

Budgeting

with a Gender Focus



Tanzania Gender Networking Programme
(TGNP)

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Preface

Tanzania Gender Networking Programme (TGNP) is a non-governmental organization committed to facilitating the process of gender equality, equity and women's empowerment at different levels of society. Since its inception in 1993, TGNP has been engaged in three core programmes: *Training and Outreach; Information Generation and Dissemination; and Lobbying and Advocacy*. Gender analysis at different levels, participatory and animation methodologies, and coalition building and networking have been some of the tools used to realize the objectives set.

Through its Lobbying and Advocacy Programme, TGNP and its coalition member organizations, in particular Feminist Activism (Fem Act), have been for the past two and half years engaged in tracing the whole process of national planning and resources allocation. The focus has been to observe how such process negatively impacts on women (the girl child inclusive) and other marginalized groups, such as poor men, youth and the elderly.

During 1997, through its Annual Gender Studies Conference (AGSC), TGNP launched the Gender Budget Initiative (GBI) which is an initiative focussing on macro-economic policies and planning with a particular stress on budgets and budgetary processes, and its impact on different categories of the population (women, men and youth). As part of this important process, research on macro level budgetary processes and allocations was conducted in four key ministries and sectors: the Planning Commission and the Ministries of Finance, Education and Health. The study was aimed at unpacking these sectors, and identifying gender gaps inherent in its planning and budgetary processes, and the impact of these processes at the micro levels. The four sectors were chosen as entry points, two of which are central to national level resources allocation and the other two key in determining the well being of all Tanzanians, women and men, adults and children.

The objective of GBI is not to have a separate women's budget but rather, to influence the national budget and its budgetary processes to adopt gender interpretations so as to reach and benefit both genders on a more equal basis. In this country as many others, national budgets and budgetary processes have had a history and approaches that marginalize the needs of some of its population, particularly women, poor men and the youths. As a result, these groups have benefited the least from national planning and resources allocations.

This publication popularizes in simple language and short clear sentences the major findings of the gender budget study conducted in the four sectors mentioned above. The publication has four chapters. The first chapter is an introduction which sets the conceptual framework of the Gender Budget Initiative and defines some key concepts used in the book. It also sets the rationale-why a gender budget? Chapter two

popularizes the role of the Planning Commission and the Ministry of Finance in the whole issue of macro economic planning and resources allocation, and the enormous powers these organs have in distribution of national resource allocation through the national budgets. The gender gaps identified within these sectors are crucial insights which call for more gender balancing in macro economic planning and budgeting. Chapter three popularizes the key research findings in the sector of health. The gender gaps on under-resourced services especially those linked to the biological roles of women (and the risks accompanied), the health risk due to workload, and poor facilities observed in health centres are some of the issue addressed in this chapter. Other important issue brought out include the negative impact of cost sharing especially on the aged and expecting mothers both at the national and local levels.

The final chapter is on the sector of education. This chapter popularizes how the deteriorated education systems observed in the country have resulted from the under resourcing of this important sector, especially during the 1980s and 90s. This has grossly impacted on women and girl child leaving them with no empowering tools to compete with their male counterparts. Tanzanians are now witnessing an accumulated debt of illiteracy among its women, old, young and coming generation. According to the recent research findings by UNICEF, more than 50% of school age children are not attending schools!

This popular booklet is a result of different inputs from a number of individuals, the FemAct coalition members and other institutions. As it will be not possible to mentioned all the actors by names, TGNP wishes to acknowledge and register appreciation for all input and support extended by them during the preparations of this Booklet. To mention a few, TGNP/FemAct coalition thanks all the researchers who participated in the initial study activity, and the editors and reviewers who spent time to make the publication readable. In particular, TGNP note the generous consultations and technical advice rendered by Prof. Ruth Meena of the University of Dar es Salaam and Ms. Debbie Buddlender of CASE in South Africa during the whole process of production of this book.

TGNP specially thanks the Royal Netharland Embassy for financial support on the GBI programme for the last two and half years and the institutional support funded by Konrad Adneuer Foundation (KAF) for the past five years.

Last but not least, TGNP acknowledges the cooperation extended by some media institutions, in particular the Guardian and Daily Mail Newspapers' administrations, which granted approval for using of the headlines and pictures appearing in this booklet. To all TGNP says "Ahsante"

CHAPTER ONE
Introduction

About this Book

This book is about the government budget. It looks at the Ministry of Finance and the Planning Commission. These two bodies direct the other government ministries how they must make their budget. It also looks at the government budgets for education and health. Health and education are two of the most important services which government can deliver to poor people.



A nice political statement on government accountability. However what mechanisms are in place to ensure that priority social sectors benefit from the debt relief.

The budget says how government plans to spend its money in the next year. It also says where and how government will get its money. This book looks at how the money government spends, and the services it spends the money on, affect women and men, girls and boys. It looks at how the way in which government collects the money affects women and men, girls and boys. And it looks at who makes the most important decisions about these things.

Women and men are different because their bodies are different. We call these *biological* differences. Women and men are also different because they do different things. Women bear children, breastfeed them, care for them and teach them. Women do most of the work looking after and cleaning the home, fetching water and fuel, cooking and looking after the other needs of family members.

health, a policy for education, a policy for agriculture, and so on. The policies say what the government wants to do to make Tanzania a better place for its people. The budget says what the government will spend its money on to achieve these things.

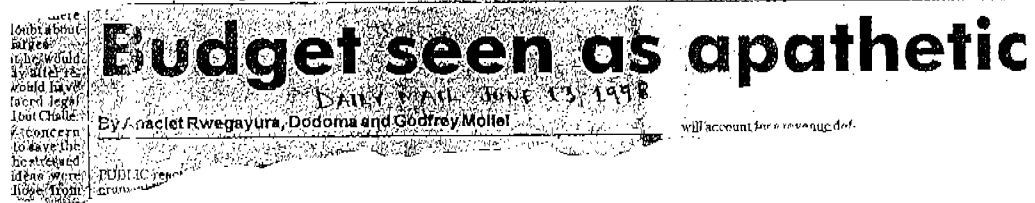
Because there is not enough money for everything, the government must choose. It must choose how much of the money it gives to health, how much to education, agriculture, water, and so on. Then it must decide how it uses the money within education, within agriculture, and within all the other ministries. The budget is very important because without money the ministries will not be able to make their policies work.



The government must also decide how much money it needs to collect and where it will collect it. Some of the money comes from Tanzanian citizens. For example, citizens give money to government through taxes, customs and duties and through paying for services, like when they pay school and water fees. Most of the rest of the money comes from overseas donors. Some of this money from overseas is lent, and the government must pay it back later.

All Tanzanians have a right to say what they want the budget to look like. Over a hundred years ago, when people in Europe started fighting for the right to vote and elect leaders, their slogan was: "*No taxation without representation*". They were saying that they did not want to give money to government unless they could choose the people who decided how the money was spent.

In many countries men won the right to vote long before women. Women had to fight for longer to have their say. This book will show that this fight is not yet finished. In most cases it is men who are making the important decisions about the budget. Because ministries cannot do what they want to do without money, these men are making the decisions about what government does.



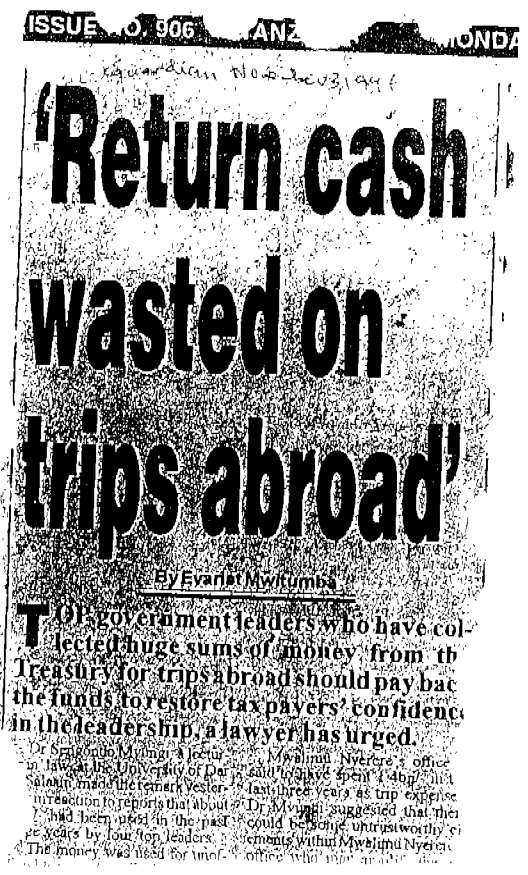
Nothing new seems to be seen in most budgets and budgetary processes in the country. More need to be done so that the needs and interests of the marginalized groups, women and children find themselves in National Budgets!

Gender Budget

Gender is the word we use to describe the differences in relationship between women and men. A gender budget is a budget that is fair to both women and men. To have a gender budget, the people who make the budget must know about the biological and other differences between women and men and girls and boys. They must divide the money in a way that will help women and men and girls and boys to become more equal. They must make the 'gender gap' smaller.

A budget which does not look at gender will often be wasteful. If government does not help women to do their daily work, they will not do this work well. They will also have less time to earn money for themselves and their family. If government helps women - for example by bringing water nearer to their homes, by educating them, by helping them care for their children - both the women and the whole country will benefit. The country does not work efficiently when half of the population has to struggle to do its daily work.

A gender budget is not a separate budget for women. Instead, a gender budget is a



Such monies should then be invested into education and health of poor and marginalized groups such as women, children and the youth.

way of dividing the whole government budget in a way that is fair and efficient.

Why Tanzania Needs a Gender Budget

Since independence Tanzania has had policies which talk about equality for women and men. For instance, since independence Tanzania has had policies which say that all citizens must enjoy good health and education, and live good lives.

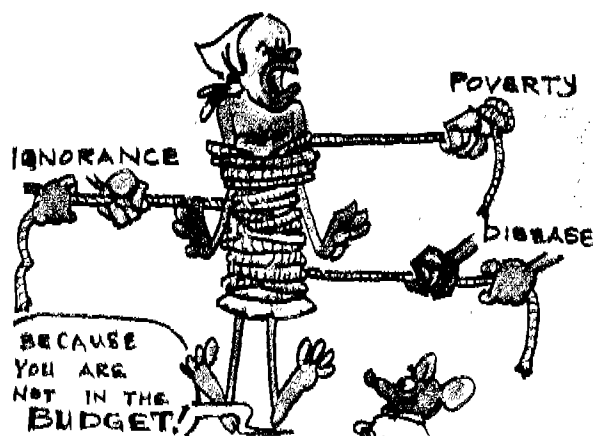
Today, though, there are still many Tanzanians who do not have these things. And there are still big differences and inequalities between women and men.

Some of these differences between women and men are biological. But most of the inequality is created by people. The inequality happens because women have less power than men. They have less power in their families, where men usually control the money and other things. They have less power outside their families, where men again make most of the important decisions.

The Tanzanian Gender Networking Programme (TGNP) is a non-government organisation. TGNP has, since 1993 been working to make Tanzania a more equal place for women and men. TGNP knows that the decisions about the macro-economics policies and the budget are some of the most important decisions in the country. These decisions can make women and men more unequal, or they can help to make them more equal. It is for this reason that TGNP decided to do research about a gender budget.

Tanzania is not the first country with a gender budget initiatives. The Australian government started a gender budget in the mid-1980s. In South Africa non-government organisations and the new parliamentarians started a women budget in 1995, soon after the end of apartheid.

Tanzania can learn from gender budgets in other countries. But Tanzania's gender budget will be different, because our country is different from others. Tanzania's gender budget must look at the poverty in the country, and how this has got worse since the first years of Ujamaa. Tanzania's gender budget



must look at how Ujamaa policies such as Universal Primary Education and Universal Primary Health Care helped poor people, and helped to make the gaps between women and men and girls and boys smaller. It must look at what has happened since these policies were changed. The chapters on health and education in this book tell part of that story.

Many of the changes since Ujamaa have made it difficult for poor women and men. But some of the changes were good ones. For example, Tanzanians talk much more now about democracy. They are saying that the government must listen to ordinary women and men, and must report to ordinary people what it is doing. The gender budget is part of these changes. It says that government must tell us how it is spending our money to make our lives better, to meet the needs of women and men, and of young and old people.

Today, we live in a world where there is a lot of contact between different countries. There is contact when people move, and there is contact when things move, for example when people in one country sell things to people in another. All this contact means that what happens in one country affects many others.

In the early 1990s the world changed when the Soviet Union and other Eastern European countries collapsed. These countries were socialist countries. Like Tanzania under Ujamaa, they believed that the government must meet most needs of citizens. After they collapsed, they changed their approach.

Today, in all countries government is doing less than before. Instead, governments are saying that the best way for countries to develop is that private companies should meet as many needs as possible. They say that private companies will do this well and efficiently because they will want to make a profit. The change from government to private companies is called *liberalisation*.

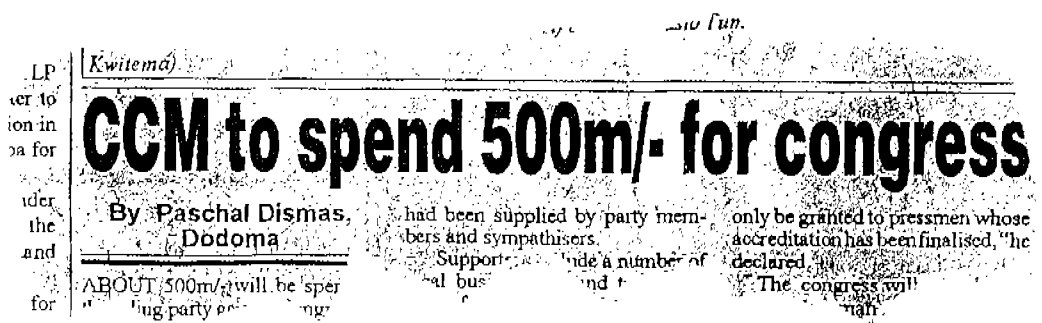
Liberalisation has not helped all countries equally. Many countries in Africa have become even poorer than before. The things that we buy from other countries have become more expensive. Meanwhile the prices that Tanzanians get for the food and other things they sell to overseas countries have gone down. The gap between rich and poor countries has got bigger.

Some of the richer countries offer help to poor countries like Tanzania. They offer help directly, or through organisations like the World Bank and International Monetary Fund. Tanzania needs this help because its own budget is so small. But the richer countries and organisations sometimes will only give money if Tanzania agrees to change its policies.

Under Ujamaa the government wanted to meet most of the needs of Tanzania citizens itself. Today, because the government has little money and because of what most donors say, the government is talking about working together with private companies and ordinary people to meet needs.

When the government talks about ordinary people helping to meet needs, it is often talking about women's work. It is women who mostly educate, feed and look after people when the government doesn't. This adds to their unpaid work.

When governments cut their spending, the biggest cuts often come in health and education. This has happened in Tanzania. That is why TGNP decided to look at these Ministries in its first gender budget programme.



CCM spends 500 Million, NCCR get 413 million subsidy, Bunda, Ubungo, Temeke by elections costs 500 millions etc etc. On the other hand there is no money to reinstate school pregnant girls, no money for civic education for the people to know their civic rights!

When health services are cut, more women die when giving birth, more babies and children die, people are weaker. Women do most of the work in looking after those who are weak and ill.

When education spending is cut, fewer children and adults can get important knowledge and skills. People with less education earn less and live less well. People with less education have less power in the society because they can't get into the top positions. When money is short, families often choose to educate their sons instead of their daughters.

How the Research Happened

Many people helped to do the research for this book. Some of those who helped came from the university. Some of them work for government. People in government, the university and organisations have different experiences and knowledge.

The research is stronger because people from different places worked together in this way. The people from government helped the other researchers to understand better how government works.

The government officials know the details of government because they work there every day. The people from the university and organisations helped the government researchers to understand more about gender - about the differences between women and men and their needs. Working together on the research was a good foundation for working together later on changing the budget so that it meets the needs of Tanzanian women and men, girls and boys.

Many people are afraid of budgets. For many people the budget is a list of big numbers. Many Tanzanians are not confident about working with numbers. If women and men are to fight for change, it is important that they lose this fear.

During the research, TGNP organised feedback workshops. At these workshops the researchers told participants what they were discovering. Participants talked about the findings. They said if they agreed with what the researchers were saying was good or bad about the budget. Their comments helped the researchers to go forward in their research. Meanwhile the participants learnt many things about the budget.

TGNP hopes that the research and this book will help women and men to understand more about the budget and how the country's money is used. If women and men understand these things, they can make sure that parliamentarians push for changes and that government officials make those changes. They can make sure that the money is used to make women and men in Tanzania more equal.

What Must We Fight for

This book is mainly about how we want the government budget to change so that it can help all poor women and men, and help women and men to be more equal. The book shows how the government budget can be used better to achieve these things

We know that government is not the only one responsible for what the budget looks like. TGNP understands why the Tanzanian government cannot always meet people's needs as much as it wants. We know that Tanzania is a poor country. We know that donors sometimes want government to do things that government doesn't want to do.

We must support the government in fighting for:

- More monies from donors;
- More monies as a donation instead of a loan;
- Higher prices for the things that Tanzanians sell overseas; and
- Lower prices for the things that we buy from outside the country.

All these changes will mean that the government has more money to spend on meeting our needs. Then we must fight to see that the extra money is spent in a good way.

We must make sure that there is no corruption. Corruption means that money is being wasted.

We must make sure that there are equal numbers of women and men in the top positions in parliament and government. Then the decisions will not be made only by men.

We must make sure that government and parliament listen to what ordinary women and men say about their needs and difficulties.

We must make sure that money is spent in a way that helps those who need it most - the poor women and men of Tanzania who do not have enough money themselves to meet their needs and the needs of their families.

We must make sure that richer people and companies help to increase the money that government has to spend, by paying their taxes and making donations.

CHAPTER TWO

The Planning
Commission
and
the Ministry
of Finance

The Planning Commission and the Ministry of Finance make the overall plans and budgets for the government. They direct every other Ministry how much they can spend in the next year. The other Ministries must then decide how they will use this money to provide services for Tanzanian women and men, girls and boys around the country.



The Planning Commission and the Ministry of Finance are very powerful. If they do not consider the differences in the needs of women and men in making the overall plans, it is very difficult for the other Ministries to do their job in a way that makes women and men more equal.

The third and fourth chapters of this book look at the government's budgets for health and education. This chapter looks at the total government budget, which includes all the Ministries. It explains what a government budget is, and what its different parts are. It describes how the government's budgets have changed over the years and how this affects poor women and men. It talks about the different ways in which women and men contribute to the Tanzanian economy and society. Then, it shows who has power in deciding on the government budget.

What is a Government Budget?

In 1967, in the Arusha Declaration, the government promised to fight ignorance, disease and poverty. After the Declaration the government made Five Year Development Plans which aimed to fulfil this promise. Today, instead of a Five Year Plan, the government has a Three-Year Rolling Plan and Forward Budget. This Plan says how much money government thinks it can spend each year, and what it plans to spend the money on.

The government budget is the plan for one year which fits into the three-year plan. The budget says how much money government thinks it will receive in the next year, and what it will spend that money on.

The government budget runs from 1 July of one year to 30 June of the next year. The government budget for 1997/8 was Tsh 695,300 million. This means that government planned to spend this amount, but also had to say where it was going to get this amount.

Government Budget 1997/98

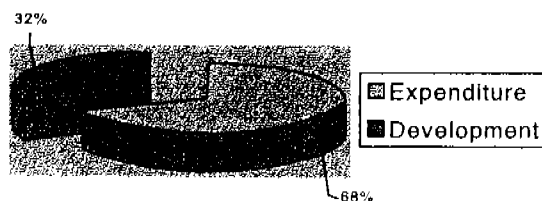


Table 2.1: Government Budget for 1997/98

<i>Revenue</i>	<i>Tsh million</i>
Taxes, customs, duties, etc	695,300
Overseas loans and donations	340,034
Minus: Paying back local loans	(50.695)
Total Revenue	975,639
<i>Expenditure</i>	<i>Tsh million</i>
Recurrent	666,843
Development	308,796
Total Expenditure	975,639

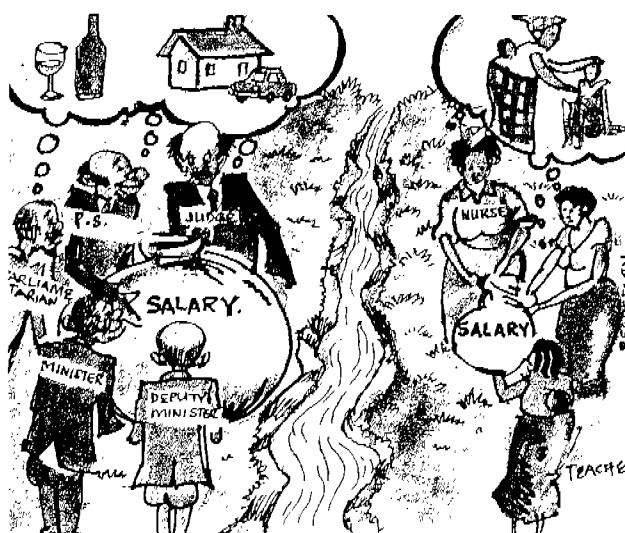
Note: The brackets for paying back loans means this is a minus amount.

Table 2.1 shows that over two-thirds of government's expenditure in 1997/87 was recurrent. On the revenue side, the budget said that more than a third of government revenue would come from outside the country.

Many of the people who make budgets say that they are gender-neutral. They say that budgets talk about people and so do not discriminate against women or men because people includes both women and men.

This is not true. Government spends money to provide services to people, and those people are women or men, girls or boys. If the government provides better water services, for example, it will help women and girls who spend long hours collecting water from dams. If the government builds roads and employs only men to build those roads, it will help men more than women.

Most of the recurrent expenditure in the Tanzanian budget goes to wages and salaries. Only about 40% of government employees in Tanzania are women. Men hold most of the top positions. These top positions are also the positions with the highest pay. So government recurrent expenditure on wages and salaries directly benefits men more than women.



The way government collects revenue can also affect women and men differently. For example, taxes on companies will affect men more than women because there are very few women owners of companies in Tanzania. Income tax will also affect men more than women, because more men work in paid jobs with wages high enough to pay tax. Taxes such as VAT are different. They will affect both women and men, and will be especially difficult for poor women and men who must watch every shilling being taxed.

What Changes in the Government Budget Mean for Poor Women and Men

Tanzania is a poor country. After the Arusha Declaration the government tried to provide free education, health and other services to all citizens. Problems inside the country such as drought and political problems in East Africa weakened Tanzania's economy. As the economy became weaker, the government had less and less money. So it was not able to provide all these services free. Because most Tanzanians were poor, each year the government was spending more money but getting very little revenue.

Just like a person, a country cannot continue to spend more money than it gets in. To cover the gap between spending and revenue, the government borrowed money. From the mid-1980s the International Monetary Fund (IMF) and World Bank, the two big lenders to poor countries, started lending money to the Tanzanian government. Some overseas countries also started lending or giving money.

Borrowing money brings problems. Firstly, just like a person, when the government borrows money, it must pay back both the amount it borrowed and an extra amount. This extra amount is called interest. Ever year since 1986 the interest government pays on loans has been more than a third of its revenue from inside the country.

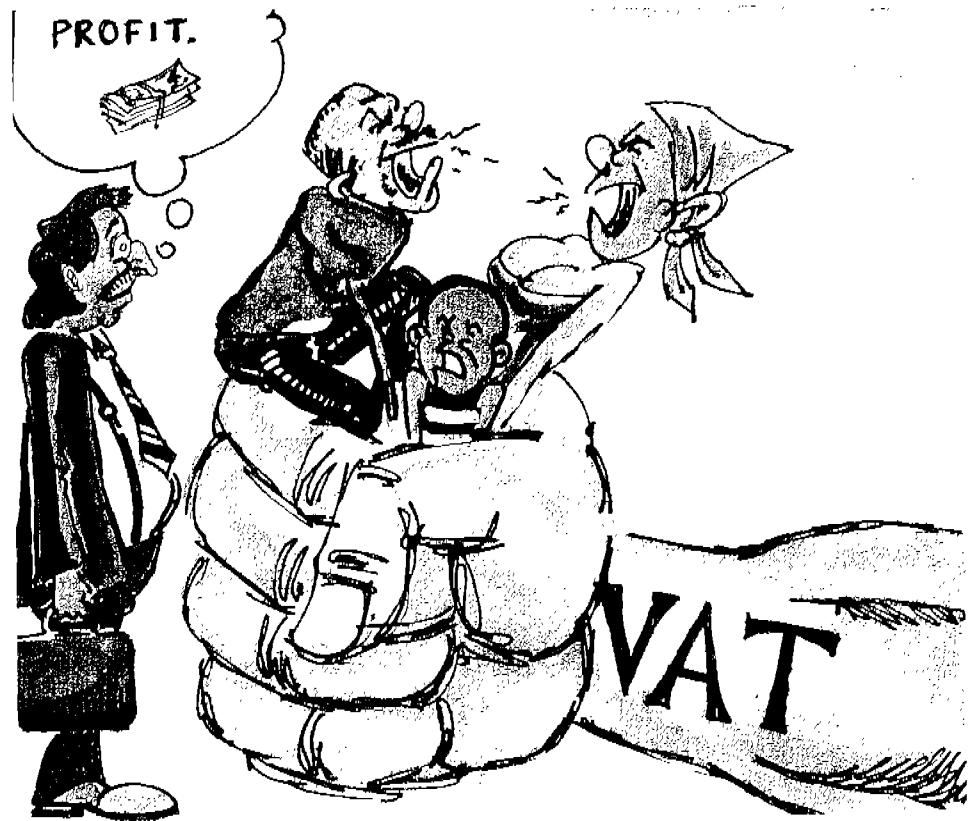
Secondly, the IMF and World Bank said that they would only give money to Tanzania if the government agreed to change the way it worked. For example, they said that the government must employ fewer people. Fewer government employees such as teachers and nurses meant worse education and health services for poor Tanzanian people.

The IMF and World Bank also said that the government must not control so many organisations or companies. Instead it must let them to private people, or overseas companies, control most of the production in the country. Instead of providing free services for cit-

izens, the government must let companies provide services. Companies want to make a profit. They make this profit by charging fees. So the change meant that many Tanzanians started paying for services. Because many poor people cannot afford to pay for services, today there are many women and men, girls and boys who cannot get the education, health and other services that they need and want.

Thirdly, in a poor country like Tanzania there are few people who are rich enough to pay income tax. So income tax can only provide a small amount of revenue. The IMF and World Bank says that the government must also charge for the services it provides so that it can get revenue in this way. The government has now started charging school, hospital and water fees. This makes it even more difficult for poor women and men to get the education, health and other services they need.

Another idea from the IMF and World Bank is VAT, which stands for Value-Added Tax. Income tax is paid by people and companies who earn more than a certain amount of money. There are only a few people who earn this amount of money. VAT is paid by all people who buy things. Every person pays VAT because everyone buys something.



VAT was introduced in Tanzania in the middle of 1998. In Tanzania VAT adds 20% to the price we pay when we buy things. In other countries in East Africa VAT is not so high. In Kenya it is 5% and in Uganda it is 18%. VAT is another way in which poor Tanzanians are paying a bigger portion than before of government revenue. But VAT makes things more expensive. So while they are paying more to government, people are able to buy less for themselves.

Women and Men in the Tanzanian Economy

There are more women than men in Tanzania, but only about a quarter of people working for a wage or salary are women. On the other hand, more than half of all people working in agriculture are women. Many of the women working in agriculture grow food for their families, but do not earn a wage.

When women do paid work, they usually earn less than men. Paid women workers in agriculture and industry earn less than a third of what men earn.

Because fewer women than men do paid work, and because they earn less, men contribute more to government's income tax revenue than women. But women contribute in many other ways to society.

Women are responsible for most of the unpaid work in the country. Besides their work on the land, women are responsible for bearing children, for housework, and for feeding and looking after other family members. If we add both paid and unpaid work, most women spend more hours each day working than men. The women receive no pay for most of the work.

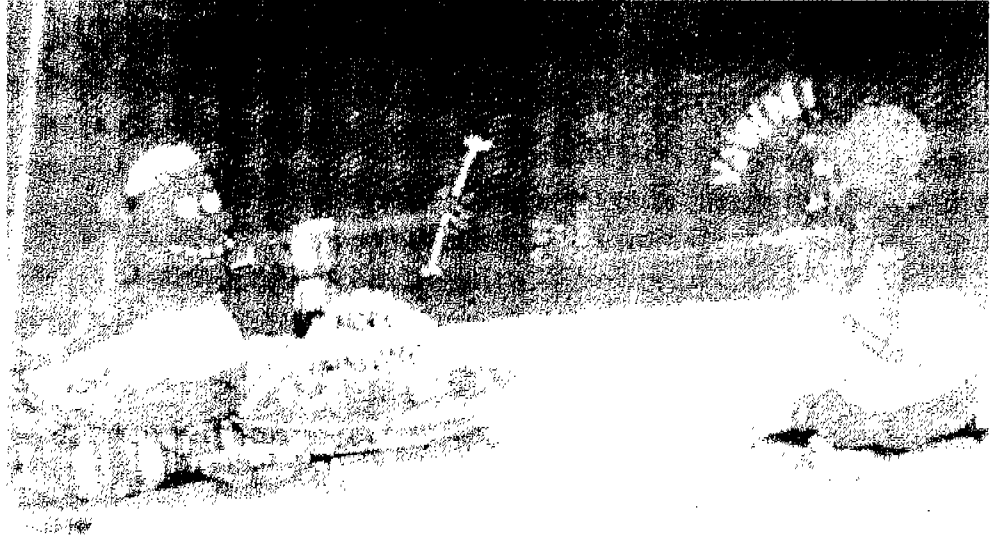
This unpaid work of women is like a tax. A tax is money that you give to society to make it work better. Men and women who earn money pay income tax which the government uses to provide services to make society work better. Women who do unpaid labour make society better by producing people, and keeping them well.

Government can make the unpaid labour tax less heavy. It can help women in their unpaid labour by, for example, providing water near their dwellings, health centres where they can get help when pregnant, and free health care for babies and young children.

Who Makes the Government Budget?

Like a person, when a government does not have enough money for everything it wants to spend on, it must make choices. It must decide what the most important things are and plan to do these first. The things the government chooses as most important are called the government's *priorities*.

Every year the Planning Commission give *budget guidelines* to all other ministries, departments and regions. The guidelines directs the ministries and regions how much money they will get in the next year. The guidelines also say which goods and services the government thinks are priorities. The ministries and regions make their own plans and budgets according to these guidelines. They then send their plans and budgets back again for final decisions.



The committees which make the final decisions about the country's budget are:

The Committee for Plan and Budget Guidelines: This is made up of the Permanent and two Deputy Permanent Secretaries of Finance, the Deputy Permanent Secretary of the Planning Commission, the Director of Public Investments and the Commissioner for Budget. This is the Committee which draws up the guidelines.

The Interministerial Technical Committee: This Committee includes the Permanent Secretaries of all Ministries. It studies the plans and gives advice to Cabinet.

The Cabinet includes all Ministers. It discusses the advice from the Interministerial Technical Committee and makes suggestions to National Parliament.

The Finance and Economic Committee of Parliament discusses the Cabinet's suggestions. It sits with the heads of all min-

istries, regions and departments to listen to their arguments about why they need the money they asked for. It then sends recommendations to the National Parliament.

The National Parliament includes all members of parliament. They discuss the recommendations of the Finance and Economic Committee. They then send their decision to the President.

More than half of all Tanzanians are female. But only a small number of the people who make the important decisions about the government budget are women.

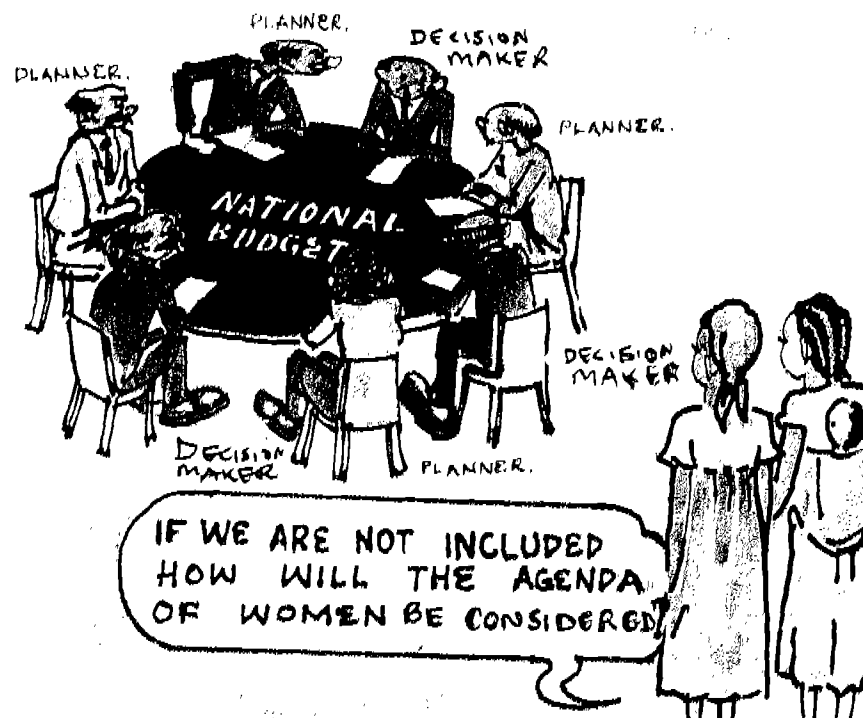
The Planning Commission has 72 staff. Only 11 of the 72 are women. The top positions in the Planning Commission are Permanent Secretary, Deputy Permanent Secretary and six Heads of Division. None of these eight positions are held by women.

None of the six members of the Committee for Plan and Budget Guidelines are women.

Only two of the twenty Permanent Secretaries who form the Interministerial Technical Committee are women.

Only three of the 23 full ministers and four of the 14 Deputy ministers who are in Cabinet are women.

Only 3 of the 30 members of the Finance and Economic Committee of Parliament are women.



Only 45 of the 275 members of Parliament are women.

With so few women making the important decisions, it is no surprise if the government budget does not meet women's needs well.

Conclusion

In this chapter we have seen that:

The Ministry of Finance and the Planning Commission have a lot of power over the government budget. Most of the people who make the big decisions about the budget are men.

Tanzania is a poor country. It struggles to get enough revenue to provide services to all citizens. To cover the gap between revenue and expenditure the government has borrowed money from institutions like the International Monetary Fund and World Bank. These institutions told the government to make changes which have made life more difficult for poor people to get services like health and education.

More men than women work for wages and salaries in the government and in private businesses. When women work, they usually earn less than men. Because of these two facts, men usually pay more income tax than women. Women contribute to society in other ways, such as bearing children, and caring for families. They receive no payment for these jobs. To help them to do the jobs well, and to reward them for their unpaid work, women need government services at least as much as men. Often they need the services even more than men, and are too poor to pay for them.

We must make sure that richer people and companies help to increase the money that government has to spend, by paying their taxes and making donations.



CHAPTER THREE

Health

Different People have Different Health Needs

Women and men have different health needs. Firstly, there are some things, like pregnancy and childbirth, which only affect women.

Second, women have more risk of some health problems because of what they do. For example women's work on the land, fetching water and fuel, or in the home can make them ill.

Third, there are health problems which are caused by women's poverty, when poor women cannot afford enough and decent food and clothing to protect themselves from disease.

Fourth, when other family members are ill, it is usually women who look after them.

The first difference comes from the biological differences between women and men - the differences in their bodies. The second, third and fourth differences are not biological. They come from the positions women have in society and the things that they usually do.

Government sees women's childbearing health needs as very important. It sees them as a health priority. For example, the government says that hospitals must not charge pregnant women and children under five years for hospital services.

Government does not pay much attention to the non-biological differences in the health needs of women and men. This is unfair to women. It is also inefficient for government. If the government pays more attention to the nutrition and health needs of women, it

can increase the health of future generations. Healthy people can work harder and better. They can help to build Tanzania's economy and society.



Health needs differ by age as well as gender. A young girl or boy has different health needs from a middle-aged or elderly woman or man.

Food is one of the most important things for the good health of babies and children. A child who does not get enough food will be affected for the rest of their life. The government provides for babies and young

children through its Maternal and Child Health and Family Planning Programmes. It is usually women who attend the clinics and provide care for boys and girls of young ages.

In the teenage years girls and boys start becoming women and men. This change brings new health needs. Young women are in danger of becoming pregnant. When the mother is young pregnancy is more dangerous for the baby and the mother. Young women and men are in danger of sexually transmitted diseases such as HIV/AIDS. Young women who are not confident are at even more risk than others. More and more young people - and urban boys in particular - are also starting to drink too much alcohol at a young age. The government's Reproductive Health Unit has a small education programme about STDs and pregnancy for young women.

Reproducing the next generation and person-power for the nation are the biological role of women. What budget consideration do these women have in relation to the risks accompanied?



Women can bear children when they are between about 15 and 50 years. These are known as the *reproductive* years. Women of this age face many health risks. The risks include unplanned pregnancies and abortion, difficulties during pregnancy and when giving birth, and difficulties when they have many children. Young babies and mothers who die around the time of birth make up nearly a quarter of all deaths in Tanzania. About 2 in every 1,000 births in Tanzania leave the mothers dead. The Ministry of Health has a Reproductive Health Unit which is responsible for this type of problem. Over 80% of all the money which Health receives from overseas donors goes to Mother and Child Health.

Women usually live longer than men, so there are more older women than older men in Tanzania. Older women have new health problems. Some problems come from menopause. Some problems come from the weakness of older age. This weakness makes it difficult for women to work like before and look after themselves. Other problems come from poverty, when women cannot pay for their new needs. Poverty is worse when families abandon widows and other older women. The government does not pay much attention to the health needs of older women.

Tanzania's Health Policy

After independence the Tanzanian government was determined to provide health services to all citizens. In 1977 the government banned private hospitals. It said that doctors and hospitals must not make a profit from health. Instead, all citizens must get free health services. Today nearly three-quarters of all Tanzanians have a health centre less than five kilometres from where they live. Ninety percent have a health centre less than ten kilometres away.

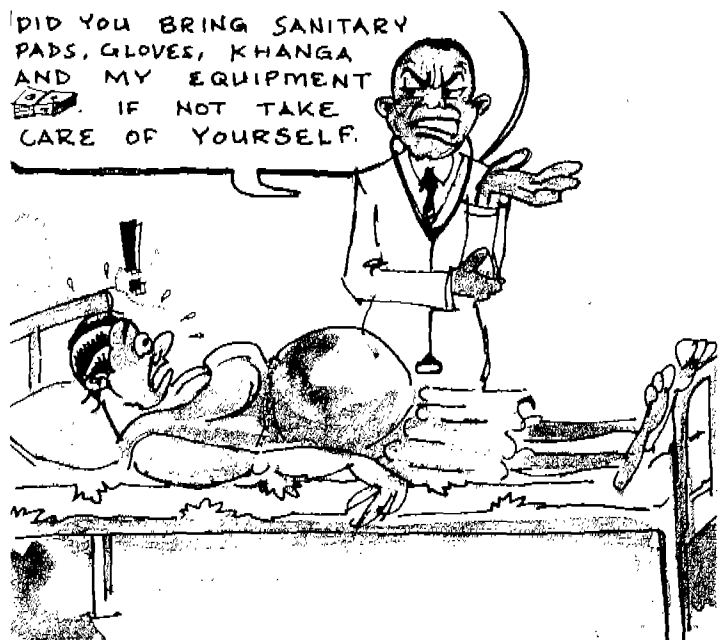
The Arusha Declaration said that there must be health services for people who live in rural areas. The health services must not only be in the towns. This was important for poor women, many of whom live in rural areas.

In 1983 the government decided that Primary Health Care must be at the centre of the health policy. Primary Health Care says that we must not wait for somebody to become ill and then try to make them healthy again. Instead, we must try to prevent people becoming ill. Primary Health Care says that clean water, good toilets, and good nutrition are just as important to health as doctors and nurses. Primary Health Care says that vaccinations and health programmes for women and children are more important than expensive, complicated operations in hospitals.

In 1990 the government changed the health policy to give more importance to districts. It also tried to find other ways - such as voluntary organisations, private services, and community contributions - to add to government efforts in health. It said that this was necessary because the government budget was not big enough to provide services for everybody.

By 1996 there were 4,910 hospitals, health centres and dispensaries in Tanzania. Over half (2,642) were owned by government, 1,290 were private, 774 were run by voluntary organisations like non-government organisations and churches, and 204 were parastatal. So today health services are often not free. Women and men who use private services must pay for their health. They must pay when they use government hospitals as well. And government is also wanting to start charging for visits to health centres and dispensaries.

Government says that health services for pregnant women and young children must be free. But most women are forced to pay when they go to government hospitals to have a baby. They also must take with them gloves for the nurses and doctors, sanitary pads, and other equipment.



Overseas Donors and the Sectoral Investment Plan

There are many overseas donors who give money to Tanzania's health services. The overseas donors give more than 90% of the development budget for health. In the past, donors usually did not discuss with each other what they were doing. So some districts and regions got lots of overseas help, and other areas got none.

In 1997 the government decided to make a Sectoral Investment Plan. This plan says what the most important health needs of the country are. Government says that overseas donors must give money according to the plan.

Many people say that this plan will not solve the problems. They say that the plan includes too many needs. They say that even with help from donors the government will not be able to meet all the needs in the next few years. They say that the government must make a shorter plan. The plan must say more clearly which are the most important needs. Otherwise there is a danger that the less important needs will be met before the most important ones.

Another problem is that donors do not always tell government what they are giving. They talk to people in the districts and give money and other help direct to them. When this happens it is difficult for government to see that money and other help is shared fairly between the different parts of the country.

The Budget

The Ministry of Health is divided into different departments:

- Hospital and Curative Services* manages the hospitals which try to make people healthy when they are ill.
- Preventive and Environmental Services* tries to prevent illness. It tries to control disease, to keep mothers and children healthy, and to make sure that people live in conditions which are good for their health.
- The Chief Government Chemist* checks that medicines are of good quality.
- The Medical Stores* buys medicines and other supplies and sends them to the hospitals and districts.

The Ministry of Health's budget is not the only budget where government gives money for health. Until 1997/8 there was other money for health in the budget of the Prime Minister's Office. This budget had amounts for each region. Each region divided this money between the districts. From 1998/9 the money for regions and districts will not come from the Prime Minister's Office. Instead it will come from the budget of the new Ministry for Local Government.

In 1977/8, just after Tanzania became independent, 7.5% of government spending went to health. Over the next ten years government gave a smaller portion of money to health each year. By 1987/8 only 3.9% of government spending went to health. Since then the portion has got even bigger than it was in 1977/8. In 1996/7, 12.3% of government spending went to health.

In 1996/7 the government's health budget was Tsh 47,589 million. Many health experts say that this is still not enough to meet Tanzania's health needs.

Table 3.1: Government Health Budget 1994/5 (Tsh millions)

<i>Category</i>	<i>Recurrent</i>	<i>Development</i>	<i>Donor</i>	<i>Total</i>
Curative	51,027	1,127	2,539	54,693
Preventive	3,840	376	5,843	10,059
Administration	285	15	0	300
Training	1,787	83	0	1,870
Other	28	9	0	37
Total	56,968	1,610	8,382	66,960

Government Health Budget 1994/95

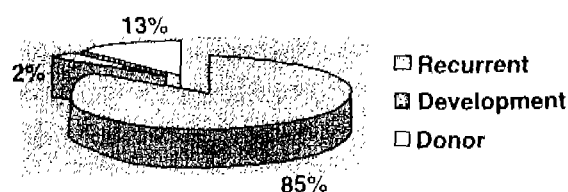


Table 3.1 shows that most of government health spending is for curative services. In 1994/5 90% of recurrent spending and 70% of government's development spending was for curative services. Government's spending does not match government's health policy. The health policy says that Primary Health Care and prevention is more important than cure.

Donors gave more to preventive services. And when donors gave to curative services, they gave mostly to dispensaries and health centres rather than to central hospitals. Dispensaries and health centres bring health services nearer to the poor women and men who need them most.

Most of government's recurrent budget is spent on wages and salaries. This leaves very little money for other running costs. At health centres and dispensaries, two-thirds of the budget goes to salaries and one quarter to medicines. That leaves only 7% for other expenses. In big hospitals, under a quarter of the budget goes to salaries, 7% to medicines and 70% is left for other expenses.

Three in every hundred shillings spent in hospitals pays for people to go overseas for health care. More often than not, it is mostly high officials and their families who go overseas for health care. These officials have more money than most Tanzanian

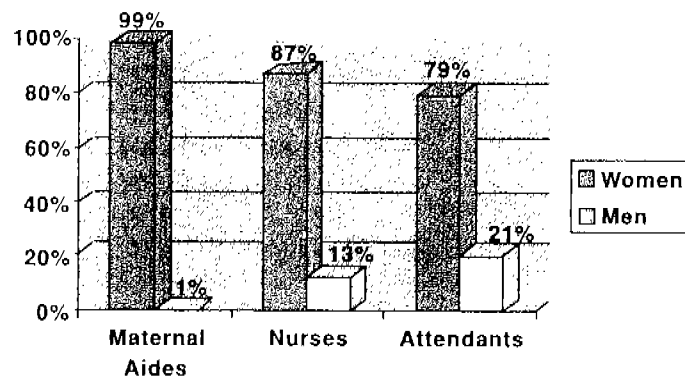
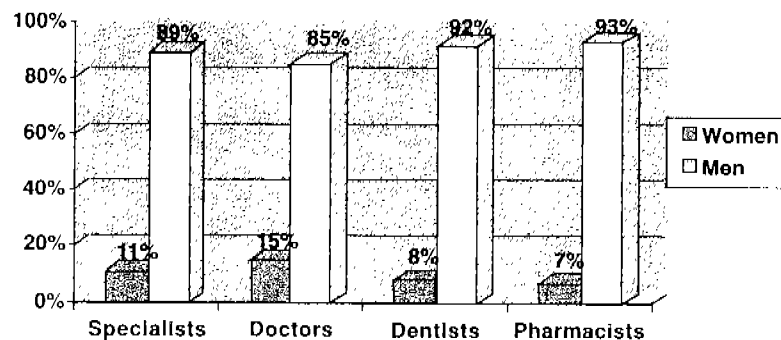
women and men. The money that the government spends sending a few people overseas could be spent in a better way. It could provide family planning and care during pregnancy and birth to any thousands of rural women.

Women and Men Workers in Health

Many health workers are women. In particular, most nurses are women. Health workers employed by government benefit from the government budget when they receive their salaries.

Overall, though, women employed by government benefit less than their men colleagues. This is because most of those at the top are men. These top people receive higher salaries. They also make the important decisions affecting women as well.

Women and Men Workers in Health 1995



In 1995 only 11% of specialists, 15% of ordinary doctors, 8% of dentists and 7% of pharmacists were women. On the other hand, 99% of maternal and child health aides, 87% of ordinary nurses and 79% of medical attendants were women. Doctor and dentists get higher pay and have more power than health aides, nurses and attendants.

Women and men who work in hospitals, dispensaries and health centres are paid for this work. Many other people provide health services for free when they look after family members who are ill. In most cases it is women who provide this free health care.

The government relies on this unpaid health work. Sometimes it even uses this unpaid work while the family members are still in hospital. For example, Muhimbili Hospital only gives food to patients in first grade wards and patients who are referred from the regions. Other patients must rely on family members - usually women - to bring them food.

Girls and Women and the Government Health Budget

Earlier we saw that women have different needs at different times of their lives. Here we see what money government gives to meet these needs.

Children and Mothers

The Primary Health Care system is very important for the health of young girls and boys, and for the health of their mothers. The Danish government gave US\$ 9.3 million to Tanzania for Primary Health Care between 1989 and 1996. The Danish, United States

and Japanese governments, the World Health Organisation, United Nations Children's Education Fund and International Rotary Club together gave US\$7,125 million for immunisation of children in the same period. The United Nations Children's Educationa Fund and the Japanese government give money to maternal and child health in the districts. The Tanzanian government itself only gave US\$ 16 thousand between 1989 and 1996 for maternal and child health projects.

MPs pass Bill to provide health insurance funds to civil servants

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By Michael Haonga
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This is good news but, for the majority of unemployed women and marginalised groups who work 24 hours unpaid, where is their health insurance cover?

With the donors' help, a lot of money is going to maternal and child health. But Tanzania is achieving less with this money than Kenya does with a smaller amount. Kenyans live about eight years longer than Tanzanians. Only one third as many children die in Kenya as die in Tanzania. And the average Kenyan women has one less child than the average Tanzanian women. For poor families fewer children usually means better health because they cannot afford enough food for all.

Teenagers

There is very little money in the budget for educating teenagers about their changing bodies. The Reproductive Health Unit has some education programmes for teenagers on STDs and early pregnancies.

The United States government supports the Family Planning Project. In 1998/9 they will give Tsh 588 million for training, Tsh 54 million for community-based delivery, Tsh 80 million for going out to regions, Tsh 181 million for planning, Tsh 195 million for information, and Tsh 188 million for administration. Only a small amount of this money will go to teenagers.

Women of Childbearing Age

In 1993, 80% of all hospitals, health centres and dispensaries had maternal and child health services and 69% had family planning.

Many of the maternal and child health facilities were built with money from the United States government. The United States government stopped giving this money for a while, and some of the services then did not work properly. The new Family Planning Project should help to get them working better again.

"Yes, we need a progressive budget and national resource allocation which does not discriminate girls and boys. Involve us in the budget processes!!"



This starting and stopping is part of the danger of relying on overseas money. If the government itself gave more money for maternal and child health, there would be less danger of services going up and down.



Safe motherhood is only possible if the budget and national resource allocation process take seriously on this important aspects and invest on it in a significant way.

For the good health of her baby and herself, a pregnant woman should visit health services at least six times during her pregnancy. During these visits her blood and urine will be tested. Most women do not visit this often. After birth, a mother should rest at the hospital or health centre for at least 24 hours. Most women leave after only six hours.

Richer women who can afford to pay higher fees get better services when they are pregnant. Most Tanzanian women cannot afford to spend a lot on their health. Childbirth is expensive even for the women who use government services. Women who have their babies at Muhimbili hospital must bring two pairs of gloves, two boxes of sanitary pads, disinfectant, two syringes, medicine, 4 bed sheets and a sheet for the baby. So even if women do not pay fees, they pay in other ways for the birth.

Older Women

Older women often suffer from heart disease, from bone diseases and from diabetes. They also have problems with their ovaries, wombs and breasts. A very important service for older women is regular testing so that the problems can be found early. The Tanzanian government health services do not offer these tests.

There is very little knowledge about the problems of older women in Tanzania. In 1995/6 and 1996/7 the government budget did not give any money for research into this topic or any other topic.

Public or Private?

In 1993/4 about 58% of all sick people went to a government health service for their first treatment. Poor people were more likely than rich people to depend on government. About 70% of the poorest people went to a government health services for their first treatment.

Of all people who used government services, most of the poorest people went to a dispensary or health centre. Richer people went more often to a central hospital. It costs government more to treat someone at a central hospital than to treat that same person at a dispensary or health centre. Overall, government spent more on the health of richer people than it did on poorer people's health.

To Spend More, the Government Needs More Revenue

Government wants to spend more money on health, but it says it simply does not have this money. To solve the problem, it is trying to find new ways of increasing revenue. One of the new ways is by charging fees.

At present, it is mainly at hospitals that people pay fees. In 1995/6 Muhimbili Hospital collected Tsh 89 million in fees from patients. The regional and consultant hospitals collected about Tsh 249 million. These amounts were less than was collected in 1994/5.

The government now wants people to start paying for services at health centres and dispensaries. They have an experiment with this type of fees in a few districts. But they know that most people will not pay for district health services until the quality of the service improves.

Research shows that most Tanzanians are not satisfied with government health services. Nearly two-thirds say that there are not enough medicines, 45% say that the services are too far away, and 25% say that staff are not well qualified. Most people said they will pay for services, but only if the quality improves.

Some services cost government more money than others. Some services make a bigger change to the health of Tanzanian women and men, girls and boys than others. Some services save money because ill-health is prevented and the government and patient do

not have to pay more later. When a service makes a big change for a little money, or when it prevents big expenses later, we say it is *cost-effective*.

Some of the most cost-effective health services are:

- Preventing unwanted pregnancies.
- Preventing STDs.
- Safe pregnancies and birth.
- Good care for pregnant women.
- Food support to people in weak positions.
- Testing for breast cancer and cervix cancer.

What Changes Do We Want in the Government's Health Budget?

We want to know more about how government is serving the health needs of women and men. We want government to report how many women and men, girls and boys receive services. We want them to report the different types of services received by women and men, girls and boys.

We want to know more about how the budget is divided. We want to know how much the Ministry of Health and the districts spend on different types of services.

We want government to give more money to cost-effective services, and less money to expensive services, and money wasted on overseas treatment for people who can pay for themselves.

We want to see that government money is not misused.

We want government to provide good basic health services to all Tanzanians who cannot afford private services. Good health is a right. It is not a privilege.

We want more money to educate young women about their changing bodies. We want better use of the money spent on maternal and child health. We want more attention to the needs of older women. Women must not be seen as useless when they can no longer bear children.

CHAPTER FOUR

Education

Introduction

Before 1990 the Ministry of Education and Culture and Local Governments were responsible for the whole education in Tanzania. In 1990 the government made a new ministry, the Ministry of Science Technology and Higher Education. Today the Ministry of Education and Culture and Local Governments are responsible for basic education, and the Ministry of Science Technology and Higher Education is responsible for higher education. Until 1998 local government received their budgets from the Prime Minister's Office. Today there is a new Ministry of Local Government which gives money to regions and districts for education, health, water and other things.



To these young girls, the long term dream is to hold senior positions in government decision making organs. Budget considerations are needed to prepare them for their dream to become a reality.

This chapter looks at the budgets of the two Ministries of Education. It also looks what is happening with education in the districts.

The History of Education Since Independence

When Tanzania became independent in 1961 there were fewer girls than boys at secondary school, and very few women at the University College. The country wanted to increase the numbers of boys and girls at all levels of education, so that there would be educated women and men to work in government. In 1965 it stopped asking for school fees at secondary level so that girls and boys from poor families could afford to study at this level.

The government was worried about the education of adults as well as young people. It announced 1970 as Adult Education year. There were big campaigns in rural and urban areas to encourage adults to learn to read and write. The campaign was a big success.

In 1971 the government took over all private schools and gave the regions and districts control over primary education. In 1972 the government made a new policy for secondary schools. It said that the pupils and teachers of every school must help to support themselves by producing one-fifth of their own food. The 1974 Universal Primary Education (UPE) policy said that by 1984 there must be enough schools to provide education for all young children. It also said that the education must be cheap - only twenty shillings for a whole year.



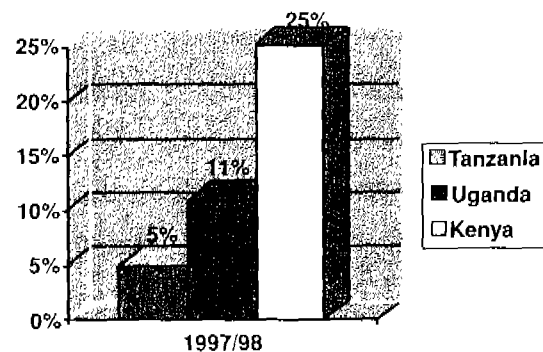
A resourced education shows the recognition of government on its people, girls and boys.

All these policies were a success and there were many more pupils at schools in Tanzania. However, the many learners caused some problems. For example, there were not enough trained teachers and not enough textbooks. Overseas donors helped with textbooks, but did not want to help with ongoing costs such as teacher salaries. So the quality of the education was not always good.

During the 1980s the problems became worse. With a poor economy, the government concentrated more on economic policy than on policies for health and education. In 1993 the government said that parents must share the costs of education with government. Today parents must pay UPE contribution of Tsh 1,000 for each child, Tsh 1,500 for registration, Tsh 2,000-5,000 for school buildings, Tsh 1,000 for games, Tsh 5,000 for uniforms, Tshs 200 for security and Tsh 2,100 for books. Parents of secondary school pupils must pay school fees, examination fees as well as money for textbooks, stationery and transport. The amount paid by parents has gone up faster than the amount paid by government.

Today many parents cannot afford to keep their children at school. At the beginning of the 1980s there were about ten times as many school pupils as twenty years before. By the mid-1980s over 90% of primary school age children were at school. But with less government money for education, by 1995 less than 80% of primary school age children were at school.

Chances for Primary Pupils who Joins Secondary Schools



Today a Tanzanian child also has less chance than a child in other East African countries of going to secondary school. Only 5% of primary school students in Tanzania continue to secondary school. In Uganda 11% continue, and in Kenya 25%. And the money paid by parents for primary and secondary school has not been used to improve the quality of the education.

For Tanzanian girls there are even more problems than for Tanzanian boys. A quarter of all girl pupils drop out during primary school, and 17% in the first secondary years. In 1995, 14% of girls failed their Form Four examination, compared to 6% of boys. Also, when there is not enough money for all their children, some parents choose to send their sons to school rather than their daughters.

The small number of girls at secondary schools means few women at university. The number of women is extra low in science courses. Some of the universities have tried to put this right. For example, they have made special programmes. They have also given some money for scholarships in subjects where there are only a few women. But until there are more women who have passed secondary education, these ideas cannot make a big difference.

The Education Budget

Education, health and water together make up the social sectors. Over the last few years the part of the budget given to the social sectors has dropped. The social pie has got smaller. Education has received a bigger slice of the smaller pie. But the share of the budget which goes to education is lower in Tanzania than in other countries in East Africa.

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Low budget harms education

By Gema Mwanga

The parents have a concern about the quality of education and the content of the curriculum, whether primary schooling is indeed providing the basic cannot provide quality services. For example, in 1999 Local Councils spent Tsh 6,817 million, out of which 82 per cent was for teachers salaries.

urged to put in place Community based education, in which case parents at the community or village level will be required to contribute food supplies or cereals to the teachers low salary. Also the parents will be required to participate fully in the construction of school or teachers buildings, and above all contribute

OW budgets will continue to harm education in Tanzania, 1999/2000. ...

In 1996/7 education received 65% of the recurrent budget for the social sector and 33% of the development budget.

- Over half of the education budget is for basic education;
- A quarter is for higher education;
- 8% is for secondary education;
- 5% is for teacher education;
- 5% is for administration.
- About 10% of local government budgets are spent on primary and secondary education.

Education becomes more expensive for both government and parents at higher levels. The governments spends *six* times as much on a secondary pupil as it spends on a primary pupil. It spends *eight* times as much on a student at teacher college as it spends on a primary pupil. It spends *more than 100* times as much on a university student as it spends on a primary pupil.

The Ministries responsible for education say that their budgets are too small. In 1997/8 the Ministry of Education and Culture said that it needed Tsh 40,273 million but it received only just more than a quarter of that - Tsh 13,975 million. The Ministry of Science Technology and Higher Education said it needed Tsh 34 billion as recurrent spending but received only Tsh 23 billion.

Primary Schools

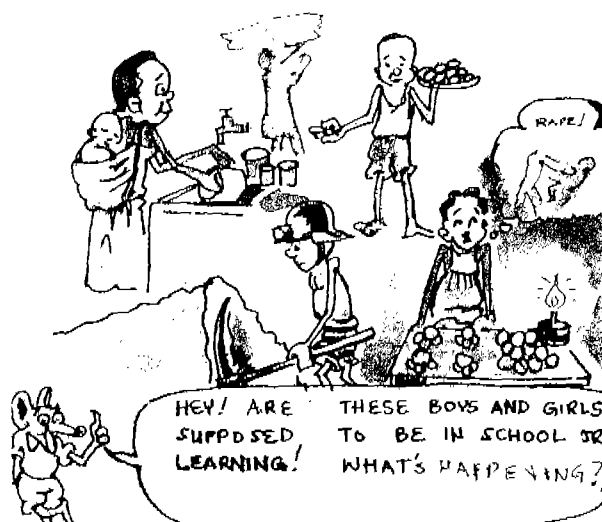
In 1997 there were 3,961,620 pupils at primary schools. Just under half of the pupils were girls. But, as we saw earlier, fewer girls and boys are at school today than ten years ago.

All government primary schools are open to boys and girls. There are a few private schools which are only for girls.

Many of the children who start school do not go to the end of primary school. Many children are older than 7 years when they start school. For girls this means that they will be teenagers - and in danger of pregnancy - while they are still in primary school. Dropout due to pregnancy is worst in Lindi and Ruvuma regions, where about a fifth of all dropouts are for this reason.

Some poor girls stop going to school because of the work they must do in the home - cooking, cleaning and looking after younger brothers and sisters. Some poor boys stop going to school to earn money for their families.

On average, girls score 31% lower than boys in school leaving exams. There are only three districts in which girls do better than boys in primary school exams. These three districts are all in Kilimanjaro region. Girls in towns usually do better than girls in rural areas. Girls in areas with safe piped water and good



health services do better than those in areas without these services. When girls start to menstruate, they will not want to go to school if there are no toilets and taps.

Government spends an average of US\$ 23.96 on each primary school pupil, and parents pay US\$ 7.76. Nearly half of the parent's part is spend on uniforms. This leaves very little money for other expenses.



This is typical example of withdrawal of resource on education and how it negatively impact on the children including the girl children.

The government has borrowed US\$ 5 million from the World Bank for the Community Education Fund. The government wants to use this money to get more children into schools. It will use some of the money for better buildings, materials and supplies to try to improve the quality of education. At present there is only one desk for every five children at primary schools, and not enough tables and chairs for all teachers. But there are big differences between districts. In the best districts there are 34 pupils in a classroom. In the worst districts there are over 400.

Each school can receive up to Tsh 6,000 per pupil from the Community Education Fund. Schools will only receive money from the Fund if parents contribute their share. In very poor areas the Fund will give two shillings for every shilling from parents. In average areas the Fund will give one and a half shilling for every shilling from parents. In rich areas the Fund will give the same amount as parents.

Secondary Schools

Before the education policy changed, the number of secondary school places for each district was based on the number of pupils passing the primary school leaving exam. One third of the places were given to girls.

When the number of children in primary schools went up, the government did not have enough places in its secondary schools for all primary school leavers. The number of private schools increased to fill the gap. But it was only richer families who could afford the fees of the private schools.

In 1985 the government asked each region to make a ten year plan. It said that during the ten years people in the community must donate their money and sweat to build four new day schools for girls and boys. The government said the schools must be day schools, because boarding schools are more expensive to run. It said that there must be an equal number of girls and boys in all these schools.

Some regions decided to build even more than four schools. The Ministry of Education did not have enough teachers and other supplies for all the new schools to run properly.

The government has tried to increase the number of girls in secondary schools. It has added day classes at boarding schools. It has made accommodation for girls in boys schools. It has kept the rule which says that a third of places must be for girls.

More girls than boys drop out of school. Only a quarter of pupils who go past Form 5 are girls. This is twice as good as the early 1960s, when only one-eighth of upper secondary school pupils were women. But it is still not good enough.

Pupils in boys-only schools perform best in examinations. In 1995 only 8% of these pupils failed their exams. Pupils in girls-only schools score a bit lower. In 1995 21% of them failed. Pupils in schools for boys and girls score lowest. More than a quarter failed their exams.

Girls drop out or fail for the same reasons at secondary school as at primary school. Some marry or have children. Most have many tasks to do at home.

The problems have become worse since government schools started charging fees. Many girls come from families which are too poor to afford the fees and other costs. Many of the families think that it is more important to educate their daughters than to educate their sons.

The government has borrowed US\$ 6.9 million from the World Bank to help girls from poor families. The money is used:

- To pay for fees, books, stationery, transport, food, medical services, uniforms and pocket money;
- To give advice to girls at their schools;
- To run seminars in the community.

Parents ask for bursaries and the primary school teachers and school committees recommend girls who are clever but from poor families. In 1997, Tsh 72,626,000 was used to help 359 girls.

The Ministry's plan says that by 2000/1 it wants to have an equal number of boys and girls in secondary school.

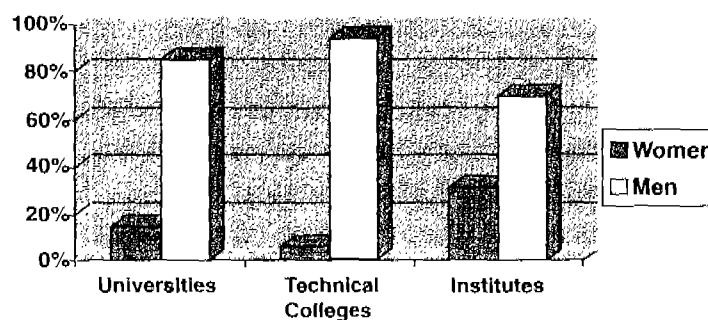
Higher Education

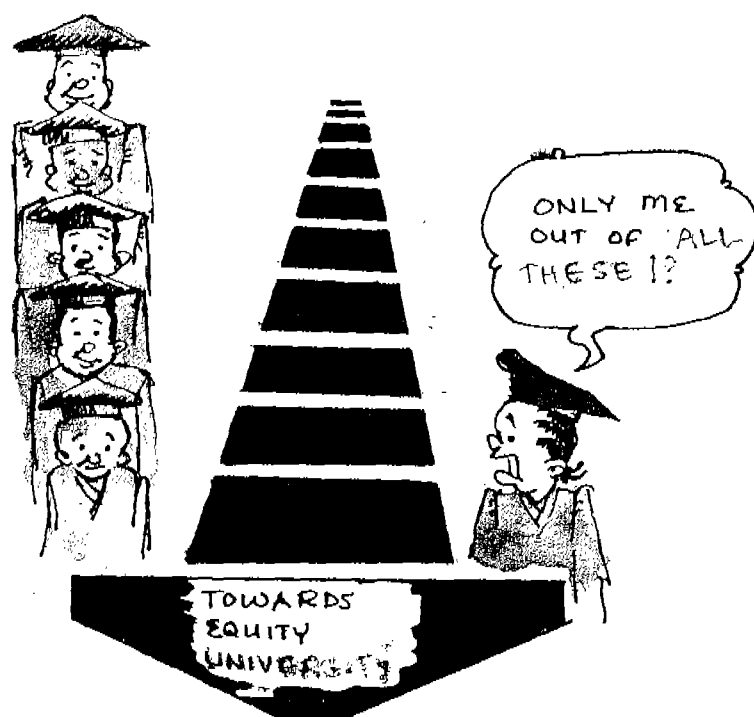
Higher education in Tanzania includes five universities, three technical colleges and other institutions such as the Institute of Development Management, the Institute of Finance Management, the National Institute of Transportation, the Community Development Training Institute, the Institute of Rural Development Planning, the Nyegezi Social Training Centre and the National Social Welfare Training Institute.

There are more than 12,500 students in higher education in Tanzania. Nearly two-thirds of the students are at the universities, over a fifth at the different institutes, and the rest at the technical colleges.

In 1995/6, 15% of the 8,076 university students were women. The University of Dar es Salaam is the biggest university. In 1995/6, 41% of the people who applied to go to the University of

Higher Education Enrolment 1994 - 1996





Dar es Salaam were women. Only 13% of those who were accepted were women. 33% of men who applied were accepted, but only 10% of women who applied.

Over two-thirds of women applicants wanted to study in the Faculty of Arts, 20% wanted Science and 19% Engineering.

Because many

women were not accepted, women make up less than 10% of students in all courses except LLB, BSc (Education) and the Faculty of Commerce.

At technical colleges, only 6% of students were women in 1994/5. At the institutes, 31% of students were women. At the Community Development Training Institute, the Institute of Rural Development Planning and the National Social Welfare Training Institute, over half of the students were women.

Altogether, in 1995/6 government was spending Tsh 3,800 million on educating men in higher education, compared to Tsh 683 million on educating women.

Table 4.1: Recurrent budget for Higher Education 1996/7

<i>Category</i>	<i>Amount (Tshm)</i>	<i>Percent</i>
Wages and salaries	3,278	22%
Overseas travel	4,472	29%
Staff training & travel	520	3%
Operation & maintenance	1,121	7%
Administration	1,961	13%
Universities	3,840	25%
Total	15,192	100%

Recurrent Budget for Higher Education 1996/97

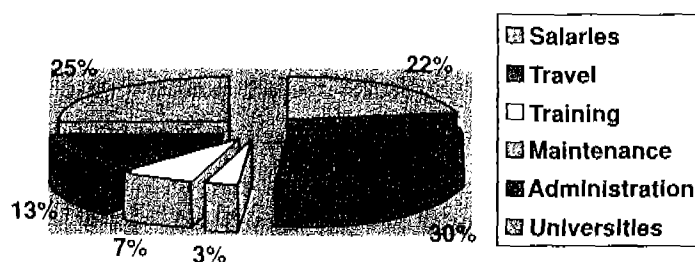


Table 4.1 shows that in 1996/7 the government planned to spend Tsh 15,192 million on higher education. The biggest amount was for overseas travel for students. The next biggest amount was for universities. The third biggest amount was for wages and salaries.

The government is paying the costs of more than 1,000 students who are studying overseas. A student who studies overseas costs the government three times as much as a student at the University of Dar es Salaam. If the government cuts the money for overseas students by half, it can pay for 1,800 more students at Tanzanian universities.

A lot of money goes for "special expenses" of the Minister, Deputy Minister and Principal Secretary. Together these three officials get about Tsh 36 million. This money is enough to pay for 30 women students at university, or for 500 scholarships for girls in secondary schools, or for 2,600 girls at primary schools.

Adult Education

Between 1970 and 1980, Tanzania had big campaigns to teach adults to read and write. In 1977 more than a quarter of adults in Tanzania could not read and write. By 1986, only 10% could not read and write. By 1992, the percentage was up at 16% again.

There are big differences between regions in the number of women and men who cannot read and write. But in all regions there are many more women than men who cannot read and write. In 1992, after all the campaigns, 19% of women and 13% of men could not read and write.

The districts are responsible for adult education. It is difficult to say how much they are spending because each district has its own budget.

Teachers

Most of the recurrent budget for education is spent on salaries. In 1996/7, nearly 91% of the recurrent budget went on salaries.

In 1996 there were:

- 108,874 primary school teachers in Tanzania and 44% of these teachers were women;
- 11,689 secondary school teachers, of whom 26% were women;
- 1,062 teachers in teacher training colleges, of whom 26% were women.

Altogether, 42% of the total 121,625 teachers in the country were women. So more of the spending on teachers' salaries ends up in the pockets of men than ends up in the pockets of women.

About four years ago the government stopped employing new teachers. It did this to cut the amount it was spending on salaries. Over the next years the number of teachers fell as teachers retired or died or left teaching for other reasons. This meant that many classes were very big because there were not enough teachers to go around.

In 1998 the Ministry of Education and Culture said that it was going to employ 1,700 new teachers – 1,400 for primary schools and 330 for secondary schools. The Ministry will also stop spending money to pay teachers who teach in private schools.

Many teachers are not properly qualified to teach. Only 41% of primary school teachers have proper qualifications. Between 1998/9 and 2000/1 the Ministry's plans to train 500 new Grade A teachers, to make 200 Grade C/B teachers into Grade A, and to give 600 Grade A teachers diplomas.

Revenue

A budget has two sides – expenditure and revenue. If the government wants to spend more, it must also increase its revenue.

Fees

One way government can increase revenue is by charging fees. Some fees are not shown in the budget of the Ministries of Education. For example, most fees for primary school are collected by schools in the district. Table 4.2 shows how much the Ministry of Education and Culture wanted to collect in 1997/8 for some of the other fees.

Table 4.2: *Ministry of Education and Culture Fees for 1997/8 (Tsh. th)*

	<i>Fee</i>	<i>Amount</i>
Arusha International School	training & exam	125,409
Technical Secondary School	raining & exam	885,390
Commercial Secondary School	training & exam	1,437,660
Agriculture Secondary School	training, exam & boarding	964,820
Teacher Education	training, exam & boarding	1,024,660
Museum	entrance fees	23,000
MANTEP Institute	training & exam	2,600
National Examinations Council	exam fees	215,717

Money from Overseas Donors

Many overseas donors give money to Tanzania for education. In the 1970s and 1980s more than 90% of the money from donors was for development expenditure. For example, the money was used to build schools and classrooms and to buy equipment. When the economy became weaker, the donors did not want to give more money for development expenses because the government did not have enough money to pay for the running costs of using the schools, classrooms and equipment. The government and donors have agreed that they must concentrate on seeing that the schools and classrooms that they already have work well before they build new ones.

Money from overseas donors increases government revenue. But it can make planning difficult and cause problems if the donors do not tell government and each other what they are doing. If donors do not work together according to a proper plan:

- There will be many little projects which are not spread fairly across the country;
- Some of the projects will only run for a short time if the donor decides to stop giving money, or to give somewhere else instead;
- It is difficult for government to see the full picture of what is happening in education budgets.
- Government will not have control over the budget and planning.

In 1996 the government decided to make a Sector Development Plan for education. This Plan says what is needed and where government wants donors to help. It says that government and donors will work together on all projects. Today donors give some money for recurrent expenditure as well as money for development expenditure. Also, government tries to give at least a little money to all development projects so that no projects rely completely on donors.

In 1997/8 Tanzania was receiving a lot of overseas money for education:

- The governments of Denmark, Netherlands and Norway and the European Union gave Tsh 805 million for primary education;
- The World Bank gave Tsh 50 million for primary education;
- The World Bank gave Tsh 252 million for secondary education for girls;
- The World Bank gave Tsh 300 million for equipment for secondary schools;
- The World Bank gave Tsh 100 million to the Institute of Education;
- The World Bank gave Tsh 261 million for education planning;
- The World Bank gave Tsh 50 million for doing projects;
- Sweden gave Tsh 2,047 million for text books;
- Sweden gave Tsh 496 million for training of teachers;
- Sweden gave Tsh 1,536 million for adult education;
- Ireland gave Tsh 191 million for museums.

Altogether, the government received Tsh 7,244 million from overseas donors to help with the Sector Development Plan. The government added Tsh 1,031 million of its own money to the overseas money.

Who has the Power?

Ministers, Deputy Ministers, Permanent Secretaries, Commissioners, Heads of Departments and Heads of Sections make the most important decisions in government.

The Department of Administration and Personnel in the Ministry of Education and Culture employs 137 people. Half of the

employees are women. But only 11 women are in powerful positions. The top position held by a woman is Director of Administration and Personnel.

The Department of Planning employees 86 people. Only 15 are women. Two women are in powerful positions. The top position held by a woman is Senior Education Officer I.

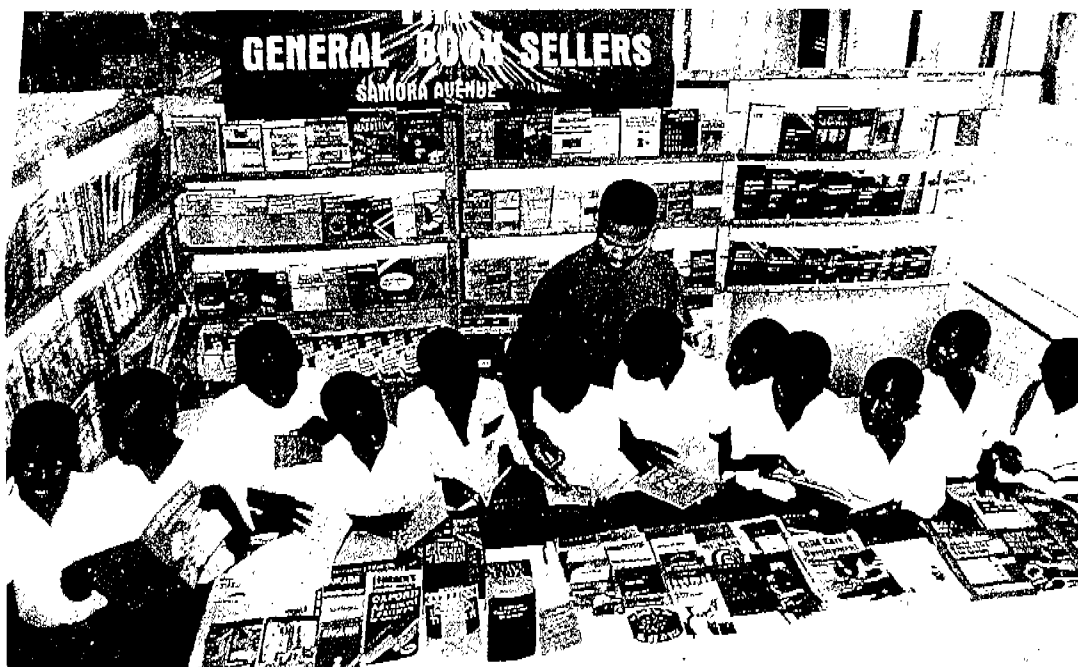
The Department of Secondary Education has 38 employees, and 18 are women. Three Principal Education Officers III are the top women.

The Department of Administration of the Ministry of Science, Technology and Higher Education has 60 employees. Nearly two-thirds are women, but they earn only 43% of all wages.

The Department of Higher Education has 13 employees. There are three women.

What can Help to Make Education in Tanzania Work Better for Boys and Girls?

We want to see equal numbers of girls and boys at all levels of education. For both the girls and boys we also need more classrooms, more textbooks, and enough qualified teachers.



Girls and boys access to good learning environment (that includes learning materials) is a right not a privilege.

- In primary and secondary education government must look at:
- The big number of girls and boys who drop out
 - The many girls who leave school because they are pregnant
 - The many boys who stay away from school
 - The many parents who cannot afford to pay school fees.

- In secondary education government must also look at:
- Why so few girls get places in secondary school
 - Why so many girls fail their examinations
 - The small number of boarding places for girls
 - The small number of scholarships for girls.

- In higher education government must look at:
- The small number of women who are in higher education
 - The use of female accommodation by male students
 - Staff and male students who harass female students.

- Inside the Ministries government must look at:
- Why most women employees receive low salaries
 - Why most women do 'female' jobs such as secretaries.
 - Why most of the top people who make the most important decisions are men.

Some of these things cost money to put right. Before it can spend more money, government must find more revenue. Some of the ways that government can get extra money from inside the country are to:

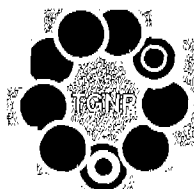
- Give one-tenth of the money spent on houses, furniture and transport of top officials to a girls scholarship fund,
- Directs districts how much they must spend on textbooks and other materials
- Make tax lower when people and companies give education materials and equipment to primary schools in rural areas

Some of the ways that government can get extra money from outside the country are to:

- Give education a part of the money saved when overseas countries say Tanzania can pay less interest on its loans, or can pay interest later;
- Organise donor conferences about education;
- Arrange for richer schools to give used books and other materials to poorer, schools.

A Gender budget is one which demonstrates sensitivity to the different needs and privileges, rights and obligations which men and women have in the society. A gender budget will, in mobilisation of resources, recognise the differential contribution of men and women in production of goods and service and human labour. The budgeting exercise is guided by issues of who is doing what, who is contributing what and how much. Such sensitivity will minimise the possibility of using the budget and the budgeting process as a tool to further increase gender gaps in a given society. Similarly, distribution of resources should reflect balanced investments going to all factors of production as well as production of human labour. The investments should correspond to the contribution of these factors to the reproduction processes. The first pre-requisite, therefore, to the budgeting exercise entails a gender analysis of the population.

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