the capacity of MVC committees at subdistrict levels

With help from district child protection teams, MVC committees (MVCCs) have been set up in wards and villages to engage communities on child protection. The Social Welfare Office coordinates with the district child protection team and the community development officers (CDOs) to facilitate formation of these committees. With fewer government officers at ward and village level, they rely heavily on volunteers. Child protection regulations give CDOs key responsibility for raising community awareness on violence against children, and they also play a critical role in prevention through their mandate to build household and community resilience.

The MVCCs work to prevent violence against children through awareness-raising activities in communities and by engaging children and parents/caregivers. They work to identify vulnerable children and to report cases that cannot be resolved locally to the appropriate Government departments. For example, child protection cases are referred to social welfare, health and police offices; out-of-school children to the education department; and children unable to afford medical care or in need of HIV/AIDS support to the health department. Evidence from the four model districts shows that having functioning coordination structures at the subdistrict level is crucial to increase reporting of child protection cases.

Establishing preventive interventions

At the community level, prevention efforts are geared towards improving the child-rearing skills of parents and caregivers. Community leaders are also being targeted with awareness-raising dialogues, and religious groups are being mobilized to develop positive messages to prevent violence against children. The MCDGC takes the lead through the CDO's work with communities to roll out the communications toolkit on violence against children. It includes a manual for CDOs and MVCCs to help groups of parents initiate discussions on positive parenting to enhance their skills in communicating with their children. A second toolkit aids school-based activities with teachers and students. Activities have also been developed to stimulate community dialogue on violence against children.

Referring cases through a child helpline

The Tanzania Child Helpline, launched in June 2013, helps children and community members report cases of violence, abuse, neglect and exploitation. It is being piloted in the districts implementing the child protection systems to ensure response mechanisms are in place. In its first three months of operation, the helpline received more than 3,300 calls. Twenty two per cent were considered legitimate, though a majority of the calls were requests for information rather than reporting of cases of abuse. This is attributed to the fact that the helpline has not yet been widely publicized. The call

centre is operated by C-Sema, a Tanzanian NGO, in partnership with the MCDGC, MoHSW-DSW and PMORALG-LGAs.

Establishing a comprehensive child protection management information system

The lack of effective mechanisms for systematic collection, analysis and use of child protection data is a serious gap and calls for all sectors to revisit and strengthen their data collection systems. The system as a whole needs to provide the monitoring data and statistical information to help stakeholders at district and national levels to understand the patterns of abuse and violence experienced by children and how responsible duty-bearers respond to them. It must allow the districts to compare the number and types of cases reported, the kind of support provided and the outcome of each case. It must also record the type of prevention activities that have taken place at village and ward levels.

Setting up police gender and children's desks

Gender and children's desks are established to ensure a specialized response for child and female victims and young offenders. These dedicated units, staffed by trained officers, are now operating in all 417 police stations in Mainland Tanzania and in Zanzibar, according to the police. However, due to resource constraints, the desks are operating at different levels of effectiveness, and few meet the 2012 guidelines. To address these challenges, the Tanzania Police Department is implementing an action plan for prevention and response to gender-based violence and child abuse. The three-year initiative was launched in November 2013.

Strengthening response to gender-based violence

Gender-based violence policy guidelines and medical management guidelines for gender-based violence and violence against children have been developed, along with a corresponding training package. They provide protocols for the care, treatment and referral of children, especially girls. The MoHSW has ensured that the medical management of child abuse is a core part of all training provided to health professionals. As part of promoting integrated services in the health, social welfare and justice systems, the ministry is also spearheading the development of 'one-stop' services in referral hospitals and health facilities. These offer comprehensive, coordinated services (medical, social, legal and police) to survivors of violence.

To ensure that HIV and AIDS prevention, care and treatment programmes include measures to protect children from sexual abuse, the third National Multi-Sectoral Strategic Framework for HIV and AIDS (covering 2013-2018, launched in November 2013) incorporates interventions to prevent and respond to violence against children, with emphasis on sexual and gender-based violence.

Strengthening health-care services

To improve the capacity of LGA clinical workers to identify and respond to cases of violence, the MoHSW's Reproductive and Child Health Section (among others) provides training in the national clinical management guidelines for responding to gender-based violence and violence against children.

Improving child justice

Progressive child justice reform (an area that was criticized by the Committee on the Rights of the Child in 2006) is under way. The aim is to strengthen children's access to justice and ensure an

appropriate response to children in conflict with the law. Juvenile courts are being established to handle cases of child care, child protection and children in conflict with the law. These courts will be staffed by trained magistrates, prosecutors/state attorneys, court clerks and social welfare officers. One is operating now in Dar es Salaam.

Setting up alternatives to sentencing children to prison

In September 2012 the DSW and Temeke Municipal Council (Dar es Salaam) launched a programme to reduce the use of detention for children in conflict with the law – the first such programme in Tanzania. It offers an effective and sustainable community alternative to support child rehabilitation. This initiative complements a legal aid programme launched in Dar es Salaam in July 2012. It has ensured representation of every child coming before the juvenile court in Dar es Salaam. It has also led to the release of over 240 children from three detention facilities. In addition, community volunteers have been recruited and trained in Temeke to ensure that children who are arrested are supported by an adult if their parents are unavailable. Based on the success of these three initiatives in Temeke, they were replicated in Mbeya in 2014 and in Zanzibar in 2015.

Establishing safer schools

The Ministry of Education is increasing school capacity to combat violence against children through improved child protection and the development of policies and mechanisms to safeguard children. Formal links will be established between education authorities and the DSW, and a referral mechanism will be developed to report incidents directly to the police and the DSW. School counselling units will also be improved. Teachers, parents and children will be trained on issues such as the school safeguarding policy, teacher code of conduct and incident referral system. To stimulate changes in practice, teachers will be trained as part of both pre-service and in-service training on positive discipline to create an active, positive learning environment for students.

Simplifying the system for birth registration

In 2013, Tanzania introduced a new national birth registration system for children under 5. It marks a significant acceleration in registration efforts after years of stagnation. It aims to transform the system to make it easier for children and families to realize their right to a birth certificate. The process has been simplified and decentralized and is free for children under 5. In June 2012, the new system was tested in Temeke district, with dramatic results. In the 14 pilot wards, registration of children under 5 increased by 29 per cent, and the proportion of children with birth certificates increased from 15 to 44 per cent.

Following this success, the new system was launched in Mbeya region, where birth certification grew from 8.7 to 51.5 per cent, providing birth certificates to 180,795 children. In May 2015, the simplified and decentralized initiative was launched in Mwanza region as well. With funding from Global Affairs Canada, the system will be expanded to 10 additional regions. Linkages with the wider civil registration system have been established and are captured in the Civil Registration and Vital Statistics Strategy. Revision of the Birth and Death Registration Act will provide the legal framework for national scale-up of the new system.

Combatting FGM/C

The Parliament of Tanzania passed an amendment to the Penal Code to prohibit FGM/C in 1998, but it only applies to minors. Some individuals found carrying out the practice have been prosecuted and

some have faced strict punishment. However, evidence suggests that fear of prosecution is driving the practice underground in some regions. In Mara, for example, mass practice of FGM/C still takes place with little or no law enforcement response. Recently, however, the Government launched a plan to develop a manual on this issue for the police.

Reducing child marriage

Adoption of the 2009 Law of the Child and the development of regulations partly address both the causes and the consequences of child marriage, although the Law of Marriage Act 1971 contradicts them and needs to be amended. The Government has developed action plans and supports the establishment of girls' clubs and collectives that are trained on child rights and on working with communities to stimulate a dialogue about ending child marriage.

In addition, the MCDGC and the Women's Caucus in Parliament are supporting the review of laws to domesticate international women's rights instruments. The strategy combines legal measures with support to communities to provide viable alternatives, especially schooling, which is one of the most effective strategies to protect children against marriage. The strategy enables communities to discuss the issue and reach a collective decision to end child marriage. Keeping girls in school also supports a change in community views about girls' opportunities. The strategy is yielding positive results.

Addressing the needs of children in refugee populations

In 2010 the Tanzanian Government took the unprecedented decision to naturalize 162,000 Burundian refugees who have lived in three main settlements in Western Tanzania for over 40 years. According to the United Nations High Commissioner for Refugees (UNHCR), Tanzania still has a refugee population of approximately 310,000, of whom 60 per cent are children.

An additional 112,426 refugees, including 3,924 unaccompanied or separated children, have arrived from Burundi since May 2015, a result of the country's deteriorating political situation. They are currently being housed in two refugee camps, Nyaragusu (which also houses previously arrived refugees, primarily Congolese) and the newly established Nduta camp. UNHCR, UNICEF and other partners (including Plan International, Save the Children and the International Rescue Committee) are working around the clock to ensure that key services are in place for this vulnerable population.

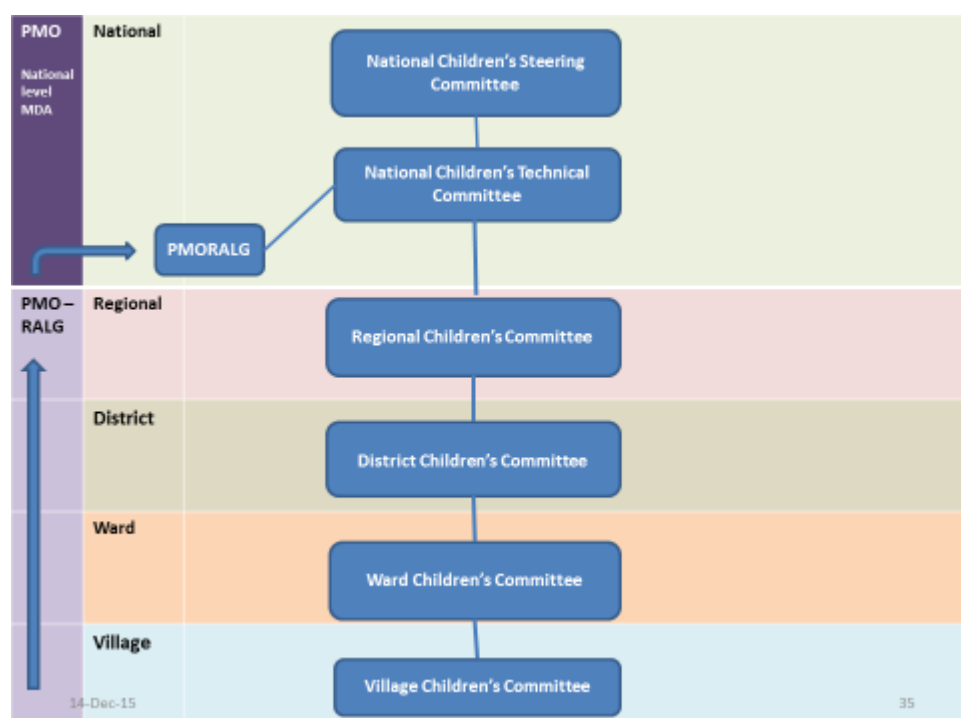
UNHCR works closely with the Ministry of Home Affairs' Refugee Services Department to ensure access to services for all children living in refugee settlements. At the ministerial level, an intergovernmental event took place in Geneva in 2011 marking the 60th anniversary of the 1951 Refugee Convention and the 50th anniversary of the 1961 Statelessness Convention. At this event the Government of Tanzania pledged to review the 1998 National Refugees Policy; revise or repeal and replace the 2003 Refugee Act; ratify the 2009 Kampala Convention; and continue to register and provide documentation for refugees and asylum-seekers. UNHCR is supporting implementation of these pledges.²⁷

²⁷ UNHCR Tanzania 2013 fact sheet.

Coordination among stakeholders and partners

The DSW is mandated to ensure effective welfare systems, promote community-based care and support and protect vulnerable groups. It steers the MVC response and is responsible for implementing the child protection system. Coordination of the MVC response is captured in the NCPA II (see Figure 1). It calls for establishment of a National Steering Committee, chaired by the Permanent Secretary of the Prime Minister’s Office; a National Technical Committee, chaired by the Permanent Secretary of the MoHSW; and a National Child Protection Advisory Committee. At the subnational level the emphasis is on MVCCs and child protection teams.

Figure 1. Coordination structure for NCPA II for most vulnerable children



Tanzania’s Multi-Sector Task Force on Violence against Children, led by the MCDGC, is responsible for implementation of the NPA to Prevent and Respond to Violence against Children. This involves coordination with the police, justice system, health and social welfare services, HIV/AIDS and education sectors, and civil society. The MCDGC also chairs a number of other multisectoral task forces, including the National Task Force for Street Children, and leads on gender-based violence. Each task force has representatives from Government ministries and other partners, including the police and justice sectors; social welfare, education and health care sectors; United Nations; and civil society. Each task force ensures national ownership and oversight in building support for a comprehensive child protection system.

In terms of justice reform, a Child Justice Forum has been convened by the Ministry of Constitutional and Legal Affairs. Set up as a consultative and policy development forum, it provides expert guidance on the development and implementation of the strategy for strengthening the child justice system. Its members include representatives of national and local Government agencies; multilateral agencies such as UNICEF; national associations and networks, such as the Tanzania Network of Legal Aid

Providers and Tanzania Teachers Union; and donors, such as the Government of Canada.

The PMORALG oversees the National Inter-Sectoral Committee on Child Labour, which coordinates action to bring attention to child labour and strengthen local structures to eliminate it. Committee members represent Government ministries and NGOs. The Anti-Trafficking Secretariat and Committee is responsible for developing, promoting and coordinating policy to prevent trafficking, and it produced Tanzania's National Anti-Trafficking in Persons Action Plan. The Ministry of Home Affairs is responsible for enforcement of anti-trafficking laws. The Interpol Office of Transnational Crimes, within the police force, includes an officer responsible for trafficking. Focal points to handle child victims of trafficking are assigned in every police station.

Discussions are under way on new ways to centralize coordination of children's activities and programmes, particularly for vulnerable children, in one institutional home in the Prime Minister's Office. A coordination meeting convened in May 2015 by the PMO developed a template for the new structure. It proposes a more streamlined approach, moving away from issue-based coordination to a systems-based, cross-cutting approach, aligning coordination structures with monitoring and evaluation and resource systems. It envisions an integrated national technical committee that draws together the two ministries with the primary child protection mandate (MoHSW and MCDGC). The structure is yet to be implemented, and high-level Government (and donor) support is needed for its further development. Opportunities to further refine coordination pathways may evolve with the expiration of the current NCPA and the violence against children NPA.

Government revenue is not adequate to finance recurrent expenditures, resulting in dependence on foreign grants and loans; during the past five fiscal years (2008/2009 to 2012/2013) official development assistance has funded 30 to 34 per cent of expenditures. However, gas reserves have been discovered off the coast of Tanzania, with an estimated value of \$150 billion (World Bank estimate) to \$400 billion (Ministry of Energy and Minerals estimate), and these could significantly help Tanzania eliminate its budget deficit and fully fund its social sectors.

Development partners and civil society partners provide support to various ministries, departments and agencies (MDAs) to support child protection improvements.²⁸ A range of bilateral aid partnerships support strengthening child protection systems, including these:

- The European Union is providing \$4.5 million over three years to the DSW in support of the child protection system strengthening initiative for four districts in Mainland Tanzania and two districts on Zanzibar.
- The United States Government is funding the \$35 million Care and Support for Most Vulnerable Children's Initiative. Implementing partners include Pact, Family Health International, Africare and World Education Initiative.
- Save the Children, Plan International, Terres des Hommes and World Vision have also raised funds to roll out the child protection system in selected districts.
- The International Organization for Migration, in partnership with the Ministry of Home Affairs and local NGOs, has launched a new initiative to combat child trafficking, with European Union funding.

²⁸ UNICEF Annual Report, United Republic of Tanzania, 2013.

- The United States Department of Labor is supporting the four-year \$10 million ‘WEKEZA’ project to support children and youth at risk of or engaged in child labour in the Tanga and Kigoma regions. This covers children in domestic service and commercial agriculture, and especially those working in the sisal and tobacco sectors. The project targets 8,000 children and 3,360 households with education and livelihood services.
- The Government of Canada is supporting roll-out to 12 regions of a simplified, decentralized birth registration system, free of cost for children under age 5. The support is part of Canada’s contribution to the United Nations’ Accountability Commission for Maternal and Child Survival.

Tanzania also participates in a number of global and regional partnerships and initiatives, such as the global public-private Together for Girls partnership, which works to end violence against children, especially sexual violence against girls. In August 2014, Tanzania launched the National Ending Child Marriage Campaign in line with the African Union’s Child Marriage Campaign. Implementation will start in the Mara region, which has one of the highest rates of child marriage in the country. The UN Population Fund is taking the lead on this in partnership with the Children’s Dignity Forum and the Graça Machel Trust.

Civil society and partners from the religious community have been supporting communities, including children, in efforts to prevent and respond to violence and address harmful social and traditional practices with support from the United States Government and Together for Girls. An inter-faith forum, the Inter-Religious Council for Peace Tanzania, has committed to supporting the Government’s efforts around violence against children and participates in the annual Day of Prayer and Action for Children. Religious organizations such as the Christian Council of Tanzania and the National Muslim Council of Tanzania are involved in efforts to combat FGM/C. The council has issued statements condemning FGM/C on religious grounds.

The Tanzania Child Rights Forum plays a key role in sharing information and materials on child rights issues, including on child protection. It also produces the Tanzania Child Rights Status Report, which tracks progress on the Government’s commitments on violence against children. As part of the child protection system strengthening initiative, civil society is represented on district level child protection teams and ward and village MVCCs. Civil society groups also work closely with district SWOs, representatives from the gender and children’s desks, magistrates, probation officers, prison officials, residential care social workers and others. In addition, private sector partners are engaged with the Government in support of the child protection agenda. For example, in efforts to roll out the new birth registration system, the Government has partnered with Tigo, a mobile phone service provider, with support from UNICEF and others.

Challenges

Maximizing impact requires a multi-pronged approach underpinned by sustainable investment in human and financial resources. Given the complexity of the task, it is necessary to ensure that the structural and institutional systems established are coupled with sound and enforceable operational protocols, standards and regulations, and clearly delineated coordination pathways. In addition, the child protection workforce must be equipped with the requisite skills, knowledge and authority to enforce the system. The challenges remaining to be addressed centre on the fact that the systems approach is relatively new in Tanzania, and scaling up to cover all 169 districts is complex. Throughout

the country, many children remain uncovered by child protection services. Specific challenges include:

Legislative framework

Enactment of the Law of the Child Act in Tanzania Mainland still faces implementation challenges, including other laws that conflict with it, such as those covering minimum ages for marriage, criminal responsibility and employment. Funding is inadequate to implement the law, and there are delays in promulgating some of the rules. The act is yet to be widely disseminated and applied by key stakeholders. Rules and regulations are still to be published, and those available are not fully promulgated to the district level.

Creating the required conditions to ensure service delivery mechanisms and effective enforcement is vital, yet processes are hampered by insufficient budgets and the number and capacity of service providers. On the Mainland, nine sets of regulations have been promulgated, including the Child Protection Regulations and the Juvenile Court Rules. These provide more detail on referral mechanisms and services to safeguard children and accountabilities for child protection actors and the juvenile court. This in turn will pave the way for the establishment of juvenile courts with the mandate to adjudicate child protection cases.

Workforce capacity

The child protection system is inescapably heavily dependent on human resources. But as of June 2012 the country had just 215 social welfare officers nationwide, a ratio of approximately 1 social welfare officer for every 100,000 children. At least 39 of the country's 169 districts have no social welfare officer at all. At a minimum there should be 1,014 officers, 6 per district. While other sectors involved (police, health workers and teachers) are not as lacking in personnel, they face the challenge of ensuring that staff have adequate technical skills in preventing and responding to cases of violence in a child-sensitive manner. An added complexity is logistical issues and office infrastructure. Like many countries, Tanzania still faces the dilemma of how to build a strong child protection workforce of qualified, dedicated people in both Government and NGOs that can provide equitable services, especially in hard-to-reach places or among marginalized communities.

Structure and functions for child protection in LGAs

The DSW is the facilitator of child protection services provided by all Government ministries at the LGA level. However, social welfare is yet to be recognized as a department at the LGA level and does not have its own budget line (sub-vote). As a result, social welfare is often forgotten in the budgeting process. Even when funds are budgeted they are channeled through other ministries and often do not reach social welfare in the end.

Cross-sectoral engagement

By its very nature, child protection is a multisectoral system. The Law of the Child Act assigns clear roles and responsibilities to the health, education and social welfare sectors, the police and the judiciary. A major challenge for the DSW, as the lead on child protection, is to ensure that each sector plans and budgets for its child protection responsibilities.

Coordination

As with cross-sectoral engagement, coordination of all sectors' programme implementation is critical. There is not a shortage of coordination structures, but coordination is not effective. It remains largely issue-based, with each child protection issue coordinating its own structure with a lead ministry and implementing partners. Cross-sharing of information is insufficient.

Improved data and evidence

Fundamental to the systems approach is the need for robust evidence and mechanisms for routine data collection. These are important not only in developing a comprehensive child protection system, but also in providing ongoing learning on how to maintain it. Similarly, maximizing the use of data and ensuring policy and programming are based on strong evidence requires institutionalization of data collection systems.

Adequate budget allocation: Sufficient funding, particularly from the national Government, is crucial for sustainability.

Funding system reform

This case study outlines a wide range of initiatives and activities designed to build the capacity of Tanzania's child protection system. Numerous Government departments, civil society organizations and donors are involved in their development and implementation. The initial focus of work has been on strengthening the enabling environment. This covers policy and regulatory development, preparation of training curricula and coordination structures, and piloting of initiatives. As a consequence, most resourcing plans have focused on discrete, time-limited, donor-funded activities. Less attention has been given to the much greater resources that will be required to roll out these initiatives nationally and support child protection as a whole.

In recognition of these challenges, work has been initiated through the Ministry of Finance to improve budgeting for child protection. To date this has mainly focused on potential sources of finance, especially within the Government, and on prioritizing child protection in the guidelines used to develop medium-term expenditure frameworks (MTEFs) for MDAs. In moving this work forward (and in support of this case study), an effort has been made to identify the full cost of both developing and implementing the child protection system as a whole.

The methodology has focused on identifying the overall resources needed and the funding already in place, as well as the gaps that remain, and determining the parameters of a unified budgetary framework. This includes how to move from discrete, time-limited activities to a comprehensive budget for child protection; and determining how to make the system flexible, capable of growth and, above all, sustainable.

This has proved to be an extremely challenging task and the information currently available is quite limited. The figures obtained to date are inevitably preliminary and should be viewed with considerable caution. However, they provide a useful framework for further work and a guide for both Government and donors in addressing the resourcing challenges that lie ahead.

Multisectoral plans of action and national strategies

The initial development of the child protection system has involved preparation of a series of plans of action and national strategies. Some are costed and include indicative funding requirements for the main objectives and activities. These are primarily or exclusively targeted at potential donors and give little indication of the Government's contribution. Due to overlap between the various plans and strategies, it is difficult to determine how to disaggregate or consolidate the amounts to generate an overall resource framework for child protection. In addition, given the limited data available, these figures cannot be viewed as a reliable indicator of the true costs of the proposed system.

Medium-term expenditure frameworks

The MTEFs prepared by all Government MDAs, including the LGAs, provide a five-year budgetary framework. They include revenue commitments from the Government as well as donors. A detailed review revealed that these documents contain little of specific relevance to child protection, and what is there is exclusively donor funded. This is not to suggest that no Government resources are being spent on child protection. The issue is that Government expenditures are effectively hidden under other headings within the budgets of MDAs for which child protection is only one area of activity, and in many cases only a small one.

For instance, a detailed analysis of the MCDGC's MTEF revealed that just \$21,684 (0.2 per cent of the ministry's revenue budget) is allocated exclusively for child protection, and only \$131,256 (2.6 per cent of the development budget) relates directly to child protection. All of the latter is donor funded. Somewhat larger amounts can be seen to have indirect or partial relevance to child protection, but there is no obvious way in which to disaggregate them. A similar situation exists in other key MDAs. For instance, the item most relevant to child protection in the DSW's MTEF is its long-standing responsibility for funding institutional care. This figure covers homes for disabled and elderly people as well as children. Even the set-up costs of the child protection system funded by donors are not fully reflected in the department's development budget.

This absence of identified funding for child protection within Government MTEFs is perhaps unsurprising at this early stage in the system's development. It is also in line with the conclusions of the Public Expenditure Identification Survey carried out in 2011/2012.

Comprehensive budgeting for child protection

Bilateral discussions with the key MDAs reinforced the impression gained from the desk analysis of the MTEFs. The officers with direct responsibility for developing the child protection system recognized the need for clearer and more generous resource allocations, but those responsible for planning decisions and budget development were much less aware of its importance or the relevance of the various plans of action for their resourcing decisions. This is perhaps unsurprising given that child protection is not included in the current budgeting guidelines issued by the Ministry of Finance.

In this context, there is a risk that budget planning will focus primarily on donor-led initiatives and the initial enabling activities required to develop the child protection system, and give insufficient priority to the need for longer term Government resources. A failure to take into account the financial implications of rolling out the system across the country — particularly given the substantial

Government contribution required, especially in terms of human resources — could clearly have serious implications for its sustainability.

It is hoped that the work under way with the Ministry of Finance will result in raising the priority allocated to child protection and that this will be reflected in the MTEFs of key MDAs. In support of this process, it is important to look at the resource requirements, both in terms of development activities and long-term revenue commitments, for the most important departments. As part of the work for this case study, some initial mapping of resource requirements has been undertaken with the DSW and the Police Department. These two were chosen because of their significant role in developing the child protection system and operationalizing it at the local level.

Department of Social Welfare and local Government authorities

The DSW has been given lead responsibility for child protection. This department is a relatively small part of the MoHSW, so the growing child protection budget will form a very significant part of its overall budget.

In addition to its overall coordination role, the department has been responsible for developing key child protection regulations and guidelines. In collaboration with the PMORALG, the DSW is also supporting implementation of the child protection system at the LGA level, through building the capacity of social welfare departments.

The multisectoral National Plan of Action for Violence against Children identified six key areas of work and allocated \$1.2 million in potential donor funding to them. These were largely preparatory or enabling activities, including the development of regulations and guidelines, a strategy and plan for the child protection system; improved coordination structures; management information; improved alternative care provision; and initial work to strengthen the capacity of social welfare officers. Like other plans of action, this one gave limited attention to the roll-out of the system at LGA level.

However, the LGA level is where the vast majority of child protection work is carried out and the real costs are incurred. Social welfare staffing at the LGA level is very weak, but the department has set a target of a minimum of four SWOs in every district and one social welfare assistant in every ward. Based on the study's analysis of current staffing levels and future requirements, it is projected that an additional 286 SWOs will be needed, an increase of 53 per cent, and more than 3,300 social welfare assistants will be needed at ward level. The additional cost to Government of just this level of staffing would be around \$12.8 million yearly.

Staffing is the biggest cost involved in rolling out the child protection system at the LGA level. Building the capacity of the system by providing high-quality training for existing and new staff is crucial, along with infrastructure, equipment, supplies and transport, among other items.

There is a clear distinction in these budgets between activities that can potentially be supported by donors (for example, set-up costs, infrastructure and training) and those that must remain the responsibility of the Government (such as salaries, supplies and transport). Since most of the long-term costs will be incurred at the LGA level, they must eventually be included in the MTEFs of all 169 local authorities. The schedule for this roll-out will depend on numerous factors, including the availability of resources.

The mapping exercise gives an indication of the unit costs at national, regional and LGA level. The cost of setting up and sustaining a social welfare office capable of delivering a child protection system in a 'typical' LGA, for example, is estimated at around \$88,450, and the annual revenue cost of sustaining it would be \$102,487.

Extrapolating from these figures and those from a similar mapping at national and regional levels suggests that the overall set-up costs that could potentially be supported by donors would be approximately \$15 million. These funds would need to be spread over several years as the roll-out progresses. However, once the system is fully in place, the annual revenue cost to Government of the new child protection-enabled social welfare system would be in the region of \$17.7 million.

It is important to recognize that social welfare officers at the LGA level are also responsible for delivering services to disabled and elderly people. At this stage it is difficult to disaggregate these costs, but child protection is likely to account for an increasing proportion of the work of the social welfare officers, and certainly well over half of the resources. This is due partly to the increased Government focus on child protection and partly to the number of service providers potentially involved in ensuring an effective and efficient referral pathway for children.

Police Department gender and children's desk

The other Government entity with a significant country-wide responsibility for implementation of the child protection system is the Police Department, with its commitment to establish gender and children's desks in all 417 police stations and to deploy trained gender and children officers in all police posts. As with social welfare, this programme will benefit women as well as children, and there is no easy way to disaggregate the costs between the two groups of beneficiaries.

The multisectoral National Plan of Action for Violence against Children identified five key areas of work and allocated a total of \$1.4 million in potential donor funding to them. Once again these activities were largely preparatory, including the development of standard operating procedures and referral networks and partnerships, awareness-raising, capacity building and developing community policing capacity.

As with the development of social welfare capacity at the LGA level, the roll-out of gender and children's desks across the country represents a large financial commitment, especially for Government. Although the Police Department has in principle already established 417 police posts, only 12 meet the minimum requirements laid down by the department, including the availability of four rooms for the use of the gender and children's desk and the presence of eight fully trained officers.

The Police Department recognizes the scale of the challenge. After mapping the situation in 8 of its 32 regions (covering 56 stations), the department decided to focus its efforts on these 8 regions during the three-year period from 2013/2014 through 2015/2016. Upgrades are needed to the infrastructure and equipment in 53 of the police stations, and an additional 172 officers need to be deployed. Basic training is needed for 334 officers and advanced training for 491 officers. When scaled up to the whole country, this would require upgrading 405 police stations, recruiting an additional 1,281 officers and providing basic and advanced training to a total of 6,503 officers.

The budget projections show that the set-up costs to upgrade a typical police station to the required standard would be \$31,500 and the annual revenue cost to the Government would be \$37,500.

It is clear that this programme will take many years to complete. Donors can play a major role in funding infrastructure improvements, furniture and equipment, and training, which is estimated to total around \$17 million. However, the main financial burden will be borne by the police themselves, with an annual revenue cost of over \$29 million. Even if only half of these costs are directly related to child protection, the amounts involved are still substantial, dwarfing those of the preliminary work described in the plan of action addressing violence against children.

With the Ministry of Finance committed to developing clearer guidance on budgeting for child protection, this approach to estimating the full cost of developing the service will assume increasing importance, for both donors and the Government. It remains very much a work in progress and further work is planned with the key MDAs, but the beginnings of a methodology are being put into place.

Next steps

It will be critical to maintain strong commitment for implementing national plans of action to ensure the smooth transition from policy to action. It is also important to demonstrate the link between upstream policy and coordination and downstream results in districts. The following actions are needed to ensure this takes place:

- The Law of the Child Act has not yet been fully promulgated at the subnational level. Creating the conditions required to ensure development of service delivery mechanisms and effective enforcement is vital. Budget allocations need to be increased and the capacity of service providers improved.
- In implementing national strategies to increase children's access to justice and their care and protection within the justice system, regulations need to be finalized and disseminated and capacity of justice actors built to develop referral mechanisms and services to safeguard children and make child protection actors accountable. This will pave the way for the establishment of additional juvenile courts with the mandate to adjudicate cases relating to children in conflict with the law and children in need of care and protection.
- Building knowledge, skills and capacity is vital to ensure that lawyers, judges, police, social welfare officers, health officers, education professionals and other front-line workers know how to implement the Law of the Child Act; understand the factors that expose children to the risk of abuse and neglect; and can put in place appropriate measures for prevention and response.
- Efforts are under way to strengthen referral pathways and services, including the Child Helpline, consistent with provisions of the National Plan of Action for the Prevention and Response to Violence against Children (2013-2016).

- A major impetus will be the ongoing drive to implement the national birth registration strategy for children under five.
- The national momentum around addressing violence against children has generated energy at the district level. As the fifth year of implementation of the child protection systems-strengthening initiative begins, there is tangible evidence of growing Government commitment.
- In scaling up district child protection systems, partners (LGAs, NGOs, UNICEF and others) will need to ensure that tools are also developed to measure and analyse outcomes and coordinate capacity-building efforts.
- Further action is required to support consistent enforcement of the new regulatory framework to LGAs responsible for delivering child protection services.
- Data collection systems must be institutionalized to maximize the use of data and ensure that policy and programming are based on strong evidence. The 2014 global evaluation of UNICEF-supported work on violence against children clearly demonstrates the conditions necessary for successful scale-up. Additionally, an impact review of child protection budget guidelines showed an increase in allocation for child protection activities at LGA level in 13 of the 16 districts reviewed.
- In the second phase of the system strengthening work, more focus will be on preventing violence. This work will emphasize efforts to change social and gender norms, working with parents, teachers, children, young people and the media for wider distribution of messages.

Glossary

Child protection system: A set of laws, policies, regulations, services and capacities designed to monitor and oversee child protection needs across all social sectors – especially social welfare, education, law enforcement and justice – to prevent and respond to protection-related risks.

Justice for children: Ensuring that the legal and regulatory framework is in place to protect children from abuse, exploitation, violence and neglect; that this framework can be enforced through a justice system that is accessible, affordable, efficient, effective and child-friendly; and that children who come into conflict with the law are treated in a manner that promotes their rehabilitation and reintegration, respects their rights as set out in the international juvenile justice framework, and recognizes that most child offenders are children in need of care and protection.

Most vulnerable children: Tanzania currently defines most vulnerable children as girls and boys under the age of 18 living in extreme conditions with significant unmet needs in terms of care, education, health care, food/nutrition, shelter and HIV/AIDS services that endanger their health, well-being and long-term development. These children, who are the focus of the second National Costed Plan of Action for Most Vulnerable Children 2013-2017, include children who are:

- Living in extremely poor households
- Living in households with an elderly (60 years or older) or chronically sick caregiver
- Orphaned
- Disabled
- Living with a chronic illness (including HIV)
- Living in child-headed households
- Living or working on the streets
- Considered to be at risk of or suffering from violence, abuse and/or neglect
- Considered to be at risk of or in conflict with the law
- Living in institutional care
- Born in prison or accompanying their mothers in prison or remand prisons
- Involved in the worst forms of child labour, sexual exploitation, illicit activities, paid domestic work, or work that consistently interferes with school attendance, or are victims of child trafficking
- Considered to be at immediate risk for other reasons such as substance abuse or displacement due to human-caused or natural disasters.

Child marriage: A formal marriage or informal union in which a girl lives with a partner as if married before the age of 18.

Hazardous child labour: Children are considered to be engaged in hazardous labour if they are under age 15 and work for more than 14 hours per week on economic or housekeeping activities, whether or not they are attending school; or if they are 15 to 17 years and work over 43 hours per week or work 14 or more hours per week while also trying to attend school.

Acronyms

CDO	Community development officer
DSW	Department of Social Welfare
FGM/C	Female genital mutilation/cutting
ILO	International Labour Organization
LGA	Local Government authority
MCDGC	Ministry of Community Development, Gender and Children
MDAs	Ministries, departments and agencies
MDG	Millennium Development Goal
MKUKUTA II	National Strategy for Growth and Reduction of Poverty for Mainland Tanzania
MoHSW	Ministry of Health and Social Welfare
MTEF	Medium-term expenditure framework
MVC	Most vulnerable children
MVCC	Most Vulnerable Children Committee
NCPA	National Costed Plan of Action
RITA	Registration, Insolvency and Trusteeship Agency
SWO	Social welfare officer
UNHCR	United Nations High Commissioner for Refugees