



TANZANIA

AS A PATHFINDER

TO END VIOLENCE AGAINST CHILDREN



endviolence

global partnership to end violence against children

Discussion Paper
April 2016

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Key findings

- **Solid foundation.** Tanzania has demonstrated increased commitment to ending violence against children since the publication of the Violence Against Children survey in 2011. Both the mainland and Zanzibar subsequently implemented multi-sectoral national plans of action to prevent and address violence.
- **Commitment.** The governments of Tanzania mainland and of Zanzibar are committed to making SDG16.2 (and related targets to end all forms of violence against children) a priority. Both governments are interested in becoming pathfinders for the Global Partnership to End Violence Against Children.
- **Urgency.** The first generation of multi-sectoral plans to prevent and address violence have expired or will do so soon. This creates the risk of a loss of momentum as the new government's first full fiscal year begins in July 2016. Government stakeholders are determined to agree new plans ahead of this deadline and to be ready to announce commitments at the Partnership's Global Call to Action event (also in July). There is an appetite to work with and learn from other pathfinder countries.
- **Consensus.** Partners in Tanzania agree that priorities for the new plans include: (i) greater integration, bringing together many overlapping plans and strategies, with a single plan to end all forms of violence against both women and children; (ii) renewed ambition and a focus on demonstrating measurable impact for women and children; (iii) increased focus on prevention, using the new global 'package' of violence prevention strategies as a framework; (iv) a new emphasis on action to address values, social norms and attitudinal change; (v) greater use of the best available evidence from Tanzania and globally; (vi) increased political will and a strengthened movement to end violence against children; (vii) higher level and more streamlined coordination at national levels and improved coordination at local levels, to reduce duplication and increase impact; (viii) greater financial commitment; and (ix) improved monitoring and evaluation.
- **Partnership.** To seize this opportunity for children, government and other partners must work together effectively on both the mainland and Zanzibar. Cooperation across ministries will be essential, with leadership from the Prime Minister's Office and from the Ministry of Health, Community, Development, Gender, Elderly and Children (Tanzania) and the Ministry of Empowerment, Youth, Social Welfare, Women and Child Development (Zanzibar). Civil society and faith based organisations will make an essential contribution, while the private sector's role could be enhanced. Development partners will play a catalytic and supportive role.
- **Next steps.** Immediate priorities are to (i) form a working group on the mainland and in Zanzibar; (ii) analyse lessons learned and strengthen the case for investment and action; (iii) invest in outreach, consultation and advocacy; (iv) run a dynamic planning process, using the global prevention package as a framework and drawing on the methodology Tanzania has developed for its *Big Results Now!* initiative; (v) finalise and agree plans for the mainland and Zanzibar; and (vi) ensure that the government is ready to announce ambitious commitments to ending violence at the Global Call to Action, which will form part of the High-Level Political Forum in New York in July 2016.

Introduction

In 1996, the United Nations Secretary-General submitted to the General Assembly a landmark report on children and armed conflict, and in 2006, an equally important report on ending violence against children.¹ These reports set an agenda for tackling violence against children that has been taken forward by the Special Representatives of the Secretary-General on Violence against Children, and for Children and Armed Conflict, and by the Committee on the Rights of the Child.²

National governments, international organisations, civil society, faith-based groups, academics and other experts have all emphasised the need to agree and deliver integrated strategies to prevent and address violence that draw on resources from all parts of society. Data on prevalence and evidence for what works to prevent violence has steadily grown.

Agenda 2030 provides a focus for renewed ambition. It recognises that peace and sustainable development are interlinked, and sets targets to end all forms of violence against children. The Global Partnership to End Violence Against Children provides a platform for all partners to work together to deliver these targets.

The partnership's zero based strategy has three objectives:

1. **Build political will to end violence against children**, by making violence prevention a global policy priority.
2. **Work with countries to accelerate action to tackle the violence children face**, by supporting 'pathfinder countries' to prevent and respond to violence.
3. **Help countries to work together to tackle violence against children**, by combatting transnational threats and creating a platform for sharing knowledge, standards, norms, etc.

Under objective 1, WHO, UNICEF, UNODC, the World Bank, the Pan-American Health Organization, Together for Girls, and the Centers for Disease Control and Prevention have come together to develop a package of evidence-based interventions for preventing violence. This package, which will be endorsed by other partners, provides a comprehensive approach to violence prevention and will be launched at the Partnership's 'Call to Action' in July.

Under objective 2, the partnership is working with a diverse set of pathfinder countries who are prepared to step up for children and who are committed to accelerating efforts to make children safe. Strong political will is essential to becoming a pathfinder country, with pathfinders represented at a senior level at the Partnership launch.

In each pathfinder country, the aim is to build on the progress countries have already made to prevent and address violence, and provide a platform for renewed ambition. There is an opportunity to align national commitments with the ambitions of Agenda 2030 to end all forms of violence against children (SDG16.2) and related targets. The package of prevention strategies can be used to increase commitment to and resources for prevention, based on the best available evidence.

This report is based on a pathfinder scoping visit to Tanzania and is the first step on the road to Tanzania becoming a pathfinder country, based on its national commitment to preventing and addressing violence and as part of its plans to implement Agenda 2030. It represents an important first step for Tanzania on the road to pathfinder status (for an overview of the pathfinder process, see below).

This discussion paper is based on workshops, interviews and discussions with national partners, supported by insights from international partners. It:

- Provides an overview of the prevalence of violence against children in Tanzania and of attitudinal research on the nature and drivers of that violence;
- Discusses the first generation of multi-sectoral plans, evidence for their impact, and the platform they provide for a new generation of plans and action;
- Explores possible directions for Tanzania as a pathfinder, based on the views of national partners
- Sets out a series of next steps that were developed in the final workshop of the scoping visit.

It should be underlined that this paper is presented as a draft for discussion by partners, not a set of firm recommendations for implementation. The Global Partnership to End Violence Against Children is not an entity in its own right, but a platform that aims to strengthen the movement to end violence against children both globally and at national levels. Tanzania is one of the first countries to explore pathfinder status, with the Partnership aiming to support this process, not to lead or direct it.

Becoming a Pathfinder

Ahead of Launch

- Initial expression of interest from the government
- Appoint a champion or convener to lead the process
- Initial scoping visit
- Develop roadmap of commitments
- Identify the resources needed

Partnership Board

- Confirm criteria for being accepted as a pathfinder country
- Review and endorse each pathfinder's roadmap

Global Call to Action

- Partners launch the global package of prevention solutions
- Pathfinders announce their commitments

After the Launch, Pathfinders:

- Strengthen national movements to end violence and connect them to the global movement
- Monitor progress on delivery of the commitments
- Set targets and report annually on delivery
- Share learning and celebrate success with other pathfinders

One | Tanzania's Response to Violence Against Children

Violence in Tanzania

Tanzania was the first African country to complete a national survey on violence against both boys and girls.^{*3} The *Violence Against Children in Tanzania Study* was undertaken in 2009 by a national Multi-Sector Task Force (MSTF) chaired by the Ministry of Community Development, Gender and Children.⁴ The survey also covered Zanzibar, where the research was led by a Multi-Sector Task Force chaired by the Ministry of Social Welfare, Youth, Women and Children Development.⁵

The research revealed very high levels of physical, sexual and emotional violence in childhood, leading to increased incidence of mental and physical health problems (see infographic on page 6). Perpetrators of violence are usually known to children, while uptake of services is low. Levels of violence in Zanzibar were broadly similar to data for all of Tanzania.[†]

As a follow up to the 2009-11 research, a new study explored attitudes to and drivers of violence against children, and factors that prevent violence and protect children. The draft report finds a strong divergence in the views of children themselves, and their parents and other adults.⁶

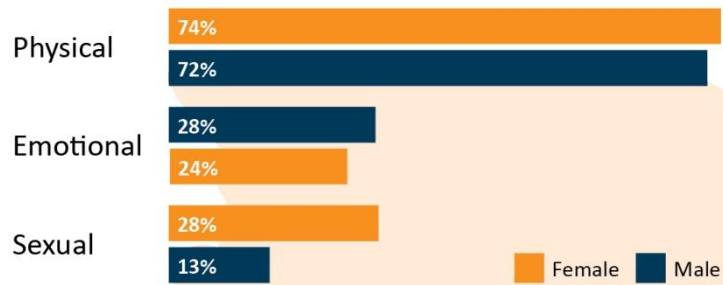
Adults	Children
<ul style="list-style-type: none"> Accept violence against children is a serious problem and tend to believe it is getting worse. See girls as more vulnerable to violence than boys, and believe street children, orphans, and children with albinism or other disabilities are most at risk. Think that physical discipline is acceptable, but condemn more extreme forms of physical punishment – such as burning, cutting, or hanging children from trees. May cross these boundaries when angry, affected by alcohol or drugs, or convinced that a beating is not a sufficient punishment. Believe sexual violence is unacceptable, but may tacitly condone the behaviour of perpetrators for cultural reasons or in deference to male authority figures. Sometimes justify abusive practices such as female genital mutilation and child marriage for cultural reasons, or child labour for economic reasons or as a form of punishment. 	<ul style="list-style-type: none"> Strongly criticise all forms of violence and want a transformation in the way they are treated by their families, teachers and communities. Feel that they are frequently punished unfairly, causing them to resent those who are supposed to care for them, and consider running away from their homes or schools. See physical punishment as a gateway to other forms of physical, sexual and emotional abuse. Speak powerfully of the impact that violence has on them, with even moderate physical and emotional violence causing significant and lasting trauma. Say they often live in fear and believe they are not loved, nurtured or respected. Often have no-one to turn to when they experience violence, and describe a culture of fear and silence, where their experience of violence is disbelieved, ignored or dismissed. Argue for more positive approaches to parenting, for a ban on physical discipline in school, and for their communities to be made safe for them to live in.

^{*} The Violence Against Children Survey (VACS) is a cross-country household survey introduced by the Together for Girls partnership which includes five UN agencies, the government of the United States and Government of Canada, several private sector organizations and more than 15 implementing country governments in Africa, Asia and the Caribbean. UN partners are led by UNICEF and include UNAIDS, UN Women, WHO and UNFPA. The United States and Canada are represented by their respective agencies, the U.S. Centers for Disease Control and Prevention's Division of Violence Prevention; the U.S. President's Emergency Plan for AIDS Relief; the U.S. Agency for International Development; the U.S. Department of State's Office of Global Women's Issues; and the Government of Canada. Private sector partners are Grupo ABC, BD (Becton, Dickinson and Company), the CDC Foundation and the Nduna Foundation.

[†] Prevalence of sexual violence against girls was lower in Zanzibar than in Tanzania as a whole, and was lower for girls than for boys. It is unclear whether this finding reflects differences in reporting by girls or is an accurate reflection of different patterns of violence.

Violence Against Children in Tanzania

Prevalence



"If a child arrives late is likely to be beaten by teachers, if they walk out very early, is likely to be raped or harmed"

Boy, Kasulu

Incidents of sexual violence most commonly took place in someone's house, school or travelling to and from school.



Perpetrators

Physical

1. Relatives
2. Teachers
3. Other Authority Figures

Emotional

1. Relative
2. Authority Figure
3. Neighbour

Sexual

1. Dating Partner
2. Neighbour
3. Stranger

38%

of sexual violence perpetrators were at least 10 years older than their female victim.

"To beat a child is a normal thing and we believe the only way to rectify a child"

Father, Magu

Seeking Help

52% of girls and **31%** of boys told someone they had experienced sexual violence...

...**22%** of girls and **12%** of boys sought services and support...

...**13%** of girls and **4%** of boys **received** them.

"If you report an incident to the police the society might hate or even discriminate you"

Boy, Pemba



Consequences

"I don't like being raped because that may result into pregnancy and HIV/AIDS"

Girl, Mufindi

Tanzanian victims of violence are more likely to suffer from:



Depression **13%**
Anxiety **12%**



Poor Health* **10%**



Suicidal thoughts* **5%**

* Females who have experienced sexual violence in their childhood

Commitment to End Violence

The findings from the Violence Against Children (VAC) study led to strengthened national and local commitment to end violence, both on the mainland and in Zanzibar.⁷

When the report was published in 2011, the Minister for Community Development, Gender and Children described violence against children as “a major threat to national development” and committed the government to “zero tolerance on child abuse and violence.”⁸

She promised that the government would lead urgent efforts to translate the research into action:

Responses are required across all sectors – including health, social welfare, education, justice – and at all levels – national, regional, district and lower levels. Civil society groups and individual citizens all have important roles to play.

Similar commitments were made in Zanzibar, with the government moving rapidly to improve legal protections for children and to implement a multi-sectoral response to violence.⁹

Levels of political will should not be overstated, however. A relatively small group of ‘insiders’ – those who work on child protection and violence prevention from various sectors – have become committed champions for ending violence, but their call to action is yet to penetrate the mainstream.

In particular, the case for investment in ending violence has not been fully made. Awareness remains limited of the serious human, social and economic impacts of high levels violence, while senior decision-makers are yet to be convinced that a systematic approach to prevention could lead to significant improvements in outcomes for children.

There is, however, a solid track record of success to build on, based on a series of ‘first generation’ plans for ending violence.

- Under the leadership of the Minister for Community Development, Gender and Children, the Multi-Sector Task Force launched an initial one-year plan (**From Commitments to Action**) in 2012.
- This was succeeded by an integrated, multi-sector **National Plan of Action to Prevent and Respond to Violence Against Children** for July 2013 to June 2016.¹⁰ This plan is summarised on page 8.
- On the mainland, the **Law of the Child Act** was passed in 2009, and Zanzibar passed the **Children’s Act** in 2011, providing a legal framework for ending violence. The latter was recently awarded the ‘Gold’ **Future Policy Award** by the World Futures Council for its innovation in promoting and protecting children’s rights.¹¹
- The government of Zanzibar also agreed a **National Plan to Respond to Violence Against Children in Zanzibar** (2011-2015). Its vision was to “establish a national child protection system in Zanzibar, including laws, services and practices, that comprehensively prevents and protects children against violence, abuse, neglect and exploitation”¹² (see page 9 for a summary).
- A number of **additional plans and strategies** have also been published, including for vulnerable children,¹³ female genital mutilation,¹⁴ child justice reform,¹⁵ strengthening police response to gender-based violence and child abuse,¹⁶ child labour,¹⁷ trafficking,¹⁸ and for communication and advocacy to end violence.¹⁹ Most of these plans have either expired or will shortly do so.

Multi-Sector National Plan of Action to Prevent and Respond to Violence Against Children (2013-2016)

Vision

A society where children grow up free from all forms of violence, abuse, neglect and exploitation and receive quality services to achieve their full potential as healthy, productive citizens of Tanzania

Mission

To guide the provision of quality violence prevention and response services as part of the national child protection system through multi-sectoral collaboration

Priority responses:

Community Development, Gender and Children	Promoting awareness and addressing social norms for prevention of violence
Social Welfare	Setting the regulatory frameworks and coordinating the child protection system
Health	Providing frontline medical response to gender-based violence and violence against children
HIV and AIDS	Addressing violence as a core strategy for prevention of the epidemic
Justice	Strengthening access to justice for child victims of violence
The Police	Building a police force with specific services and provision for women and children at risk
Education	Creating safer schools to protect children from violence
Local Government	Taking policy commitments to action on the ground
Civil Society	Working with government as part of a national response
The Inter-Religious Council of Peace Tanzania	Providing a moral authority and extensive reach in the fight against child violence

Delivery:

Multi-Sector Task Force

Oversight, policy guidance and coordination

Secretariat

Administration of Task Force (provided by Unicef)

Chair and Secretariat

Resource mobilisation, partnership building and South-South cooperation

National Plan to Respond to Violence Against Children in Zanzibar (2011-2015)

Vision

To establish a national child protection system in Zanzibar, including laws, services and practices that comprehensively prevents and protects children against violence, abuse, neglect and exploitation

Mission

To create a society in Zanzibar that is free from Violence Against Children

Objectives:

The Legal Framework Develop a comprehensive national legal framework to strengthen the protection of children from violence, abuse, neglect and exploitation

Justice and the Police Build a police force and justice system with specific services for women and children at risk

Health Provide specialised medical services and care to child victims of abuse and violence

Education Create safer schools to provide care and protect children from violence

Ministry of Social Welfare, Youth Women and Children Development Monitor and coordinate national child protection response

Civil Society and Community Work with partners to prevent, identify, report and respond to violence against children

Public Awareness and Media Promote awareness about violence against children and available services and response mechanisms

Delivery:

Multi-Sector Task Force

Oversee planning and implementation

Chair

Convene Inter-Sectoral Committee to monitor and record progress

Senior Sector Management Committee

Review and report to Inter-Ministerial Executive Committee

Implementation of the National Plans

A recent annual report, combined with other sources and stakeholder interviews, provides insight into implementation on the mainland of the national plan to prevent and address violence.²⁰

- **Legal protections** have been strengthened, with progress towards more child-friendly police and justice systems, improved surveillance and referral from the health system, and some high-profile prosecutions that have helped expose the serious threat posed by violence. However, not all forms of violence and abuse are prohibited, while reporting levels remain low and impunity the norm.
- **Child protection systems** are in place in 33 districts (out of 183), with standard training materials and operating procedures developed for those working with children in the social welfare, community development, health, education, police and justice sectors.²¹ One-stop centres for survivors of violence have been created in some major hospitals and Gender and Children Desks in some police stations. A child helpline has been established to improve support and referral.
- **Prevention approaches** have begun to be implemented, especially in the area of parenting, but interventions are often small scale and are not yet strategic. In parenting, for example, a recent review identified the need for a comprehensive parenting framework, a minimum 'package' of interventions, and greater efforts to align the efforts of implementing partners.²²
- **Social norms** have been addressed through local radio, networks of community facilitators, and through Peace Clubs and other peer-to-peer approaches. Campaigns have been run on ending early marriage and eliminating female genital mutilation. A strengthened civil society alliance has played an important role in advocacy and the promotion of non-violent values, including at a community level. Religious communities have shown leadership in protecting children from violence.
- **The voice and participation** of children has been enhanced through the development of a national Child Participation Toolkit, training of peer educators from primary schools, and the establishment of Junior Councils in more than two-thirds of districts.
- **Data and evidence** has seen significant investment, through multiple studies and mapping exercises and the implementation of a Child Protection Management Information System in ten districts. However, reporting of data is often inadequate, and Tanzania lacks the readily accessible indicators and evidence that is needed for effective decision-making.
- **International cooperation** has helped support national efforts to address and prevent violence, while Tanzania's leadership and experience has proved useful in other countries.

Zanzibar developed a results and performance matrix to track the implementation of its national plan, although this matrix has not been regularly used. However, partners in Zanzibar report a track record on implementation that is broadly in line with the mainland.

The action plan has allowed a solid foundation to build on for addressing violence in Zanzibar, based on a multi-sectoral commitment to strengthening child protection systems. Delivery has only been partial, however, and prevention has not been made a priority.

While Tanzania has made important progress since 2011, challenges remain. Based on the annual review of the mainland's action plan, other reports and publications, and interviews with stakeholders, four major themes can be identified. Stronger coordination is needed at a higher level,

greater investment is needed, prevention must be strengthened, and concerted efforts are needed to reinforce social norms and values that protect children.

Coordination	<ul style="list-style-type: none"> Multi-sector task forces have improved cooperation at a technical level, but inter-ministerial coordination system is not working effectively. Fragmented actions plans; each require their own coordinating structure, creating duplication and reducing incentives for senior participation. Influential actors not fully involved (Ministry of Finance, President's Office Planning Commission, and the National Bureau of Statistics, etc.). Untapped potential to prevent violence in sectors such as education and health, which have large workforces working with children. Integration weak with social protection and other policies that economically empower families, weakening the protective environment for children.
Resources	<ul style="list-style-type: none"> Universal consensus that greater investment is needed in preventing and addressing violence. Public sector budgets inadequate at national and local levels. Case for investment is yet to be made. Only limited understanding of the cost of inaction. Implementation heavily dependent on development partners and other funders such as foundations.
Prevention	<ul style="list-style-type: none"> Argument that <i>no violence against children is justifiable; all violence against children is preventable</i> not fully accepted. No strategic approach to achieving measurable and sustained reductions in the prevalence of violence. Lack of knowledge among partners as to what works to prevent violence.
Norms and values	<ul style="list-style-type: none"> A lack of knowledge and awareness identified as a serious obstacle to action by most implementing partners. Violence prevention not yet a priority for policymakers and other decision-makers, influencers and opinion-makers, or the general public. Social norms in families, schools, communities and the wider society often condone violence, inhibit reporting, or shelter perpetrators.

Two | The Next Generation of Action to End Violence

Strategic Overview

Section One of this report summarised action that has been taken in Tanzania, both on the mainland and in Zanzibar, to prevent and address violence since the publication of the Violence against Children study in 2011.

These findings are reviewed in the SWOT analysis on page 13. Based on recent reviews and other published sources, and the views expressed in interviews and workshops with partners in Tanzania, it is clear that the current work to prevent and address violence has:

- Important **strengths** that offer a solid foundation for scaling up and for greater ambition. However, these strengths are not always fully understood and appreciated by senior decision-makers, weakening the case for further investment and action.
- Significant remaining **weaknesses** that leave very large numbers of children vulnerable to violence. The first generation of strategies and plans are too fragmented and poorly resourced to have impact at a scale needed to significantly reduce the prevalence of violence.

Partners in Tanzania are agreed on:

- The **opportunity** to take action to end violence against Tanzania's children onto the next level, using SDG16.2 and other violence prevention targets to provide common strategic direction and to strengthen the national partnership to end violence.
- The **threat** posed by a loss of momentum, with the first generation of action plans expiring on both the mainland and in Zanzibar, and no successor plans yet in place.

There is agreement that pathfinder status will help Tanzania build on these strengths, with Agenda 2030 providing a catalyst for greater ambition, urgency and coherence. Using the Global Partnership to End Violence Against Children offers a platform which will help:

- **National partners** deliver measurable and sustained reductions in the levels of violence children face, drawing on the capacity and comparative advantage of all sectors and parts of society.
- **International partners** to support national action through the provision of expertise, evidence, and resources, building on their existing commitments to preventing and addressing violence in Tanzania.

Pathfinder status is seen as an opportunity by Tanzania's government because it will provide a focus for urgency and ambition, and for uniting all partners behind a common strategic direction.

It will enable Tanzania to work with other pathfinder countries and to play a full role in a growing global movement that is coalescing behind the need to invest in and implement solutions that will keep children safe, and which supports the voice and advocacy of children themselves.

The timing is perfect. A new generation of integrated and comprehensive plans to end violence must be agreed before the new financial year begins in July 2016. This will ensure that the prevention of violence against children is high on the new government's agenda. Commitments from these plans can be announced at the Partnership's Global Call to Action which will also be held in July, and summarised in a brief 'roadmap' for publication with the commitments of other pathfinder countries.

Ending Violence Against Children in Tanzania (Mainland & Zanzibar)

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Publication of prevalence survey in 2011 put violence onto policy agenda. ▪ Awareness appears to have increased (decision-makers, public, children), but from a low base. ▪ Active civil society alliance, religious leaders and faith based groups proving influential. ▪ Multi-sectoral response – across government, and between government and other actors. ▪ Cross-sectoral task force effective at a technical level. ▪ Strengthened legislative framework. ▪ Integrated action plans to prevent and address violence (though Zanzibar expired June 2015, Tanzania expires June 2016). ▪ Encouraging track record of success in implementing the plans (though this is poorly documented). 	<ul style="list-style-type: none"> ▪ No data on trends; weak monitoring and evaluation; not accessing the best international evidence. ▪ Understanding of the threat posed by violence is still limited, including among policymakers, opinion formers and professionals. ▪ Inter-ministerial coordination at a political level is inadequate. ▪ Enforcement of laws is weak, due to failures of justice systems and cultural factors (victim blaming and shaming, etc.). ▪ Fragmented plans (violence, vulnerable children, child labour, FGM, etc) has led to multiple coordination structures. ▪ Successes are modest when compared to the scale of the problem and the ambition of SDG16.2 and other Agenda 2030 targets to end violence.
Opportunities	Threats
<ul style="list-style-type: none"> ▪ Substantially increase political will and awareness among professionals (teachers, police, health workers, etc.), families, and children. ▪ Coordinate action to end violence at a higher level on both the mainland and Zanzibar. ▪ Capitalise on the new ministry with responsibility for children, health, community development etc. ▪ Develop a next generation action plan to prevent and address all forms of violence against women and children for both the mainland and Zanzibar, increasing ambition and cutting duplication. ▪ Make a major shift to prevention, using all seven elements of the new global package: (i) parenting; (ii) life skills/education; (iii) treatment/support; (iv) legal protections; (v) social norms; (vi) economic empowerment; (vii) safe environments. ▪ Expose the cost of inaction and build a compelling investment case. Create strategies for finance, data and evidence and M&E. ▪ Strengthen the movement to end violence through a focus on prevention and solutions. ▪ Use the Global Call to Action to increase urgency and ambition and the Global Partnership to network Tanzania to other pathfinders. 	<ul style="list-style-type: none"> ▪ Failure to develop a holistic vision for the role that investing in children will play in Tanzania's future. ▪ The need to invest in children might not fully be reflected in Tanzania's Second Five-Year Development Plan (2016/17-2020/21) – and the equivalent strategy for Zanzibar. ▪ Plans to end violence against children lapse and there is a loss of momentum. ▪ Failure to convince decision-makers with real political and budgetary power of the case for action. ▪ Insufficient scale and ambition; or ambition not matched by resources. ▪ Integrated approach to violence against women and children sees needs of boys neglected. ▪ Interest groups emerge to lobby for separate issue-specific plans. ▪ Political uncertainty delays progress in Zanzibar. ▪ Advocacy on values and norms creates backlash. ▪ Lack of data or indicators to show whether prevention is working. ▪ Failure to move fast enough to seize opportunity presented by Global Call to Action.

Shaping Future Action to End Violence

The next generation of plans to prevent and address violence are likely to be most effective if they are shaped by four strategic shifts.

1. Embed action to end violence within a broader vision for Tanzania's children.

In Agenda 2030, all governments committed to fostering peaceful, just and inclusive societies that are free from fear and violence, stating that “there can be no sustainable development without peace and no peace without sustainable development.”²³ The agenda makes a commitment to:

A world which invests in its children and in which every child grows up free from violence and exploitation.

The link between violence prevention and a broader agenda for children is an important one. Violence will make it impossible to deliver other SDGs for children, putting goals for poverty, hunger, health, education, gender equality, and water and sanitation out of reach. Equally, it will be impossible to prevent violence unless all sectors unite to make societies safe for children.

This is especially the case for children that are most likely to be *left behind* by sustainable development. Violence and abuse are drivers of their exclusion, while poverty puts them at greater risk of further marginalisation.

This is clearly the case in Tanzania, where very high rates of violence can only be reduced if all parts of society work together to create an environment in which children can thrive. That means building a common vision of a country where all children are:

- Free from poverty, healthy and active, and properly fed (SDG1-3, 6).
- Well-educated and continually learning (SDG4).
- Able to benefit from and share in sustainable economic growth (SDG7-10).
- Free from discrimination in all its forms, listened to and respected, and enabled to make a positive contribution to a peaceful and well-governed society (SDG5, 11, 16).
- And safe and protected from all forms of violence and abuse (SDG16.2, 5.2, 5.3, 8.7, 4.7, 4.a).

2. Make a compelling case for investing in children and in violence prevention.

Tanzania's vision is to become a middle income country by 2025.²⁴ An early draft of the Framework of the Second Five-Year Development Plan provides insights into the debate around a planning framework that will guide the new government's decisions and priorities in all sectors and ministries.

The framework recognises that the country's future relies on a virtuous cycle where growth provides the fiscal space for investment in human capital, while human capital creates the conditions where growth can be sustained. Similar thinking is believed to influence Zanzibar's national development strategy, which is also currently being developed.

The case for investing in children is strong, with investments in social protection systems, nutrition, education, health, and gender equality all yielding substantial economic returns, especially as a society becomes more developed and must compete with workforces across a

globalised economy. Moreover, the return on investment in any single outcome for children will be maximised through an integrated approach.

A failure to invest in violence prevention will have a negative impact on growth, and will also reduce the impact of investments that are being made by government (and by families) in health, education, nutrition and other sectors. Some of the evidence for the triple burden of violence – physical, social and economic – is summarised below.

Body & Brain

Studies of abused children show:

- Parts of their brain can be **6%** smaller than in non-abused children, affecting their cognitive development
- Their brains have similar patterns of activity to soldiers **exposed to combat**



50% of all children in Africa are at risk, as violence threatens the development of over **200 million** brains each year.

In Tanzania, sexually abused girls are **twice as likely** to report symptoms or a diagnosis of a sexually transmitted infection in the past year.

Development & Relationships

Exposure to violence makes it hard for children to form normal relationships

Studies of children exposed to domestic violence show:

- **One third** becoming aggressive themselves
- **One in five** act out or have difficulties making friendships



In Tanzania, men abused sexually as a child are almost **twice as likely** to have had unsafe sex or multiple sexual partners in the past year.

Lost Potential

Globally, violence against children is estimated to cost up to **\$7 trillion**, 8% of global GDP.

In Tanzania, containing violence in general is estimated to cost over **\$6.5 billion**, 7% of the national GDP.



Vulnerability to Violence

Studies on child abuse have shown that:

- Girls who are raped as children are **two to three times more likely** to be sexually assaulted after the age of 16
- Abused boys are up to **17% more likely** to be violent to their partners in the future



In Tanzania, girls abused physically by relatives are **9%** more likely to say it was acceptable for a husband to beat his wife.

3. Be much more ambitious about preventing violence

There is consensus that both the mainland and Zanzibar need to place much greater emphasis on violence prevention, with the aim of achieving significant and measurable reductions in violence.

Policymakers and other stakeholders have requested guidance on what works to prevent violence, ensuring that the new generation of plans are based on the best available evidence, both from Tanzania and internationally.

The new package of evidence-based prevention strategies, which is in the process of being agreed by a working group led by WHO, offers a framework that has the potential to guide the development of the new plans. This package integrates response to violence into a broad approach to prevention, and the current draft has seven main components:

- **Teach positive parenting skills.** Educate parents and caregivers on positive parent-child interactions and non-violent discipline.
- **Help children develop social-emotional skills and stay in school.** Increase school enrolment and attendance and strengthen social-emotional learning including communication and problem solving, empathy, emotional regulation, conflict management and relationship skills.
- **Raise access to health, child protection and support services.** Enable children and adolescents to safely report incidents of violence and ensure timely access to quality professional support for both victims and perpetrators to help them cope and stop the cycle of violence.
- **Implement and enforce laws that protect all children.** Implement and enforce laws and policies that help address violence against children and hold perpetrators accountable.
- **Values and social norms that protect children.** Introduce norm-changing activities, combined with legislation or life-skills training, and community mobilisation programmes, to strengthen positive, non-violent alternatives to harmful gender and parenting norms.
- **Economically empower families.** Introduce economic empowerment programmes such as cash transfers combined with other interventions, for example parental training, along with or group savings and loans or micro-finance combined with gender norms and/or equity training.
- **Support environments that are safe.** Modify characteristics at community level and adopt sustained approaches that establish a positive climate to create safe environments for children. For example, built a positive 'school climate', introduce lighting to improve children's journeys to schools or address 'hot spots' for violence.

The package also includes two overarching components to ensure that countries have the tools and resources needed, which include: (i) systems for ensuring multi-sectoral coordination and delivery of evidence-based prevention programmes and services; and (ii) surveillance, monitoring and evaluation.

Given the body of evidence that has been used to inform agreement of each strategy, and the degree of consensus that is emerging behind the package, there is an important opportunity for Tanzania to be an 'early adopter' of the new model, tailoring each element of the package to its socioeconomic and cultural context, and to the needs of girls and boys, and to all age groups.

There is also an opportunity to strengthen the role of key sectors in preventing violence and protecting children, in particular health and education, given the size of their ‘front line’ workforces. For health, the proposed Global Plan of Action to strengthen the role of the health system in addressing violence against children should provide a focus for strengthening leadership, advocacy and governance of the health system in addressing violence.²⁵

New and emerging transnational threats to children could also be addressed in the next generation of the action plan, drawing on international models and alliances as appropriate. For example, partners in Tanzania have called for greater focus on online sexual exploitation.

4. Build a dynamic movement to end violence against children in Tanzania.

Agenda 2030 represents an opportunity to move beyond business-as-usual models, with the world’s leaders describing the agenda as “setting out a supremely ambitious and transformational vision” and calling for a similarly ambitious and innovative approach to implementation, drawing on the strengths of all sectors and stakeholders, and mobilising all available resources.

In delivering SDG16.2 and related targets to end violence against children, Tanzania has an opportunity to build on past successes through:

- **More dynamic approaches to planning.** Recent years have seen the development of best practice models for developing national action plans to end violence.²⁶ A number of initiatives have also been created to accelerate the delivery of national goals and targets, including Big Results Now! (BRN) in Tanzania. BRN was created to transform the way government works through stronger prioritisation; a more rigorous approach to delivery, supported by regular monitoring of performance data; and transparent performance management.²⁷ While this will not be a formal BRN project, there is an opportunity to learn from BRN methodology and experience, ensuring that the new generation of plans match the scale of the ambition to achieve measurable reductions in violence.
- **Co-creation of the next generation of plans to end violence.** The new generation of plans will cover all forms of violence against children (and possibly against women too), offering an opportunity to reduce fragmentation and increase scale. This makes it essential that all implementing partners are *actively* involved in the development of the plans, and are also able to draw on relevant national and international expertise. Central to the BRN methodology is the ‘lab’ which brings together experts and stakeholders to “find solutions to a complex problem based on clear and rigorous analysis and prioritisation” with the aim of developing detailed implementation plans with measurable key performance indicators.²⁸ This approach, which is now well known with the Tanzanian system, would make it more likely that the new plans are effective performance management tools, while increasing ownership from all sectors and stakeholders.
- **Broad mobilisation behind delivery.** A vibrant social movement will be needed to deliver the new plans. The government aims to establish coordination structures at a more senior level, with leadership from the Prime Minister’s Office for the mainland plan. The health, education, justice and social welfare sectors are among those that must play a leadership role, while there is an opportunity for greater alignment and ambition from civil society, faith-based groups, the private sector, academia, development partners and other constituencies. More strategic approaches will be needed to advocacy, campaigning and communications, both to galvanise the movement and give it direction, and to promote

values and social norms that protect children. An investment case will be needed to support each of the plans and a strategy for progressively increasing financing over the course of the plan. Performance management and monitoring and evaluation will require a 'data revolution' that aims primarily to increase the availability of open, near-real time and disaggregated data.*

* There will be an opportunity to draw on the indicators that are being developed for the violence prevention package.

Three | Action Plan

The following next steps were developed during the scoping study's final workshop. They provide the skeleton for an action plan that can be debated and further developed by partners within Tanzania who will lead on the planning process.

1 Expression of interest.

A formal expression of interest will confirm that the governments of Tanzania and Zanzibar intend to work towards pathfinder status, with the intention of announcing commitments at the Global Call to Action event in July.

- Government of Tanzania to make a formal expression of interest in becoming a pathfinder (in progress).
- Communicate formal launch of planning and pathfinder process to all interested partners on the mainland and in Zanzibar.
- Publish letter of intent on the website of the Global Partnership to End Violence Against Children.

2 Rapid consultation on next steps.

Circulation of this discussion paper will provide feedback to stakeholders who contributed their views during the scoping visit. It can also be used to inform national partners who were unable to participate in the scoping visit, as well as international partners. Feedback can be used in Tanzania to clarify priorities and refine the action plan.

- Approval of this discussion paper for wider circulation.
- Circulate discussion paper and publish on Global Partnership website.
- Online consultation for national partners (including development partners in Tanzania) to gather feedback and suggestion.
- Ongoing informal consultations and discussions within Tanzania.
- Conference call with international partners developing the violence prevention package to explore how the package can be used to inform the process.
- Conference call with other international partners who are interested in supporting renewed efforts to end violence against children in Tanzania.

3 Government forms *ad-hoc* Working Group for the mainland and for Zanzibar.

An ad hoc Working Group will be responsible for developing the new plans. On the mainland, this Working Group will be based on the existing Multi-Sector Task Force. The Working Group will be supported by a Convener and small secretariat. An informal 'friends group' could be used to coordinate support from international partners.

- Consult on membership of the working group (mainland, Zanzibar) and agree terms of reference.
- Form 'friends group' and hold initial discussion on support to be provided by international partners.
- Finalise work plan, with detailed actions, responsibilities, milestones, etc.

4 Develop analysis to underpin a new generation of plans to end violence against children.

Rapid action will be needed to create an analysis that can underpin the planning process. It will be important to ensure that all materials are in a format that will inform stakeholders and enable them to work effectively together. Priorities include learning lessons from the first generation of plans, exploring how the violence prevention package can be used most effectively, building the case for investment, and exploring innovative approaches to data and indicators.

- Analysis of lessons learned, assessing take-up and coverage of services, and impact against the seven strategies in the violence prevention package, using a 'scorecard' for each strategy to ensure effective communication with all stakeholders.
- Identification of risk factors for violence against children in Tanzania, drawing on existing evidence and resources.
- Develop initial investment case, including the costs of inaction, and an analysis of potential sources of finance and targets for increasing investment.
- Discussion paper on data and indicators, drawing on; (i) international best practice; (ii) work to develop global indicators for the violence prevention package and best practice on results frameworks for monitoring progress to reduce violence; (iii) an analysis of Tanzanian data systems, including administrative data, and capacity for the generation of data and evidence.
- Explore potential/need for technical input on one or more elements of the package, drawing on the capacity of partners who are working on its development, including the potential for partners developing the package

5 Develop dynamic costed action plans for ending all forms of violence.

A 'lab' will be held over a week, bringing together stakeholders and experts to develop a new generation action plan to end all forms of violence, for the mainland and for Zanzibar. This will produce the first draft of a plan that meets BRN standards (strong prioritisation, clear performance targets, rigorous implementation, transparent performance management), and which sets out actions for all sectors and for government and non-government partners.

- Consult with BRN on organisation of a lab (to be hosted by an external facilitator drawing on BRN experience).
- Arrange lab and agree attendance, including role of national and international experts, for mainland and for Zanzibar.
- Develop costing model and explore resource mobilisation from all sources, including a consideration of sustainability (given current reliance on international finance).
- Circulate draft plan for further development.
- Peer review of near-final draft of the plan.
- Validation meeting.
- Formal approval by governments.
- Preparation of brief pathfinder 'roadmap' summarising commitments from the plans and process for implementation and review.

6 Use outreach and advocacy to build momentum behind ending violence against children.

A 'national conversation' with decision-makers will help support the planning process, building political will among those with the power to change children's lives. This will ensure the debate goes beyond the 'usual suspects' and will maximise the momentum created by Tanzania's decision to be a pathfinder for ending violence against children.

- Early invitation of President, Prime Minister and/or Ministers to Global Call to Action at the High Level Political Forum (mid-July 2016).
- Record video message of support from President or Prime Minister if they are unable to attend (to support Ministers' attendance).
- Identification of 100 key influencers.
- Development of targeted advocacy materials that strengthen the call to action, clarifying the threat and the opportunity to achieve measurable reductions in violence.
- Programme of meetings and field visits to engage key influencers.
- Op-eds and other media opportunities.
- Recruit small group of high-profile Champions for Ending Violence (thought leaders with international credibility, celebrities, etc.)
- Mini-campaign aimed at broader audience, with national Call to Action to coincide with African Day of the Child (16 June 2016).
- Global media and social media campaign around Tanzania's commitments at the Global Call to Action.

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Annex | Meeting Attendees

This scoping report is based on a series of workshops and meetings, held during 1 – 6 February 2016, including a meeting of Permanent Secretaries, chaired by the Permanent Secretary for the Prime Minister; an inter-ministerial meeting with the Zanzibar government; a meeting of the multi-stakeholder task force; meetings with the UN family, and other development partners; and a workshop with civil society.

We hope we have captured everyone that attended and names have been taken directly from attendance lists, but apologies to anyone who has inadvertently been left off this list, or for any incorrect spelling.

Abid Mallick, Aga Khan Foundation
Adam Salum, MoHCDEGC
Agnes S. Tumbuchile, MoCLA
Ahmed R Ali, UNICEF
Amb. Hassan Simba Yahya, Home Affairs
Ana Bodipo-Memba, USAID
Anatoli Rugaimukamu, SOS
Angela Anatory, RITA
Anke de Groot, Terre des Hommes
Anna Collins-Falk, UNWomen
Anna Holmström, UN Population Fund
Anna Maembe, National Consultant
Anna Mhina, MoHCDEGC
Anna Thor, Railway Children
Asha A Abdulla, MESWYWC
Beatrice Mpembo, DPP
Benedict Missani, Ministry of Community Development, Gender and Children
Bi Asha Abdulla, Ministry of Empowerment Social Welfare Youth Women and Children (MESWYWC)
Bi Wahida Maabad, Department of Social Welfare, MESWYWC
Birgithe Lund-Henriksen, UNICEF Tanzania
Brian Rettmann US President's Emergency Plan for AIDS Relief
Callie Kaplan, CDC
Carlton Aslette, EQUIP
Caroline S.O. Mushi, US Centers for Disease Control and Prevention
Casimir Chipere, PACT
Charles Ambele, Ministry of Finance and Economic Affairs
Charles Palagyio, Ministry of Health and Social Welfare
Charlotte Goemans, International Labour organisation
Christina Mdemu, PANOS
Clare McCrum, DFID
Clarence Mwinuka, Ministry of Education and Vocational Training
Connor, Catholic Relief Services
Datus Ng'wanangwa, Africare
Davis, Janean (Tanzania/Health), USAID

Devocatus Kamara, World Vision
Didas Kholfan, MESUoYCOU
Dilhani Wijeyesekera, Restless Development
Dr Festus Ilako, AMREF
Drdbo M Mtasina, Po RALG
Dunford Makalal, Department of Social Welfare
Eahraim Kwesigabo, National Bureau of Statistics
Edwin Niwde, POPC
Elena Ahmed, PLAN International
Elias Hackee, Intrahealth International
Elizabeth Lema, USAID
Emmanuel Burton, MoHCDEGC
Emmy Hudson, RITA
Eric Guga, Child Rights Forum
Esther Mongi, World Vision
Evance Mori, UNICEF
F Mapende, MoHCDEGC
Farashwi J Mohid, MESWYWC
Fariji L. Mishael, Tanzania Social Action Fund
Fides Shao, Commission for Human Rights and Good Governance
Flora Nyagawa, URC
Francis Omondi, Mkombozi
Georgina Mtenga, UNICEF
Godwin e. Monge, IRCPT
Grace Mallya, Ministry of Health and Social Welfare
Grey Saga, USAID
Halime M Salum, Deputy PS MOH
Happy A. Lowassa, MoHCDEGC
Hawa Wenga, Ministry of Labour and Employment
Herbert Mugumya, Africare
Hindu Ibrahim, MoHCDEGC/RCH
Homdani O Makawe, Peace
Hosen kerisi, MoHCDEGC
I Edward, MoHCDEGC
Ida Manjolo, World Bank (Head of TASAF programme)
Jane Miller, DFID
Jennifer Erie, USAID
John Batista, SOS Children's Villages
Joyce MENDS-COLE, UN High Commissioner for Refugees
Joyce Tesha, SIDA
Judith Odungah, Women in Law and Development in Africa
Kate McAlpine, Caucus for Children's Rights
Katelin Wilton, International Rescue Committee
Katie Murphy, International Rescue Committee
Kiiya Joel, C-Sema
Leah Omary, Institute of Social Work

Levina Kikoyo, FHI 360
Lilian Badi, World Education
Lutengano William, MOHA-FORENSIC
M. Mussai, MoHCDEGC
Madani Thiam, Global Affairs Canada
Magdalena James, MoHCDEGC
Mali Nilsson, Save the Children
Maniza Zaman, UNICEF
Maria Obel Malila, MESWYWC
Mark Leverer, Tanganyika Christian Refugee Service
Martha Hewison, Children in Crossfire
Mary Kibona, CDC
Mathias Haule, Ministry of Community Development, Gender and Children
Meinrad Lembuka, Tanzania Association of Social Workers (C/O AIHA)
Melchior Mgata, International Rescue Committee
Mhaza GH Juma, MESUoYCOU
Michelle Roland, US Centers for Disease Control and Prevention
Miriam Luka, MoHCDEGC
Mishak Ndaskoi, Ministry of Community Development, Gender and Children
Mohamed H. Mcheu, Home Affairs Police
Morris Lucas Lekule, Tanzanian AIDS Commission
Ms Sarah Mlaki, Ministry of Education and Vocational Training
Msaada Balula, Camfed
Msham A Khkmis, MESWYWC
Muhammed Jabir Mazami, MSWYWC
Muhammed S Ali, MESWYWC
Mushi, Department of Social Welfare
Mustafa Kudrati, Pathfinder International
Natalia Kanem, UN Population Fund
Neema Laideson, American International Health Alliance
Nelson Rutabanzibwa, Social Action Trust Fund Tanzania
Paul Daniels, CARE International
Paul Edwards, UNICEF
Pete Kent, Railway Children
Peter Massesa, REPSSI (child psychology)
Philbert Kawemama, Department of Social Welfare
Phillip Salibako, RITA
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Prof Eustela Bhalausela, Ministry of Education and Vocational Training
Rachel Boma, UNWomen
Rekha Menon, World Bank
Renatus Mdodo, CDC
Richard Killian, EngenderHealth
Rufaro Chatora, World Health Organization
Rupert Corbishley, Aga Khan Foundation
Safia Ali Rishal, MOEVTZ

Saleh M Saleh, POLICE
Samsin Mapunda, Ministry of Financing and Planning
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Septum Hafidh Khalfan, MOH/NCMKM
Serena Bertaina, European Union
Shane Keenan, UNICEF CP Specialist
Sharon Cromer, USAID
Sharon Kassahun, Save the Children
Shedrack Kikue, PMO
Sihaba Nignga, AMJE
Tamara Keating, International Organisation for Migration
The Secretary General, International Red Cross
Tua Lindquist, UNWomen
Tusa Njwaba, IOM
Vicky Ntetema, Under the Same Sun
Wahida Maabad, Director for Social Welfare
Wasseem Meghjee, UNWomen
Wilbert Muchunguzi, Oak Foundation
William Malya, African Network for the Prevention and Protection against Child Abuse and Neglect
Yvonne Ferguson, International Rescue Committee
Zulmira Rodriguez, UN Educational, Scientific and Cultural Organisation
Representative from GNRC
Representative from JSI
Representative from Tanzania Rights Forum (TCRF)
Representative from Oxfam
Representative from Right to Play
Representative from Ministry of Education and Vocational Training
Representatives from Ministry of Constitutional and Legal Affairs
Representative from Director of Public Prosecutions
Representative from Ministry of Home Affairs
Representative from Ministry of Home Affairs - Prisons
Representative from Ministry of Home Affairs - Police
Representative from Ministry of Information, Youth, Culture and Sports
Representative from Ministry of Foreign Affairs and International Cooperation
Representative from Prime Minister's Office: Regional and Local Development
Representative from Government Chemist Laboratory Agency
Representative from National Muslim Council of Tanzania

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²⁶ Together For Girls (2015), *Considerations for Developing Comprehensive National Actions to Prevent and Respond to Violence Against Children*. Washington DC: Together for Girls, available at http://www.togetherforgirls.org/wp-content/uploads/TfG-NAP-Guidance_June-2015.pdf

²⁷ Tanzania Development Vision 2025 (undated), *Big Results Now! 2013/2014 Annual Report*. Dar es Salaam, United Republic of Tanzania, available at <http://www.pdb.go.tz/?q=en/node/91>

²⁸ Tanzania Development Vision 2025 (undated), *Big Results Now! 2013/2014 Annual Report*. Dar es Salaam, United Republic of Tanzania, available at <http://www.pdb.go.tz/?q=en/node/91>