

THE REVOLUTIONARY GOVERNMENT OF ZANZIBAR



**ZANZIBAR STRATEGY FOR GROWTH  
AND REDUCTION OF POVERTY  
(ZSGRP)**

January, 2007

**STATEMENT OF THE PRESIDENT OF ZANZIBAR AND THE CHAIRMAN OF THE REVOLUTIONARY  
COUNCIL H.E AMANI ABEID KARUME**

Since the 1964, Zanzibar has taken various measures to address the three main development challenges – ignorance, disease and poverty. In 2000, Zanzibar launched the Zanzibar Development Vision 2020 which gives social, political, cultural and economic philosophy up to the year 2020. The thrust of the vision is eradication of absolute poverty and attain sustainable development. In line with that, the first three-year Zanzibar Poverty Reduction Plan (ZPRP) launched in 2002 from which some significant achievements were recorded after its implementation. However, there were also challenges highlighted by stakeholders during the ZPRP review process which were taken as strength towards development of this strategy; The Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP).

The ZSGRP document forms part of strategies to implement the long term development plan, the Vision 2020. The focus is on ensuring the attainment of sustainable growth that will reduce both the income and non-income poverty to the majority of Zanzibaris. The strategy is in line with the international goals, commitments, and targets, including the Millennium Development Goals (MDGs).

The ZSGRP popularly referred in its Kiswahili acronym as MKUZA (Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Zanzibar), offers recommendations or interventions on how the stakeholders – the Government, the Non State Actors including Development Partners, the Private Sector, Civil Society Organizations and the Community – can engage their actions and approaches to significantly enhance economic growth and thus poverty reduction. The ultimate objective is to achieve high standards of social well being to the citizens. In the process, the Government recognized the need to further improve Good Governance and National Unity.

We are confident that, with all stakeholders playing their parts effectively, this strategy will pave for us an unquestionable path for progress in our quest to build a strong nation without poverty for current as well as for the future generations.

I wish to take this opportunity to sincerely thank all who have participated in one way or another in the review process and development of this strategy. My special thanks go to the Drafting Team, Consultants, Development Partners, Ministries, Department and Agencies, Civil Society Organisations and the Private Sector who worked tirelessly to complete the strategy. Without their efforts, commitments and thrust we could never get the strength of bringing forward this strategy for implementation.

The success of this strategy will depend mainly on fully participation of all stakeholders at all levels. We therefore, ought to unite and commit ourselves to the implementation process using our meagre resources efficiently and effectively. Let us work together to implement this strategy and make better life for all Zanzibaris.

Thank you

**H.E AMANI A. KARUME  
PRESIDENT OF ZANZIBAR AND CHAIRMAN  
OF THE REVOLUTIONARY COUNCIL**

## LIST OF ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immunodeficiency Syndrome
AGC	Attorney General Chamber
AGOA	African Growth Opportunity Act
ANGOZA	Association of Non-Governmental Organizations of Zanzibar
ART	Anti-Retroviral Therapy
ARVs	Anti-Retroviral
AU	African Union
BEST	Business Environment Strengthening in Tanzania
CAG	Controller and Auditor General
CBMIS	Community Based Management Information System
CBOs	Community Based Organizations
CEM	Country Economic Memorandum
CFAA	Country Financial Accountability Assessment
CFS	Consolidated Fund Services
CMR	Child Mortality Rate
CPI	Consumer Price Index
CRC	Citizen Report Card
CSOs	Civil Society Organizations
DMI	Domestic Market Investment
DOT	Direct Observation Treatment
DPs	Development Partners
DPP	Director of Public Prosecutions
DPT	Diphtheria, Pertussis, Tetanus
DTI	Domestic Trade and Investment
ECD	Early Childhood Development
EIA	Environmental Impact Assessment
EPI	Expanded Programme on Immunization
EPZ	Export Processing Zone
FBOs	Faith Based Organizations
FDI	Foreign Direct Investment
FSNSA	Food Security and Nutrition Situation Analysis
HPDR	Human and Poverty Development Report
ICT	Information and Communication Technology
IMCI	Integrated Management of Childhood Illness
IMTC	Inter-Ministerial Technical Committee
IPPM	Integrated Plant Protection Management
IPT	Ionized Prophylactic Therapy
JAST	Joint Assistance Strategy for Tanzania
JFC	Joint Finance Commission
LGRP	Local Government Reforms Programme
MDRI	Multilateral Debt Relief Initiative
MFIs	Micro-Finance Institutions
MIS	Management Information System
MKUZA	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Zanzibar
MMR	Maternal Mortality Rate
MSMEs	Micro, Small and Medium Enterprises
NBS	National Bureau of Statistics
NCDs	Non Communicable Diseases

NEPAD	New Economic Partnership for African Development
NSGRP	National Strategy for Growth and Reduction of Poverty
OVC	Orphans and Vulnerable Children
PEP	Post Exposure Prophylaxis
PFMRP	Public Financial Management Reform Programme
PLHAs	People Living with HIV and AIDS
PLWAs	People Living with AIDS
PMS	Poverty Monitoring System
PMTCT	Prevention of Mother to Child Transmission
PWDs	People with Disabilities
PSD	Private Sector Development
PSDA	Participatory Services Delivery Assessment
RCH	Reproductive and Child Health
RGoZ	Revolutionary Government of Zanzibar
SADC	Southern African Development Community
SEZ	Special Economic Zones
SFPC	State Fuel and Power Corporation
STCDA	Stone Town Conservation Development Authority
URT	United Republic of Tanzania
USD	United States Dollars
TAP	Tax Administration Programme
TAS	Tanzania Assistance Strategy
TASAF	Tanzania Social Action Fund
THDS	Tanzania Health Demographic Survey
TRCHS	Tanzania Reproductive and Child Health Survey
TRIPs	Trade Related Intellectual Property Rights
VCT	Voluntary Counselling and Testing
ZATUC	Zanzibar Trade Union Congress
ZAWA	Zanzibar Water Authority
ZBC	Zanzibar Business Council
ZLSC	Zanzibar Legal Services Centre
ZSGRP	Zanzibar Strategy for Growth and Reduction of Poverty
ZNCCIA	Zanzibar National Chamber of Commerce, Industry and Agriculture
ZILEM	Zanzibar Integrated Land and Environment Management
ZIPA	Zanzibar Investment Promotion Authority
ZPRP	Zanzibar Poverty Reduction Plan
ZRB	Zanzibar Revenue Board
ZSSF	Zanzibar Social Security Fund

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# CHAPTER I: BACKGROUND

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## 1.1 INTRODUCTION

1. The four-year Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) known as Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Zanzibar (MKUZA) in its Kiswahili acronym is the second generation of national development framework to implement Vision 2020. ZSGRP is in line with Millennium Development Goals (MDGs) and other international agreed commitments and targets. The focus is on the reduction of both, income and non-income poverty; and ensure the attainment of sustainable growth. In order to ensure ownership, the ZSGRP was developed through a countrywide consultative process involving the government, civil societies and the private sector. To promote partnership with Zanzibar's external collaborators, the consultative process also sought the views of development partners. As a result, the ZSGRP has been built on a strong ownership-partnership framework that includes the recognition of commitments to regional and international initiatives for social and economic development. Apart from the consultative process, the ZSGRP (MKUZA) builds on ZPRP that was launched in May 2002 and implemented up to 2005. However, unlike the ZPRP, which was based on priority sectors, the ZSGRP is an outcome-based strategy built not only from in-depth consultations, but also harmonised with current and on going reforms, as well as aligned with MKUKUTA and the Joint Assistance Strategy for Tanzania.

2. This document consists of eight chapters. The background chapter (1) presents the geo-political situation of Zanzibar. It outlines the achievements and challenges emanating from the implementation of the Zanzibar Poverty Reduction Plan (ZPRP) and provides the justification for reviewing the ZPRP. The discussion on the review of the ZPRP is divided into three main areas, namely, macro-economic, provision of social services and good governance. The rest of the document is organised as follows. Chapter two addresses the review, consultative process and outcomes in various levels of consultations. Chapter three examines levels and trends of poverty in Zanzibar based on existing primary and secondary sources of data. Chapter four presents the strategic framework, which forms as the building block for the strategy itself. This chapter explains the linkages of the three clusters. It also expresses Government commitment towards the implementation of the major reforms needed for the strategy.

3. Chapter five presents the ZSGRP. It highlights the, broad outcomes, goals, operational targets and strategic interventions in each of the three clusters. It points out issues generated from the consultations, key interventions and leading stakeholders in implementing the specified interventions. Chapter six assesses the responsibilities and roles of each institution in implementing the strategy. Chapter seven describes Coordination, Monitoring and Evaluation System (M&E) that will facilitate the performance of the implementation of ZSGRP and will provide feedback that will enable its updating. Chapter eight provides a framework for mobilising resources needed for implementing ZSGRP



## **1.2 GEO-POLITICAL SITUATION**

### **1.2.1 Location and Size**

4. Zanzibar consists of two main islands, Unguja and Pemba, and several other smaller islands some of which are uninhabited. Zanzibar is located in the Indian Ocean, about 30 kilometres off the East Coast of Africa between latitudes 5 and 7 degrees south of the Equator. The Island has a total area of 2,654 square kilometres; out of this, Unguja, which is the largest, has an area of 1,666 square kilometres while Pemba has an area of 988 square kilometres.

### **1.2.2 Population**

5. According to the Population and Housing Census (2002) Zanzibar had a population of 981,754 with a growth rate of 3.1percent and a population density of 370 per square kilometres. Of the total population, 40percent lived in urban area and the remaining 60percent settled in rural areas. The outburst of the population growth rate was mostly attributed to high fertility rate of 5.3. The projected population in 2005 was 1,072,000.

### **1.2.3 Administration**

6. Zanzibar is part of the United Republic of Tanzania, but is semi-autonomous. It has its own Government, a legislative assembly known as the House of Representatives, the Executive, headed by the President of Zanzibar and its own Judicial System. Zanzibar is divided into five administrative regions (three in Unguja and two in Pemba), 10 districts two in each region, 50 constituencies and 296 shehias.

## **1.3 THE ZANZIBAR POVERTY REDUCTION PLAN**

7. Zanzibar launched its first comprehensive ZPRP in May 2002. The ZPRP was the first medium-term programme for implementing the Vision 2020. The ZPRP was an operational plan with strategies to mobilise and utilise domestic financial resources, both public and private, and a framework for attracting external resources to support prioritised expenditure plans. It focused on reducing income poverty, improving human capabilities, survival and social well-being and containing extreme vulnerability; to achieve these, the Plan focused on a selected number of priority sectors, namely, education, health, agriculture, tourism, infrastructure (particularly rural roads) and water, as well as cross-cutting issues like good governance, trade and combating HIV and AIDS. These sectors and cross-cutting issues were considered to have high direct impact on growth and improvement of social well-being.

8. The ZPRP interventions aimed at generating higher economic growth and improved delivery of service. Economic growth was targeted at 5.0percent during the first year, 5.5percent during the second year, and 6.0percent during its third year. Efforts were directed to selected sectors, including agriculture for its potential in reducing income poverty; tourism and trade for their potential in generating higher growth; education, health and water for improvements in human capability, survival and well-being; and infrastructure for increasing accessibility and lowering costs of production. Other areas of

strategic interventions pursued were on promotion of investment, strengthening of the financial sector, enhancing social stability and promotion of good governance.

9. To support implementation of the ZPRP, a number of diagnostic studies were undertaken. These were the *Public Expenditure Review* (PER FY03), the *Country Financial Accountability Assessment* (CFAA), *Analysis of Zanzibar's Economic Situation*, *Study on the Clove Industry*, and *Study on Local Government Reform and Strategic Plan of Good Governance*. The studies identified strengths and weaknesses in financial accountability, public expenditure management and procurement arrangements in the public sector. The diagnostic studies also provided a common point of reference for the Government and Development Partners (DP) in understanding the current situation and hence in mapping plans for immediate and future actions. They also identified benchmarks against which progress could be gauged, using both international and national standards as well as drawing appropriate lessons from best practices. Thus, it is on the basis of these studies that Economic and Financial Reforms, Institutional and Human Resources Reforms and Good Governance Reforms were undertaken in order to set Zanzibar on the right foot in her pursuit for development needed to eradicate absolute poverty by 2020. In the course of implementing ZPRP, efforts were made to harmonise policies within Zanzibar, between Zanzibar and the URT and between URT and international policy initiatives.

## 1.4 ZPRP ACHIEVEMENTS AND CHALLENGES

### 1.4.1 Macroeconomic

10. Over the 1990s, constraints to long-term growth were identified as low levels of productivity, low rate of investment and declining levels of external assistance. Economic performance varied over that period, even during the implementation of the ZPRP. Real growth of the economy was sustained at positive rates, recording 8.6percent in 2002, 5.9percent in 2003 and 6.4percent in 2004. Per capita nominal income increased from Tshs. 261,000 (equivalent to USD 276) in 2002 to Tshs. 331,000 (equivalent to USD 303) in 2004. Inflation rate on the other hand was contained at single digit but above the target of 5percent. The inflation rate recorded was 5.2percent in 2002, 9.0percent in 2003 and 8.1percent in 2004 mainly attributed to low production of domestic food commodities and high prices of imported food commodities.

11. It is generally agreed among development experts that with political commitment, good policies and increased financial and human resources, economies of small islands like Zanzibar could achieve national, regional and the internationally agreed developing goals including the MDGs. However, Zanzibar is still facing several challenges. One of the key challenges during implementation of ZPRP was population increase, particularly the challenges of high age dependency issues on both the fiscal pressure and domestic savings. Population increase not only reduces the effect of Gross Domestic Product (GDP) growth on improving per capita income, but also contributes to the youth unemployment problem.

12. In the agricultural sector, the key challenges include absence of a comprehensive framework for enhancing food security, invasion of agricultural land, insufficient provision of agricultural services such as credits, extension services, frequent outbreaks of crop and zoonotic diseases. Other challenges are insufficient technical know how on post harvest losses, insecure tenure of agricultural

land, over-dependence on rain-fed agriculture, inadequate budgetary support, low land and labour productivity, inadequate rural micro-finance system, poor marketing of agricultural produce, weak linkage with tourism sector, weak inter sectoral linkages for addressing issues such as HIV and AIDS, drought, trade and poor infrastructure.

13. The main challenges in manufacturing sector include the lack of a well established industrial infrastructure for attracting Foreign Direct Investments (FDIs) and local investors, low industrial skills, cumbersome licensing and investment approval procedures, low quality of products, low knowledge among the business community for accessing market as well as limited credit facilities.

14. Challenges in the tourism sector are poor and inadequate infrastructure services such as road networks, airports, power, water, hotels, weak linkages between tourism and other related sectors particularly agriculture, low capacity for collecting revenue, low skills in tourism management as well as dilapidating historical, heritage and tourist attractions. Other challenges include the existence of multiple trade licensing agencies, application of non-tariff barriers on Zanzibar's exports, existence of multiple trade/exports examination points, absence of an export strategy and poor information as a result of inadequate market research and market intelligence.

15. In the financial sector, commercial lending rates have been relatively high, ranging between 13 to 17percent but negotiated lending rates have been lower ranging between 7.0percent and 11.0percent. Savings rates, on the other hand, have been extremely low averaging 2.4percent since 2002. The challenge is to narrow the spread rate between lending and saving. Micro Finance Institutions (MFIs) have been lending out at relatively higher interests rate compared to commercial banks; the average lending rate is about 30.0percent. There is a need to review the lending rates downwards with a view to attracting more borrowers in the scheme and hence increase multiplier effects of the loans and create employment opportunities and higher income generation particularly among the poor.

## 1.4.2 Social Services

### *Education*

16. There has been an increase in both the number of students and enrolment rate at pre-primary, primary and basic education levels. The number of pupils at pre-primary level increased from 15,004 (of which 11,227 were enrolled in private schools) in 2002 to 18,538 (of which 14,744 were enrolled in private schools) in year 2005. As for primary level, the enrolled pupils increased from 184,382 (of which 4692 were enrolled in private schools) in 2002 to 208,283 (of which 7,209 were enrolled in private schools) in 2005. At basic education level the number of students enrolled increased from 225,921(of which 5,653 were enrolled in private schools) in 2002 to 260,615 (of which 8,410 were enrolled in private schools) in the year 2005. Gross enrolment rate at pre-primary level increased from 14percent in 2002 to 15.9percent in 2005. At primary education level gross enrolment rate increased from 98.1percent in 2002 to 101.3percent in 2005. At basic education level gross enrolment rate increased from 87.7percent in 2002 to 92.6percent in 2005. Gender parity has been achieved at primary and basic education levels. Delivery of quality education has also improved. Some of the indicators that showed improvements include improved pass rates at each of the three levels, namely:

transition from Form II to Form III, Form IV to Form V and form VI level graduates who qualify to join universities.

17. Despite these achievements, the following problems remain. Zanzibar has not achieved a 100percent net enrolment at all levels. For instance, the net enrolment at basic education level is around 77percent as of 2005. Among those not enrolled are children with disabilities and those from poor families. The disparities in enrolment among districts are still wide. In general the performance of the education system has not been satisfactory due to a number of factors including inadequate number of schools; shortage of science and mathematics teachers, laboratories facilities and equipments, insufficient teaching and learning materials, lack of transport facilities for teachers, insufficient number of qualified teachers and low contributions by parents. Other problems are insufficient toilets, teachers' houses, teaching facilities as well as low attention given to people with disabilities.

18. The New Education Policy (2005) aims at addressing the weaknesses of education system by making it more responsive to current needs of the society. Among the essential elements of education reforms are the extension of basic education from 10 years to 12 years, improving the quality of education, strengthening teachers' training, alternative learning for out of school youths and general skills development

### *Health*

19. The achievements in the health sector include reconstruction of six Primary Health Care (PHC) units and rehabilitation of fifty-two others, rehabilitation of ten-second line PHCs and construction of ten new staff houses. Four PHCs have been equipped with x-ray services. The availability of essential drugs in public health facilities has improved; screening and surveillance services of some disease such as poliomyelitis, measles and neonatal tetanus have been established. Two facilities for delivery services in rural areas have been established; a maternity block at Mnazi Mmoja hospital has been constructed and; a maternity ward at Wete hospital has been rehabilitated. User- friendly services for the youth have been introduced in ten PHC units. There has been also formulation of Reproductive Health (RH) strategy for maternal, child, adolescent, men, and the elderly.

20. A Malaria Strategic Plan has been developed to guide the implementation of anti malaria activities. These activities include the introduction of an effective anti malaria drug (use of artemisinin compounds), and the promotion of Insecticide Treated Nets (ITNs). Health sectors' strategy for HIV and AIDS has been developed. Others are the establishment of care and treatment services; prevention of Mother to Child Transmission of HIV and AIDS (PMTCT and PMTCT plus). The number of centres for diagnosis of tuberculosis and leprosy were increased from 11 to 40 while for DOT/MDT the number of centres increased from 46 to 134. Implementation of plans to eliminate leprosy has begun and staff in eight functional integrated Non-Communicable Diseases (NCDs) clinics at all hospitals including cottage have been equipped and trained. Health Human Resource policy and five year plan were completed. Incinerators were constructed. Post Exposure Prophylaxis (PEP) interventions to health care workers and sexually assaulted people were introduced.

21. The number of new cases of Tuberculosis (TB) continued to be diagnosed. With the acceleration of the HIV/AIDS epidemic, TB is likely to become of more concern in the near future. There

is a lack of TB/HIV services coordination strategy and inadequate human resources to address tuberculosis in Zanzibar. Malaria is by far the most common diagnosis and remains the most important public health problem in Zanzibar, constitutes about 34percent of all deaths in hospitals and still the major cause of morbidity in the Islands. Diagnosis at Primary Health Care Units remains a clinical ground and it lacks adequate expertise on vector control.

22. Zanzibar in recent years has experienced an accelerated increase in Non Communicable Diseases (diabetes mellitus, hypertension, cervical cancer, breast cancer, bronchial asthma etc) and could become the leading cause of morbidity and mortality by 2020. More than 300 cases are diagnosed for diabetes annually. However there are no reliable data on non-communicable diseases affecting the population at the prime time of their productivity. Generally among factors attributing to poor performance in health services delivery is inadequate health professionals. This is evidenced by the following statistics as provided by responsible Ministry.

- Physician per population (local) 1:16,926
- Physician per population (local + foreign) 1:11,828
- Physician per population (local + AMO) 1:10,444
- Physician per population (local+ AMO+ C/O) 1: 5,454
- Physician per population (local+foreign+AMO+C/O) 1:4,789
- Nurse per population 1:976
- Assistant medical Officer (AMO) per population 1:27,270
- Clinical Officer (C/O) per population 1: 11,415

***Water and Sanitation***

23. Access to safe water and sanitation has improved following successful implementation of 75 projects that included the digging up of new wells and construction of water storage tanks, improved solid waste management, construction of VIP toilets, and rehabilitation of Stone Town sewage system. Also, construction of 300 pit latrines in Jambiani has been completed.

24. Water supply and sanitation services are constrained by several factors that include inadequate quantity and quality of water supply in both urban and rural areas; dilapidated water supply infrastructure; limited human and financial resources to sustain water supply and maintenance; low stakeholder participation and; lack of equipment for collection and disposal of waste as well as for recycling solid and liquid waste. Supply is constrained by high costs due to poor operational technology; maintenance; high amount of wastage; water losses in production, transmission, storage and distribution; and limited access to supply outlets both in rural and urban areas. As for the institutional arrangements, there is lack of coordination of activities between water supply and sanitation. The constraints on water related environment include salinity and intrusion risks in the coastal areas, encroachment of water sources, depletion and degradation of ground water reserves, poor management of drought and floods, and limited monitoring of groundwater. In the case of sanitation, poor drainage system comes out as the main challenge.

## *Gender and Social Protection*

25. Despite all efforts and affirmative actions to mainstream gender in the development process, there are still a number of challenges in this area. These include perpetuation of development-inhibiting socio-cultural practices; gender issues not being fully mainstreamed in public policies and programmes; gender-based violence is still common and; insufficient support to vulnerable groups such as women, youth, children and people with disabilities. Little has been done to address those problems.

26. In the area of social protection, the pension scheme is not only inadequate, but also not delivering to those who are members. The social security schemes are equally weak, as they have very limited coverage, and most of those benefiting from it come from the public sector. All in all, there are few and weak safety nets for vulnerable groups.

## *Good Governance*

27. A number of milestones have been achieved in the area of good governance in Zanzibar. A few of the major milestones are worth mentioning. The Office of the Director of Public Prosecutions (DPP) has been established. The House of Representatives has been strengthened in terms of increasing the proportion of women members to 30percent, re-tooling of Hansard Section, training of members and staffs were conducted. The capacity of the Controller and Auditor General's (CAG) office has been increased. A number of laws that were against the spirit of good governance have been reviewed and revised; these include the Penal Act and the Criminal Procedure Act, as well as the Public Financial and Procurement Acts. Capacity development in Judicial system was done. Legal professionals have received additional training, and the number of law graduates has increased. Some of the registration processes of the Office of the Registrar General have been computerized, MUAFKA between Chama cha Mapinduzi (CCM) and Civic United Front (CUF) was agreed, signed and implemented. Voter and civic education has been given to the public. A partner relationship between the Government and the civil society at large has been enhanced. Efforts to strengthen local Governments are underway.

28. In spite of these significant achievements in the governance sector, a number of challenges still remain. Poor understanding of the importance of good governance among the public is at the center of these challenges. Inadequate capacity within Government institutions to deliver public goods and to plan and implement reforms. There are also poor and/or inadequate office buildings, supplies and equipments. As a result delivery of services needed for economic development and improvement of social well-being is poor. This calls for significant reforms in civil and public service management.

29. Public confidence in the administration of justice is quite low. Court cases, including commercial and contract disputes, take long to be settled. Most litigants are not represented in courts and there are few private lawyers and very limited access to legal aid services. Legal frameworks in a number of areas are absent and sometimes inadequate to meet expectations. Local Governments are weak and ineffective and this limits people's effective participation in development process and public affairs. Transparency and accountability mechanisms are not well developed within Government ministries, civil society organisations and private sector. Corruption is also continues to be a problem. Little awareness and ineffective mechanism to respond to human rights violations remain as challenges.



## CHAPTER II: ZPRP REVIEW PROCESS

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### 2.1 INTRODUCTION

30. The review provided an opportunity to assess the ZPRP in terms of its achievements and shortcomings. All stakeholders were involved in the review, with the objective of learning from ZPRP and using the knowledge/experiences so gained to design the ZSGRP framework. The review was also meant to identify and bring into the ZSGRP framework post ZPRP reforms and policy processes that came into being both on the Tanzania Mainland and in Zanzibar; these reforms/policies include the National Strategy for Growth and Reduction of Poverty (NSGRP), Local Government Reform Programme (LGRP), the Public Expenditure Review (PER) and Public Financial Management Programme (PFMP), Tanzania Assistance Strategy (TAS)/Joint Assistance Strategy for Tanzania (JAST), Institutional and Human Resources Reforms, Macroeconomic Reforms and Reforms on Governance. On another front, the review was also useful in incorporating global initiatives and commitments<sup>1</sup> into the ZSGRP, as these external initiatives have a bearing on ZSGRP.

31. This chapter highlights the ZPRP review process and the main issues that emerged from it and used in the design of the ZSGRP, which is known by its Kiswahili acronym as (MKUZA)<sup>2</sup>.

32. The overall purpose of the review process was to learn from it and use the knowledge and experiences so gained to formulate a more comprehensive and pro-poor growth and poverty reduction strategy. The key objectives of the broad-based review process were to raise awareness and widen ownership in the development of the new strategy. Specifically, the ZPRP review sought to build consensus on:

- i. The ZPRP review process and outcomes;
- ii. Harmonisation and rationalisation of processes around ZPRP;
- iii. Capacity building for formulation, implementation and management of the Poverty Monitoring System (PMS) of the new strategy and;
- iv. Further fostering of Government leadership and country ownership of the development agenda.

### 2.2 THE ZPRP REVIEW

33. The ZPRP review process was carried out in a participatory manner. It brought together a wider array of stakeholders and in so doing it brought into the review all the sectors of the economy as well as the cross-cutting themes such as gender, environment, HIV and AIDS in addition to incorporating the MDGs. This was contrary to the ZPRP formulation process, which involved a handful of stakeholders.

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<sup>1</sup> This includes regional integration schemes, New Partnership for African Development (NEPAD), Commission for Africa, Millennium Development Goals (MDGs), the 2003 Rome Declaration on Aid Harmonization and 2004 Shanghai Conference on Scaling Up Poverty Reduction and others.

<sup>2</sup> Throughout the entire document MKUZA will refer to ZSGRP.

34. In reviewing the ZPRP, the Government instituted an extensive consultation process to seek views from a wide range of stakeholders. There were three rounds of consultations. The first round involved structured consultations; the second round targeted focused groups and grass-root consultations while the last round brought together representatives from first and second round consultations along with development partners. The inputs from the three rounds of consultations were compiled, synthesized<sup>3</sup> and formed the basis of ZSGRP. Qualified facilitators facilitated the consultations and a draft team was appointed to record and synthesize deliberations by stakeholders.

### 2.2.1 First Round of Consultations

35. The First Round of Consultations, which was launched in October 2005 involved Ministries, Departments and Agencies (MDAs), Civil Society Organisations (CSOs), the youth, children, women, Trade Unions and the private sector. Directors of Planning and Administration represented their MDAs while other institutions were represented by their respective heads. The Drafting Team, which was well trained<sup>4</sup>, guided these consultations. Prior to the launch of the consultation process, the Drafting Team met with the Directors of planning from ministries, members of Zanzibar Trade Union Congress (ZATUC), Faith Based Organisations (FBOs) and youths to brief them on the procedures to follow and carried out structured consultations in their groups. The report format for the whole process was also discussed and agreed upon.

36. The consultation meetings were organised in both Unguja and Pemba. Subsequently, a joint meeting was held in Unguja, where the ideas from the two islands were combined, synthesised and submitted to the Drafting Team. Development Partners (DPs) attended the joint meetings. The participants outlined the achievements of the ZPRP, the challenges it has faced and suggested the way forward; these issues were then shared with Principal Secretaries of the ministries.

### 2.2.2 Second Round of Consultations

37. The Second Round of Consultations was conducted through focused group discussions in addition to administering questionnaires to individual households. The focused group consultations took place between 15th December 2005 and 1st February 2006 and were led by the Association of Non-Governmental Organisations of Zanzibar (ANGOZA). Participants came from the youths, women, people with disabilities, widowed, retired people, farmers, community leaders, members of the House of Representatives and representatives of political parties. Special consultations were also conducted for people with special needs such as those living with HIV and AIDS. As was the case for all other consultations, the focus here was on three issues: achievements of ZPRP, challenges faced and needed strategic actions to be included in the ZSGRP.

38. The Grassroots Consultations through the use of a questionnaire were handled and supervised by the OCGS. Students of Standard IV – VI in both Unguja and Pemba sent questionnaires to their parents. The strategic inputs from this round of consultations were more or less the same as those from the first round. However, they also revealed two different rankings of priorities:

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<sup>3</sup> The details of consultations are found in consultations synthesis reports Vol 1 and II of 2006.

<sup>4</sup> Drafting Team is composed of experts from MDA's, CSO's, Private Sector and Development Partners.



- (i) Some participants wanted the ZSGRP to give top priority to addressing the problem of inequality as opposed to those who thought that overall growth should be the most important target of ZSGRP.
- (ii) The grassroots, as opposed to focused group consultations, wanted the ZSGRP to give first priority to interventions targeting local communities because that is where poverty incidence is highest.

### 2.2.3 Third Round of Consultations

39. The Third Round of Consultations brought together stakeholders from the first and second rounds along with the Development Partners. This was done under the umbrella of a national workshop, which took place on 30<sup>th</sup> and 31<sup>st</sup> March 2006 and deliberated on the first draft of the ZSGRP framework.

40. The workshop provided another opportunity for the stakeholders to identify and fill up the gaps in the ZSGRP draft framework, particularly in the proposed broad outcomes, goals, strategic interventions and their related implementing institutions. It was also an opportunity to assess the extent to which cross-cutting issues, the MDGs as well as other global commitments have been adequately reflected in the ZSGRP.

### 2.2.4 Consolidation of the Findings

41. Based on the first and second round of consultation, then report which was initially structured along four clusters – Growth and Reduction of Income Poverty, Social Services and Well-being, Cross-cutting Issues and Good Governance and National Unity was developed.

42. After deliberations with stakeholders however, the cross-cutting issues were mainstreamed into the remaining three clusters. The results of the first two consultations were used as direct inputs into the development of the ZSGRP outputs, operational targets and strategic interventions as presented in Chapter V. The results of the Third Round Consultations on the other hand, were used to improve the ZSGRP document. The consultations helped significantly in refining the goals, operational targets, strategic interventions and in identifying lead institutions for implementation.

### 2.2.5 Challenges Emanating from Review Process

43. As the consultation process proceeded, the following critical challenges to the implementation of new strategy were identified:

Problems and challenges raised during the consultations lacked supportive evidence mainly because most MDAs do not promote and make use of evidence-based research in the area of poverty;

- (i) Weak institutional capacity at all levels for planning and implementation;

- (ii) Inadequate monitoring of the ZPRP at all levels and hence difficult to benchmark, sequence and prioritise the proposed strategic interventions in the ZSGRP;
- (iii) Lack of inter-sectoral collaboration and synergies;
- (iv) Lack of coherence and alignment between overall sectors objective and donor funding;
- (v) Communities had weak capacity and were not well organised to plan and implement;
- (vi) ZPRP leading to failure to integrate poverty reduction activities at grassroots level;
- (vii) There was still little focus on most vulnerable groups in the ZPRP and;
- (viii) The questionnaire for the second round consultations did not provide adequate guidelines in terms of what respondents were expected to contribute to; as a result, many respondents focused on a few sectors, namely health, education and water.

## 2.2.6 Key Issues Emanating from the National Workshop

44. The key issues identified during the national workshop are outlined here under.

- Lack of comprehensive framework for enhancing food security, land use conflicts, land degradation, drought;
- Lack of credit facilities;
- Underdeveloped industrial infrastructure for attracting FDI and local investors;
- Lack of energy policy;
- Weak inter sectoral linkages for addressing issues such as HIV / AIDS;
- Under utilization of tourists' attractions;
- Shortage of qualified number of teachers at secondary and technical institutions;
- Encroachment of water sources;
- High population growth;
- Low participation of women in the economy;
- High infant, child and maternal mortality;
- Poor transparency and accountability mechanisms.

## CHAPTER III: GROWTH AND POVERTY STATUS

### 3.1 INTRODUCTION

45. Growth is very important in poverty reduction, however by itself does not automatically reduce poverty. Unless specific measures are taken into account, growth may not have any effect on the poor. The challenge for making ZSGRP pro-poor is in identifying policies that increase growth while yielding tangible benefits to the poor and the vulnerable.

46. This chapter reports progress and status on several indicators of growth, income and non-income poverty mainly from the Household Budget Survey 1991/92, Tanzania Reproductive and Child Health Survey (TRCHS-1999), Census 2002, the recent Zanzibar Household Budget Survey 2004/2005, The Tanzania Demographic and Health Survey (TDHS) 2004/05 and recent sectoral and thematic studies and surveys, for example, state of environment and HIV and AIDS and the 2006 Zanzibar Food Security and Nutrition Situational Analysis (FSNSA).

47. The main thrust of the chapter is to provide the poverty profile of Zanzibar and develop baseline information upon which the performance of the MKUZA will be based and future assessment of the poverty reduction efforts can be undertaken. This baseline information will involve comparison of poverty across districts, between urban areas and rural areas, between Unguja and Pemba and to the extent possible make use of disaggregated data. This chapter will also report trend of poverty over time and wherever possible draw a comparison between Zanzibar and the rest of Tanzania and the rest of the world.

48. Finally, the chapter addresses the main cross cutting issues that have an intrinsic link to poverty reduction efforts, including vulnerability to poverty, environment, HIV/AIDS and gender related issues as well as food security. All these issues have a mutual interactive relationship with each other as well as with poverty reduction.

### 3.2 GROWTH AND INCOME POVERTY

#### 3.2.1 Growth

##### *Status and Trends*

49. Zanzibar's current GDP is Tshs 395.7 billions, a significant increase from the average of Tshs. 189.5 billions in the 1990s (Table 3.1). This translates to an annual per capita income of Tshs. 369,000/= in 2005 equivalent to USD 327 per person per year.

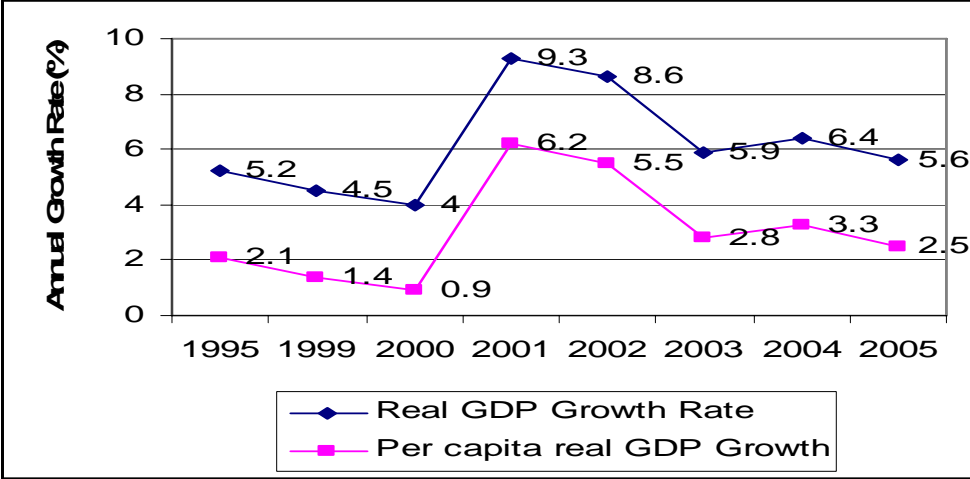
**Table 3.1: Income per capita 1990- 2005**

Index	1990-1999	2000-2004	2005
GDP at market price (Tshs millions)	189,500	255,600	395,700
Population (Numbers)	725,000	966,400	1,072,000
Per capita income (Tshs)	142,000	263,800	369,000
Per capita income (USD)	157	276	327

Source: OCGS (2005) Socio-Economic Survey 1999 and 2004

50. Since 2000, economic growth has been robust with an average growth rate of 6.8percent over the period 2000 – 2004. The economy grew at 5.6percent in 2005. As illustrated in Figure 3.1, growth rate peaked in 2001 and 2002 and from 2003 onwards; growth has remained at 6percent annually. GDP Growth rate, which slightly increased from 2.1percent in 1995 to 2.5percent in 2005, is still low, mainly due to high population growth rate estimated at 3.1percent over the period covering 1990-2005.

Figure 3.1: GDP Growth 1995 – 2005



Source: GOZ – Economic Survey Data

51. Economic growth has been driven mainly by the increasing contribution and growth of the service sectors, which now represents up to 51percent of GDP. The service sector has grown at an average of 8percent over the period (2000 – 2004), due mainly to tourism related activities. Tourism emerged as one of the important economic activities in Zanzibar. The number of tourists visiting Zanzibar increased by an average of 17.5percent between 2002 and 2005. Tourism-related income rose from Tshs. 108.2 million in 2001/02 to Tshs. 198.5 million in 2004/05.

52. The high contribution of the service sector to GDP is followed by agriculture (23percent) and Industry (14percent). As shown in Table 3.2 below, the sectoral composition of GDP has changed since the 1990s when agriculture accounted for up to 35percent of GDP, with industry accounting for 22percent and services with 32percent.

53. The agricultural sector has remained the dominant sector of the economy as 40percent<sup>5</sup> of the population of Zanzibar depends on it for their livelihood. The share of agriculture in Gross Domestic Product (GDP), at 2001 prices, was 25percent in 2002, declined to 21percent in 2003 and slightly rose to 23percent in 2004. Overall, the declining share of agriculture in GDP could be explained partly as a consequence of the rising contribution of other sectors, particularly public administration, trade, transport and tourism.

54. Agriculture recorded a growth rate of negative 1.5percent in 2002, 4.2 in 2003 and 2.7percent in 2004. During the period 2002-2004 growth in food production improved from a growth

<sup>5</sup> 2002 Population and Housing Census

rate of negative 3percent in 2002 to 1.8percent in 2004; livestock slightly increased from 3percent to 4percent, forest and hunting sub sectors from 2percent to 5percent and fisheries sub sector from negative 1percent in 2002 to 5percent in 2004. Production of cloves and other export crops increased at an average growth rate of 1.2percent per annum. This fluctuation is attributed mainly to the fact that agriculture production is characterised by seasonality i.e. rain-fed dependence (only 7percent of farmers practice irrigation)<sup>6</sup>. Other factors include vermin (plant and animals) and inadequate usage of farming inputs. The sector has also been impacted by weak marketing information and accessibility.

**Table 3.2: Major sector shares in GDP (at market prices)**

Share in GDP (%)	1990-1999	2000-2004	2005
Agriculture (forestry, livestock & fishing)	35	24	23
Industry (manufacturing, infrastructure, water)	22	12	14
Services	32	49	51

Source: MOFEA, 2006

55. Growth in the agricultural sector has remained constant (see Table 3.3); on average between 1990 and 2004, slightly recording a lower growth rate of 2.4percent in 2005. The growth rate of the industrial sector declined from an average of 14.5percent between 1990-1999, to 7.9percent between 2000 and 2004. This modest sectoral growth does not effectively support poverty reduction initiatives to improve people's welfare.

**Table 3.3: Growth by Sector (1990-2005)**

	1990 - 1999	2000-2004	2005
GDP growth rate (%)	4.2	6.8	5.6
Inflation rate (%)	18	6.5	9.3
<b>Growth by Sector (%)</b>			
(i) Agriculture (livestock, forestry and fishing).	3.5	3.6	2.4
(ii) Industry (manufacturing, infrastructure, water)	14.5	7.9	6.6
(iii) Services:	6.2	8.3	6.8
<i>Of which Hotels and Restaurants</i>	5.5	3.5	4.0

Source: OCGS (2005) Socio-Economic Survey -2004

56. The value of exports rose from Tshs 7.4 billion in 2002 to Tshs 14.2 billion in 2004. Similarly there had been an increase in the value of exports to Tanzania Mainland. The total interstate trade increased from goods and services worth Tshs 8.9 billion in 2002 to Tshs 15.8 billion by 2004. Nevertheless, the overall trade balance was negative. It increased from Tshs. 49.8 billion in 2002 to Tshs 56.7 billion in 2004. Other achievements in the sector of trade include a completion of the Trade Policy whose main focus is private sector participation and an enabling regulatory framework and incentives to local and external investors.

57. The financial sector, on the other hand, has shown remarkable achievements during the period. The sector was vital for financial intermediation, trade facilitation and financing projects that had direct impact on poverty reduction efforts. Statistics show that bank lending has increased from Tshs 22,497.58 million in 2002 to Tshs 27,860.81 million in 2005; an increase of 19.25percent. These loans

<sup>6</sup> Agriculture Census 2002/03.

were mainly provided to agriculture and trade. Small and Medium Enterprises (SMEs) and individual business ventures have been financed by Micro Finance Institutions (MFIs). Numerically MFIs increased from 62 in 2002 to 86 in 2005 while MFI membership increased from 5,522 in 2002 to 12,203 in 2005; an increase of 121.0percent. The money lent out by MFIs amounted to Tshs. 4,491.76 million by May 2005.

58. In order to promote SMEs, a policy was drafted and a study on promotion of fish and fruits processing was completed. The sector recorded a declining growth of 15percent in 2002, 13percent in 2003 and 5percent in 2004 with an average contribution to GDP of 6percent. About 2,567 jobs were created in this sector for the period 2002-2004. During the period, labour laws were reviewed to provide the needed conducive environment for private sector engagement and protection of employees' rights.

### 3.2.2 Income Poverty and Inequality

#### *Status and Trends*

59. The 1991/92 Household Budget Survey showed that 61percent of Zanzibaris lived below the basic needs poverty line and 22percent lived below food poverty line. According to the HBS 2004/05, it is estimated that 49percent of Zanzibaris live below the basic needs poverty line<sup>7</sup>, while 13percent live below the food poverty line. Food poverty measures the inability to afford basic dietary requirements (recommended calorie intake) while basic needs poverty takes into account additional resources expended on non-food items. Due to differences in the time frame and methodology adopted it is not possible to compare these poverty rates with the Mainland, however, it should be noted that in 2000/01 it was estimated that 36percent of the people in Tanzania Mainland lived below the basic needs poverty line and 19percent lived below the food poverty line.

60. About 21.4percent of all households in Zanzibar are female headed. Poverty among female-headed households is slightly higher than for male-headed households with 51 and 49percent respectively. Poverty is related to household size and the education attainment of the household head. The majority of poor households have a larger number of dependents while the head of the household has very low or no education at all. For poor households, 39percent of the household heads have no education at all, 31percent have basic education, 26percent have above basic education and 5percent have adult education.

61. Poverty in Zanzibar is largely characterised by:

- **Higher poverty incidence in rural than in urban areas:** About 55percent of people in the rural areas live below the basic needs poverty line as compared with about 41percent in the urban areas. Similarly 16percent of people live below the food poverty line in the rural areas as compared with the 9percent in the urban areas.
- **Concentration of the poor in certain areas:** The HBS 2004/05 shows that in percent terms, there is more poverty in Pemba than in Unguja. About 61percent of people in Pemba live below the basic needs poverty line. This compares with 42percent of

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<sup>7</sup> The percentage of population, which have difficulties in attaining basic needs of food, shelter and clothing

people in Unguja who live below the basic needs poverty line. The HBS 1991/92 showed that 64percent of people in Pemba and 59percent in Unguja lived below the basic needs poverty line. There is also more food poverty in Pemba as compared to Unguja. It is estimated that 22percent of people in Pemba live below the poverty line, as compared with only 10percent in Unguja.

62. However, the absolute figures indicate that there are more poor persons in Unguja than in Pemba who cannot adequately meet their basic needs. On the contrary, there are more poor persons in Pemba than in Unguja who cannot get adequate food (See **Table 3.4**). The general trend seems to suggest that there has been a slight decline in poverty between 1991 and 2004/05 – detailed studies are required to confirm this general conclusion.

**Table 3.4: Number of People living below the Food and Basic Needs Poverty Lines**

	Total Population	Number of Food Poor Persons	(Percent)	Number of Basic Needs Poor Persons	(Percent)
Pemba	376,987	75,192	20	229,997	61
Unguja	678,938	63,958	9	288,122	42
Zanzibar (2004/05)	1,055,925	139,150	13	518,119	49
Zanzibar (1991/92)	878,688	193,311	22	536,000	61

Source: HBS (1991/92 and 2004/05)

63. There is a significant disparity in poverty levels between districts, with Micheweni district in Pemba coming out as the poorest. The percentage of people living below the basic needs poverty line in Micheweni is 74percent, a remarkably high figure compared to the national average of 49percent. Micheweni has also the highest incidence of extreme poverty, with 33percent of people living below the food poverty line. After Micheweni, Wete district has the second highest incidence of poverty. It is estimated that 71percent of people in Wete live below the poverty line and 24percent live below the food poverty line. See **Table 3.5 below**.

**Table 3.5: Distribution of Poor Persons by Type of Poverty and District (2004/05)**

District	Total Population	Number of Food Poor Persons	(%)	Number of Basic Needs Poor Persons	(%)
Kaskazini "A"	88,285	10,753	12	47,054	53
Kaskazini "B"	55,073	6,639	12	26,588	48
Kati	65,328	5,454	8	29,830	46
Kusini	34,992	3,406	10	18,823	54
Magharibi	221,416	21,131	10	85,389	39
Mjini	213,844	16,575	8	80,438	38
Wete	106,438	25,367	24	75,346	71
Micheweni	87,012	29,020	33	64,593	74
Chake Chake	86,905	13,792	16	49,391	57
Mkoani	96,633	7,015	7	40,667	42
<b>Total</b>	<b>1,055,925</b>	<b>139,150</b>	<b>13</b>	<b>518,119</b>	<b>49</b>

Source: HBS 2004/05



### *Income inequality*

64. Economic inequality as measured by the Gini coefficient shows that inequality is generally low in Zanzibar. In principle, a higher value of Gini coefficient means a higher income inequality. The estimate for the whole of Zanzibar is 0.28 with inequality in Pemba at 0.26 and in Unguja at 0.28. This demonstrates that the current level of inequality is still low. In addition, there is no marked difference in the measure of inequality between rural and urban areas. The estimated value of Gini coefficient for the urban area is 0.30, as compared to 0.26 for the rural area. The district with the highest inequality in Zanzibar is Mjini (0.31) followed by Magharibi (0.27). Micheweni (0.25), Kaskazini "B" (0.24) while Mkoani (0.23), Kusini (0.23) have the lowest inequality. Although there is very limited comparability of poverty and inequality between Zanzibar and the rest of Tanzania using the currently existing data, it is useful to report that in the year 2000/2001 Tanzania Mainland registered a Gini coefficient of 0.35. Zanzibar also compares favourably with Eastern and Southern African countries (see **Table 3.6** below).

**Table 3.6: Inequality in selected countries in Eastern and Southern Africa**

	Gini Coefficient	Reference year
Zanzibar	0.28	2004/05
Pemba	0.26	2004/05
Unguja	0.28	2004/05
Tanzania Mainland	0.35	2000/01
Mozambique	0.396	1996
Kenya	0.425	1997
Uganda	0.43	1999
Malawi	0.503	1997
Zambia	0.526	1998
South Africa	0.578	2000
Swaziland	0.609	1994
Botswana	0.63	1993
Lesotho	0.632	1995
Namibia	0.707	1993

Source: UN Human Development Report 2005; Zanzibar HBS (2004/05), Tanzania Mainland HBS (2000/01)

### *Employment*

65. According to the HBS 2004/05 it is estimated that currently 7percent of the working age population are unemployed. It should be noted that this figure might not take into account those that are currently under-employed. In addition, this overall figure masks the large number of unemployed youth aged 15 – 24, which is estimated at 20percent of the youth population. See **Table 3.7** below.



**Table 3.7: Unemployment by Age Group**

AGE GROUP	LABOUR FORCE (1)	LABOUR FORCE (2)	UNEMPLOYED USUAL	UNEMPLOYED EXTENDED	RATE (Usual)	RATE (Extended)
	A	B	C	D	C/B	D/A
15-19	28,430	28,024	6,021	6,427	21	23
20-24	54,156	53,889	9,829	1,0097	18	19
25-29	56,660	56,577	3,943	4,026	7	7
30-34	52,059	52,015	1,416	1,460	3	3
35-39	45,935	45,914	6,54	676	1	1
40-44	44,722	44,688	454	488	1	1
45-49	31,476	31,476	249	249	1	1
50-54	26,401	26,395	178	183	1	1
55-59	15,033	14,999	212	246	1	2
60-64	13,820	13,814	156	162	1	1
<b>Total</b>	<b>36,8692</b>	<b>36,7791</b>	<b>23,112</b>	<b>24,014</b>	<b>6</b>	<b>7</b>

COLUMN A: This is the total Labour Force, including discouraged workers

COLUMN B: This is the total Labour Force, excluding discouraged workers

COLUMN C: Unemployed usual excludes persons unemployed but not seeking work

COLUMN D: Unemployed extended includes persons unemployed but not seeking work

Source: Household Budget Survey 2004/5

### *Availability and Access to Food*

66. In Zanzibar, food availability is comprised of domestic production by small farmers and, to a larger extent it imports food to cover up gap between national food demand and national food production. However, with the exception of periods of bad weather conditions, the general situation of food availability is normally good. In recent years, droughts and floods have caused severe shortfalls in domestic food production, hence undermining food security and livelihoods, as food availability is considerably reduced, and the lack of emergency food reserves creates even more difficulties in coping with and mitigating the situation.

67. Accessibility to food is at the heart of the food security situation in Zanzibar and depends very much on incomes and purchasing power. In this regard it is critical to note that income poverty is still a common phenomenon in many of the rural and urban areas. As a result many households face food insecurity due to their inability to achieve an adequate level of consumption throughout the year. This calls for identification of appropriate strategies to reduce and eventually eradicate income poverty in the Isles.

68. In the short-term there is need to establish and promote social safety nets to support the food insecure. In the longer term, strategies to increase rural incomes through improving the productivity of agriculture (including diversification of the agricultural sector itself) and generating rural employment through strategies towards rural development are needed.

69. The 2004/05 Household Budget Survey indicates that 13percent of the Zanzibar population is currently living below the food poverty line and hence is unable to meet the minimum food requirements needed for a healthy life. The HBS also shows that food insecurity is worse in the rural areas, with

16percent of its population experiencing food insecurity, compared to urban areas where 9percent of its population is food insecure. The Tanzania Demographic and Health Survey (TDHS) 2004-05 shows that nearly two-thirds of the Zanzibar population usually take at least three meals a day, while the remaining one third take not more than two meals a day.

### *Nutrition and Food Utilisation*

70. Under-nutrition is also a prevalent aspect of food insecurity in Zanzibar. Child under-nutrition, measured by stunting, is strongly present in Zanzibar with 23percent of all children being under-nourished (1 in 5) and 7percent suffering severely from under-nutrition (TDHS 2004-05). However, an investigation of disaggregated data shows that child under-nutrition is more prevalent in Pemba where 32percent of children are under-nourished and 11percent severely under-nourished compared with 18percent and 5percent in Unguja. The TDHS further indicates that under-nutrition tends to be deeper in rural areas (see **Table 3.8**).

**Table 3.8: Key Indicators for Child Nutrition**

	1996	1999	2005
<b>Zanzibar</b>			
% of malnourished children (Height for Age - Stunting)	37.1	35.8	23.1
% of severely malnourished children (Height for Age - Stunting)	14.7	12.2	7
<b>Unguja</b>			
% of malnourished children (Height for Age - Stunting)	N/A	27	18
% of severely malnourished children (Height for Age - Stunting)	N/A	7	4.6
<b>Pemba</b>			
% of malnourished children (Height for Age - Stunting)	N/A	46.2	32.1
% of severely malnourished children (Height for Age - Stunting)	N/A	18.3	11.1

Source: Tanzania Demographic and Health Survey (DHS) 2004-05

### **3.2.3 Social Well-being**

#### *Education*

71. Zanzibar fares better than the rest of Tanzania in terms of literacy rates. However, just like in the rest of Tanzania, men are more literate than women. The latest literacy estimates indicate that 77percent of Zanzibar women and 86percent of Zanzibar men are literate compared to 67percent of the women and 79percent men in the Tanzania Mainland. There are higher literacy rates for men and women in Unguja than their counterparts in Pemba. The disparity in literacy rates between men and women is also much higher in Pemba where the illiteracy rate for women is 40percent compared to only 20percent for men. The Urban West Region has the highest literacy rate to 82percent for men and 76percent for women followed by South Unguja district with 76percent for men and 68percent for women. The district with the lowest literacy is North Pemba with only 55percent literacy rates for men and 43percent for women. **Table 3.9** reports the literacy situation of women and men in Zanzibar, Unguja and Pemba and compares it with the situation in the rest of Tanzania.

**Table 3.9: Adult Literacy Rates (Zanzibar, Pemba, Unguja, and Tanzania Mainland)**

	1988 (percent)		2002 (percent)	
	Women	Men	Women	Men
Tanzania Mainland	Missing	Missing	67	79
Zanzibar	46.0	66	76.8	86
Unguja	54	74	83.2	88.8
Pemba	32	53	62.5	80.3

Source: National Bureau of Statistics (NBS) [Tanzania] and OCGS (2005), Census 2002, 1988

72. Primary enrolment rates have increased over time with near gender parity and improving completion rates (see Table 3.10). Net Enrolment Rates (NER) for primary education increased from 51percent in 1990 to 79percent in 2002 before it went down to 77percent in 2005. The remaining 23percent are children of school going age (7-13) who have not been enrolled. Primary transition rates have been consistently high at an average of 80percent since 1990. Since 2000 the proportion of females moving from primary to secondary schools has been higher compared to males; by 2004, 80percent of primary school females joined secondary schools compared to 72percent for males. Secondary transition rates are still low although there has been an improvement from 10percent in 1990 to 44percent in 2004. The areas facing the biggest challenge in terms of enrolment and transition rates for both primary and secondary education include Micheweni and Kaskazini A as well as Wete, Mkoani and Chake Chake.

**Table 3.10: Primary and Secondary education trends**

Indicators	1990	1995	2002	2004	2005
Primary net enrolment ratios (percent) (M/F)	51 (52/50)	65 (66/65)	79 (79/79)	N/A	77 (76/78)
Primary Transition Rates (percent) (M/F)	79 (80/79)	80 (81/78)	81 (77/84)	76 72/80	N/A
Primary Gender Parity (F/M in Net Enrolment)	0.94	0.98	0.99	N/A	N/A
Primary Gender Parity (F/M in Gross Enrolment)	0.92	0.95	0.96	0.98	N/A
Secondary Transition Rates (%) (M/F)	10 13/7	36 30/47	40 42/39	44 44/42	N/A
Secondary Gender Parity (F/M in Gross Enrolment)	1.0	0.97	0.94	1.00	N/A

Source: Ministry of Education, HBS (2005)

73. Factors explaining the unequal enrolment and transition rates include:

- (i) Long distances to schools;
- (ii) Low awareness on the value of education on the part of some households and communities;
- (iii) Inadequate classrooms leading to overcrowded classes; and
- (iv) Inadequate education facilities including lack of specialised teachers for the disabled, coupled with negative attitudes of some parents towards the importance of education to the disabled children.

74. A majority of students live less than 2 kilometres away from a Primary school (75percent), although the figure is higher in urban areas (92percent) compared to rural areas (66percent). However, the distance to Secondary schools is longer with only 62percent of all students living less than 2 kilometres from a secondary school. In urban areas 86percent of the children and 48percent of rural children live less than a kilometre from a secondary school. The districts with students living farthest from both primary and secondary schools include Micheweni, Chake Chake, Mkoani and Kaskazini B.

### Health

75. Life expectancy at birth in 1978 was 47; in 1988 it was unchanged at 47. Recent data (2002) of life expectancy shows an increase to 57 years (male 57 and female 58). The fertility rate is 5.3 with higher rates in rural compared to urban areas. The difference is accounted for by differences in the age of first marriage, (18.4 years in Unguja and 17.6 years in Pemba) as well as variations in levels of literacy.

76. Infant mortality has shown a declining trend from 99 per 1,000 live births (Census, 1988) to 75.3 per 1,000 in 1996 (DHS, 1996), to 83 per 1,000 in 1999 (TRCHS 1999) and to 61 per 1,000 in 2004/5 (DHS, 2004/5). Under-five mortality has declined slightly from 107.5 in 1996 to 101 per 1,000 live births in 2004/2005. This is partially attributed by an increase in immunisation coverage. On average, at district levels, coverage reached 88.8percent for DPT-HB<sub>3</sub>. Child mortality, however, increased from 34.8 to 42 over the same period. Over all, Zanzibar fares better than Tanzania Mainland in terms of infant and child mortality.

77. Maternal mortality in Zanzibar is high. The most recent data available shows that maternal mortality in 1998 was 377 per 100,000. The proportion of births attended by skilled personnel increased from 37percent in 1996 to 51percent in 2004/2005; this is an indication of the potential for reducing maternal mortality (see table 3.11). Fertility rate is still high and the demand for contraceptives is yet to be met. Contraceptive prevalence rate has increased from 16percent in 2002 to 18percent in 2005 implying that the provision of universal access to family planning and strengthening of the reproductive health systems is required. Hence more needs to be done to achieve the Millennium Development Goal of reducing by two thirds maternal and child mortality by 2015.

Table 3.11: Infant, Child, Under-5 and Maternal Mortality

	Zanzibar		Tanzania Mainland	
	1996	2004/05	1996	2004/05
Infant Mortality (per 1,000)	75.3	61	94.7	83
Child Mortality (per 1,000)	34.8	42	56.6	42
Under 5 Mortality (per 1,000)	107.5 (114.3*)	101	146	133
Maternal Mortality (per 100,000)	377**	Not available	529	578
Percentage of births assisted by health professional <sup>8</sup>	37*	51	36*	46

Source: Census 2002: National Bureau of Statistics (NBS); TDHS (2004/2005),

\*TRCHS (1999) \*\* 1998 UNICEF Study

<sup>8</sup> Doctors, clinical officers, nurses, midwives and MCH aides.

78. Malaria continues to be the leading cause of morbidity in Zanzibar. Malaria accounted for about 45percent of the 812,520 diagnoses in 2004 (see Table 3.12). Although there has been a slight decrease in morbidity caused by malaria (from 49.2percent in 2000 to 44.6percent in 2004) the proportion of people treated for malaria has generally remained high. Location-wise the same trend of malaria cases is observed in Pemba (from 51percent to 44percent) and in Unguja (from 54percent to 39percent). ITN coverage for under-five male children increased from 23.8percent to 36.8percent and from 18.3percent to 36.8percent for female children. However, there are increasing incidences of bronchitis, pneumonia and respiratory infections. Bronchitis and pneumonia account for 7 and 6percent of diagnosis respectively.

**Table 3.12: Leading diagnoses in Zanzibar PHC-units, 2000-2004**

Diagnoses	Percentage of Diagnoses (percent)				
	2000	2001	2002	2003	2004
Malaria	49.2	46.9	46.2	47.1	44.6
Bronchitis	6.6	7.6	6.5	7.8	7.2
Pneumonia	3.9	4.4	4.4	5.3	5.8
Upper Respiratory Infections	4.7	4.8	5.4	5.5	5.8
Open wounds	5.7	4.8	5.0	4.2	4.5
Gastro-enteritis	3.7	3.7	3.5	3.6	4.1
Anaemia	3.1	3.7	3.0	2.9	2.4
Other skin diseases	*	1.6	1.9	1.9	2.2
Conjunctivitis	2.4	2.1	2.9	2.0	2.1
Intestinal worms	3.0	3.8	3.1	2.2	1.9
Other diagnoses	17.7	16.6	18.1	17.5	19.4
Total percent	100.0	100.0	100.0	100.0	100.0
<b>All diagnoses</b>	<b>435,177</b>	<b>547,705</b>	<b>620,559</b>	<b>510,985</b>	<b>812520</b>

Source: Health statistical bulletins (2000-2004)

79. The analysis of 2004/05 HBS shows that 96.9percent of households are within 5 km of a primary health care centre, while the percentage of sick individuals reported to have attended or consulted any health provider was 83.7percent. However, there are large rural-urban differences; about 77percent of urban residents are within less than a kilometre to a health centre compared to only 34percent in rural areas. Most rural residents are located between 2 and 5 kilometres from a primary health centre. The average distance to a hospital is 13 kilometres for rural residents compared to 3 kilometres for urban residents. However some 20percent of rural residents live over 20 kilometres from the nearest hospital. Districts with the longest distance to a health centres are Kusini and Chake Chake, while Kaskazini B and Kati have the longest distances to the nearest hospital.

### ***Water and Sanitation***

80. The quantity and quality of water supplies in Zanzibar is one of the top priorities. This is because the water demand is not being met and some sources are contaminated. However, while access to water for Zanzibar's population has increased, the supply is still low in certain districts. It is estimated that 75percent of urban residents and 51percent of rural residents currently have access to

clean and safe water within 400 metres<sup>9</sup>. Water in many areas is not good for peoples' health and plans to address this problem are urgently needed.

81. Table 3.13 below shows that 11percent of the general population relies on unprotected water sources. The situation is even worse among the very poor, as almost 20percent of them rely on unprotected public wells as their primary water source.

**Table 3.13: Source of Water Supply by Wealth Status**

Source of Water Supply	Poverty Status			
	Very Poor <sup>10</sup>	Poor <sup>11</sup>	Non Poor <sup>12</sup>	Total
	%	%	%	%
Private piped water in housing unit	16	22	35	28
Private piped water outside housing unit	15	20	19	19
Piped water on neighbour's housing unit	5	4	4	4
Piped water on community supply	22	21	20	20
Public well: Protected	19	15	10	13
Public well: Unprotected	19	13	8	11
Private well: Protected	2	1	2	2
Other Sources	2	4	3	3
<b>Total population</b>	<b>139,150</b>	<b>378,969</b>	<b>537,806</b>	<b>1,055,925</b>

Source: HBS 2004/05

82. With regard to sanitation, the 2004/2005 HBS has revealed that 67percent of the population (50percent rural and 96percent urban) is using improved toilets and ventilated improved pits (VIPs). This is an improvement over the situation in 1991, when 48.3percent had no toilets and only 43percent had pit latrine. The 1991HBS shows that 74.5percent of rural households had no toilets compared to 23.7percent of the households in the urban areas. In addition, 46percent of the households throw their garbage outside their compounds<sup>13</sup>.

### *Vulnerability*

83. Vulnerable groups comprising women, widows, youth, orphans, elderly, neglected children, people with disabilities, those infected and affected by HIV/AIDS and the poorest of the poor are important target group for MKUZA (Table 3.14 below). Factors contributing to their vulnerability include: food and nutrition insecurity, limited access to productive assets, traditional roles ascribed by society, poor health, unemployment, lack of support networks, and lack of access to education, discrimination and social exclusion. Unfortunately, information and data on issues pertaining to vulnerable groups is often limited and not collected in a consistent manner. The latest estimates on the number of orphans indicate that 0.4percent of children are currently living without both parents. In addition, it is estimated that 0.6percent of Zanzibaris [Validation study by MoH, 2002] are living with HIV/AIDS. This figure does not take into account the large number of people affected by the pandemic, including care providers and families who bear the brunt of providing both material and other support.

<sup>9</sup> The latest estimates from the HBS 2004/05 indicate that 86.2percent of households in Zanzibar have access to water sources for drinking (80 percent rural and urban 96percent) for drinking. This is a slight progress compared with, for example, in 1991 only 46percent in rural areas in Unguja had access to water source. The HBS results and sectoral data are not comparable due to differences in definition.

<sup>10</sup> Population who cannot afford food and basic needs.

<sup>11</sup> Population who cannot afford basic needs

<sup>12</sup> Population who afford to attain food and basic needs.

<sup>13</sup> HBS 2004/5

**Table 3.14: Vulnerable groups and factors contributing to vulnerability**

Vulnerable group	Key contributing factors to vulnerability
Women	<ul style="list-style-type: none"> <li>- Lack of rights/control over major productive assets</li> <li>- Traditional roles ascribed by society</li> <li>- Poor nutritional and maternal health</li> </ul>
Widows	<ul style="list-style-type: none"> <li>- Burden of orphans</li> <li>- Many sons sharing and fragmenting land</li> </ul>
Youth	<ul style="list-style-type: none"> <li>- Limited access to productive assets</li> <li>- Inadequate education or vocational skills</li> <li>- High level of unemployment</li> <li>- Early marriages</li> <li>- Traditional roles ascribed by society (female, youth)</li> </ul>
Elderly	<ul style="list-style-type: none"> <li>- Lack of productive assets</li> <li>- Inability to exploit available resources</li> <li>- Lack of social support network</li> <li>- Burden of looking after orphans</li> <li>- Poor health situation</li> </ul>
Neglected children	<ul style="list-style-type: none"> <li>- Being part of large families</li> <li>- Lack of social support and social protection mechanisms</li> <li>- Food and nutrition insecurity</li> </ul>
Orphans	<ul style="list-style-type: none"> <li>- Lack of basic necessities – food, housing, clothing</li> <li>- Staying in large families with limited parental care</li> <li>- Living with HIV/AIDS</li> <li>- No support for health and education</li> <li>- Lack of productive assets</li> <li>- Food and nutrition insecurity</li> </ul>
Persons with disabilities	<ul style="list-style-type: none"> <li>- Discrimination in households and community</li> <li>- Lack of ownership of key assets like land</li> <li>- Low level of access to public buildings and transport</li> <li>- Inability to engage in income generation</li> </ul>
Persons living with HIV/AIDS	<ul style="list-style-type: none"> <li>- Discrimination and social exclusion</li> <li>- Low ability to participate in economic activities</li> <li>- Lack of access to basic health care necessities</li> <li>- Poor nutritional status</li> </ul>
Rural poor & food insecure	<ul style="list-style-type: none"> <li>- Low access to land and other productive assets</li> <li>- Limited income sources</li> <li>- Vulnerability to natural and economic shocks</li> </ul>
Urban poor & food insecure	<ul style="list-style-type: none"> <li>- High levels of urban unemployment</li> <li>- Poor sanitation and shelter conditions</li> </ul>

Source: Food security and Nutrition Situational Analysis (RGoZ, 2006)

### 3.2.4 Cross-Cutting Issues

#### *Good Governance*

84. The Government and people of Zanzibar continue to recognise and cherish the importance of promoting good governance and national unity. It is good governance and national unity that create long lasting conducive environment for sustainable development. During the ZPRP consultation process, many stakeholders raised concerns about governance and made particular reference to poorly functioning and structural arrangements within Government, cumbersome decision making processes, low implementation capacity, poor relationship between the Government and the public and failure to clearly separate powers among the legislature, the executive and the judiciary. In view of that, removal of all forms of discrimination and designing strategies to minimize political tensions, enhancing the role



of non-state actors have been identified as crucial agents in the designing and implementation of ZSGRP.

85. During the last five years, the Government has implemented several governance reforms, which have created an enabling environment needed to promote pro-poor growth and development of poverty-reducing policies. Some of the on going major reforms include Public Service Reforms, Local Government Reforms, Business Environment Reforms and Public Financial Management Reforms. The Government has also taken measures to promote effective participation of Non- State Actors such as Non-Governmental Organisations, Faith Based Organisations, Community Based Organisations and the private sector in national development dialogues and debates and in contributing to policy making. These stakeholders now participate in Public Expenditure Reviews, Medium Term Expenditure Framework and in the Poverty Monitoring. Public Private Partnership has been enhanced through the establishment of the Zanzibar Business Council.

86. The Directorate of Public Prosecutions (DPP) has civilianised prosecutions from all Regional Courts to High Court. All prosecutions are now being handled by DPPs office and not by the police. Establishment of DPP's office was also an attempt to de-politicise prosecution activities, which were originally under the Attorney General; the latter was seen as political figure because of being an ex-officio member of the House of Representatives as well as a Member of The Zanzibar Revolutionary Council.

87. To complement the implementation of MUAFAKA Accord, which was signed in 2001, the Revolutionary Government of Zanzibar has reformed the Zanzibar Electoral Commission (ZEC) to allow Political Parties to be represented in the Commission. ZEC introduced a permanent voters' register in its bid to improve electoral processes and reduce Government cost in registering voters every time there are elections. The register was used for the first time during the 2005 general elections.

88. In promoting and safeguarding human rights in the isles, a number of laws have been reviewed. These include Penal and The Criminal Procedure Acts of 2004. In addition Civic Education on human rights and good governance is now being provided to the public so as to increase awareness in good governance principles.

### *Environment*

89. According to the State of the Environment Report 2004/05 (RGoZ), it is estimated that 41percent of Zanzibar' woody biomass is indigenous and 59percent is exotic. As a result of growing demand, which is partly fuelled by population growth, about 500 hectors of coral rag forest is cleared each year for fuel-wood and pressure on mangroves for building poles is increasing. The proportion of people using solid fuels that include wood and charcoal is 96percent; the proportion is higher in the rural areas (98percent) compared with urban areas (93percent). Zanzibar relies a great deal on wood products for cooking.

90. Access to an improved water source and use of improved sanitation has improved in Zanzibar since the 1990s. However, some sources are contaminated, mainly from human waste.



Contamination of water supply from human waste<sup>14</sup> remains a serious concern affecting some of Pemba' main water supplies, such as in Chake Chake.

91. In the agriculture sector, poor agricultural and soil management techniques have resulted in loss of topsoil, erosion, and soil deterioration. As a result of poor soil management the production of food remains a problem, particularly in the east and Northeastern areas of Pemba. Also, there are negative environmental impacts caused by habitat destruction of coral reefs and mangroves from illegal fishing techniques, such as spear fishing, drag netting and dynamiting.

### *HIV and AIDS*

92. The latest estimates on HIV and AIDS indicate that 0.6percent of Zanzibaris are living with HIV (Validation Study, 2002). The number of reported cases increased from 3 in 1986 to 4,652 in 2005 (Surveillance Report, 2005). The age group most at risk is 20-49 years, which is the most productive group.

93. The data from sentinel surveillance (2005) indicates a prevalence rate of 0.87percent among pregnant women attending anti-natal clinics. If this is taken as a proxy indicator of the HIV prevalence in the Isles, then it can be said that out of a population of 1,078,964 (projection from 2002 Population and Housing Census) currently living in Zanzibar, about 9,387 persons are HIV positive. This is an indication that HIV has not been contained. The challenge is to provide adequate treatment, care and support for those infected and affected by the virus and to promote behaviour change among the population with more focus on most at risk population groups.

### *Gender*

94. Gender equity, equality and women empowerment remain to be among the major development issues in Zanzibar. Under the prevailing socio-cultural environment, women are still assigned to inferior social, economic and political positions. With regard to health, women have specific problems because of their biological makeup and their reproductive roles, particularly pregnancy and childbearing. Women are also more vulnerable to HIV and AIDS than men. The HIV prevalence rate in Zanzibar is currently at 0.6percent in sexually active adults (15-49 years) of which 0.8percent are women and 0.2percent are men. Women are also at disadvantage with respect to the access to safe and clean water. They are the ones who travel long distances daily to fetch water. The gender disparities are also marked in education whereby there is unsatisfactory participation of girls at higher secondary and higher learning institutions.

95. In addition, women have limited access to employment opportunities in the formal sector. Currently, female employees constitute only 36.4percent of the total employees in the formal sector. Of those employed, only 8.64percent are in supervisory and technical posts. Majority of women are found in informal sector, mostly engaged in petty business, small farming, seaweed farming, pottery and handcrafting, of which economic returns are low. In terms of access to productive resources such as land, capital and market opportunities, there is also big disparity between men and women. Recently conducted rural finance survey in Zanzibar shows that women are eight times less likely to obtain credit from banks and other formal financial institutions

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<sup>14</sup> See access and use of toilets under water & sanitation section – social well-being.

96. In order to ensure more and effective participation by women, the constitution of Zanzibar was reviewed in 2003. This move led to a further increase in the percentage of special seats for women in the House of Representatives from 25percent to 30percent. Despite these efforts women continue to be under represented at various levels of decision making as shown in the table 3.15.

**Table 3.15: Representation of women in decision-making positions.**

Positions	Male		Female		Total	
	2000	2006	2000	2006	2000	2006
Members of the House of Representatives	60	61	19	18	79	79
Ministers	11	9	1	4	12	13
Deputy Ministers	4	5	1	1	5	6
Principal Secretaries	11	14	1	1	12	15
Deputy Principal Secretaries	7	8	2	2	9	10
Regional Commissioners	5	5	0	0	5	5
District Commissioners	9	9	1	1	10	10

Source: Ministry of Labour, Youth, Women and Children Development (2006)

## CHAPTER IV: FRAMEWORK OF THE ZSGRP

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### 4.1 INTRODUCTION

97. This chapter presents a strategic framework from which the ZSGRP is designed. The framework addresses the concerns and challenges raised during the stakeholder consultations and shows the roadmap towards achieving the objectives and goals of the Zanzibar Vision 2020 through the ZSGRP. The objective of the Zanzibar's overall Development Vision 2020 is to attain sustainable human development and eradicate poverty. In the Vision, poverty is defined as not merely the lack of income but also the lack of accessibility to the basic needs of the people.

98. The strategic framework outlined below translates the Zanzibar Vision 2020 and presents the major building blocks needed to facilitate its realisation of the Vision 2020. The framework also highlights key principles and reforms necessary for attaining sustainable growth and poverty reduction, along with outlining and elaborating on the major clusters of the strategy, namely, (i) Growth and Reduction of Income Poverty; (ii) Social Services and Well-being; and (iii) Good Governance and National Unity.

#### 4.1.1 Principles of the Zanzibar Strategy for Growth and Reduction of Poverty

99. The Strategy is aimed at improving the first ZPRP in terms of process and content. It identifies ten principles that would guide its strategic interventions and actions with a view to ensuring integrity and synergies of the Strategy. The purpose is to bring about rapid growth and improvement of the well-being of the people.

#### 4.1.2 National Ownership

100. The strategy is viewed as a next milestone to enhance national ownership of the development process. The strategy reviews the ZPRP and identifies limitations; the review of the ZPRP was done through a participatory process at national and local levels<sup>15</sup>. Efforts were made to reach all sectors and their stakeholders, namely, the Government, civil society, Private Sector, local communities and individuals<sup>16</sup>. The thrust was to make participation more institutionalised rather than remain an ad hoc event. To that extent the ZSGRP underscores the need for capacity building among its stakeholders in areas of policy formulation and implementation, and in the monitoring and evaluation of the strategy. The capacity building interventions will target MDAs, the private sector, civil society and the community at large.

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<sup>15</sup> The ZPRP was seen as an issue of the Ministry of Finance and Economic Affairs

<sup>16</sup> Detailed discussion on the consultation is presented in chapter two.

### 4.1.3 Political Commitment

101. Sustained political will and commitment is needed to ensure continued democratisation and respect for human rights. Political stability, tolerance and consistent policies will be vital and form a basis for accountability of the Government to the citizen.

### 4.1.4 Commitment to Socio-economic and Structural Reforms

102. The Government is undertaking reforms in three main areas, namely, Financial and Economic Management, Good Governance and Institutional and Human resources. The three reforms areas are outlined below;

#### *(a) Financial and Economic Management Reforms*

##### *(i) Financial Management Reform*

There are six important reform areas for improving financial management.

103. The first reform area is harmonisation of financial matters with United Republic of Tanzania (URT). The formation of the Joint Finance Commission (JFC) is intended to clear most of the impediments in the current financial relations between Zanzibar and the URT. Tax Administration Programme (TAP) has been rolled out to Zanzibar from Tanzania Mainland. The programme will enhance efficiency in tax administration and the capacity of the Zanzibar Revenue Board. The Memorandum of Understanding (MoU) for working collaboration between Tanzania Revenue Authority (TRA) and Zanzibar Revenue Board (ZRB) has been signed and is enforced.

104. The second area relates to the Public Expenditure Review (PER) and Medium Term Expenditure Framework (MTEF). The implementation of the PER and MTEF processes within Government and public enterprises has improved both financial planning and budgeting processes. This has resulted in enhanced transparency and predictability of resource outlays, along with improvements in budget execution. An institutional framework for Public Expenditure Review has been instituted and the review process brings together key macro stakeholders, namely, the Central Bank, the TRA, the ZRB, the Chief Government Statistician, the Ministry of Finance and Economic Affairs (MoFEA) and the Private Sector and Civil Society. A revenue-forecasting model has been developed. The remaining challenge is to align the MDAs budget with key strategic interventions outlined in the ZSGRP.

105. The third reform area centres on financial accounting and reporting within Government. Government financial accounting and reporting has improved as a result of the finalisation and publication of Financial Administration Regulations and the use of information technology in Accounting and Reporting. The formation of a strong Fiscal Policy Unit and the introduction of an effective but liberal tax administration system have greatly enhanced domestic revenue collection.

106. The fourth area is in the Central Payment Office (CPO). The CPO has been instituted to facilitate centralisation of all Government accounts. Through the CPO, the Government of Zanzibar operates four accounts with the Bank of Tanzania (BoT). This system has improved the management of

Government financial operations. MDAs now make their expenditure requests on the basis of quarterly cash flow plan approved by the ceiling committee. This has enhanced the quality of cash management.

107. The fifth reform area is in the Central Payroll System (CPS). The Payroll System has been centralized and housed in the Ministry of Finance and Economic Affairs. The CPS unit prepares payment vouchers for all Government employees and scrutinises the Government payroll list through which has been able to reduce the problem of ghost workers. These changes together with the ongoing civil service reform initiative will determine the optimal size of the civil service. This, in turn, will inform future policy on the structure, size and quality of the civil service.

108. Sixth, are reforms related to the Management of National Debt. The establishment of a National Debt Management Unit has improved management of Zanzibar's public debt. The Unit will coordinate the formulation and implementation of the debt strategy that will be used to guide the Government on issues like the limits to borrowing, on types of loans and their maturities, including an assessment of repayment capacity and repayment schedule. The strategy will ensure that debt service is in line with budget operations.

### *(ii) Economic Management Reforms*

109. Economic management reforms focus on two areas, namely, economic diversification and infrastructure development. Economic diversification for employment creation and income generation are being pursued to enable Zanzibar get out of the clove-industry trap that has hitherto dominated its economic growth path. Export diversification efforts towards non-traditional commodities (such as vegetables, fruits, flowers and spices), which promise increased contribution to GDP, are currently underway.

110. As part of efforts towards infrastructure development, a comprehensive transport and communications network, covering both urban and rural areas, is being laid out. The airport in Unguja and the seaports in Pemba are being improved. The water and electricity supply infrastructure is being improved in order to meet the growing demand. The energy sector reform aims at strengthening the financial operation of Zanzibar Electricity Corporation (ZECO) formerly the State Fuel and Power Corporation (SFPC); cutting down on technical and other power losses; improve billing collection through regular tariffs; review tariff and promote increased use of prepaid meters; improve the institutional and human capacity of SFPC and review, formulate and implement energy sector policy. The reform has started by reviewing the Presidential Decree on SFPC establishment culminating into a new legislation of 2005. This was followed by the revision of electricity tariffs and enactment of water legislation, which, among other things, created an independent Zanzibar Water Authority.

### *(b) Governance Reforms*

111. First are reforms in the legal system and access to justice. Government continues to review laws and procedures, improve facilities and working condition along with building the capacity of workers in the legal and judicial system. A Bill on Anticorruption and Leadership Ethics has been drafted.

112. The second reform area is with respect to participatory democracy. Electoral process has been reviewed to enhance capacity and independency of the Zanzibar Electoral Commission (ZEC) and increased the number of women representation in the decision-making bodies. The process of putting in place of Non-Governmental Organisation Policy has been initiated to encourage effective participation of grass roots and widening democratic space. The capacity of Civil Society Organisations (CSOs) is improving and the Government-CSO partnership is getting stronger. The Local Government Reform Programme is underway.

113. Third are reforms for ensuring political stability and tolerance. Prior to the 2005 General Elections, the Government had developed a programme for civic education while the Non-Governmental Organisations developed a programme for voter education. On another front, the Government has reviewed policies and procedures governing the operations of religious institutions in order to promote tolerance and respect for other religions.

### *(c) Institutional and Human Resources Reforms*

114. Three main reforms have been undertaken in this area. The first set of reforms related to the development of human resources. The reforms on human resources development aim at achieving an orderly and planned transition towards the development of strategic skills and providing better incentives for employees. When opportunities for on-job training become available, priority is given to the newly recruited employees. High motivation is given to skilled employees and professionals in order to improve their performance. Currently, the Government is developing a Civil/Public Service Reform. A Human Resources Development Policy is being formulated and will address various issues including education and awareness creation on HIV and AIDS.

115. The Second reform area is on improving the performance of NGOs. The Government is committed to building capacity of Community Based Organisations (CBOs) and NGOs as they are expected to compliment the Governments' efforts in the development process. Emphasis is placed in broadening NGOs activities in the rural areas where the incidence of poverty is severe and the rate of spread of communicable diseases including HIV/AIDS is increasing.

116. The third area of reforms seeks to promote Private Sector Development. Zanzibar's Private Sector is still at an infant stage. The sector has not established itself as an institution capable of effectively leading the economy. The private sector is expected to play a pivotal role in addressing the challenges facing Zanzibar, including high levels of unemployment and weak export sector. Under the reforms, the Government has initiated and is implementing measures such as offering attractive and competitive investment incentives in order to increase private sector operations in Zanzibar. A new Investment Policy has been formulated and approved.

### *Sector Strategies, Linkages and Collaboration*

117. The ZSGRP recognises the roles of specific sector development and/or reform programmes. Effective implementation of the strategy calls for collaboration among sectors and for building sector synergies in order to achieve the intended outcomes.

### *Local Stakeholders Partnership*

118. The ZSGRP provides a space for local stakeholders, including citizens, communities, civil society and the Private Sector in policy dialogue. Efforts will be made to foster private-public partnership.

### *Harmonised Assistance*

119. The strategy seeks ways to align and harmonise the ZSGRP with core reforms and policy processes that have taken place on both Tanzania Mainland and Zanzibar. These reforms include the National Strategy for Growth and Reduction of Poverty (NSGRP), the PER and Public Finance Management (PFM), Tanzania Assistance Strategy (TAS) and the Joint Assistance Strategy for Tanzania (JAST). The strategy aims at mainstreaming global initiatives and commitments, as these are most likely to contribute to the attainment of the ZSGRP.

### *Equity*

120. The ZSGRP also targets interventions that will reduce inequalities and improve social well-being particularly among the poor. Efforts to improve the poor's accessibility to productive assets will be made. Attention will also be paid to address gender regional and district level disparities in the provision of public services.

### *Sustainable Human Development*

121. In promoting sustainable human development judicious use of resources during the implementation of ZSGRP will be stressed. Exploitation of natural resources will be made in such a way that it does not affect needs of future generations. The strategy will ensure all negative effects on environment are avoided.

### *Macro-micro Linkages*

122. The macro and micro economic activities linkages are crucial for achieving the outcomes and goals of the ZSGRP. Macro- level achievements must translate into micro-level achievements, while micro-level performance must feedback into macro-level framework. If these linkages are not monitored carefully, macro-level performance may not result in any meaningful way in growth and poverty reduction at the micro-level. In implementing ZSGRP, policies are needed to ensure that benefits of growth in high-growth sectors such as fisheries, trade and tourism, are transmitted to the poor in order to improve their well-being.

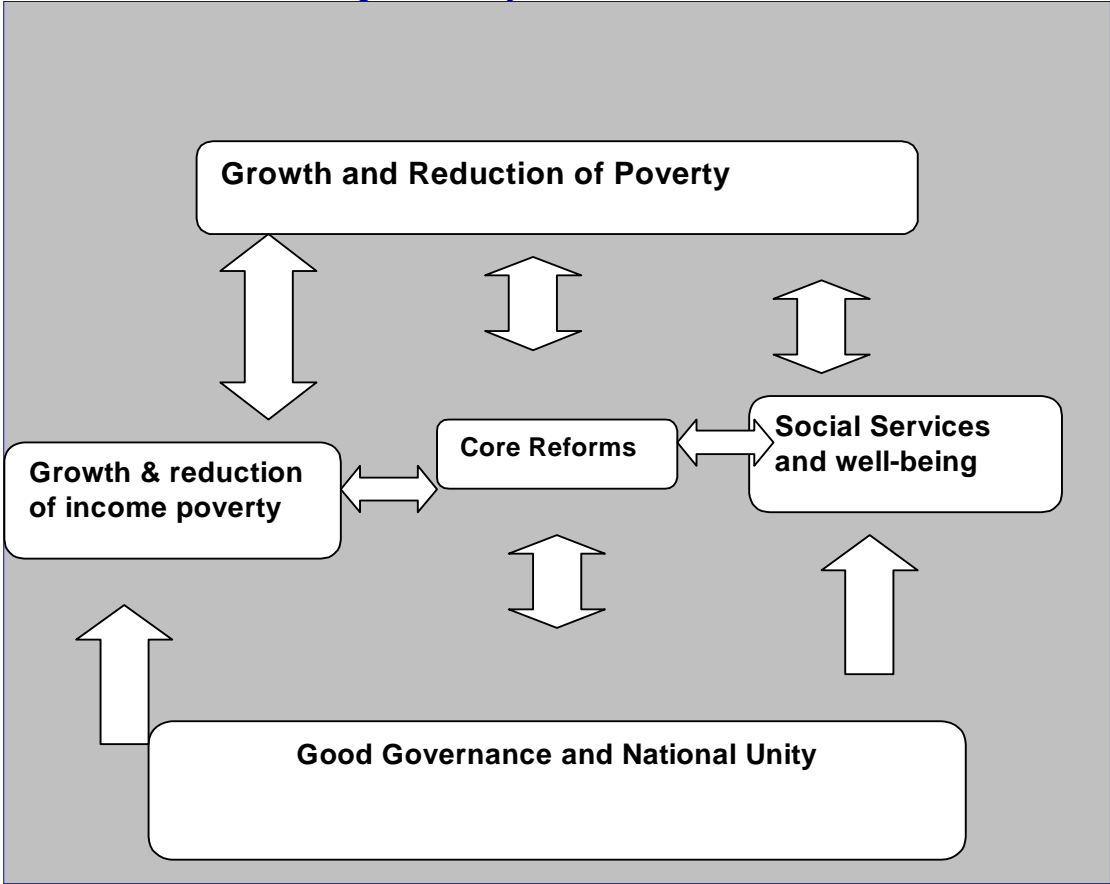
### *Mainstreaming Cross-Cutting Issues*

123. All cross-cutting issues have been mainstreamed in the three clusters of the strategy. The goals, operational targets key interventions and lead actors in the implementation and monitoring of the strategy are indicated in the clusters strategies. The implementation and monitoring of cross cutting interventions calls for collaboration within and across sectors.

### 4.1.5 Major Clusters of ZSGRP

124. The strategic framework shown below (figure 4.1) outlines three but not mutually exclusive clusters for growth and poverty reduction outcomes). The three clusters are (i) Growth and Reduction of Income Poverty (ii) Social Services and Well-being, and (iii) Good Governance and National Unity. Each cluster contains key issues, a defined broad outcome, goals, key strategic interventions and lead actors to coordinate implementation.

Figure 4.1: Major clusters of ZSGRP



125. Economic growth is necessary but not sufficient condition for poverty reduction. In general, growth depends on both the quantity and quality of productive resources, particularly land, capital, labour, technology and natural resources. The quality of inputs in particular forms a basis for innovation and technological development both of which would translate into productivity increases and improved competitive advantage. As shown in the diagram above there is strong relationship among the three clusters of the ZSGRP. Growth, and particularly broad-based and equitable growth, would lead to higher incomes and hence reduce income poverty. Higher incomes in turn would enable households to not only increase their consumption of goods but also improve their well-being through improved access to social/productive services (i.e. education, health, nutrition, shelter). Improved social well-being would improve the capacity of households and individuals to engage more effectively and more efficiently in economic activities and hence stimulates further (long-term) economic growth. Growth would also broaden the tax base and hence improved avenues for revenue collection. Increased



Government revenue is a necessary condition for improving the provision of economic and social services such as health, education, administration and infrastructure. The availability of affordable and quality social services would contribute to strengthening national unity. Governance and national unity would provide conducive and stable conditions within which growth, social services and peoples' well-being could take place.

## **4.2 GROWTH AND REDUCTION OF INCOME POVERTY**

### **4.2.1 Sources of Growth**

126. The key sources of growth that Zanzibar would give priority to during the implementation of the strategy include: investments in human and physical capital, increases in factor productivity, Private Sector Development (PSD), Domestic Market Investment (DMI), and Foreign Direct Investment (FDI).

### **4.2.2 Broad-Based Growth and Equity**

127. In order to ensure broad based growth and equity the ZSGRP will focus on ensuring that the poor are able to access productive assets. Targeted interventions will also be made to address the economic and social well-being of the disadvantaged districts and local communities; in dealing with this issue priority will be given to identifying economic potentials and supporting exploitation of these potentials and raising returns and productivity in the disadvantaged districts. Universal and equal access to public services would be given an upper hand in the budgetary financing of social programmes. Support to community-based initiatives that focus on the special needs of the vulnerable groups would be provided.

### **4.2.3 External Shocks and Disaster Management**

128. External shocks and disasters can easily erode economic and poverty reduction achievements. There are two main kinds of shocks. First are external shocks emanating from adverse terms of trade and erratic commodity prices, and the second group is those shocks caused by natural and man made disasters leading to losses of life and property as well as environmental destruction. Strategies to contain the potential effects of such shocks will be needed as part of the ZSGRP. One of the strategies is to ensure that growth is strong enough to withstand these shocks. In particular, containing shocks calls for good management of macroeconomic policy while containing disasters require definitive policy and resources.

## **4.3 SOCIAL SERVICES AND WELL-BEING**

129. The second cluster addresses social services and social well-being of the Zanzibar community. Improvement of the well-being of the people depends on the provision, affordability and accessibility to social services like education, information, health, water, HIV and AIDS treatment and prevention, and social protection programmes. For social services to be available both to the users and providers, the Government and her stakeholders would require adequate resources to invest in those services. On the other hand, improved peoples well-being particularly with respect to their human

capability would increase participation in economic activities along with promoting efficient production processes and leading to high productivity.

## **4.4 GOOD GOVERNANCE AND NATIONAL UNITY**

130. The third cluster is on Good Governance and National Unity. The promotion of good governance centres on both financial and non-financial aspects. The attributes of good governance include rule of laws, public and personal security and capacity of Government institutions, leadership ethics, and participation in decision-making, accountability and transparency, which contributes to enhancing national unity. There must be effective, transparent and accountable use of resources in a fair and corruption free system. Stakeholders need to be well informed about policies and laws that are being implemented by the Government. Public access to information is a pre-requisite and catalyst for effective policy implementation, monitoring, evaluation and accountability. While all stakeholders expect the Government to be accountable, non-state actors will also be expected to demonstrate accountability to the people.

## **4.5 CORE REFORMS**

131. The implementation of ZSGRP will be supported by core reforms in the areas of financial and economic management, good governance, institutional and human resources and relevant reforms which have already been introduced in Tanzania Mainland such as Public Expenditure Review (PER), Public Financial Management Reform Programme (PFMRP), and Legal Sector Reform. In addition, the Government is committed to implement the Joint Assistance Strategy for Tanzania (JAST).

132. These core reforms will facilitate the achievement of outcomes as defined in the three clusters. The desired outcome of growth depends, to a large extent, the implementation of the reforms in the areas of financial management. One of the important aspects of the reforms are the need to improve revenue collections as well as streamlining and improving of Government financial accounting and reporting. These reforms would institute a culture of transparency, which is a critical ingredient to good governance.

133. The reforms in the area of economic management target employment creation, introduction of non-traditional export crops, and improvement of infrastructure and provision of effective legal and regulatory framework. All these economic management reforms serve two main but related purposes, namely, fostering high economic growth and at the same time creating the foundation for promoting good governance.

134. Reforms in the area of Governance focus on instituting and enhancing participatory democracy, promote tolerance and ensure political stability. All reforms in the area of governance have a bearing on both economic growth and improvement of social well-being.

135. Institutional reforms are intended to promote and increase the contribution of non-state actors in the development process. The non-state actors compliment efforts of the Government in stimulating growth and in improving service delivery to communities.

136. The reforms in human resources on the other hand, aims at building necessary skills and expertise needed for implementing strategic interventions defined in the ZSGRP. In other words, the achievement of desired outcomes in all the three clusters will partly depend on the quality of human resources deployed in key interventions of the strategy.

## 4.6 STRUCTURE OF ZSGRP AND KEY DEFINITIONS

137. The ZSGRP framework consists of three clusters each with defined broad outcomes and their related goals and associated operational targets to be achieved within specified timeframes. For each operational target, key interventions are listed. In each key intervention there are number of actors identified to take the lead in its implementation and monitoring. The table below provides definitions of terms used in the ZSGRP and gives examples to illustrate how these terms link to each other.

**Table 4.1: Definitions of terms and examples**

Term	Examples
<b>Broad outcomes:</b>	<i>Wider longer-term sectoral or national outcomes Zanzibar would like to realise as specified in national policies such as Vision 2020; for example:</i> <ul style="list-style-type: none"> <li>• A society governed by the rule of law and government that is predictable, transparent and accountable.</li> </ul>
<b>Goals</b>	<i>Outcome aimed at achieving one of the broad outcomes. This does not necessarily need to have a timeframe and target, for example:</i> <ul style="list-style-type: none"> <li>• Ensure inclusiveness in governance and development process</li> </ul>
<b>Operational target</b>	<i>Outcomes that have specific timeframes and target: for example.</i> <ul style="list-style-type: none"> <li>• Enhanced decentralisation functions at the district level.</li> </ul>
<b>Key Issues raised</b>	<i>These are problems and challenges mentioned during the consultations, which need to be addressed: for example.</i> <ul style="list-style-type: none"> <li>• Partial decentralisation practices.</li> </ul>
<b>Key Interventions</b>	<i>Activities that different actors will do in order to address problems and challenges mentioned during consultations. These activities are also geared to achieve the intended operational outcome/ target: for example.</i> <ul style="list-style-type: none"> <li>• Develop and implement a decentralization strategy for selected government ministries.</li> </ul>
<b>Actors</b>	<i>These are Ministries, Department and Government Agencies. It also includes Non State Actors (Civil Society Organisations, Private Sectors and Trade Unions) for example. Ministry of Agriculture</i>

138. The ZSGRP framework promotes the collaboration among different sectors as well as among key sectors toward achieving broad outcomes.

## CHAPTER V: THE STRATEGY

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### 5.1 INTRODUCTION

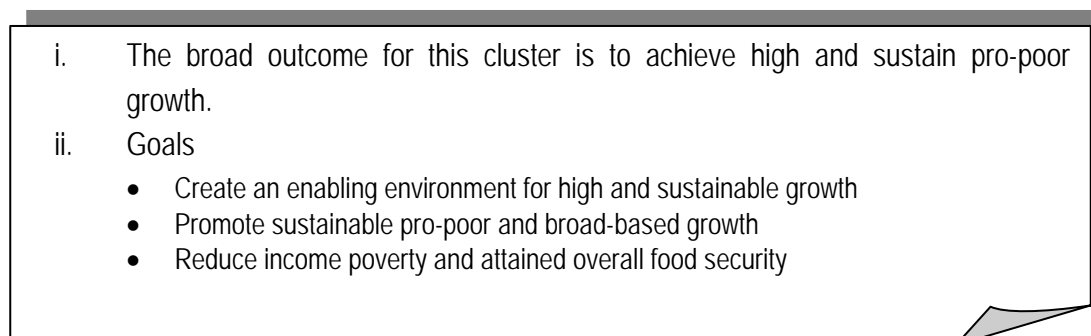
139. This Chapter presents the Strategy itself with its three interrelated clusters, namely; Growth and Reduction of Income Poverty; Social Services and Well-being; and Good Governance and National Unity. The three clusters have been identified and defined on the basis of the concerns and aspirations of stakeholders as voiced during the consultation process. The strategy also takes into account the on going reforms that are being implemented by different MDAs and Non State Actors as well as the commitments that the United Republic of Tanzania (URT) and the Revolutionary Government of Zanzibar (RGoZ) have accepted at global, regional and national levels. Each of the three clusters is outlined here under.

#### 5.1.1 Cluster I: Growth and Reduction of Income Poverty

140. Growth in national income only helps the poor if such growth is broad-based and pro-poor. Social inequality, a usual correlate of poverty, dilutes the benefits of growth to the poor. In fact, inequality has a tendency to increase with growth unless specific measures are taken to guide growth towards ensuring equity. Economic growth in itself does not automatically redress inequality and reduce poverty. This is not to say that growth is not necessary for poverty reduction; but it affirms that, unless specific measures are taken to reduce inequality, growth may have no or even have regressive effects on the poor. Thus, growth is a necessary but not sufficient condition for poverty reduction. The challenge therefore is to identify policies that increase growth while at the same time yielding tangible benefits to the poor, both men and women, in rural as well as urban areas. In this regard, the first cluster of ZSGRP builds on the achievements of ZPRP and focuses on ensuring that growth is inclusive and benefits the poor and the marginalised groups. In addition, in order for growth to have a significant impact on poverty reduction, it must be high and sustainable as well as pro-poor.

Box 1 below presents the broad outcome and goals for this cluster.

#### Box 1: Cluster I Broad outcome and Goals

- 
- i. The broad outcome for this cluster is to achieve high and sustain pro-poor growth.
  - ii. Goals
    - Create an enabling environment for high and sustainable growth
    - Promote sustainable pro-poor and broad-based growth
    - Reduce income poverty and attained overall food security

## Goal 1: Create an Enabling Environment for Growth

141. The achievement of an enabling environment for growth is currently constrained by a number of challenges as identified during the consultations. These challenges include weak fiscal and monetary environment; weak public financial management systems, poor business infrastructure and related services, low levels of investments, HIV and AIDS pandemic and low capacity in human resources, unsustainable use of natural resources and showing little concern of environmental and social impacts on development activities. To address these challenges, a series of interventions will have to be made in order to achieve respective targets, including a stable macro-economic environment, improved revenue generation, a more conducive environment for private sector development and external investment, improved access to factors of production, and development of infrastructure. Box 2 summarises the operational targets of goal 1.

### Box 2: Operational Targets for Goal 1

- Stable macroeconomic environment promoted.
- Revenue collection increased from 13.8 percent of GDP (2005) to 18.5 percent by (2010).
- Conducive environment for private sector development with a focus on SMEs developed
- Improved access and utilisation of medium and long-term affordable credit to productive sectors.
- Quality of workforce improved and population growth rate reduced.
- Increased allocation of land rights.
- Increased access to affordable and sustainable energy by 2010.
- Enabling environment for investment created.
- Sustainable and gender focused environmental management system developed.
- Constructed and rehabilitated all remaining roads (266 kilometres of trunk and feeder roads) by 2010.
- Zanzibar International Airport Master Plan developed and implemented and Pemba Airport services improved.
- Access and use of ICT facilities and services promoted.

142. Key interventions to address challenges and to meet targets are:

- (i) Pursuing prudent fiscal and monetary policies;
- (ii) Implementing recommendations prescribed in the financial sector reforms;
- (iii) Expanding the revenue base and modernizing tax administration.
- (iv) Operationalisation of Business Council and programme for Business Environment Strengthening for Tanzania (BEST);
- (v) Finalising and implementing SME policy;
- (vi) Implementing population policy action plan;
- (vii) Targeting HIV and AIDS workplace programmes and mainstreaming HIV and AIDS interventions in all sectors and institutions, and promoting participation of the private and informal sectors in responding to challenges of HIV and AIDS pandemic;
- (viii) Creating a conducive legal environment for land allocation and ownership;

- (ix) Formulate and implementing the energy policy and related reforms;
- (x) Implementing strategy to develop an integrated infrastructure,
- (xi) Developing and implementing policy on Information Communication Technology (ICT) policy and;
- (xii) Promoting sustainable use of natural resources and mainstream environmental norms and ethics into development activities.

## **Goal 2: Promote Sustainable Pro-Poor and Broad Based Growth**

143. Despite positive economic growth of 5.6percent (2005), poverty still remains a major development challenge affecting the majority of Zanzibaris, particularly women and other vulnerable groups, in both urban and rural areas. The major challenge is firstly to attain the desired rate of growth (10percent) and secondly, the benefits of economic growth actually reach the poor. From the consultations with various stakeholders, several issues were identified as critical for the promotion of sustainable pro-poor and broad based growth. These issues are related to challenges and constraints for the development of potential economic sub-sectors (agriculture, tourism and trade), availability and accessibility of micro-finance services and weak inter-sectoral linkages for pro-poor and broad based growth. In order to overcome these challenges, the Government aims at promoting increased and sustainable pro-poor and broad based growth and thus achieves poverty reduction objectives, as envisaged in the Zanzibar Development Vision 2020. These objectives will be achieved through improving agricultural production and productivity, improvement of tourism, infrastructure and services, creation of a favourable environment for external trade and access to micro-financial services.

144. The agricultural sector has to grow significantly if it is to effectively contribute to achieving pro-poor growth. This entails increasing budget allocation to the sector and initiating programmes that aim at increasing agricultural productivity and market accessibility, while at the same time contain HIV and AIDS. Given the importance of tourism to Zanzibar, strategic interventions to promote high-class eco-tourism through improvement of tourism infrastructure, attractions and promoting linkages with the agricultural sector are needed. If Zanzibar is to fully benefit from the competitive export trade, it must target the production of high quality goods that meet the standards of export markets. In this respect, there is need for a legal framework and strategic plan to implement the Trade Policy and export strategy along with developing domestic capacity to produce and supply high quality products and services. In addition, continued support will be required to develop the informal sector, the SMEs, and promote product diversification for export and liberalise the marketing of cloves.

145. The operational targets for ensuring sustainable pro-poor and broad based growth are outlined in Box 3.

### **Box 3: Operational Targets for Goal 2**

- Increased rate of economic growth from 5.6percent (2005) to 10percent by 2010
- Heritage sites preserved and maintained while eco and cultural tourism developed.
- Increased growth of agricultural sector from 2.4percent (2005) to 6percent by 2010.
- Improved availability and accessibility of gender responsive micro finance services.
- Favourable environment for external trade created.
- Increased high-class tourist hotels and facilities.

146. Strategic interventions to promote sustainable pro-poor and broad based growth are:

- (i) Developing and implementing a focused Zanzibar Growth Strategy;
- (ii) Implementing HIV and AIDS Strategic Plan;
- (iii) Improving agriculture extension; supporting research services;
- (iv) Promoting agro-processing and strengthening agricultural market intelligence and information system;
- (v) Implementing Soil Fertility Initiatives and Land Husbandry Strategy; promoting crops diversification and intensification;
- (vi) Developing and implementing cooperative policy and undertake cooperative reforms;
- (vii) Promoting and preserving Stone Town cultural heritage sites and tourist attraction areas;
- (viii) Improving attractions of other historical sites;
- (ix) Implementing tourism policy and its master plan;
- (x) Developing and implementing micro-finance policy and promoting establishment of micro-finance institutions;
- (xi) Facilitating the access of women and people with disabilities to export markets;
- (xii) Gradually liberalising the marketing of cloves and review functions of ZSTC as well as implementing Clove Development Strategy;
- (xiii) Mainstreaming environmental norms and ethics into development activities.
- (xiv) Integrating environmental concerns in agricultural activities and;
- (xv) Improving quality control mechanism for exported commodities.
- (xvi) Developing entrepreneurial skills among women and youth.

### **Goal 3: Reduce Income Poverty and Attain Overall Food Security**

147. Unemployment is a widespread and persistent challenge in Zanzibar, currently affecting 7percent of the labour<sup>17</sup> force Some of the most critical concerns raised by stakeholders are the high level of unemployment in Zanzibar, especially amongst the youth; this situation has been linked to low skills base and scarcity of affordable vocational and training centres, of which only two in Unguja and one in Pemba exist. The limited employment opportunities in both urban and rural areas also contribute to the unemployment situation in Zanzibar.

148. Unemployment exacerbates the fragility of the livelihood profiles in Zanzibar, where households typically have a low and un-diversified income and livelihood portfolio. Rural households suffer more from this condition, as they are not only subjected to volatile and unpredictable farming conditions and hence unstable and low farm incomes but also face limited access to off-farm incomes. The situation is more severe for those groups with low livelihood assets; such groups include those who are forced to become firewood collectors because they have limited access to land and sea resources, and clove labourers and pickers who depend on the clove market for most of their cash income.

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<sup>17</sup> Source: HBS (2004/05). The unemployment rate of labour force includes persons unemployed but not seeking work.



149. Where unemployment is high and persistent and livelihoods are fragile, food insecurity also has a bearing on well-being. The food security status of households in Zanzibar is precarious, as many of the poorest households have extremely low levels of income that often originate from one unreliable source; this situation prevents them from coping with food and expenditure shocks. Moreover, the low productivity of the agriculture sector (including fishery) in Zanzibar is a major contributor to food insecurity as it reduces availability and accessibility to food as well as the nutritional status of the Isles residents. Other challenge related to the income poverty and food security is the issue of poor management of natural resources in the Isles. Whilst these are all symptoms of overall poverty, food and nutrition insecurity has proven to be a factor that deepens deprivation and lessens the ability of the poor to exit poverty and participate more in economic activities. In addition, food insecurity through its impact on nutrition contributes to the weakening condition of persons living with HIV and AIDS.

150. In order to address the above issues, five operational targets have been developed as outlined in Box 4.

#### Box 4: Operational Targets for Goal 3

- Reduced overall unemployment rate from 7percent in 2005 to 4percent in 2010
- Increased gender sensitive youth training and employment.
- Reduced population below basic needs poverty line from 49percent (2005) to 25percent (2010)
- Reduced population below food poverty line from 13percent (2005) to 10percent (2010)
- Effective food insecurity warning and response system developed.

151. Some of the specific interventions for achieving these targets include;

- i. Strengthening the policy and information environment relating to employment;
- ii. Promoting youth employment and increasing gender balanced access to training and vocational education opportunities;
- iii. Diversifying rural livelihoods by promoting farm and off-farm income linkages and opportunities;
- iv. Empowering the informal sector to provide more economic opportunities;
- v. Promoting environmental awareness programme among women and the youth;
- vi. Containing HIV and AIDS and substance abuse;
- vii. Fostering investments in the rural economy;
- viii. Developing policies and programmes that target those vulnerable to food insecurity and;
- ix. Establishing an effective early warning and response mechanism for food insecurity.

### 5.1.2 Cluster II: Social Services and Well-being

152. This cluster addresses the issues of human capability in terms of survival and access to social services. Improving social services and well-being is one of the key foundations of poverty



reduction. A healthy and educated population leads to increased productivity, better income distribution and improved standard of living.

153. In spite of increasing number of schools in both urban and rural areas, equitable access to education has yet to be achieved. Disparities in enrolment among districts are still wide and the number of disabled children enrolled at basic education levels is very low. The number of students, particularly girls, attaining higher education is lower compared to the total population attending basic education. The reasons for this situation are: access to higher education is still extremely low, early marriages, dropouts, harassment and inadequate policy environment that are gender sensitive. On other fronts, the type of education provided does not adequately prepare students for employment and there is inadequate promotion of literacy among adult population, especially women in rural areas.

154. In the area of health, available information indicates that there is an improvement in the number of dispensaries and other health facilities. However, the problem remains in the quality and standard of services provided in these facilities. The situation is even worse in rural areas especially among the disadvantaged groups, namely, poor men and women, children, the disabled, people suffering from chronic illnesses and those under extreme poverty levels. Availability and affordability of drugs, especially for poor men and women, is still a serious problem. The vulnerable groups and particularly those living with HIV and AIDS face difficulties in accessing good health care and services. Maternal and Child mortality rates are other areas of concern. The level of quality of reproductive health services, particularly in rural areas and among the most vulnerable groups, poor women and men, adolescents as well as youth, still leaves much to be desired.

155. The nutritional status of people particularly of children, pregnant women, vulnerable groups and those living with HIV and AIDS is another key issue for the strategy. Zanzibar still suffers from both protein energy malnutrition and micronutrient malnutrition. Issues of access to safe water, sanitation and environment are important for better livelihoods of the people, especially poor men and women. Accessibility to safe water is still a challenge at both policy and intervention levels. The water problem has contributed to increased workload for women, withdrawal of girls from school and gender based harassment and violence. Planning for water supply schemes, conserving their sources, maintaining good sanitation standards, proper management of solid waste, protection of the environment, housing schemes and human settlement will have to take into consideration not only demographic issues, but also promotion of pro poor interventions and gender equality.

156. For the old and other vulnerable groups access to basic services must be ensured; some form of social protection and safety nets for these groups will have to be designed. Community support in this area is an important aspect. For the retirees, efforts are needed to phase out gratuity backlog and speeding of timely issuance of retirement benefits.

157. The broad outcome, goals, operational targets and cluster strategies for cluster II were formulated on the basis of concerns and issues raised during the consultations process, as well as findings of various researches/studies and reviews of other relevant documents from MDAs. The broad outcome and goals for this cluster are presented in box 5 below.

## Box 5: Cluster II Broad outcome and Goals

Broad Outcome: Improved social well-being and sustainable access to quality social services with emphasis on poor men and women and the most vulnerable members of the society:

Goals:

- Ensure equitable access to demand driven quality education, which is gender and environmentally responsive.
- Improve health status including reproductive health, survival and well-being of children, women, men and vulnerable groups
- Increase access to clean, safe and affordable water especially to poor men and women, and most vulnerable groups
- Improve sanitation and sustainable environment
- Provide adequate and sustainable human settlement
- Improve food and nutrition security among the poorest, children and most vulnerable groups
- Strengthen and expand social security and safety-nets for the disadvantaged and most vulnerable groups
- Promote and preserve historical, cultural and natural heritage and sports for social and economic development

158. Seventeen operational targets have been set in order to achieve those goals. These operational targets will be achieved by implementing specific interventions identified for this cluster.

### **Goal 1: Ensure equitable access to demand driven quality education, which is gender And environmentally responsive**

159. In order to attain equitable access to quality education for boys and girls, more resources will be needed in the education system. These resources should be directed towards capacity building at all levels and further institutional reforms, including promoting investments in education by the private sector and local communities. Enrolment of pre-school education is still low and teacher quality is inadequate. Most schools are in urban areas therefore denying access to education by rural children. Compared to boys, girls have less access to education and so are children with special needs. Quality of education is still poor as a result of inadequate numbers of qualified teachers, equipment, and laboratory and library facilities. School leavers are unprepared for the world of work. Prevalence of diseases, malnutrition, HIV and AIDS/STDs, inadequate changes of attitude regarding reproductive health, and gender-based violence all have negative effects on access to school and achievement. One area that needs special attention is childhood care and development, a concept that encompasses all children from 9 months to the time these children enter primary schools. Interventions in this regard would include developing a holistic approach to cover care, nutrition, health and education.

## Box 6: Operational Targets for Goal 1

### A. Early Childhood Care and Development.

- Increased Gross Enrolment Rate for pre-school from 15.9percent in 2005 to 35percent in 2010

### B. Primary Education

- Increased Net Enrolment Rate from 77percent in 2005 to 90percent in 2010
- Increased proportion of children with disabilities, enrolled, attend and completing schools by 5percent annually

### C. Secondary Education

- Increased transition rate at form two examinations from 46.9percent in 2005 to 70percent by 2010
- Increased Net Enrolment Rate from 36.1percent in 2006 to 75percent in 2010
- Increased proportion of girls who join low and higher secondary education from 46percent in 2005 to 50percent by 2010
- Increased percentage of qualified secondary school teachers
- Improve quality of secondary education and promoted acquisition of knowledge
- Increased proportion of orphans and vulnerable children and children with disabilities who join secondary education

### D Science, Information and Technology

- Enhanced teaching of science, mathematics and technology in schools.
- Promoted the use of Information and Communications Technology.
- Expanded access to ICT for education development.

### E Non-Formal Education

- Increased literacy rate from 75.8percent in 2005 to 100percent in 2010.
- Increased literacy rate of women from 69.8percent in 2005 to 100percent in 2010

### F Vocational Education and Training

- Enhanced entrepreneurial skills among the youth.

### G Tertiary Education

- Increased proportion of graduates from tertiary education institutions

### H Quality education

- Improved quality of education at all levels

### I Institutional Reform

- Improved efficiency in the delivery of educational services.

### J Cross Cutting Issues

- Integrated cross cutting issues into education system. (Gender, environment, population, HIV and AIDS, employment and disaster preparedness).

160. The gross enrolment rate at pre-school education is low. In the education policy, pre-school is part of basic education and for foreseeable future enrolment in primary school will continue to take in even those children who have not gone through pre-school education. Eventually the first two operational targets, namely the pre-school gross enrolment rate and net enrolment rate will be reconciled as a more holistic approach to childhood care is mainstreamed into basic education. Other interventions are:

- i. Involving all stakeholders in both the provision and funding of education at all levels.

- ii. Increasing investment for appropriate infrastructure facilities and training of teachers in order to improve quality of education. Training is particularly crucial for science, mathematics, technical and vocational education;
- iii. Providing laboratory facilities, equipment, and textbooks;
- iv. Designing incentive schemes that are needed to attract potential teachers into science fields.
- v. Supporting research and development (R&D) in order for Zanzibar to catch up and keep pace with advances in science and technology;
- vi. Developing appropriate curriculum at all levels;
- vii. Introducing alternative means of delivering education, including the use of ICT;
- viii. Incorporating teaching of environmental issues in schools' curriculum as part of efforts to create environmental awareness in the communities;
- ix. Promoting sector wide approach in planning and financing in order to improve efficiency in the delivery of educational services;
- x. Developing and implementing teaching programmes intended to educate students about the spread of various diseases, including HIV and AIDS/STDs, as well as discouraging early marriages and promote gender equality, and;
- xi. Decentralising school management and changing the role of central level bodies to facilitation, monitoring and evaluation in order to improve access and quality of education.

**Goal 2: Improved health status including reproductive health, survival and well-being of children, women and vulnerable groups**

161. For a society to take an active role in all aspects of a country's development for good health of all children, women and the vulnerable groups is essential. Currently, infant, under-five and maternal mortality rates are still high. The overall level of outpatient attendance is not known, but is likely to be relatively low due to the various shortfall of quality of public health service delivery. Resources are inadequate to produce and retain the quantity and quality of health professionals required at the various levels of the health system. Shortages of equipment and of selected drugs and supplies further hamper improved provision of quality health services.

162. There is limited awareness on sexual and reproductive health rights and services, and no policy to address these issues. Improved access to maternal health services including antenatal, delivery, emergency obstetric care, post abortion care, post-natal care and newborn care is still required. With sector plans ensures that all second line PHCUs routinely offer delivery services by 2010, priority will be given to the training of public health nurse B, and improving communication and transport for early referral of obstetric emergencies.

163. Although immunisation coverage is relatively high, it is essential to maintain this and to strengthen routine and timely immunization rather than relying on periodic campaigns. Strengthening of facility-based Integrated Management of Childhood Illness (IMCI) and the scaling up of community IMCI are priorities for the coming five years.

164. Malaria incidence is still high, but prevention and control efforts are currently being scaled up. Efforts will be made to improve private sector adherence to national treatment guidelines.

### Box 7: Operational targets for Goal 2

#### A. Infant and Child Health

- Reduced infant mortality from 61/1000 in 2005 to 57/1000 in 2010
- Reduced mortality of children under five from 101/1000 in 2005 to 71/1000 by 2010
- Increased proportion of fully immunized children from 85% in 2005 to 95% by 2010

#### B. Maternal Health and Reproductive Health

- Reduced Maternal Mortality from 377/100,000 in 1999 to 251/100,000 in 2010.
- Increased percentage of births delivered in health facilities from 49% in 2005 to 60% in 2010
- Improved contraceptive prevalence rate from 10% to 15% for modern methods and from 15% to 20% for any method by 2010

#### C. Communicable Diseases: -

##### (i) Malaria

- Increased the percentage of under-fives having prompt access to and receiving appropriate management for febrile illness within 24 hours from 13% in 2005 to 70% in 2010
- Increased the percentage of under-fives sleeping under ITNs from 37% in 2005 to 90% in 2010.
- *Reduced the case-fatality rate from 2.1% in 2005 to 0.5% in 2010.*

##### (ii) HIV and AIDS

- Reduced HIV prevalence among 15-24 years pregnant women from 1% in 2005 to 0.5% in 2010
- Increased the proportion of population with comprehensive correct knowledge of HIV and AIDS from 44% of women and 20% of men to 80% of the general population by 2010
- Increased condom use among women at last higher risk sex from 34% in 2005 to 80% in 2010
- Reduced stigma surrounding HIV and AIDS from 76% in 2005 to 60% by 2010 (measured as the inverse of the proportion of the population expressing acceptance of 4 measures as per TDHS)

##### (iii) TB

- Reduced the death rate from 8% to 5% in 2010
- Increased cure rates from 80% to 85% by 2010
- Increased HIV screening of patients from 20% to 100% by 2010

#### D. Non Communicable Diseases (NCD)

- Administered prevalence survey for key NCDs by 2010

#### E. Substance Abuse

- Administered prevalence survey for substance abuse by 2010
- Operationalised detoxification and rehabilitation services for substance abusers by 2010

#### F. Human Resource management

- 75% of primary health facilities established agreed norms for trained staff, with attention to gender balance, by 2010

165. Since HIV/AIDS is still a threat, the following interventions will be given priority:

- i. Facilitating the implementation of the national HIV/AIDS policy and strategic plan;
- ii. Although substantial work has been done in the dissemination of information on HIV/AIDS, the TDHS 2005 still indicates relatively low levels of knowledge. To address this issue effort will be directed towards:

- iii. Developing an advocacy and communication strategy intended to create awareness about the increasing trend of reported cases, and the negative effects of stigma and discrimination against PLHAs.
166. Although the absolute figures are not known, there is a perceived increase in the drug abuse among the youths. This requires urgent attention. Hence measures will be taken to:
- i. Improving control of drug availability.
  - ii. Reducing harm caused by drugs.
167. During the course of the coming five years, other interventions will include:
- i. Extending strategies for cost sharing for health services in order to generate additional revenues, to promote efficient use of the referral system, and to encourage ownership and participation of communities in the management of health services, and;
  - ii. Protecting the poor and other vulnerable groups, through tax and cost sharing exemptions, waivers, and other means.

**Goal 3: Increase access to clean, safe and affordable water**

168. Good quality water, in terms of its standards of safety, cleanliness is an essential commodity.

**Box 8: Operational Targets for Goal 3**

- Increased access to clean, safe and sustainable water supply in urban areas from 75% in 2004/5 to 90%, in 2010.
- Increased access to clean, safe and sustainable water supply in rural areas from 51% in 2004/5 to 65%, in 2010.

169. In order to address these issues and achieve the operational targets, the following interventions will be given priority:
- i. Start implementing the water policy and water sector reforms.
  - ii. Protecting water sources, catchments and water corridors so as to ensure safety of water supply in Zanzibar.
  - iii. Undertaking research on the potential use of ground water with a focus on developing management and exploitation plans along with guidelines for underground water extraction.
  - iv. Putting in place all related legal and regulatory frameworks for these kinds of interventions;
  - v. Strengthening the management of schemes, (including exploitation of water resources and protection of catchments areas).
  - vi. Undertaking effective rehabilitation and regular maintenance of infrastructure in both urban and rural areas.

- vii. Promoting and strengthening public-private partnership in water development, supply and financing.
- viii. Promoting community-based management of water supply in order to ensure long-term water supply;
- ix. Developing and strengthening human resources capacity in management, rehabilitation, and regular maintenance of water supply infrastructure;
- x. Introducing and promoting use of appropriate and affordable water technology

**Goal 4: *Improved sanitation and sustainable environment***

170. Appropriate and well-managed facility for sanitation is key for ensuring a healthy society. Poor delivery of sanitation services is endangering not only the lives of community members but also a retards the creation of an enabling environment for the promotion of tourism, trade and investment. Industrial and medical waste is a hazardous environmental concern. Sanitation levels in industry, major businesses and medical establishments are poor.

171. Deforestation, environmental degradation, excessive exploitation of non – renewable energy sources further threatens the future livelihood of the many in rural areas. For fishing communities and for those whose main occupation is exploitation of other marine resources, destruction of oceans by the use of inappropriate fishing gear and disposal of wastes is a major threat to their livelihood. The principle of sustainable development and mainstreaming of the environmental assessment will be applied into all policies, programmes and projects in order to enforce environmental protection and to minimize environmental degradation.

**Box 9: Operational Targets for Goal 4**

- All schools and other public places have adequate sanitary facilities by 2010.
- Increased proportion of households with access to basic sanitation from 66.8% in 2005 to 83% by 2010.
- Increased provision and management of sewerage facilities.
- Reduced environmental degradation.
- Zanzibar Waste Management Master Plan developed and implemented by 2010.

172. Strategic interventions to meet these operational targets will include:

- i. Requiring all public places, such as schools, hospitals, clinics and market places to maintain levels of sanitation standards acceptable for a sustainable management of solid and liquid wastes;
- ii. Formulating policies to guide and encourage large businesses to use modern sewage and solid waste treatment methods that are environmentally friendly;
- iii. Promoting the use of Ventilated Improved Pits (VIPs) at village level
- iv. Enforcing laws and regulations that guide the provision of sanitation facilities and environmental management;
- v. Incorporating public awareness, hygiene and environmental education as part of delivery of water and sanitation services, and;

- vi. Promoting public-private partnership and involvement of CSOs and communities in sanitation delivery and management of environmental and solid waste.
- vii. Developing and implementing a comprehensive Zanzibar Waste Management Master Plan.

**Goal 5: Adequate and sustainable human settlements provided**

173. Land use plan is not enforced and this has contributed to proliferation of unplanned human settlements in both rural and urban areas. The failure to enforce land use plan is partly due to weak inter-institutional linkage and institutional coordination in implementing human settlement plans, and partly due to inadequate human and financial capacity to implement settlement programmes.

**Box 10: Operational Targets for Goal 5**

- Improved management of urban and rural settlements
- Reviewed and developed proper land use plan at local community and national levels.
- Increased number of women and men with decent shelter.

174. To address those bottlenecks, the following interventions will be undertaken.

- i. Formulating a housing and urban development policy with the objective of ensuring increased and improved access to settlements, particularly in rural areas and among disadvantaged communities;
- ii. Developing a comprehensive action plan for involving the private and non-profit sector, community based organisation and other actors in providing adequate and affordable shelters for people, particularly those belonging to disadvantaged groups.
- iii. Improving institutional coordination activities in implementing settlement plans.
- iv. Establishing credit facilities for human settlement to further assist in the provision of decent housing for both men and women.

**Goal 6: Improve food and nutrition security among the poorest, pregnant women, children and most vulnerable groups**

175. Malnutrition levels in Zanzibar are still high, with women and children being the most vulnerable groups. Of all children in Zanzibar, 23percent are stunted (1 in 5) and 6.1percent are wasted. Child malnutrition is more prevalent in Pemba where 32percent of children are stunted. Anaemia prevalence levels are high for both women and children, at 75.1percent and 62.8percent respectively. The most common cause of nutritional insecurity is inadequate dietary intake of nutrients. Malnutrition lowers body immunity and increases susceptibility to diseases/infections. It is a major contributor to child morbidity and mortality. The challenge is to increase the intake of macro and micronutrients for all household members, while promoting adequate health care, health education, feeding practices etc. For those suffering from long illnesses, those affected with HIV and AIDS, with diseases such as malaria and diarrhea, recovering is slow due to insufficient dietary standards, poor nutrition levels and insecurity to food.



176. Rice is the staple food in Zanzibar but its domestic production is inadequate to meet the domestic demand. Poultry products, meat, fish, legumes and green vegetables are main sources of protein and vitamin. However, women, (particularly pregnant women), children and other vulnerable groups can hardly access these commodities. Generally, there is little awareness on the importance of nutrition in human health; as a result, consumption habits have tended to ignore requirements for balanced diet and/or nutritional foods.

### Box 11: Operational Targets for goal 6

- Reduced level of under-nutrition amongst children under the age of five
  - Reduced the number of children under the age of five children with stunting from 23% in 2005 to 10% by 2010
  - Reduced prevalence of anaemia among under five from 75% in 2005 to 50% by 2010.
- Reduced level of under-nutrition amongst women and mothers
  - Reduce the number of women with BMI < 18.5 (thin) from 17% in 2004 to 10% by 2010
  - Reduced prevalence of anaemia among women and mothers from 63% in 2005 to 50% by 2010.

177. Strategic interventions to achieve these operational targets are:

- (i) Creating awareness on appropriate feeding and weaning practices for infants and under five children;
- (ii) Providing health and nutrition education to the communities;
- (iii) Strengthening Integrated Management of Childhood Illness (IMCI) programmes;
- (iv) Building the needed capacity within Government and private sector/CSO to address food security and nutrition problems.

### **Goal 7: Strengthening and expanding social security and safety nets for the disadvantaged and most vulnerable population groups**

178. Currently there are hardly any interventions to support the livelihoods of the disadvantaged and most vulnerable groups. For those retiring from public services, gratuities are not paid on timely basis, causing them hardships. Also there is a large backlog of gratuity payment to retirees. The social security schemes have little coverage; only 10percent of the working population contributes to the Zanzibar Social Security Fund (ZSSF). The self employed and casual labourers who form the majority of Zanzibaris do not belong to any social security scheme; this is to say that a large sector of the Zanzibar community does not have any form of safety nets. For the old and other vulnerable groups access to basic services must be ensured. Some form of social protection and safety nets for the old and other vulnerable groups will have to be designed. One obvious source of Community support to the vulnerable groups is Zakat. Under Islamic social welfare system there is an obligation, particularly to those who can afford, to assist these groups by paying Zakat.

179. Zakat is an obligatory payment from one's wealth by every able Muslim. From an Islamic perspective, poverty is a threat to human beings, to the security of a country and stability of the society as a whole. In a fight against poverty, it is an obligation to every Muslim to make such contributions. This contribution is an amount equivalent to 2.5percent of personal wealth annually. Islamic economists

consider Zakat as a more effective weapon against poverty and inequality than other redistribution instruments. Funds from Zakat, Sadaqat<sup>18</sup> and Awqaf<sup>19</sup> (Endowment) can be used to invest in education, health, provision of clean and safe water, and on other social requirements that will take care of the needy or the destitute.

180. Zanzibar, where the majority of citizens are Muslims, can exploit opportunities offered by the Zakat system of social welfare. Beside Zakat there are other forms of social protection that are non-obligatory contributions ((i.e. Infaaq<sup>20</sup>) particularly among the business community.

181. The institutional framework is in place under the Waqf Commission. The greatest administrative advantage is the fact that Waqf Commission falls under the Ministry of Good Governance and Constitutional Affairs. The missing link is a legal framework and technical capacity to implement Zakat contributions and equitable distributions. A major task is to build confidence within the institutions that collect and distribute Zakat. The Waqf Commission immediate needs to work with FBOs and CBOs in raising awareness of the socio-religious obligation in caring for the needy.

### Box 12: Operational Targets for Goal 7

#### *Safety nets*

- Strengthened and expanded welfare support to the most vulnerable
- Strengthen means to exploit opportunities that Zakat, Infaaq and Awqaf (Endowment) in caring for the needy and destitute
- Strengthened capacity of families and communities to effectively support the most vulnerable

#### *Social security*

- Reduced backlog and ensure prompt payment of gratuity for retirees
- Expanded coverage of social security schemes

182. Strategic interventions to economically empower the disadvantaged and most vulnerable groups are a part of the ZSGRP but will also remain an important priority of Zanzibar in the long term. Meanwhile the following interventions will be implemented in order to meet those operational targets:

- i. Clearing the gratuity backlog and start to make timely payments to pensioners.
- ii. Collaborating with CSOs to assist the disadvantaged and the most vulnerable groups; more importantly, the Government will formulate and implement a policy on social security.
- iii. Promoting cooperation between the Waqf Commission, business Community and FBOs/CBOs in order to raise awareness on the obligation to pay Zakat, Saadaqat and to establish Endowment for the needy and the destitute.
- iv. Undertaking Survey to establish a register of people with ability to pay Zakat.

<sup>18</sup> Sadaqat is any charity or alms which are contributed to the community above and beyond the minimum required.

<sup>19</sup> Awqaf : items of value by provided by donors who confer the right of usage of the benefit of using the proceeds and profit of particular entities to defined beneficiaries.

<sup>20</sup> Infaaq: earn money on one hand and expend it on the other hand without hoarding.

**Goal 8: Promote and preserve historical, cultural and natural heritage and sports for social and economic development**

183. An efficient exploitation of natural and cultural heritage has yet to be achieved. Likewise Zanzibar is lagging behind in various sports. These poor achievements are partly due to inadequate resources such as human capacity and equipment, and partly due weak promotional strategy. There is more success, however, in the use and spread of Kiswahili to other parts of Africa and at the international scenes. All these areas have the potential to advance both the economy and the culture of Zanzibar.

**Box 13: Operational Targets for Goal 8**

- Formulated and operationalised policies, strategies and legal framework for culture and sports by 2010
- Promoted and preserved culture and historical sites by 2010
- Improved sports gears, facilities and training by 2010
- Participated effectively in regional and international tournaments by 2010
- Promoted Kiswahili language at local and international level by 2010

184. In order to achieve those operational targets, efforts will be made towards:

- (i) Developing and implementing policies and institute an enabling legal framework for restoration and exploitation of Stone Town and other heritage sites, cultural activities and antiquities.
- (ii) Promoting sustainable eco-tourism, particularly through Cultural activities and historical sites.
- (iii) Promoting sports and music by supporting capacity building and provision of essential gears in collaboration with the private sector and CSOs.
- (iv) Promoting and safeguarding ownership, plans will be made to protect intellectual property rights.
- (v) Developing a training programme on the use of ICT for of staff in the mass media, culture and sports.
- (vi) Promoting the participation of disadvantaged groups in the activities of the media.

### **5.1.3 Cluster III: Good Governance and National Unity**

185. Good governance is a broad concept that captures issues related to the promotion of the rule of law, development of democratic and participatory processes and fostering of human rights. The major principles of good governance include transparency, accountability and predictability of Government actors and actions.

186. Governance is the system of values, policies and institutions by which a society manages its economic, political and social affairs through interactions within and among the state, civil society and the private sector. It is the way a society organises itself to build mutual understanding and agreement,

as well as in making and implementing decisions. It comprises the mechanisms and processes that enable citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. Governance, including its social, political and economic dimensions, operates at every level of human interactions.

187. Given the importance and critical role of good governance in promoting sustained growth and poverty reduction, stakeholders' consultations identified Good Governance and National Unity as one of the three clusters of the ZSGRP. Box 14 defines the expected broad outcome and outlines the goals for achieving the broad outcome of this cluster.

**Box 14: Cluster III Broad Outcome and Goals**

(i) The broad outcome for this cluster is to ensure a society governed by the rule of law and a Government that is predictable, transparent and accountable.

(ii) Goals

- Ensure inclusiveness in the governance and in the development processes.
- Equitable allocation of public resources, improved service delivery and civil service reform
- Respect for the Rule of Law and Access to Justice
- Improve public safety and security
- Increase the capacity of Government Institutions and actors
- Combat corruption and its manifestations and strengthen leadership ethics
- Strengthen Legal framework to support economic growth
- Strengthen the institutions of oversight and accountability, including improving accessing to information
- Provision of timely and reliable data for monitoring and evaluating Government activities and governance initiatives
- Inculcate good governance practices at all levels
- Promote and observe human rights

**Goal 1: Ensure inclusiveness in the governance and in the development process**

188. There are three operational targets for achieving goal one; these are summarised in the Box 15 below. Consultations with stakeholders revealed impelling need for people to participate more fully in the processes that affect them. This calls for deliberate efforts to actively engage people right from grassroots level in all aspects of policy/strategy making and its implementation.

**Box 15: Operational Targets for Goal 1**

- Enhanced decentralisation functions at the District level
- Enhanced Public Private Partnership
- National heritage policy developed

189. Strategic interventions to achieve these targets include:

- (i) Developing and implementing a decentralisation strategy;
- (ii) Strengthening the consultative process in law making and revision;
- (iii) Reviewing and implementing local Government reforms;
- (iv) Implementing affirmative action programmes for hiring and promotion in the civil service, and;
- (v) Revising laws and policies to allow inclusion of representatives from vulnerable groups in decision-making process.

**Goal 2: Improved service delivery and institute civil service reform.**

190. The operational target for this goal is shown in the Box 16 below. The significant challenges in service delivery as raised during consultations with stakeholders include inadequate resource allocation for public service provision, inadequate coordination in policy formulation and implementation, inadequate management of human resource and inadequate access to basic services by vulnerable groups.

**Box 16: Operational target for Goal 2**

- Enhanced services delivery at all level

191. The identified interventions to achieve this target include:

- i. Developing new mechanisms for revenue collection between regions and all level of Government;
- ii. Adhering to and ensuring implementation of pro-poor and pro-gender budget;
- iii. Enhancing and implementing civil service reform programme.
- iv. Developing a mechanism to identify and remove barriers that limit the vulnerable groups from accessing services.

**Goal 3: Respect for the rule of law and access to justice**

192. Operational targets for this goal are indicated in the Box 17 below. Issues raised during stakeholders' consultations included the ineffectiveness of the Law Reform Commission, non-consolidation of amended laws, ignorance of the rule of law and limited access to legal services by vulnerable groups and the poor. Significant reforms have been made in the institutions of justice in Zanzibar. More needs to be done, however, to improve public confidence in the administration of justice.

**Box 17: Operational Targets for Goal 3**

- Enhanced working environment and capacity of the Judiciary in Zanzibar
- Enhanced working environment and capacity of the Law Enforcement Agencies in Zanzibar
- Strengthened Government printing capacity

193. The identified interventions are directed not only towards ensuring that laws reflect the realities of a developing Zanzibar, but are also understood and properly enforced. The interventions include:

- (i) Strengthening the independent office of the DPP,
- (ii) Improving court performance and administration facilities;
- (iii) Improving law making and revision, including the development of an effective law review commission;
- (iv) Improving legal literacy among members of the public;
- (v) Promoting religious, cultural and political tolerance;
- (vi) Improving the printing and distribution of legislation, including regulations;
- (vii) Establishing a system of legal aid;
- (viii) Strengthening the Office of the Mufti and Commission for WAKF and Trust Property, and that of the Attorney General's Chamber and;
- (ix) Increasing the number of trained lawyers at district level and in all Government sectors where necessary.

**Goal 4: Improve public safety and security**

194. There is a clear desire to see a system of governance that is able to anticipate and respond effectively to threats to public safety and security. Development of Zanzibar's potential as a tourist destination and desirable place to invest and do business, depends to a large extent on the degree to which Zanzibar is able to maintain a reputation as a peaceful and stable place to visit, live and do business. There are three operational targets for this goal.

**Box 18: Operational Targets for Goal 4**

- Enhanced Peace and tranquillity in Zanzibar
- Improved Disaster Management and early warning system.
- Enhanced Consumer protection measures

195. The interventions set to address these operational targets include:

- (i) Developing and implementing an effective anti-smuggling campaign (that will reduce the flow of illicit drugs and small arms to the islands);
- (ii) Modernising prison system and facilities, adopt a rehabilitative philosophy and develop community based sanctions;
- (iii) Implementing a strategy for national crime prevention;
- (iv) Improving police response and investigative capacity;
- (v) Developing an early warning system and;
- (vi) Supporting the Disaster Management Unit.

## **Goal 5: Increase the capacity of Government Institutions and actors**

196. Stakeholders' consultations revealed significant capacity constraints at all levels of Government. There are insufficient resources for the MDAs to carry out their routine operations let alone for implementing the broad scale of envisioned reforms. Buildings and equipment are in poor conditions and often are unsuitable for the intended functions. Capacity constraints limit the effectiveness of non-state actors as well.

197. Three operational targets for this goal were identified, as shown in the Box 19 below.

### **Box 19: Operational Targets for Goal 5**

- Strengthened Government institutions and actors
- Strengthened central ministries coordination capacity
- Mainstreamed HIV and AIDS in policies and programmes

198. Significant improvements in various capacity constraints are needed if Zanzibar is to make headway in its development. This can be achieved through interventions in such areas as:

- (i) Upgrading existing physical structures;
- (ii) Building new physical infrastructure where necessary and modernise office equipment and procedures;
- (iii) Reorganising MDAs with a focus to improving operational efficiency and reduce the duplication of work;
- (iv) Promoting public-private partnership in the provision of services and;
- (v) Strengthening capacity of Chief Minister's Office to coordinate Government activities.

## **Goal 6: Combat corruption and its manifestation and strengthen leadership ethics**

199. Concerns about the level of corruption in Government and private institutions were consistently raised during the stakeholders' consultations; particular reference was made to corruption in the judicial system. The existence of corrupt practices undermines public confidence in the administration and ensuring the rule of law and creates real barriers to justice. Corruption also limits accessibility by the poor and the vulnerable to basic services like health. Moreover, corruption in Government operations siphons off limited resources, which would otherwise be available for development activities. A reduction in corruption is necessary for creating a transparent and accountable system within Government.

200. One operational target for this goal is indicated in the box 20 below.

### **Box 20: Operational Target for Goal 6**

- Enhanced equity and fairness in the society

201. The following interventions have been identified as central to achieving this target:

- (i) Expediting enactment of the anticorruption and leadership code legislation;
- (ii) Enforcing the Public Procurement and Disposal of Public Assets Act;
- (iii) Developing and implementing anti-corruption strategies and codes of ethics for police, prison staff, the judiciary, legal counsel prosecutors and revenue collectors, and;
- (iv) Strengthening the Office of Controller and Auditor General.

**Goal 7: Strengthen legal framework to support economic growth**

202. Zanzibar needs to review its laws, legal processes and procedures to ensure a relevant, transparent and responsive system that protects interests of Zanzibar while providing an environment conducive to responsive economic development by the private sector. One operational target for this goal is identified as indicated Box 21 below.

**Box 21: Operational Target for Goal 7**

- Reviewed Commercial laws, Regulations, Environmental policy and legislation.

203. In order to achieve this target, the following interventions will be made:

- (i) Reviewing and updating commercial, contract and bankruptcy laws.
- (ii) Reviewing existing policy on environment and finalizing and enforcing Environmental Act.
- (iii) Reviewing and improving regulatory framework;
- (iv) Establishing and operationalising commercial court;
- (v) Enforcing property rights;
- (vi) Clarifying roles and responsibilities of various levels of Government in regard to revenue collection and service provision and;
- (vii) Ensuring that needed services are provided to business and the community at large.

**Goal 8: Strengthen the institutions of oversight and accountability, including improving accessing to information**

204. Transparency and accountability will be promoted through strengthening of independent oversight mechanism/institutions. A key attribute of transparency is access to information on all aspects of governance, including laws, budgetary processes and financial management. Much of information is currently made available through radio/TV and print media however; existing means of disseminating information are inadequate.



205. Operational targets for this goal are indicated in the Box 22 below:

**Box 22: Operational Targets for Goal 8**

- Enhanced transparency and accountability
- Enhanced Public awareness and information sharing

206. Key interventions to achieve the operational targets include:

- (i) Supporting the development of reliable data collection and analysis mechanism to enable fact based analysis and decision-making;
- (ii) Improving capacity of non-state actors to effectively implement, monitor and evaluate
- (iii) Government policies and strategies;
- (iv) Implementing the information policy;
- (v) Developing and implementing the Freedom of Information Act;
- (vi) Developing and implementing a national ICT policy;
- (vii) Establishing Government web site and;
- (viii) Reviewing Zanzibar Broadcasting Act of 1997.

**Goal 9: Provision of timely and reliable information and data for monitoring and evaluation of Government activities and governance initiatives**

207. The consultation process had pointed out a number of problems related to availability and quality of data and information. The problems include lack of reliable, evidence-based information on Government performance, particularly with respect to the judicial system. However, measures to improve this situation are already being taken; these include undertaking surveys such as the Household Budget Survey (HBS) and giving the office of the Chief Government Statistician the mandate and authority to centralise, coordinate and harmonise statistical services.

208. Operational target to address this goal are as stated in the Box 23 below:

**Box 23: Operational Target for Goal 9**

- Improved Monitoring and Evaluation of governance activities.

209. Key interventions to achieve the operational target include:

- (i) Developing a Governance Monitoring and Evaluation Framework;
- (ii) Supporting and strengthening the office of Chief Government Statistician;
- (iii) Establishing and strengthening Information, Education and Communications (IEC) at all levels, and;
- (iv) Developing and implementing Statistical Master Plan.

## **Goal 10: Inculcate good governance practices at all levels**

210. During the consultations, it was proposed that good governance must be at the centre of development policy. However the link between development and good governance is not apparent to many of the rural communities. This calls for concerted efforts to engage all the peoples of Zanzibar in understanding how important good governance is in promoting their roles and responsibilities for improving their lives and livelihoods. Good governance practices must become the rule, not the exception in the development process. The culture of observing good governance must be inculcated at all levels of Government.

### **Box 24: Operational Target for Goal 10**

- Strengthened leadership and commitment to good governance at all levels

211. The proposed interventions to achieve the operational target include:

- (i) Reviewing and updating the Strategic Plan for Good Governance;
- (ii) Developing Good Governance Policy and;
- (iii) Raising awareness of the principles of good governance.
- (iv) Engaging the media in awareness creation and informing the public on the achievements or challenges of good governance.

## **Goal 11: Promote and facilitate enjoyment of human rights**

212. During the consultation process concerns were expressed on the existence of discrimination on the basis of gender, age, political affiliation, economic status and HIV /AIDS status. There are no well- established mechanisms for responding to human rights violations and allegations.

213. Three operational targets for this goal are indicated in the Box 25 below.

### **Box 25: Operational Targets for Goal 11**

- Enhanced human rights awareness and observance.
- Enhanced productive and decent work/employment for all.
- Enhanced fair treatment for all.

214. Some of the key interventions to address this issue include:

- (i) Ensuring the Human Rights Commission is operational in Zanzibar;
- (ii) Providing legal aid services to those whose rights have been violated;
- (iii) Training on human rights to law students, lawyers, judges, public officials, social service providers, police and special departments;

- (iv) Conducting human rights awareness campaign to all sections of society.
- (v) Improving the capacity of the justice system to deal with sensitive cases involving violence against women, children and other vulnerable groups.
- (vi) Implementing decent work programmes.
- (vii) Providing appropriate mechanisms to address and redress human rights violations.

## CHAPTER VI: IMPLEMENTATION FRAMEWORK

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### 6.1 INTRODUCTION

215. This chapter describes the implementation arrangements of MKUZA in the context of and in line with:

- i. Cluster and outcome approach;
- ii. Harmonised and aligned key national processes namely: policy and planning, Public Expenditure Review and Budgeting, monitoring and evaluation;
- iii. The Joint Assistance Strategy for Tanzania (JAST);
- iv. Review of on going core reforms and envisaged new reforms whenever necessary in each cluster and across clusters and;
- v. Need for capacity development at all levels of Government and key non-state actors.

216. Capacity development is the key driving force for effective implementation of MKUZA. The lead and convening actors for each cluster will be identified through and in line with the Public Expenditure Review process. The outcome/cluster based PER process will be the forum for promoting dialogue and cross-sectoral linkages among the planning and budget departments of sectoral ministries. The process will allow the alignment of sector budgets, MTEFs and MKUZA outcomes and operational targets.

### 6.2 CLUSTER AND OUTCOME APPROACH

217. The new cluster-based and outcome approach adopted by MKUZA presents a major shift from its predecessor ZPRP. Its implementation would require close coordination and collaboration between and among sectors, MDAs and non-state actors working under each cluster. The coordination and collaboration mechanism would present an opportunity for strengthening linkages and maximise synergies during the implementation process; this in turn would reduce unnecessary duplications, wastage of resources and cut down on transaction costs. By the very nature of its design, the focus of the ZSGRP, unlike the ZPRP, will be on priority "results/outcomes" rather than on priority "sector".

#### 6.2.1 Cluster I: Growth and Reduction of Income Poverty

218. All actors involved in the productive sectors, namely, tourism, trade, agriculture and infrastructure will collaborate through stakeholders' dialogue in planning, budgeting and implementation of those activities, which would enable achievement of cluster broad outcome. In the matrix at the end of this document, cluster-based stakeholders are listed. Also shown in the matrix, are milestones for completing various cluster related interventions. Cross-cutting themes, namely, food security, HIV and AIDS, population, environment and gender will also be mainstreamed in the strategy.

## 6.2.2 Cluster II: Social Services and Well-being

219. Actors involved in provision of social services will collaborate in planning, budgeting and implementation of activities, which would lead to achievement of outcomes articulated under the cluster. The detailed milestones for implementing this cluster will be guided by the current and envisaged reforms in sectors of education, health, water and cross-cutting themes such as population, food security, HIV and AIDS, environment and gender.

## 6.2.3 Cluster III: Good Governance and National Unity

220. Governance issues cut across Government structures, legislative bodies and judicial system as well as in the operations of the civil society at large. The implementation of interventions under this cluster has a bearing on the other clusters. It is important to continue fostering autonomy and strengthening capacity of the major governance organs. Already the governance reforms are underway. Reforms in Political system, business environment, public expenditure management, public service, local Government, etc, will make a critical contribution to the success of MKUZA. The key actors are expected and required to collaborate and scale up their efforts to implement the envisaged interventions articulated under this cluster.

## 6.3 ROLES AND RESPONSIBILITIES OF KEY ACTORS

221. This section discusses only the roles of Key stakeholders and is not an exhaustive list. The House of Representatives will continue to oversee Government business. However, the capacity of the Representatives will be strengthened through imparting skills, training and raising awareness on critical development issues. The House of Representatives as an institution will be strengthened through provision of new working tools such as ICT, and keeping regulations of the house up to date, among others.

222. The MDAs will continue to play a lead role in policy formulation, management of public resources, implementation and monitoring of progress made. In order to improve performance of MDAs, increased participation of non-state actors in policy discussions, budget processes, implementation and monitoring will be ensured. The MDAs staff would also be provided with more and better working equipment and accessories to improve their capacity for service delivery. The Government is committed to improve these processes and enable increased participation of all key stakeholders with the objective of promoting transparency and accountability of Government to its citizen. The cluster approach will be used as a preferred modality for dialogue.

223. The private sector will continue to lead the growth (wealth creation) process. It will work closely with the Government through the public-private sector partnership framework. More specifically, the public-private sector partnership will be scaled up through the established Business Council and Chamber of Commerce. Appropriate mechanisms to foster participation by the growing number of SMEs will be designed and implemented. The growth strategy under ZSGRP will provide a road map for further dialogue and implementation between the public and private sectors. The private sector will provide its recommendations and views on best ways to improve business environment (regulations, procedures, tax and financial sector, etc). It will also increase its participation in provision of social and

economic services and abide by the best practices of corporate governance and responsibilities. On the other hand, the Government will create an enabling business environment for the private sector to thrive and contribute significantly to the wealth creation process. Also, the Government-private sector partnership will enable the private sector to seek support from development partners in terms of linking them with private businesses in their home countries.

224. The civil society organisations, which include the Faith-based Organisations (FBOs) and Community-Based Organisations (CBOs), will continue to participate in policy and planning, budget discussions as well as in the implementation and monitoring processes. The CSO's contribution is valuable in shaping policy, public sector interventions and implementation of activities to achieve MKUZA targets. More space and enabling environment will be created for CSOs to scale up their contribution to national development. The Government-CSOs partnership will be strengthened and nurtured through capacity development and proactive dialogue. The capacity of CSOs will be improved to enable them to fully engage in the development process.

225. Relations with Development partners would be strengthened in order to ensure their continued support to national efforts for growth and reduction of poverty. The expected support will be in form of financial resources and demand-driven technical assistance. The support on technical assistance will focus on building local capacity to manage the development process. The participation of development partners will follow the JAST principles and MKUZA framework. Development partners are able to participate in the national dialogue processes.

## **6.4 HARMONISATION AND ALIGNMENT OF KEY NATIONAL PROCESSES**

226. The Government will work towards internal alignment of the budget process and systems to MKUZA. Effective implementation of MKUZA will depend on the extent to which resource allocation will be aligned to MKUZA priority interventions. New innovative systems of resource allocation will be sought and put in place to facilitate efficient budgetary allocation, expenditure tracking and monitoring and reporting. The current monitoring system will also be reviewed and aligned to MKUZA and Public Expenditure Review process. A document that explains the details of the alignment and links among the key processes will be developed before fiscal year 2007/08 and used to guide the implementers in Government. Also mechanisms to coordinate the planning and implementation of cross-cutting issues such as gender, the youth, population, food security, HIV and AIDS, and environment will be designed.

227. In addition, the revolutionary Government of Zanzibar and Tanzania Mainland will work closely to align policy and planning processes as well as budgetary and monitoring systems. MKUZA is already aligned with MKUKUTA in terms of adopting a common strategic approach and a common 5-year time frame, namely 2006- 2010. Other processes to be aligned include undertaking similar core reforms, Public Expenditure Review process, and Monitoring and Evaluation System.

## **6.5 PRINCIPLES OF THE JOINT ASSISTANCE STRATEGY FOR TANZANIA**

228. The Joint Assistance Strategy for Tanzania (JAST) is a new guiding framework for the Government and Development Partners in managing and enhancing aid effectiveness for development.

The JAST implementation calls for further harmonisation and alignment of development processes between Zanzibar and Tanzania Mainland. Zanzibar and the Development Partners will also work closely to align aid to national priorities. The Government of Zanzibar will work closely with Tanzania Mainland to ensure that processes are harmonised; foreign resources are mobilised and properly allocated to the two parts of the Union. The Government will strengthen MoFEA together with its office in Dar es Salaam in order to have effective engagement with development partners and URT Government officials in implementing the JAST.

## **6.6 REVIEW OF ONGOING CORE REFORMS AND ENVISAGED NEW REFORMS**

229. Achievement of MKUZA broad outcomes and targets require a “change” in the way Government and other key actors conduct their business. Business as usual will not enable the Government and other key actors to deliver the required services to the Zanzibaris. In recognition of this reality, the Government is committed to continue to implement on-going reforms, and identify new reforms needed to implement MKUZA. In considering new reforms the Government will first liaise with URT and development partners to identify and role out relevant reforms to Zanzibar from those already being implemented in the Tanzania Mainland. Also, the Government would appeal for increased support from development partners in implementing on-going and new reforms.

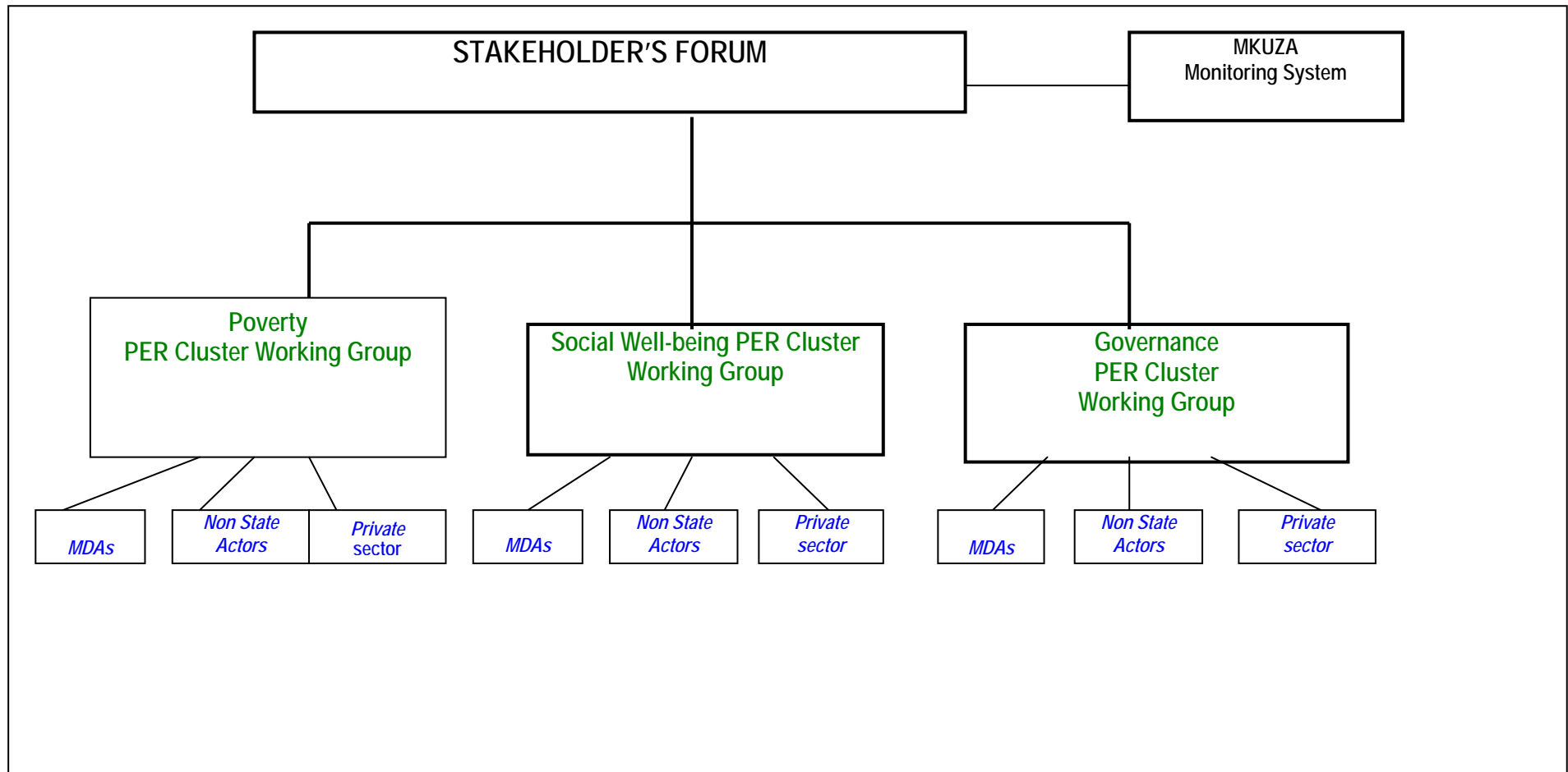
## **6.7 IMPLEMENTATION FRAMEWORK**

230. The MoFEA will be responsible for overall coordination for implementation of MKUZA. The current process of implementation (MTEF/PER) of MKUZA needs to be reviewed in order to abide by the principles of a cluster and outcome approach, harmonisation and alignment of policy, planning, and expenditure review and budgeting. The PER review process will form the basis for consultative processes to review and relate budgets with priority interventions as outlined in the MKUZA outcome clusters. MKUZA represents a multi-sectoral/outcome approach and a cluster based PER process will provide the means for sectors to collaborate in implementation by harmonising and aligning the allocation of resources and analysis of progress towards MKUZA targets and outcomes.

231. Membership to each Cluster Working Group, including the selection of lead sectors, will be determined on the basis of contributions of each cluster and would be finalised following a review of the entire implementation of MKUZA and its Monitoring and Evaluation System. Participation by Non State Actors (including the private sector and CSOs) in the budgeting, implementation and review process will be promoted as will the involvement of local level communities.

232. Outputs of the PER review process would feed into the comprehensive MKUZA Monitoring System. The analysis and recommendations for improved effectiveness and efficiency of development interventions emanating from MKUZA Monitoring System, will feed into the work of the PER working groups. The figure 6.1 below is linked to the illustration in the M&E chapter.

Figure 6.1: Implementation Arrangements





## CHAPTER VII: COORDINATION, MONITORING AND EVALUATION

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### 7.1 INTRODUCTION

233. This chapter addresses the main issues on ZSGRP coordination, Monitoring and Evaluation (M&E). Coordination between the implementation of ZSGRP and the budget process, which involve MDAs and various stakeholders, is important for the achievement of ZSGRP targets. The MKUZA Monitoring System (MMS) will enable the Government and other stakeholders to link and relate inputs, intermediate outputs, broad outcomes and impact at each relevant level of implementation. The structure and membership and Terms of Reference for the MMS will be elaborated in a separate document (MKUZA Monitoring Master Plan).

### 7.2 COORDINATION

234. The overall coordination of ZSGRP will be done by the MKUZA Technical Committee which is chaired by the Ministry of Finance and Economic Affairs. The Technical Committee will guide the day to day activities through its MKUZA Secretariat. The Secretariat is responsible for facilitating the work of the committee and coordinating activities of Technical Working Groups (TWGs) of the MMS as well as the thematic PER Working Groups. The Budget Department, the MDAs and the Secretariat will work jointly to ensure that the MDAs annual plans and MTEF are in conformity with the ZSGRP operational targets.

#### 7.2.1 Monitoring and Evaluation of the ZSGRP

235. The MKUZA Monitoring System is be managed by MKUZA Technical Committee (MTC) and supported by four TWGs. Members to the TWGs come from all Ministries, Departments and Agencies, academic institutions, civil society, Development Partners and the private sector. The set up of the previous PMS included:

- (i) The TWG responsible for Census, Surveys, Routine Data and Community Based Management Information System;
- (ii) The PER/MTEF and Stakeholder Forum Technical Working Group;
- (iii) The Research, Analysis and Advisory TWG (RAATWG);
- (iv) The Information Education and Communication (IECTWG).

236. Indicators for monitoring the progress of ZSGRP will be developed. The indicators will include core indicators for each cluster as well as additional sector specific indicators provided by other relevant stakeholders. The Participatory Service Delivery Assessment (PSDA) is adopted in the ZSGRP as a feedback mechanism from the beneficiaries of the services. In a bid to accommodate the voices of the poor in the implementation of the ZSGRP, PSDA will be carried out annually to evaluate service delivery.

## 7.2.2 Monitoring of the ZSGRP at Various Levels

### *District Level*

237. At the District level, the District Administrative Office is the Secretariat to the District ZSGRP team, which includes the District Planning Committee. The other members are the Members of the House of Representatives, MPs and Councilors in the District. At this level the M&E system will be coordinated and managed by the District Administrative Office who in turn would report to the Ministry of Regional Administration and Special Departments.

238. The District Planning Committee will plan and implement its activities in conformity with the ZSGRP and its M&E system. These activities will need to define inputs, outputs and outcomes that would be monitored and evaluated. The District will set its indicators relevant to its development targets and activities in addition to those prepared for the three clusters at the National level.

### *The National Level*

239. At the national policy level there are two key institutions, namely the IMTC and the Cabinet. The IMTC is composed of all Principal Secretaries of in Government Ministries and is chaired by the Chief Secretary. The Principal Secretaries where the TWGs are housed as well as the Principal Secretary of MOFEA where the Secretariat is housed are the links between ZSGRP monitoring and the IMTC. The Terms of Reference for IMTC is to develop appropriate policies/strategies based on the findings of the ZSGRP M&E and inform the Cabinet on the progress of the ZSGRP.

### *The Cabinet*

240. The Cabinet under the chairmanship of the President and who is also the Chairman of the Revolutionary Council receives feedback reports on ZSGRP issues from the IMTC through the Chief Secretary for appropriate policy decisions.

### *Sources of Information*

241. Within RGoZ, there are four levels at which planning and decision-making and hence information generation takes place. These are the National, MDAs, District and Shehia. At the national level the sources of information include surveys and censuses managed by the OCGS. The data produced is usually at national level and disaggregated to sub-national levels, by gender, rural/urban and so on. At the MDA the sources of data are the surveys and censuses from the OCGS disaggregated to that level, the official statistics collected by these institutions as part of their routine work (routine data) as well as their annual plans and reports, which are reported annually or bi-annual. At districts, the sources of data are the surveys and censuses from the OCGS disaggregated to that level, Community Based Management Information System (CBMIS) and district routine data systems. Likewise at the Shehia, the data sources include the above together with the Shehia register.

### 7.2.3 Key Outputs of the ZSGRP Monitoring System

242. The expected key outputs from the ZSGRP M&E include the sector expenditure reviews based on the three clusters, National Surveys, ZSGRP Annual Implementation Reports where trends and results are detailed and discussed and PSDA reports. PSDA is being institutionalised in the ZSGRP and sectors will be reviewed annually. The results will aid the sectors to be better providers of services that are really needed by the people.

### 7.2.4 Challenges

243. The main remaining challenges include revising the institutional framework and membership of the TWG so that each sectoral ministry is represented in each TWG. The revival of Administrative and Routine Data System would be given priority and so is the strengthening of the existing CBMIS, (Village Register at the Shehia level). MDAs would strengthen their Management Information Systems (MIS). There will be a need for second level analysis so that the data already collected could provide pointers to policy and decision makers. To make this possible, capacity building is needed at the MDAs, universities and at the research institutions. The availability of both the 2002 Census and the 2004/05 HBS information aggregated up to the district level is useful and call for its use to produce a poverty map for Zanzibar as a whole and Poverty Profiles at district levels. Also the availability of the 2004/05 HBS and annual feedback from the poverty monitoring system would inform the MoFEA when allocate resources during budgeting process.

244. Tanzania Socio Economic Database (TSED) has been adopted as the standard repository of the MKUZA Monitoring System data. Dataset from TSED are to be used by a wider range of stakeholders for planning and policy formulation. The dataset needs to be updated continuously whenever new information and data are available.

245. The MDAs and Districts would produce annual reports on performance appraisals using indicators agreed upon. To be able to do so, the Management Information System (MIS) in each MDA as well as that at the district level must be strengthened. The MDAs and Districts would develop a close collaboration with the OCGS, in line with the Statistical Act No. 9 of 1999. This collaboration will avoid having different levels of detail of data obtained for the purpose of monitoring within and between sectors and get rid of the problem of inconsistency in indicators reported by the various sectors.

# CHAPTER VIII: RESOURCE MOBILISATION FOR FINANCING OF ZSGRP

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## 8.1 INTRODUCTION

246. The financing framework for ZSGRP is guided by Zanzibar Vision 2020 on increasing domestic financial resource base to support the three clusters (Growth and Reduction of Income Poverty, Social Services and Well-being, and Good Governance and National Unity) in order to enhance employment creation, boost economic sectors and support other development programmes for poverty reduction and improvement of peoples' welfare. To support domestic resource base requires improvements in economic development, sound financial practices and capacity to mobilise domestic resources, control of expenditures and sound and efficient management of the budget.

247. Financing activities of ZSGRP and sustaining the economic viability requires innovative investment programmes that will generate funds to support development activities of the central and local Governments. In this regard, it is essential that effective and strong partnership between the public and private sectors and other non-state organisation is developed and promoted.

## 8.2 REVIEW OF ZPRP FINANCING FRAMEWORK

248. The financing of ZPRP was based on the strategic priority sectors of basic education and basic health, water, roads, agriculture, good governance and HIV and AIDS. Sources of finance for implementation of ZPRP were hinged on sustaining macroeconomic stability and support to private sector and community-based initiatives in the provision of essential services. Estimated financial requirements were updated annually to factor in full costing of priority activities done as part of the PER process. Specifically, the resource envelop projections considered 2001/2002 as the baseline scenario and factored in tax issues especially improving tax collection and widening the tax base, developments in the world economy and expectations about external resources. Efficiency of resource use was assumed. The shortcomings of the financing of ZPRP included inadequate strategies for resource mobilisation as well as over reliance on external resources even when the financing was designed to be mainly from domestic sources.

### 8.2.1 Resources for ZSGRP

249. The focus of ZSGRP is on promoting growth and reduction of poverty. The strategy depends on the contribution of all sectors in terms of collaboration, linkages and synergies in order to achieve the desired outcomes. Developing a resource allocation framework that supports such a structure poses quite a challenge. The financing framework for ZSGRP is guided by the following assumptions:

- (i) GDP growth rate of 10percent over the period of the Strategy reflecting a growth performance achieved over the last five years, supported by growth in most major sectors of the economy;

- (ii) Inflation rate of 5percent in the medium term reflecting such a rate in the Tanzania Mainland and neighbouring countries;
- (iii) A tax to GDP ratio of (tax effort) of 18.5percent per annum;
- (iv) Enhanced Public Private Partnerships and;
- (v) Continued support from development partners.

250. In the medium term the Government will strive to enhance domestic revenue collection and allocate higher share of the budget to support growth strategy and poverty reduction. On the expenditure side the Government will continue to reinforce fiscal discipline.

251. The full financial requirements for implementing ZSGRP have not yet been determined because scientific and realistic costing of the interventions to support implementation has not been done. In addition, since ZPRP is not a static Strategy, search for information about financial implications for its implementation will have to be an ongoing exercise as new realities unfold. In this regard, in order to inform estimation of a realistic resource envelop for financing ZSGRP, MDAs will have to cost their activities along the thematic areas of the Strategy and review such costs annually. Attempts will also have to be made to determine the part of financing that is done by Non State Actors (NSAs), methodological difficulties notwithstanding.

252. At the minimum, the Budget Frame for 2006/07 to 2008/9 (Table 8.1) provides the overall resource projections for implementation of ZSGRP. For financial year 2009/10 this Budget Frame will be rolled over. It is as such a very restrictive framework as far as financing of ZSGRP is concerned, definitely far below the realistic resource requirements. In this regard then mobilisation of resources for financing ZSGRP required casting far the net of resources mobilisation, beyond what is reflected in the restrictive Macroeconomic Framework for 2005/06. This is in no way an insurmountable task.

**Table 8.1: Budget Frame for 2006/07 - 2008/09 (Accounting)<sup>21</sup>**

	2005/06	2006/07	2007/08	2008/09	2009/10
	Budget	Ceiling	Projections	Projections	Projections
<b>I. TOTAL RESOURCES</b>	<b>161,014</b>	<b>214,800</b>	<b>223,464</b>	<b>238,647</b>	<b>252,783</b>
Domestic revenue	76,654	83,187	90,498	97,113	103,547
Programme grants	14,976	29,196	28,375	32,250	35,101
o/w 4.5 budget support Tshs 21,196mill					
MDRI Tshs 8,000mill					
Project loans and grants	61,555	95,587	100,366	105,385	111,294
Non Bank Borrowing	7,828	6,830	4,224	3,899	2,842
Bank Borrowing	-	-	-	-	-
Adjustment to cash	0	(0)	0	0	(0)
<b>II. TOTAL EXPENDITURE</b>	<b>161,014</b>	<b>214,800</b>	<b>223,464</b>	<b>238,647</b>	<b>252,783</b>
<b>RECURRENT EXPENDITURE</b>	<b>91,939</b>	<b>110,355</b>	<b>113,515</b>	<b>121,781</b>	<b>128,882</b>
CFS	19,520	31,811	32,680	36,584	41,185
Debt service	7,389	19,074	15,125	15,638	16,406
Interest	846	2,500	2,625	3,938	5,906
Amortization	6,543	16,574	12,500	11,700	10,500
Other CFS	12,131	12,737	17,555	20,946	24,779
Recurrent Exp.(excl. CFS)	72,419	78,544	80,836	85,198	87,697
o/w Salaries & wages	51,104	50,626	52,506	51,039	51,099
Other Charges	21,315	27,918	28,329	34,159	36,598
Designated Items 1/					
CONTINGENCY 2/					
<b>DEVELOPMENT EXPENDITURE</b>	<b>69,075</b>	<b>104,445</b>	<b>109,949</b>	<b>116,866</b>	<b>123,901</b>
Local	7,520	8,858	9,583	11,481	12,606
Projects					
Foreign	61,555	95,587	100,366	105,385	111,294

Source: Ministry of Finance and Economic Affairs, (2006)

<sup>21</sup> This framework has not been developed with consideration of ZSGRP resource requirements, but rather the projects made by MoFEA to accompany Budget Guidelines and reflect budget ceilings.

253. Additional mobilisation of resources can be realised from the following potentials. First are budget reforms, which target both revenue generation and prudent spending, which in part have already been undertaken by the Government. Second are the financial gains from the process of harmonising ZSGRP with Tanzania Mainland's NSGRP as well as the JAST. Further strengthening domestic institutions that collect revenue, mainly TRA and ZRB will in turn boost the mobilisation of resources. Increasing support to domestic Non-State Actors (NSAs) will serve as a complement to mobilisation of domestic resources.

254. With regard to external mobilization of resources, aggressive efforts will be made to attract more FDI, partly now made possible through the improved investment climate, as well as sell ZSGRP programmes to potential investors.

255. The projected resources are expected to increase from Tshs 161,104 million during 2005/06 to Tshs 238,647 million during fiscal year 2008/09. Close to half of the resources derive from domestic revenue, followed by project loans and grants. The financing of development expenditure will mainly be through foreign resources. Excluding the foreign component of total expenditure, which is provided as part of development expenditure, the structure of expenditure is dominated by recurrent spending at around 85percent, but showing a declining trend from 85.9percent during 2005/06 fiscal year to 84.1percent by 2008/09 and to 83.6per cent by fiscal year 2009/10. The trend is the same even when the foreign component of development expenditure is included in the total expenditure. However in this case the ratio of recurrent expenditure to total expenditure is much lower, falling from 57.1per cent in 2005/2006 to 51.0percent by 2008/09 and to 50.9percent by 2009/10.

## **8.2.2 Potential Risks to ZSGRP Financing Framework**

256. Macroeconomic instability, natural disasters, adverse developments in the global economy and unpredictability of external resource flows pose a potential risk to the financing framework. Zanzibar thus will need to hedge against such odds.

## CLUSTERS MATRIX

This appendix presents the broad outcome, goals, operational targets, key issues raised during consultations, key interventions addressing strategies to tackle issues raised and key actors responsible for implementation of the strategies. Broad definition of terms and examples are given in chapter IV.

### CLUSTER 1: GROWTH AND REDUCTION OF INCOME POVERTY

#### BROAD OUTCOME: TO ACHIEVE AND SUSTAIN PRO-POOR GROWTH

GOAL 1: CREATE AN ENABLING ENVIRONMENT FOR GROWTH			
Operational Targets	Key issues	Key interventions	Key Actors
1.1.1 Stable macroeconomic environment promoted	<ul style="list-style-type: none"> <li>• High inflation rates</li> <li>• Weak financial and debt management system</li> <li>• Higher lending and low saving rate</li> <li>• Stunted private sector growth</li> <li>• Low external resource mobilisation</li> </ul>	<ul style="list-style-type: none"> <li>• Pursuing prudent fiscal and monetary policies</li> <li>• Keep low and stable inflation by addressing supply constraint of food and other goods and services</li> <li>• Implement recommendations of second generation financial reforms (financial services)</li> <li>• Roll out Public Financial Management Reform Programme (PFMRP)</li> <li>• Prepare Zanzibar Debt Strategy</li> <li>• Introduce measures to reduce the lending rates of MFIs.</li> <li>• Mobilise external resources for strengthening economic and development environment</li> </ul>	MoFEA, TRA, ZRB, BoT, MTTI, Private Sector, MALE
1.1.2 Revenue collection increased from 13.8 % of GDP (2005) to 18.5 % by 2010	<ul style="list-style-type: none"> <li>• Inadequate and inefficient fiscal environment</li> <li>• Lack of tax policy and weak tax administration</li> <li>• Existence of narrow revenue base (e.g. low contribution of tourism revenue)</li> </ul>	<ul style="list-style-type: none"> <li>• Implement recommendation of Revenue Base Study</li> <li>• Formulate tax policy and roll out Tax Administration Programme (TAP)</li> <li>• Improve structure and performance of tourism sector</li> <li>• Conduct tourism revenue study</li> </ul>	MoFEA, ZRB, TRA, Private Sector, House of Representatives, URT.
1.1.3 Conducive environment for private sector development with a focus on SMEs developed	<ul style="list-style-type: none"> <li>• Complicated investment entry procedures</li> <li>• Poor access to financial services</li> <li>• Physical and human capital constraints</li> <li>• Poor legal environment for land ownership</li> <li>• Public sector involvement in production crowds out private sector involvement</li> <li>• Low access to markets</li> <li>• Weak coordination mechanism for SMEs</li> </ul>	<ul style="list-style-type: none"> <li>• Operationalise business council and roll out BEST program</li> <li>• Develop business infrastructure (ICT, telecommunication, electrification)</li> <li>• Institutionalise gender responsive entrepreneurial, science and technical education</li> <li>• Strengthen business environment and incentives</li> <li>• Rationalise the role of the public sector in the economy</li> <li>• Finalise and implement SMEs policy</li> <li>• Build a conducive policy and regulatory environment to support a vibrant and competitive financial sector to support SMEs development</li> <li>• Promote entrepreneurial skills to men and women</li> <li>• Establish business incubator and link with centre of excellence</li> <li>• Promote the establishment of SMEs window in financial institutions</li> </ul>	MoFEA, ZRB, TRA, Private Sector, House of Representatives, URT.



1.1.4	Improved access and utilisation of medium and long-term credit to productive sectors	<ul style="list-style-type: none"> <li>Limited access and utilisation of financial services (medium and long term credit to productive sectors)</li> </ul>	<ul style="list-style-type: none"> <li>Improve legal and judiciary infrastructure</li> <li>Review mortgage laws</li> <li>Establish commercial courts</li> <li>Increase magistrates to deal exclusively with commercial disputes</li> <li>Review land regulations</li> <li>Establish land registry</li> </ul>	BoT, MoFEA, Private Sector, MWCEL, MoCAGG, Commercial Banks.
1.1.5	Quality of workforce improved and population growth rate reduced	<ul style="list-style-type: none"> <li>Inadequate integration of population variables in development plans</li> <li>Inadequate coordination system of research and data collection on population and development</li> <li>Inadequate advocacy and Information, Education and Communication (IEC) on population development issues</li> <li>High population growth rate, fertility rate and density</li> <li>Weak capacity of the work force</li> <li>Premature death of the productive labour force due to HIV/AIDS and related illnesses</li> </ul>	<ul style="list-style-type: none"> <li>Implement population policy and its plan of action</li> <li>Promote timely research on gender and population issues</li> <li>Sensitise planners, decision makers on the importance of integrating population variables in the planning process at all levels</li> <li>Expand and improve the skills of the workforce</li> <li>Introduce skills development programme for women workforce</li> <li>Implement the HIV/AIDS Strategic Plan</li> </ul>	MoFEA, OCGS, Research Institutions, MRASD, MLYWCD, MoHSW, PO, MoEVT
1.1.6	Increased allocation of land rights	<ul style="list-style-type: none"> <li>Complex land tenure system</li> <li>Poor implementation of land use plan</li> <li>Unplanned expansion of settlements</li> <li>Lack of public awareness on legislation related to land use</li> <li>Lack of data on land issues</li> </ul>	<ul style="list-style-type: none"> <li>Review and implement legislation related to land</li> <li>Improve process for land allocation and administration</li> <li>Create public awareness on policies and legislations related to land use</li> <li>Improve data collection system on land tenure issues.</li> <li>Improve access of land to all people.</li> </ul>	MWECL, MALE, MoCAGG, AGC, OCGS, MRASD, Private Sector, MICS
1.1.7	Increased access to affordable and sustainable energy by 2010	<ul style="list-style-type: none"> <li>Lack of energy policy and strategy</li> <li>Inadequate power supply in Unguja due to aged and overloaded sub-marine cable</li> <li>Costly and unreliable power supply due to nomn-connection to national power grid in Pemba</li> <li>Excessive and unplanned usage of firewood and charcoal</li> <li>Low utilisation of alternative energy sources</li> </ul>	<ul style="list-style-type: none"> <li>Formulate and implement energy policy and strategy (consider needs and concerns of both women and men)</li> <li>Implement energy sector reform program with minimum impact to the poor</li> <li>Formulate and implement medium and long-term energy demand projection</li> <li>Replace aged marine cable from Mainland to Zanzibar</li> <li>Connect Pemba with under water marine cable from Tanga</li> <li>Strengthen energy program for sustainable use of forest resources</li> <li>Install high power standby generators for Unguja and Pemba</li> <li>Promote access to alternative energy services (wind, solar, biomass or any other viable alternative to using wood)</li> </ul>	MWECL, ZECO, TANESCO, MALE, MoFEA, Private Sector
1.1.8	Enabling environment for investment created	<ul style="list-style-type: none"> <li>Limited public and private sector dialogue and cooperation</li> <li>Un-conducive business environment</li> <li>Cumbersome procedures for investing</li> </ul>	<ul style="list-style-type: none"> <li>Initiate and implement Special Economic Zones (SEZ)</li> <li>Operationalise the Zanzibar Business Council and prepare Strategic Plan to implement it</li> <li>Rollout and implement BEST program to Zanzibar</li> </ul>	Private Sector, MTTI, MoFEA, NGO, CSO, ZIPA, Local Authorities, ZRB, TRA.

	<ul style="list-style-type: none"> <li>in the country</li> <li>Existence of multiple taxes and tax authorities</li> <li>Undeveloped EPZ infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>Build a lean and professional workforce within ZIPA</li> <li>Develop sector investment profile to be used in promoting sectoral investment</li> <li>Support EPZ infrastructure and create enabling environment</li> <li>Develop and implement ZIPA corporate plan.</li> <li>Implement investment policy and legislation.</li> </ul>		
1.1.9	Sustainable and gender focused environmental management system developed	<ul style="list-style-type: none"> <li>Land degradation and rampant and excessive mining and quarrying</li> <li>Excessive marine pollution</li> <li>Excessive deforestation and unprotected water sources</li> </ul>	<ul style="list-style-type: none"> <li>Promote research on existing and emerging environmental threats</li> <li>Protect and rehabilitate water sources and natural forest</li> <li>Improve environmental management policies and programs (considering needs and concerns of women and men)</li> <li>Integrate Environmental Impact Assessments (EIA) into investments</li> <li>Strengthen environmental education programs to men and women</li> <li>Promote marine conservation and eco-systems</li> <li>Enforce laws and regulations related to environmental conservation and protection</li> <li>Integrate the principles of sustainable development into all policies and programs .</li> </ul>	MALE, Research Institutions, MWECL, Private Sector, MoCAGG
1.1.10	Constructed and rehabilitated all the remaining trunk and feeder roads (266 km of trunk and feeder roads) by 2010	<ul style="list-style-type: none"> <li>Undeveloped rural and feeder roads network</li> </ul>	<ul style="list-style-type: none"> <li>Implement Transport Master Plan</li> <li>Construct and rehabilitate rural feeder roads</li> <li>Maintain and develop efficient ports services and facilities</li> </ul>	MoCT, MWECL, Private Sector, MICS, Zanzibar Road Fund.
1.1.11	Zanzibar International Airport Master Plan developed and implemented and Pemba airport services improved	<ul style="list-style-type: none"> <li>Absence of state of the art facilities at Zanzibar airports and seaports</li> </ul>	<ul style="list-style-type: none"> <li>Promote private sector participation in infrastructure development</li> <li>Develop and implement Zanzibar International Airport Master Plan</li> <li>Promote private sector participation in infrastructure development</li> </ul>	
1.1.12	Access and use of ICT facilities and services promoted	<ul style="list-style-type: none"> <li>Limited availability and accessibility to ICT services</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement ICT policy</li> <li>Establish community based ICT services and network</li> </ul>	MoCT, MWECL, Private Sector, MICS, CMO, MoEVT, Communication Department (PO)
<b>GOAL 2: PROMOTE SUSTAINABLE PRO-POOR AND BROAD BASED GROWTH</b>				
1.2.1	Increased rate of economic growth from 5.6 % (2005) to 10 % by 2010	<ul style="list-style-type: none"> <li>Absence of growth strategy</li> <li>Limited investment in productive sectors</li> <li>Weak sectoral backward and forward linkages</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement a focused and gender responsive growth strategy</li> <li>Enhance and promote investments in the productive and service sector identified in the growth strategy e.g. deep sea fishing</li> <li>Enhance productivity in all lead growth sectors and ensure environmental sustainability</li> <li>Promote sectoral forward and backward linkages</li> </ul>	MoFEA, MTTI, MALE, ZIPA, BoT, MoHSW, OCGS, MCT, MLYWCD,,ZAC, Private Sector, CSO, NGO

1.2.2 Heritage sites preserved and maintained, while eco and cultural tourism developed.	<ul style="list-style-type: none"> <li>Poor maintenance of cultural and heritage sites</li> </ul>	<ul style="list-style-type: none"> <li>Promote and preserve Stone Town cultural heritage site.</li> <li>Promote and preserve tourist attraction areas</li> </ul>	MICS, MTTI, MALE, ZTC, Stone Town Authority, Private Sector, NGOs.
1.2.3 Increased growth of agricultural sector from 2.4 % (2005) to 6% by 2010	<ul style="list-style-type: none"> <li>Low budget allocation to agricultural sector</li> <li>Insecure land tenure system</li> <li>Weak inter-sectoral linkages for agricultural sector growth</li> <li>Low accessibility to financial services for agricultural sector</li> <li>Dependency of rain-fed agricultural system</li> <li>Weak research, extension and support services</li> <li>Declining of clove production, productivity and poor husbandry</li> <li>Low production and poor marketing system for traditional and non-traditional export crops</li> <li>Low utilisation of deep sea resources</li> <li>Declining size and degradation of agricultural land</li> <li>Weak community based initiative in agricultural sector</li> <li>High prevalence of pest and vermin outbreak</li> <li>Limited markets for small producers</li> </ul>	<ul style="list-style-type: none"> <li>Increase budget allocation to agricultural sector</li> <li>Strengthen agricultural market intelligence and information systems</li> <li>Develop rural finance facilities and services and improve access to agro-inputs</li> <li>Improve agriculture extension, support and research services and enhance access to women</li> <li>Encourage private sector participation in agriculture</li> <li>Promote agro-processing schemes</li> <li>Implement clove development and marketing strategy</li> <li>Implement soil fertility initiatives and land husbandry strategy.</li> <li>Promote local and foreign deep sea fishing investments</li> <li>Build strong community based initiatives in agricultural sector</li> <li>Implement Zanzibar Irrigation Master Plan</li> <li>Implement and enforce land related legislations</li> <li>Advocate integrated production and pest management programs</li> <li>Review and enforce laws and regulations to control crops and livestock theft</li> <li>Promote use of appropriate and affordable farm technology</li> <li>Promote and strengthen livestock investments</li> <li>Promote and strengthen seaweed farming and marketing</li> <li>Promote commercial afforestation</li> <li>Encourage crop diversification and intensification</li> <li>Develop and implement spice development strategy</li> <li>Improve human resource capacity and increase gender responsiveness in agricultural service delivery</li> <li>Develop and implement cooperative policy and undertake cooperative reforms</li> </ul>	MALE, Finance Institutions, ZSTC, CSO, ZIPA, MoFEA, Research Institutions, MTTI, MLYWCD, MRASD, CMO
1.2.4 Improved availability and accessibility of gender responsive microfinance services	<ul style="list-style-type: none"> <li>Limited availability and accessibility of micro-finance services</li> <li>Low utilisation of MFIs</li> </ul>	<ul style="list-style-type: none"> <li>Promote establishment of microfinance institutions</li> <li>Encourage the establishment of gender sensitive microfinance window in financial institutions</li> <li>Build savings culture among the population</li> <li>Implement and sensitise population on the microfinance policy</li> <li>Transform MFIs into deposit taking institutions</li> <li>Enhance gender sensitive financial services in the rural areas.</li> </ul>	BoT, MoFEA, Private Sector, CSOs, MALE, Microfinance Banks

<p>1.2.5 Favorable environment for external trade created.</p>	<ul style="list-style-type: none"> <li>• Unimplemented Export Strategy</li> <li>• Weak export promotion initiatives</li> <li>• Weak negotiation skills</li> <li>• Low production of agriculture and industrial export products</li> <li>• Low awareness of market opportunities and information such as (EAC, SADC, AU, AGOA) and organic markets</li> <li>• Poor quality control due to lack of responsible institution for packaging, labelling for export</li> <li>• High cost associated with trade (taxes, clearance, and bureaucracy) of import clearance procedures at ports.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop gender responsive legal framework and strategic plan to implement trade policy</li> <li>• Implement export strategy for Zanzibar</li> <li>• Build an online information system to provide a comprehensive service to traders, including detailed export market information</li> <li>• Provide training in documentation and trade procedures particularly for SMEs and informal sectors</li> <li>• Provide support to improving product design and quality</li> <li>• Undertake product diversification for export</li> <li>• Expand functions of Trade Information Centre to provide comprehensive business related services including information on market opportunities to men and women traders and manufacturers in Zanzibar</li> <li>• Establish quality control institution</li> <li>• Strengthen capacity of Consumer Protection Department</li> <li>• Build human capacity in trade negotiation</li> <li>• Gradually liberalise clove marketing as recommended by the Zanzibar Clove Study and implement the reviewed functions of ZSTC and the Clove Development Strategy</li> <li>• Facilitate the access of women and people with disabilities to export market</li> <li>• Sensitise and utilise facility for export credit guarantee scheme</li> <li>• Enhance negotiation skills, with engagement in TRIP, including ARVs</li> </ul>	<p>MTTI, MLYWCD, Private Sector, MALE, Banking Sector, BoT, MoFEA</p>
<p>1.2.6 Increased high class tourist hotels and facilities</p>	<ul style="list-style-type: none"> <li>• Existence of few high class hotels</li> <li>• Undeveloped and poorly managed tourism attractions</li> <li>• Poor infrastructure and other tourism related services</li> <li>• Low benefits to the local population from tourism activities</li> <li>• High pressure on environment and culture due to tourism related activities</li> <li>• Low promotion of Zanzibar as tourist destination abroad</li> <li>• Low human capacity in the service of tourism sector</li> <li>• Risky behaviour that encourages the spread of HIV/AIDS</li> </ul>	<ul style="list-style-type: none"> <li>• Promote five star hotels and services</li> <li>• Enhance local human resource capacity of skilled and unskilled personnel in the hospitality industry</li> <li>• Improve tourism infrastructure and related services</li> <li>• Develop tourism for employment generation (mainly local) and foreign exchange earnings</li> <li>• Implement tourism policy and its master plan</li> <li>• Build a conducive environment for the promotion of right caliber and targeted tourism investors</li> <li>• Integrate environmental issues in tourism planning</li> <li>• Streamline institutional coordination for tourism promotion</li> <li>• Increase awareness of HIV/AIDS related risks especially in tourism</li> </ul>	<p>MTTI, ZTC, Private Sector, MICS, ZIPA, ZRB, MoFEA, NGO, CSOs</p>
<p>1.2.7 Reduced overall unemployment from the overall rate of 7% in 2005 to 4% in 2010</p>	<ul style="list-style-type: none"> <li>• Increasing unemployment and high disguised unemployment situation</li> <li>• Lack of employment policy</li> <li>• Decent work agenda not adequately</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement gender responsive employment policy</li> <li>• Design and implement labour market information system</li> </ul>	<p>MTTI, Private Sector, MLYWCD, MoFEA, NGO, CSO, OCGS, MEVT, MALE</p>

	<p>addressed.</p> <ul style="list-style-type: none"> <li>Increasing youth unemployment</li> </ul>	<ul style="list-style-type: none"> <li>Formalise, support and strengthen the SMEs and informal sector</li> <li>Promote social justice and decent work agenda and improve social protection at work</li> <li>Implement the labour law reforms</li> <li>Empower women by generating employment opportunities.</li> </ul>	
<b>GOAL 3: REDUCE INCOME POVERTY AND ATTAIN OVERALL FOOD SECURITY</b>			
<b>Operational Targets</b>	<b>Key issues</b>	<b>Key interventions</b>	<b>Key actors</b>
1.3.1 Increased gender sensitive youth training and employment	<ul style="list-style-type: none"> <li>High level of youth unemployment (23% of youth aged between 15-19 years and 19% of youth aged between 20-24 years of overall unemployment)</li> <li>Low number of affordable and credible youth training centres</li> <li>Youth at risk to HIV/ AIDS</li> <li>Increased prevalence of substance abuse amongst youth</li> </ul>	<ul style="list-style-type: none"> <li>Develop skills and vocational training centres</li> <li>Initiate and support programs that empower youth training and income generating activities</li> <li>Promote gender balance in training and vocational centres</li> <li>Initiate and support programmes for HIV/AIDS and substance abuse peer education</li> </ul>	MTTI, Private Sector, MLYWCD, MoFEA, NGOs, CSOs, ZAC, MHSW, MEVT, MALE
1.3.2 Reduced population below basic needs poverty line from 49% (2005) to 25 % (2010)	<ul style="list-style-type: none"> <li>Low productivity and limited income generating opportunities in rural areas</li> <li>Economic growth that has minimal impact on rural poor</li> </ul>	<ul style="list-style-type: none"> <li>Promote linkages between farm and non-farm sectors to increase incomes and diversify livelihoods</li> <li>Increase participation of village communities in tourism related activities</li> <li>Create conducive environment for promoting rural based investments</li> <li>Increased farm and non farm income generating activities in rural areas for both men and women</li> <li>Reduced susceptibility of vulnerable groups to food insecurity, HIV/AIDS and gender inequality.</li> </ul>	MTTI, Private Sector, MLYWCD, MoFEA, NGO, CSOs, MoEVT, MALE
1.3.3 Reduced population below food poverty line from 13% (2005) to 10% (2010)	<ul style="list-style-type: none"> <li>Lack of food security and nutrition policy</li> <li>Significant proportion of population suffer from food insecurity and malnutrition</li> <li>Threat of loss of knowledge, assets and productive agricultural labour force as a result of HIV/AIDS infections</li> <li>Low access of women to productive resources</li> <li>Low marketing value of agricultural produce resulting from seasonality and perishability</li> <li>High post harvest losses</li> <li>Loss of indigenous knowledge in agriculture.</li> <li>Lack of agricultural early warning, response and crop monitoring system</li> <li>Poor response to recurring shocks such as droughts and floods as well as</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement a food security and nutrition policy and strategy</li> <li>Develop and implement multi-sectoral programs for household food security</li> <li>Promote initiatives that lessen the vulnerability of women and other vulnerable groups to food insecurity</li> <li>Initiate and implement multi-sectoral programmes to address HIV/AIDS in agriculture sector</li> <li>Develop and implement small scale irrigation schemes</li> <li>Diversify livelihoods by supporting seaweed farming, small scale livestock and artisanal fisheries</li> <li>Initiate programs for small scale processing, storage and food handling</li> <li>Develop community based initiatives to capture and transfer indigenous knowledge on agricultural practices (including IPPM)</li> </ul>	MTTI, Private Sector, MLYWCD, MoFEA, NGO, CSOs, MoEVT, MALE
1.3.4 Decreased children with stunting from 23 % (2005) to 12 % (2010)			

	<ul style="list-style-type: none"> <li>economic and global shocks</li> <li>Poor response to recurring shocks such as droughts and floods as well as economic and global shocks</li> </ul>	<ul style="list-style-type: none"> <li>Establish an early warning and monitoring system for food security in collaboration with SADC and other initiatives</li> <li>Develop a food emergency response mechanism</li> <li>Strengthened food insecurity warning and response system</li> <li>Strengthen the disaster management unit in the Chief Minister's Office</li> </ul>	MTTI, Private Sector, MoFEA, NGO, CSO, MALE, CMO	
1.3.5	Effective tool for food insecurity warning and response system developed	<ul style="list-style-type: none"> <li>Lack of effective tool for food insecurity warning and response system.</li> </ul>	<ul style="list-style-type: none"> <li>Establishing an effective early warning and response mechanism for food insecurity.</li> </ul>	MTTI, Private Sector, MoFEA, NGOs, CSO, MALE, CMO

CLUSTER 2: SOCIAL SERVICES AND WELL BEING.

BROAD OUTCOME: IMPROVED SOCIAL WEL-BEING AND ACCESS TO QUALITY SOCIAL SERVICES WITH EMPHASIS ON POOR MEN AND WOMEN AND THE VULNERABLE GROUPS

GOAL 1: ENSURE EQUITABLE ACCESS TO DEMAND DRIVEN QUALITY EDUCATION WHICH IS GENDER RESPONSIVE			
Operational Targets	Key Issues	Key Interventions	Key Actors
<b>A. Early Childhood Care and Development</b>			
2.1.1 Increased Gross Enrolment Rate for pre-school from 15.9 % in 2005 to 35 % in 2010	<ul style="list-style-type: none"> <li>Low enrolment of children at pre-school level.</li> <li>Low enrolment of children with special needs at pre-school level.</li> <li>Pre-school education is mostly provided in urban areas.</li> <li>Inadequate child care facilities.</li> <li>Shortage of qualified gender sensitive teachers in pre-schools.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage private investors and communities to establish pre-schools especially in rural and hard to reach areas</li> <li>Introduce pre-school classes in existing primary schools</li> <li>Provide relevant, appropriate and gender responsive early childhood care especially to vulnerable children and children with special needs</li> <li>Promote growth/nutritional monitoring and school feeding programme</li> <li>Develop capacity of teachers and caretakers in ECD and gender</li> <li>Promote community child care</li> <li>Strengthen partnership between the MoEVT, MLYWCD, health care providers, CSO, communities and other relevant agencies</li> <li>Increase and strengthen training facilities</li> </ul>	MoEVT, MHSW, CSO/FBOS, Communities, CMO, ZAC, MoFEA, MLYWCD, MICS, Private Sector

		<ul style="list-style-type: none"> <li>for pre-primary level</li> <li>• Sensitise community to send children with special needs to pre-schools</li> <li>• Provide facilities and training to teachers to enable them to cater for children with special needs</li> <li>• Integrate HIV/AIDS and gender equality in ECD interventions</li> </ul>	
<b>B. Primary Education</b>			
<p>2.1.2 Increased Net Enrolment Rate from 77%in 2005 to 90%in 2010</p> <p>2.1.3 Increased proportion of children with disabilities, enrolled, attend and completing schools by 5% annually.</p>	<ul style="list-style-type: none"> <li>• Geographical disparities in enrolment</li> <li>• Acute shortage of classrooms</li> <li>• A long walking distance to school especially for children enrolled in lower primary classes.</li> <li>• Inability of poor and most vulnerable families to make financial contribution.</li> <li>• Low enrolment of children with special needs at primary level</li> <li>• Girls and boys drop out due to early marriage and poverty</li> <li>• Sexual harassment</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct school mapping, micro planning and demarcating school sites</li> <li>• Improve school environment including gender friendly</li> <li>• Mobilise community to promote full enrolment of school going age children</li> <li>• Reduce repetition and drop out rate</li> <li>• Ensure all (boys and girls) children including those with disabilities, orphan and other most vulnerable children are able to effectively access and complete high quality primary education</li> <li>• Introduce alternative means of school contributions for poor and most vulnerable families</li> <li>• Expand inclusive education to cover more schools</li> <li>• Establish baseline information on children with disabilities</li> <li>• Ensure that buildings and other school infrastructures are made accessible to people with disabilities</li> <li>• Develop and implement effective policies, strategies and activities to eliminate gender based violence</li> </ul>	MoEVT, CSO, Communities, MWCEL, Private Sector

<b>C. Secondary Education</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key actors</b>
<p>2.1.4 Increased transition rate at Form Two examinations from 46.9 % in 2005 to 70 % by 2010</p> <p>2.1.5 Increased Net Enrolment Rate from 36.1%in 2006 to 75%in 2010</p> <p>2.1.6 Increased proportion of girls which join low and higher secondary education from 46% in 2005 to 50% by 2010.</p> <p>2.1.7 Increased number of qualified secondary school teachers</p> <p>2.1.8 Improved quality of secondary education and promote acquisition of knowledge</p> <p>2.1.9 Increased proportion of OVC and CWDs who join higher secondary education</p>	<ul style="list-style-type: none"> <li>• Direct and indirect costs of schooling are increasing.</li> <li>• Overcrowding in secondary schools</li> <li>• Lack of laboratory equipment, chemicals and textbooks.</li> <li>• Most of the best and equipped secondary schools are located in urban areas.</li> <li>• Low efficiency due to deficiency and inadequate gender capacity in curriculum, teaching methods and materials.</li> <li>• Retention issues especially for girls</li> <li>• Education is supply driven and does not systematically respond to labour market demands</li> <li>• Some students are over-age.</li> <li>• Shortage of qualified teachers.</li> <li>• Social cultural factors limiting access to education by girls.</li> <li>• Limited access to secondary education by poor, most vulnerable and CWDs especially in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>• Provide relevant incentive scheme to increase enrolment, retention and completion of girls, OVC and CWDs</li> <li>• Expand access to secondary education in underserved areas (in all districts)</li> <li>• Make available textbooks, equipment and chemicals for laboratories</li> <li>• Provide incentives to private sector so that they could establish more secondary schools.</li> <li>• Introduce gender responsive pre-vocational education in secondary education</li> <li>• Develop relevant and gender sensitive secondary education curriculum and the introduction of alternative means of delivering secondary education including the use of ICT</li> <li>• Strengthening school based management</li> <li>• Sensitise community on importance of girls' education</li> <li>• Improve existing school environment including gender friendly</li> <li>• Expand the intake male and female secondary school teachers in teacher training institutions</li> </ul>	<p>MoEVT, MLYWCD, CSO, communities, Private Sector, ZIPA</p>
<b>D. Science, Information and Technology</b>			
<p>2.1.10 Enhanced the teaching of science, mathematics and technology in schools.</p>	<ul style="list-style-type: none"> <li>• Poor performance of students in science and mathematics subjects particularly girls.</li> <li>• Lack of science and technology culture in all aspects of society</li> <li>• Shortage of skilled personnel in science, mathematics and technology.</li> <li>• Poor participation of girls, disadvantaged groups and PWDs in science and technology.</li> </ul>	<ul style="list-style-type: none"> <li>• Promote science based and mathematics based subjects in schools and higher learning institutions</li> <li>• Introduce gender responsive pre-vocational education in secondary education</li> <li>• Provide incentives schemes to attract more teachers into the teaching of science, mathematics and technical education</li> <li>• Support science, technology and research in all levels of government</li> <li>• Provide incentives to attract more people, especially those with disabilities and disadvantaged groups in science and mathematics.</li> </ul>	<p>MoEVT, CSO, Private Sector, Higher Learning Institutions, MoHSW, MoFEA, MTTI, MLYWCD</p>



<p>2.1.11 Expanded access to ICT for education development</p> <p>2.1.12 Promote the use of Information and Communication Technology.</p>	<ul style="list-style-type: none"> <li>• Lack of policy on ICT in education</li> <li>• Limited development of ICT programme in schools particularly public and rural</li> <li>• Poor ICT infrastructure</li> <li>• Inadequate ICT skills and capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement comprehensive ICT in education policy</li> <li>• Expand ICT infrastructure coverage in schools and communities</li> <li>• Provide affordable Internet facilities to education and research institutions</li> <li>• Integrate ICT based curriculum in post primary education institutions</li> <li>• Promote pre-service and in-service training to teachers on ICT</li> <li>• Design a tracking system for ICT graduates</li> <li>• Emphasise Public Private Partnership (PPP) in ICT for education</li> </ul>	<p>MoEVT, MICS, MCT, CSOs, Private Sector</p>
<b>E. Non-Formal Education</b>			
<b>Operational Targets</b>	<b>Key Interventions</b>	<b>Key Issues</b>	<b>Key Actors</b>
<p>2.1.12 Increased literacy rate from 75.8% in 2005 to 100% in 2010</p> <p>2.1.13 Increased literacy rate of women from 69.8% 2005 to 100% in 2010</p>	<ul style="list-style-type: none"> <li>• Increasing number of semi-literate out-of-school youth</li> <li>• Inadequate library services</li> <li>• Inadequate coordination among literacy programme implementers</li> <li>• High proportion of illiterate women</li> <li>• Increasing poverty and workload in the community, especially for women</li> </ul>	<ul style="list-style-type: none"> <li>• Expand non-formal education in partnership with community groups, CSOs and private providers</li> <li>• Expand library services throughout Zanzibar</li> <li>• Strengthen coordination among literacy programme implementers</li> <li>• Integrate literacy programme with ongoing initiatives at community levels (women, youth, faith groups and others)</li> <li>• Deliver comprehensive gender sensitive and rights based and inclusive HIV/AIDS prevention education to non-formal education centre facilitators.</li> <li>• Conduct periodical literacy survey</li> <li>• Develop alternative and gender sensitive learning programmes for out-of-school youth</li> <li>• Provide support for integrating of out-of-school children into formal school system</li> <li>• Design programmes to keep children in school</li> <li>• Merge literacy with demand driven skills</li> <li>• Promote functional literacy with focus towards the maintenance of progressive family values, promotion of gender equality, sexual and reproductive health, HIV/AIDS, population and development interrelation</li> <li>• Promote public debate on issues of</li> </ul>	<p>MoEVT, MLYWCD, MoHSW, MALE, CSOs, Private Sector</p>

		<p>gender based division of labour (workload)</p> <ul style="list-style-type: none"> <li>• Link with relevant sectors to promote the provision of appropriate technology and services to women in urban and rural areas.</li> </ul>	
<b>F. Vocational Education and Training</b>			
<b>Operational Target</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
2.1.14 Enhanced entrepreneurial skills among youth	<ul style="list-style-type: none"> <li>• Inadequate vocational skills and entrepreneurship among school graduates</li> <li>• Increasing unemployment among youth and related risks to HIV/AIDS</li> </ul>	<ul style="list-style-type: none"> <li>• Reform vocational training programme to link with labour market demand</li> <li>• Establish standards for vocational training and entrepreneurial development</li> <li>• Expand training infrastructure for skills development and upgrading</li> <li>• Develop apprenticeship programme</li> <li>• Promote public-private partnership in skills training</li> <li>• Improve competence of tutors/teachers to manage HIV/AIDS, reproductive health and safety prevention education</li> </ul>	MoEVT, MLYWCD, CSOs ZAC, Private Sector, MTTI
<b>G. Tertiary Education</b>			
2.1.15 Increased proportion of graduates of tertiary education institution	<ul style="list-style-type: none"> <li>• Limited capacity of the institutions</li> <li>• Courses offered do not match with the demand in the labour market</li> <li>• Lack of human resource planning</li> <li>• Preference of humanity to science by students</li> <li>• Low participation of women and PWDs in higher learning institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Expand facilities in existing tertiary education institutions</li> <li>• Enhance staff training and incentives in higher learning institutions</li> <li>• Review curriculum of higher learning institutions to bring them in line with the national priorities</li> <li>• Develop and implement planned interventions to upgrade and expand institutions of higher learning</li> <li>• Conduct human resource needs assessment periodically</li> <li>• Provide incentives for student to study science and technology</li> <li>• Promote education of women and PWDs in higher learning institutions</li> <li>• Increase transparency and access to student loans</li> <li>• Address HIV/AIDS, STDs, RH and gender issues in higher learning institutions</li> </ul>	MoEVT, Higher Learning Institutions, Private Sector, MTTI, MoHSW, CMO, ZAC, MoFEA, MLYWCD, CSOs
<b>H. Quality of Education</b>			
<b>Operational Target</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
2.1.16 Improved quality of education at all levels	<ul style="list-style-type: none"> <li>• Poor quality of education</li> <li>• Shortage of qualified teachers</li> </ul>	<ul style="list-style-type: none"> <li>• Increase budget allocation for education development to at least 20 % of</li> </ul>	MoEVT, Higher Learning Institutions, Private Sector, Communities, MoFEA, CSOs

<p><b>I. Institutional Reform</b></p> <p>2.1.17 Improve efficiency in delivery of educational services.</p> <p><b>J. Cross Cutting Issues</b></p> <p>2.1.17 Integrated cross cutting issues into educational system (Gender, environment, population, HIV/AIDS, employment and disaster preparedness)..</p>	<ul style="list-style-type: none"> <li>• Limited capacity and skill in gender and participatory approaches</li> <li>• Shortage of learning and teaching materials</li> <li>• Inadequate curriculum to address demand in development</li> <li>• Inadequate incentives to teachers especially those working in deprived areas</li> <li>• Limited power of school management bodies</li> <li>• Relatively poor performance of girls</li> <li>• The performance of some students is affected by poor nutrition and health status</li> </ul>	<p>government expenditure</p> <ul style="list-style-type: none"> <li>• Provide quality and gender friendly teaching and learning materials</li> <li>• Review the curriculum (including gender) to respond to the changing socio economic needs</li> <li>• Mainstream issues of population, gender, HIV/AIDS/STDs, reproductive health and safety in curriculum across all levels</li> <li>• Improve teacher development, deployment and supervision (including gender based and participatory skills)</li> <li>• Provide incentives to teachers who work in deprived areas</li> <li>• Strengthen school based management</li> <li>• Promote school feeding programme to the poor and underserved areas.</li> <li>• Establish gender sensitive benchmarks for measuring quality at various levels</li> <li>• Expand teacher motivation and retention schemes</li> <li>• Promote the use of ICT in teaching and learning in schools and institutions</li> <li>• Provide incentive scheme to improve girls' performance.</li> <li>•</li> </ul>	
<b>GOAL 2: IMPROVED HEALTH STATUS INCLUDING REPRODUCTIVE HEALTH, SURVIVAL AND WELL-BEING OF CHILDREN, WOMEN AND VULNERABLE GROUPS</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
<b>A. Infant and Child Health</b>			
<p>2.2.1 Reduced infant mortality from 61/1000 in 2005 to 57/1000 in 2010</p> <p>2.2.2 Reduced mortality of children under five from 101/1000 in 2005 to 71/1000 by 2010</p>	<ul style="list-style-type: none"> <li>• Infant and under-five mortality rates are still high</li> <li>• Malaria cases are at higher percentage though declining in recent years</li> <li>• Increasing prevalence of tuberculosis and leprosy</li> <li>• Lack of comprehensive malaria programme</li> </ul>	<ul style="list-style-type: none"> <li>• Increase immunization coverage for all antigens</li> <li>• Scale up the use of LLITN/ ITN and re-treatment of conventional nets</li> <li>• Strengthen and expand child survival, protection and development programs</li> <li>• Improve malaria case management and management of other childhood illnesses.</li> <li>• Strengthen and scale up immunization program</li> <li>• Improve access to gender sensitivity and quality of maternal health services including antenatal care, emergency obstetric care, post abortion care, post natal care and newborn care</li> <li>• Strengthen and expand coverage of delivery facilities, PMTCT, VCT, PAC,</li> </ul>	<p>MoHSW, CSO, Private Sector, ZAC, CMO</p>

2.2.3	Increased proportion of fully immunised children from 85% (2005) to 95% (2010)		<p>youth friendly services and treatment of STIs.</p> <ul style="list-style-type: none"> <li>• Social mobilization for immunisation including compaigns</li> </ul>	
<b>B. Maternal Health and Reproductive Health</b>				
2.2.4	Reduced maternal mortality from 377/100,000 in 1999 to 251/100,000 in 2010	<ul style="list-style-type: none"> <li>• Maternal mortality is still high</li> <li>• Inadequate and gender insensitive facilities for responding to the needs of women and men</li> <li>• Lack of policy to address sexual reproductive health and rights</li> <li>• Inadequate coverage of delivery facilities, PMTCT, VCT, PAC, youth friendly services and treatment of STI</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthen policy and institutional mechanism to ensure women have access to care by skilled and gender sensitive attendants during pregnancy and delivery</li> <li>• Strengthen maternal death audit</li> <li>• Strengthen the capacity of skilled birth attendants including gender capacity</li> <li>• Improve community access to correct information and services</li> <li>• Enhance and strengthen awareness campaign on contraceptive services</li> </ul>	MoHSW, CSO, Private Sector, ZAC, CMO
2.2.5	Increased %age of births delivered in health facilities from 49% in 2005 to 60% in 2010.			
2.2.6	Improved contraceptive prevalence rate from 10% to 15% for modern methods and from 15% to 20% any method by 2010.			
<b>C. Communicable Diseases</b>				
<b>Operational Targets</b>		<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
<b>(i) HIV/AIDS</b>				
2.2.7	Reduced HIV prevalence among 15-24 years pregnant women from 1% in 2005 to 0.5% in 2010.	<ul style="list-style-type: none"> <li>• Low community awareness on sexual and reproductive health and rights</li> <li>• Limited availability of comprehensive emergency obstetric care</li> <li>• Shortage of specialised doctors, essential drugs, equipment and supplies</li> <li>• HIV/AIDS pandemic is still challenging in Zanzibar</li> <li>• Increased reported cases of HIV/AIDS and STDs especially among women.</li> <li>• Inadequate coverage of voluntary counselling and testing (VCT) services</li> <li>• Low utilisation of available HIV/AIDS prevention, care and treatment services.</li> <li>• Negligence of health personnel to follow universal precautions and guidelines</li> <li>• Lack of sectoral peer programme</li> <li>• Limited behavior change</li> </ul>	<ul style="list-style-type: none"> <li>• Expand access to comprehensive emergency obstetric care considering situation of vulnerable groups</li> <li>• Increased availability of comprehensive client oriented and gender sensitive sexual reproductive health services particularly maternal health, ASRH rights and family planning</li> <li>• Increased capacity of women and young people to articulate and claim their sexual and reproductive health rights</li> <li>• Increased national capacity to ensure reproductive health commodity security</li> <li>• Ensure continuous availability of essential RH drugs, supplies, equipment and doctors</li> <li>• Strengthen HIV/AIDS prevention education, with special focus on young</li> </ul>	MoHSW, CSO, Private Sector, ZAC, CMO
2.2.8	Increased the proportion of population with comprehensive correct knowledge of HIV and AIDS from 44% of women and 20% of men to 80% of the general population			
2.2.9	Increased condom used among women at most higher risk sex from 34% (2005) to 80% in 2010			
2.2.10	Reduced stigma surrounding HIV and AIDS from 76% (2005) to 60% in 2010			

		<p>people, women, and other population groups at high risk, including PWDs and OVCs.</p> <ul style="list-style-type: none"> <li>• Strengthen surveillance system of HIV/AIDS</li> <li>• Improve access by communities to HIV/AIDS correct information and services from health workers</li> <li>• Scale up counseling (VCT, PMTC, HBC), and diagnostic and laboratory services for STI</li> <li>• Enhance HIV/AIDS care and treatment services and promote utilisation</li> <li>• Ensure adherence to HIV/AIDS policy</li> <li>• Introduce pediatric HIV/AIDS treatment</li> <li>• Develop and implement HIV/AIDS advocacy and communication strategy</li> <li>• Strengthen capacity of CSOs to respond more effectively to the HIV/AIDS pandemic</li> <li>• Enhance capacity of institutions that provide care and treatment for PLHAs to raise quality of their services</li> </ul>	
<p><b>(ii) Malaria</b></p> <p>2.2.11 Reduced incidence of malaria from 45% (2004) to 35 % (2010)</p>	<ul style="list-style-type: none"> <li>• High prevalence of malaria</li> <li>• High morbidity and mortality especially in children and pregnant women</li> <li>• Late diagnosis particularly at community level</li> <li>• Compliance in following treatment guidelines</li> <li>• Lack of multi-sectoral approach in controlling spread of malaria</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement district and community owned HIV/AIDS interventions, including supervision of ART</li> <li>• Develop and implement a comprehensive and gender responsive programme to combat malaria</li> <li>• Improve case management particularly of children, OVC, and pregnant women</li> <li>• Scale up diagnostic service using RDT at primary level</li> <li>• Scale up community based activities</li> </ul>	<p>MoHSW, CSO, Private Sector, ZAC, CMO</p>
<p><b>(iii) TUBERCULOSIS (TB)</b></p> <p>2.2.12 Reduced the death rate from 8% to 5% by 2010</p> <p>2.2.13 Increased cure rates from 80% to 85% by 2010</p> <p>2.2.14 Increased HIV screening of patients from 20% to 100%</p>	<ul style="list-style-type: none"> <li>• Increasing prevalence of tuberculosis</li> <li>• HIV/AIDS related stigma is still high</li> <li>• Existence of abuse of the human rights of PLHAs and orphans</li> </ul>	<ul style="list-style-type: none"> <li>• Deliver and expand the capacity of TB and PPTCT clinics to include deliverance of comprehensive HIV prevention, care and treatment</li> <li>• Increased control and management of TB cases</li> <li>• Strengthening of diagnostic services at all levels</li> <li>• Mobilise community to utilise available</li> </ul>	<p>MHSW, CSO, Private Sector, ZAC, CMO.</p>

		<ul style="list-style-type: none"> <li>services</li> <li>Establish routine counselling services of all TB cases.</li> </ul>	
<p>(iv) <b>Non Communicable Diseases (NCDs)</b></p> <p>2.2.15 Conducted prevalence survey for key NCDs by 2010</p>	<ul style="list-style-type: none"> <li>NCDs is not clearly reflected in the health policy</li> <li>Increased morbidity and mortality due to NCDs</li> <li>Lack of proper treatment guidelines</li> <li>Shortage of equipment and drugs</li> <li>Lack of surveillance system on NCDs</li> <li>Lack of community awareness to health lifestyle</li> <li>Inefficient referral system</li> <li>Inadequate medical professionals</li> <li>High prevalence of diseases mainly diabetes mellitus, hypertension, cervical cancer, breast cancer, bronchial asthma, and mental health.</li> </ul>	<ul style="list-style-type: none"> <li>Understanding magnitude of NCDs, associated factors and their health impact</li> <li>Strengthen prevention and treatment of diseases</li> <li>Provide essential equipment and improve the supply of drugs and other supplies.</li> <li>Improve and strengthen institutional capacity (management, physical and human) for mental health illnesses</li> <li>Promote community health and nutrition education</li> <li>Strengthen institutional capacity for management prevention and treatment of cervical cancer and breast cancer (unit, technical expertise, equipments and others)</li> </ul>	MHSW, CSO, Private Sector, ZAC, CMO
<b>GOAL 3: INCREASED ACCESS TO CLEAN, SAFE AND AFFORDABLE WATER</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
<p>2.3.1 Increased access to clean, safe and sustainable water supply in urban areas from 75% in 2004/5 to 90% in 2010</p> <p>2.3.2 Increased access to clean, safe and sustainable water supply in rural areas from 59% in 2004/5 to 65% in 2010</p>	<ul style="list-style-type: none"> <li>Inadequate safe and clean water in both urban and rural areas</li> <li>Irregular maintenance of water supply system</li> <li>Dilapidated water supply infrastructure</li> <li>Salinity intrusion risk</li> <li>Encroachment of water sources</li> <li>Environmental sustainability</li> <li>Lack of operation and maintenance skills for water users</li> </ul>	<ul style="list-style-type: none"> <li>Implement water policy and related legal and regulatory frameworks</li> <li>Implement urban and rural water supply development programmes</li> <li>Provide standpipes for poor communities</li> <li>Rehabilitation and regular maintenance of water supply infrastructure</li> <li>Introduce appropriate and affordable technology</li> <li>Rehabilitate and protect watersheds and other water sources</li> <li>Implement water sector reforms</li> <li>Strengthen public-private and NGO partnership in water provision</li> <li>Improve community managed water supply systems</li> <li>Strengthen human resource capacity in water management</li> </ul>	MWCEL, communities, CSO, Private Sector, Development Partners, MRASD, AG

GOAL 4: IMPROVED SANITATION AND SUSTAINABLE ENVIRONMENT			
Operational Targets	Key Issues	Key Interventions	Key Actors
<b>A. Sewage and sanitation</b>			
<p>2.4.1 All schools and other public places have adequate sanitary facilities by 2010</p> <p>2.4.2 Increased proportion of households with access to basic sanitation from 67% (2005) to 83%(2010).</p> <p>2.4.3 Zanzibar Waste Management Master Plan developed and implemented 2010.</p>	<ul style="list-style-type: none"> <li>Limited access to sanitation facilities</li> <li>Weak management and coordination of sanitation service delivery</li> <li>Inadequate sewerage and drainage facilities</li> <li>Inadequate capacity of the municipality council to manage sewerage facilities</li> </ul>	<ul style="list-style-type: none"> <li>Promote the use of Ventilated Pit Latrines (VIPs)</li> <li>Improve the treatment and disposal of solid, liquid and health care waste</li> <li>Ensure adequate sanitation facilities at all public places including access to such facilities by people with disabilities</li> <li>Strengthen coordination and management of sanitation service delivery</li> <li>Enforce laws on the provision of sanitation facilities in rural areas and un planned settlements</li> <li>Improve household and institutional sanitation facilities</li> <li>Promote hygiene education into water and sanitation delivery</li> <li>Expand and improve urban sewerage and drainage system</li> <li>Promote the use of simplified sewerage systems in rural areas and un planned settlements</li> <li>Develop integrated program for solid and liquid waste management</li> <li>Institute and implement human resource development schemes</li> <li>Develop by laws on safe management of liquid and solid waste at household level</li> <li>Acquire land for the treatment and disposal of solid waste in major towns</li> <li>Establish Sanitation Authority</li> <li>Promote public-private partnership in solid waste management.</li> </ul>	<p>Municipal Authority, community, Private Sector, Development Partners, MRASD, MWCEL, AG, MHSW, LGA, CSOs</p>
<b>B. Environment</b>			
Operational Targets	Key Issues	Key Interventions	Key Actors
<p>2.4.4 Reduced environmental degradation.</p>	<ul style="list-style-type: none"> <li>Environmental degradation</li> <li>Improper industrial waste management</li> <li>Destruction of marine resources</li> <li>Lack of efficient ecosystem management</li> <li>Weak enforcement of laws and regulation</li> <li>Inadequate understanding of environmental issues</li> </ul>	<ul style="list-style-type: none"> <li>Integrate and operationalise the principles of sustainable environment into policies and programmes</li> <li>Encourage afforestation</li> <li>Promote the development and use of alternative sources of energy</li> <li>Promote appropriate farming practices</li> <li>Promote community-based</li> </ul>	<p>MALE, MWCEL, MoEVT, CSO, Private Sector, AG, Community, MLYWCD</p>

		<ul style="list-style-type: none"> <li>environmental conservation programme</li> <li>Promote an efficient and accessible industrial and domestic waste management system including plastic waste</li> <li>Conserve marine ecosystem for sustainable fishing</li> <li>Enforce laws and regulations related to environmental conservation</li> <li>Promote environmental education at all levels.</li> </ul>	
<b>GOAL 5: ADEQUATE AND SUSTAINABLE HUMAN SETTLEMENT PROVIDED</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
<p>2.5.1 Improved management of urban and rural settlements.</p> <p>2.5.2 Reviewed and developed proper land use plan at local community and national levels.</p> <p>2.5.3 Increased number of women and men with decent shelter.</p>	<ul style="list-style-type: none"> <li>Poor and unplanned human settlements in both rural and urban areas</li> <li>Lack of credit facilities for human settlement</li> <li>Weak institutional coordination in implementing settlement plans</li> <li>Inadequate human and financial capacity</li> <li>Inadequate institutional capacity of the municipal councils, town council and rural centres to support human settlement plans</li> <li>Lack of settlement policy</li> </ul>	<ul style="list-style-type: none"> <li>Increase and improve access to adequate and affordable settlement with particular focus in rural areas and squatters</li> <li>Establish credit facilities for human settlement</li> <li>Improve housing scheme facilities</li> <li>Improve institutional coordination in implementing settlement plan</li> <li>Strengthen human and financial capacity</li> <li>Review and implement settlement structure plan (1993 – 2015)</li> <li>Review and implement ZILEM</li> <li>Work with private and non profit sector, CSO and other actors to provide adequate shelters for people belonging to disadvantaged groups</li> <li>Develop and implement settlement policy</li> </ul>	Community, Private Sector, Development Partners, MLYWCD, MWCEL, MRASD, LGAs, CSOs
<b>GOAL 6: IMPROVED FOOD AND NUTRITION SECURITY AMONG THE POOREST, PREGNANT WOMEN, CHILDREN AND MOST VULNERABLE GROUPS</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
<p>2.6.1 Reduced level of under-nutrition amongst children under the age of five.</p> <ul style="list-style-type: none"> <li>Reduced the number of children under the age of five with stunting from 23% (2005) to 10%(2010)</li> <li>Reduced prevalence of anaemia among under five from 75%(2005) to 50%(2010)</li> </ul> <p>2.6.2 Reduced level of under-nutrition among women and mothers.</p>	<ul style="list-style-type: none"> <li>Levels of malnutrition among under-five children still high</li> <li>Poor feeding practices</li> <li>Inadequate awareness on nutritional issues/diets</li> <li>Diseases like malaria and diarrhea aggravating malnutrition</li> <li>Lack of policy framework to tackle food insecurity and malnutrition</li> <li>High prevalence of anemia among pregnant women</li> <li>Inadequate access to food by the poor</li> </ul>	<ul style="list-style-type: none"> <li>Promote sound feeding and weaning practices for infants and under five children</li> <li>Promote community based nutrition interventions</li> <li>Strengthen health education with focus on nutrition</li> <li>Strengthen IMCI programme</li> <li>Develop and implement food security and nutrition policy</li> <li>Strengthen and expand food support programs for the most vulnerable</li> </ul>	MoHSW, MALE, CSO, Private Sector, Community, MLYWCD



<ul style="list-style-type: none"> <li>Reduced the number of women with BMI &lt;18% (thin) from 17% (2004) to 10% (2010).</li> <li>Reduced prevalence of anaemia among women and mothers from 63% (2005) to 50% (2010).</li> </ul>	<p>PLHAs</p> <ul style="list-style-type: none"> <li>High child mortality</li> <li>Prevalence of micronutrient deficiency among under-five children and pregnant women</li> </ul>	<p>including pregnant women and poor PLHAs</p> <ul style="list-style-type: none"> <li>Promote uptake of micronutrients.</li> <li>Integrate nutrition activities with other health interventions.</li> </ul>	
<b>GOAL 7: STRENGTHEN AND EXPAND SOCIAL SECURITY AND SAFETY NETS FOR THE DISADVANTAGED AND THE MOST VULNERABLE POPULATION GROUPS</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
<p>2.7.1 SAFETY NETS STRENGTHENED</p> <ul style="list-style-type: none"> <li>Strengthened and expanded welfare support for the most vulnerable</li> <li>Strengthened capacity of families and communities to effectively support the most vulnerable.</li> <li>Strengthened means to exploit opportunities the Zakat, Infaq and Awqaaf (Endowment) in caring for the needy and destitute.</li> </ul>	<ul style="list-style-type: none"> <li>Inadequate interventions to support the disadvantaged and most vulnerable</li> <li>Poor quality of life of the disadvantaged and most vulnerable</li> <li>Limited disaster mitigation programmes</li> </ul>	<ul style="list-style-type: none"> <li>Design and implement programmes to address issues of disadvantaged and most vulnerable</li> <li>Implement direct welfare transfers for the most vulnerable</li> <li>Establish and implement programmes to enhance economic empowerment of the disadvantaged and most vulnerable</li> <li>Ensure access to basic services by the disadvantaged/most vulnerable</li> <li>Advocate on the rights of the disadvantaged and most vulnerable</li> <li>Strengthen networking with CSO dealing with issues of disadvantaged and most vulnerable</li> <li>Strengthen disaster mitigation</li> </ul>	<p>MHSW, MOFEA, CMO, MLYCWD, CSO, MRASD, MCAGG, ZAC, Private Sector, Community</p>
<p>2.7.2 Social security expanded</p> <ul style="list-style-type: none"> <li>Reduced backlog and ensured prompt payment of gratuity for retirees.</li> <li>Expanded coverage of social security schemes.</li> </ul>	<ul style="list-style-type: none"> <li>Large backlog of gratuity payment to retirees</li> <li>Limited coverage of social security schemes</li> </ul>	<ul style="list-style-type: none"> <li>Initiate programme to settle the gratuity payment backlog</li> <li>Conduct a study to assess demand and feasibility of expanding social security schemes</li> <li>Develop and implement social security policy</li> <li>Encourage the establishment of community based social security programs</li> <li>Revisit and improve the elderly and orphans programme in shelters and other facilities</li> <li>Develop business incubators for the vulnerable.</li> </ul>	<p>MoFEA, Labour Commission, Trade Unions, Employers Associations, CSOs, MoHSW, MRASD, Private Sector, Community, ZSSF</p>

GOAL 8: PROMOTE AND PRESERVE HISTORICAL, CULTURAL, NATIONAL HERITAGE AND SPORTS FOR SOCIAL AND ECONOMIC DEVELOPMENT			
Operational Targets	Key Issues	Key Interventions	Key Actors
2.8.1 Formulate and operationalised policies, strategies and legal framework for culture and sports by 2010.	<ul style="list-style-type: none"> <li>Lack of policy and legal framework for culture and sports development</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement policies and legal framework for sports and culture development</li> </ul>	MICS, MoEVT, CSO, Parents, Communities, Private Sector, CMO, ZAC, AG, STCDA, SUZA
2.8.2 Promoted and preserved culture and historical sites by 2010.	<ul style="list-style-type: none"> <li>Distortion of traditional culture</li> <li>Inadequate maintenance of historical and cultural sites</li> <li>Lack of promotion strategy of culture and sports</li> </ul>	<ul style="list-style-type: none"> <li>Promote traditional cultural activities</li> <li>Develop sustainable eco-tourism, culture and historical sites</li> <li>Redefine music and film as an industry within the context of tourism development</li> <li>Promote the establishment of public and private professional centres for identifying and training talented young musicians and other performing artists</li> </ul>	
2.8.3 Improved sports gears, facilities and training by 2010	<ul style="list-style-type: none"> <li>Insufficient sports equipment, facilities and skilled staff</li> </ul>	<ul style="list-style-type: none"> <li>Ensure availability and affordability of sports equipment</li> </ul>	
2.8.4 Participated effectively in regional and international tournament by 2010	<ul style="list-style-type: none"> <li>Shortage of skilled staff in mass media, culture and sports</li> </ul>	<ul style="list-style-type: none"> <li>Provide adequate and appropriate sports and recreational facilities at district, regional and national levels</li> <li>Establish linkages and partnership with countries and international sports agencies</li> <li>Encourage wider participation of communities in sports</li> <li>Develop a system of training and retraining of staff of mass media, culture and sports</li> <li>Support programme for the development of physical culture and sports especially among youth</li> <li>Promote the use of ICT in the national media.</li> <li>Promote and protect intellectual property rights.</li> </ul>	
2.8.5 Promoted Kiswahili language at local and international level by 2010.	<ul style="list-style-type: none"> <li>Inadequate promotion of Kiswahili as national and international language.</li> </ul>	<ul style="list-style-type: none"> <li>Enhance the promotion of Kiswahili as national and international language.</li> </ul>	MICS, MoEVT, CSOs, Parents, Communities, Private Sector, SUZA

CLUSTER 3: GOOD GOVERNANCE AND NATIONAL UNITY

BROAD OUTCOME: A SOCIETY GOVERNED BY THE RULE OF LAW AND GOVERNMENT THAT IS PREDICTABLE, TRANSPARENT AND ACCOUNTABLE.

GOAL 1: ENSURE INCLUSIVENESS IN GOVERNANCE AND DEVELOPMENT PROCESSES			
Operational Targets	Key Issues	Key Interventions	Key Actors
3.1.1 Enhanced decentralisation functions at the district level	<ul style="list-style-type: none"> <li>Partial decentralisation practices</li> <li>Jurisdiction of various government authorities is unclear</li> <li>Weak and ineffective local government</li> </ul>	<ul style="list-style-type: none"> <li>Develop and implement a decentralisation strategy for selected government ministries</li> <li>Local governments strengthened at district level</li> <li>Review and implement local government reform</li> <li>Strengthen capacity to monitor and evaluate ZSGRP at district level</li> <li>Review jurisdiction of central and local government authorities under existing laws.</li> </ul>	AGC, CMO, MoHSW, MoEVT, MALE, MLYWCD, MWCEL, MCT, MTTI, MoFEA MRASD, MoCAGG, LGAs, ANGOZA,OCGS
3.1.2 Enhanced Public Private Partnership	<ul style="list-style-type: none"> <li>Limited public participation in government issues</li> <li>Lack of NGOs policy</li> <li>Inadequate inclusion of vulnerable groups in decision making process</li> <li>Inadequate service delivery in public and private sector</li> </ul>	<ul style="list-style-type: none"> <li>Formulate a community development policy</li> <li>Finalise and implement NGO's policy</li> <li>Strengthen the consultative process in law making and revision</li> <li>Increase number of vulnerable people in decision making bodies</li> <li>Increased number of vulnerable people employed and promoted in the civil service.</li> <li>Implement affirmative action programs for hiring and promotion in the civil service</li> <li>Revise laws and policies to mandate inclusion of representatives from vulnerable groups in decision making bodies</li> <li>Establish an advisory group, comprised of representatives from vulnerable groups to advise the government</li> <li>Promote Public-Private-NGO Partnership in provision of services.</li> </ul>	MoCAGG, RG, MLYWCD, CMO, HoR, Private Sector, CSO, PO, AGC, Zanzibar Business Council, MTTI
3.1.3 National heritage policy developed and implemented.	<ul style="list-style-type: none"> <li>Inadequacy of laws and regulations regarding national heritage</li> </ul>	<ul style="list-style-type: none"> <li>Review and improve laws and regulations related to national heritage</li> <li>Develop and implement national heritage policy.</li> </ul>	MICS, CSOs, PO, CMO

GOAL 2: IMPROVED SERVICE DELIVERY AND INSTITUTE CIVIL SERVICE REFORM			
Operational Targets	Key Issues	Key Interventions	Key Actors
3.2.1 Enhanced services delivery at all level.	<ul style="list-style-type: none"> <li>Inadequate resource allocation for public service provision</li> <li>Inadequate implementation of budget reform processes</li> <li>Inadequate coordination in policy formulation and implementation</li> <li>Inadequate human resource management</li> <li>Poor or inaccurate job descriptions for civil servants.</li> <li>Nepotism and cronyism leading to poor accountability.</li> <li>Inadequate access to basic services to vulnerable groups.</li> </ul>	<ul style="list-style-type: none"> <li>Develop new mechanisms for revenue collection and distribution between regions and all levels of government to ensure sufficient resources for service delivery.</li> <li>Adhere to and ensure pro-poor and pro-gender budget implementation.</li> <li>Increase budget allocation of central government to public services delivery.</li> <li>Enhance coordination in policy formulation and implementation</li> <li>Enhance and implement civil service reform program.</li> <li>Develop and implement human resource development policy and plan.</li> <li>Develop a mechanism to identify and remove barriers to accessing services by vulnerable persons.</li> </ul>	MoFEA, TRA, ZRB, MRASD, PO, MWCEL, Trade Union, MLYWCD, Civil Service Department, CMO
GOAL 3: RESPECT FOR THE RULE OF LAW AND ACCESS TO JUSTICE			
Operational Targets	Key Issues	Key Interventions	Key Actors
3.3.1 Enhanced working environment and capacity of the Judiciary in Zanzibar	<ul style="list-style-type: none"> <li>Law Review Commission is not effective.</li> <li>It is difficult to know what the law really is as many statutes are old and have been amended many times; there is limited access to copies of laws and case law.</li> <li>Low respect for rule of law.</li> <li>Poor understanding of the importance of the rule of law.</li> <li>Limited access to legal services by vulnerable persons.</li> <li>Most people cannot afford to hire lawyers</li> <li>Limited public confidence in the courts.</li> <li>Judiciary seen as corrupt</li> <li>Court administration and facilities are poor</li> <li>Inadequate prison facilities and poor services.</li> <li>Weak forensic examination facilities</li> <li>Poor investigation and enforcement capacity.</li> <li>Overcrowding in remand prisons.</li> <li>Backlogs of cases.</li> </ul>	<ul style="list-style-type: none"> <li>Improve law making and revision, including the development of an effective law review commission</li> <li>Improve consolidation, printing and distribution of legislation and regulations</li> <li>Improve legal libraries</li> <li>Publish law reports of select decisions of the courts</li> <li>Appoint and facilitate Law Review Commissioners</li> <li>Legal literacy programs offered</li> <li>Provide legal aid services</li> <li>Promote public awareness of the rule of law</li> <li>Promote religious, cultural and political tolerance</li> <li>Improve legal literacy among members of the public</li> <li>Improve court performance, administration and facilities</li> <li>Strengthen Judicial Services Commission to recommend selection of judges on basis of merit and to discipline judges and magistrates</li> </ul>	AGC, DPP, Judiciary, CMO, MICS, NGOs, higher learning institutions, Government Printer, Chief Government Chemist, PO, MoHSW, Police Force

		<ul style="list-style-type: none"> <li>• Improve prison system and facilities for better rehabilitation and reintegration of offenders</li> <li>• Improve laboratory capacity for National Forensic Services</li> <li>• Strengthen the Chief Government Chemist laboratory</li> <li>• Reform the juvenile justice system and provide separate custody facilities for youth</li> <li>• Improve remand facilities and speeding trial of cases.</li> </ul>	
3.3.2 Enhanced working environment and capacity of Law Enforcement Agencies in Zanzibar	<ul style="list-style-type: none"> <li>• Low integrity in professional ethics</li> <li>• Weak justice institutions</li> <li>• Poor law enforcement capacity</li> </ul>	<ul style="list-style-type: none"> <li>• Professionalise police investigative capacity and performance.</li> <li>• Strengthen the Attorney General's Chamber, the Office of the Mufti and Commission for WAKF and Trust Property.</li> <li>• Strengthen the independent office of the DPP.</li> <li>• Professional code of ethics of adopted and enforced.</li> <li>• Capacity of police in modern investigative methods and techniques enhanced.</li> <li>• Civilianisation of prosecutions extended to all levels of court.</li> </ul>	DPP, Judiciary, Special Forces, Ministry of Public Safety (URT) Police Force, Mufti, Wakf and Trust Commission
3.3.3 Strengthened Government printing capacity	<ul style="list-style-type: none"> <li>• Limited access to hansard, official gazette and other records of government activities and decisions</li> </ul>	<ul style="list-style-type: none"> <li>• Improve publication and distribution of government reports and documents</li> </ul>	Government Printer, HOR, AGC, PO, CMO, MDAs.

GOAL 4: IMPROVED PUBLIC SAFETY AND SECURITY			
Operational Targets	Key Issues	Key Interventions	Key Actors
3.4.1 Enhanced peace and tranquility in Zanzibar	<ul style="list-style-type: none"> <li>• Increased smuggling of goods, illicit drugs and firearms</li> <li>• Illegal immigration</li> <li>• Inadequate training and facilities for police and special departments</li> <li>• Lack of port security boat for rescue and safety</li> <li>• Increasing rates of armed robberies, theft and sexual assault.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement an effective anti-smuggling campaign</li> <li>• Work with union to improve enforcement of immigration requirements</li> <li>• Increase regular patrols on coastal areas including night patrols</li> <li>• Implement population development policy</li> <li>• Reduce casualties and fatalities from road accidents</li> <li>• Implement new and more appropriate training curriculum for special forces and police</li> <li>• Prepare Zanzibar Crime Prevention</li> </ul>	CMO, Public Safety, AGC, JUDICIARY, ZLS, DPP, MTTI, MOFEA, Ministry of Home Affairs (URT), Police, Ministry of Public Safety and Security, MoCT, DPP, Municipal Council, LGAs, CSOs, Insurance Companies, Private Sector, MLYWCD.

		<ul style="list-style-type: none"> <li>Program</li> <li>Implement a national crime prevention strategy</li> <li>Improve police response and investigative capacity</li> </ul>	
3.4.2 Improved Disaster Management and Early Warning System	<ul style="list-style-type: none"> <li>Weak disaster management</li> <li>Fire and rescue services at air and sea ports do not meet international standards</li> <li>Inadequate skills and proper equipment for responding to and preventing emergencies</li> <li>Inadequate rescue facilities for fire fighters</li> <li>The number of fire outbreaks including bush fires is increasing</li> </ul>	<ul style="list-style-type: none"> <li>Support and strengthen the Disaster Management Unit and develop an early warning system</li> <li>Improve fire and rescue services at ports.</li> <li>Strengthen the Department of Fire and Rescue with human and material resource</li> </ul>	CMO (Disaster Management Unit) MALE, MTIT, MWCEL, MHSW, Police Force, Fire Brigade, MICS, MRASD.
3.4.3 Enhanced consumer protection measures	<ul style="list-style-type: none"> <li>Weak consumer protection management</li> <li>Weak regulatory authorities (licensing etc)</li> </ul>	<ul style="list-style-type: none"> <li>Improve the regulatory, investigative and enforcement capacity of the Consumer Protection Board</li> </ul>	MTIT (Consumer Protection Board), DPP, Government Chemist, Zanzibar Consumer Protection Tribunal, CSOs MALE, Private Sector, Judiciary
<b>GOAL 5: INCREASE THE CAPACITY OF GOVERNMENT INSTITUTIONS AND ACTORS</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
3.5.1 Strengthened Government institutions and actors	<ul style="list-style-type: none"> <li>Poor working conditions</li> <li>Weak Civil Service Department</li> <li>Lack of skills development programmes for staff in key areas</li> <li>Too much red tape</li> <li>Laws do not reflect international laws and conventions.</li> </ul>	<ul style="list-style-type: none"> <li>Upgrade existing physical structures and build new ones where necessary</li> <li>Modernise office equipment and procedures</li> <li>Improve procedures, processes and documentation in government institutions</li> <li>Build human resource capacities</li> <li>Adopt Civil Service Reform Program.</li> </ul>	CMO, MCAGG, MRASD, JUDICIARY, MLYWCD, ZAC, Civil Service Department, MOFEA, MICS, AGC, Higher Learning Institutions, RG
3.5.2 Mainstreamed HIV/AIDS in policies and programmes	<ul style="list-style-type: none"> <li>HIV/AIDS not adequately mainstreamed in policies and programs</li> </ul>	<ul style="list-style-type: none"> <li>Enhance awareness of the House of Representatives on HIV/AIDS situation including their role in addressing the pandemic</li> <li>Strengthen capacity of decentralised governance institutions (district councils and shehias) to effectively coordinate and support community HIV/AIDS response</li> <li>Institute regulation to address issues of HIV/AIDS, stigma and discrimination of PLWAs and orphans in communities and workplaces.</li> <li></li> </ul>	ZAC, MDAs, Private Sector, CSOs

GOAL 6: COMBAT CORRUPTION AND ITS MANIFESTATION AND STRENGTHEN LEADERSHIP ETHICS			
Operational Targets	Key Issues	Key Interventions	Key Issues
3.6.1 Enhanced equity and fairness in the society	<ul style="list-style-type: none"> <li>Increased incidence of corruption in private and public sector</li> <li>Financial mismanagement of public funds</li> <li>Poor investigation and prosecution capacity in corruption cases</li> </ul>	<ul style="list-style-type: none"> <li>Establish Anti-Corruption and Leadership Ethics Authority.</li> <li>Develop Zanzibar Anti-corruption Strategy .</li> <li>Expedite the adoption process of the anticorruption and leadership ethics draft legislation.</li> <li>Implement anti-corruption strategies and codes of ethics for police, prison staff, the judiciary, prosecutors, hospital staff and revenue collectors.</li> <li>Enforce the provisions in the Penal Act that deal with sexual harassment</li> <li>Strengthen Controller and Auditor General's Office</li> <li>Close gaps permitting corruption</li> <li>Enforce Public Procurement and Disposal of Public Assets Act</li> <li>Improve public financial management</li> <li>Enhance good corporate management practices</li> <li>Improve prosecution skills and investigation on corruption cases</li> <li>Strengthen police capacity to investigate corruption cases</li> </ul>	MOFEA, MCAGG, PO, AGC, CAG, Private Sector, CSO, DPP, Police Force, Ministry of Public Safety, HORs, CMO, MDAs, Trade Unions, PO.
GOAL 7: STRENGTHEN LEGAL FRAMEWORK TO SUPPORT ECONOMIC GROWTH			
Operational Targets	Key Issues	Key Interventions	Key Actors
3.7.1 Reviewed commercial laws, regulations, environmental policy and legislation	<ul style="list-style-type: none"> <li>Inadequate regulations for the effective implementation of laws</li> <li>Existence of various institutions responsible for issuing licenses to petty traders</li> <li>Private business is poorly regulated</li> <li>Commercial cases take too long to resolve in court</li> </ul>	<ul style="list-style-type: none"> <li>Reviewing and improve regulatory framework.</li> <li>Reviewing and updating commercial, contract, bankruptcy laws.</li> <li>Streamline business entry procedures.</li> <li>Review and revise tax and tariff rates and improve the transparency and accountability of revenue collection processes.</li> <li>Implement and enforce environmental policy and legislation.</li> <li>Complete mapping process and streamline commonly required government processes that enable businesses to operate.</li> <li>Private sector participation in development improved.</li> </ul>	MOFEA, MRASD, AGC, Judiciary, MTIT, ZIPA, Private Sector, Ministry of Finance (URT), Social Partners PO, Zanzibar Business Council, ZNCCIA, ZLS, Higher Learning Institutions.

		<ul style="list-style-type: none"> <li>• Strengthen the Zanzibar Business Council.</li> <li>• Strengthen the Zanzibar National Chamber of Commerce, Industry and Agriculture</li> <li>• Put in place labor institutions and regulations</li> <li>• Review laws to ensure that they comply with and reflect international obligations</li> <li>• Enforce copyright law.</li> <li>• Improve commercial arbitration facilities.</li> <li>• Establish and operationalise commercial court.</li> <li>• Provide access to alternative dispute resolution mechanisms like commercial arbitration.</li> </ul>	
<b>GOAL 8: STRENGTHEN THE INSTITUTIONS OVERSIGHT AND ACCOUNTABILITY INCLUDING IMPROVING ACCESS TO INFORMATION</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
3.8.1 Enhanced transparency and accountability	<ul style="list-style-type: none"> <li>• Irregular visits by elected leaders and absence of mechanism of taking views of the people (lack of community participation in decision making)</li> <li>• Limited transparency and accountability for elected leaders</li> <li>• Conflicting priorities between political leaders and society</li> <li>• Inadequate knowledge on civic and voter education</li> <li>• Poor understanding of democratic processes and institutions</li> <li>• Misunderstanding of multi-party system has a negative effect on development</li> <li>• Inadequate involvement of social partners in the composition of different bodies</li> <li>• Institutions of oversight are weak and ineffective</li> </ul>	<ul style="list-style-type: none"> <li>• Support the development of reliable data collection and analysis mechanism to enable fact based analysis and decision making</li> <li>• Training provided to politicians on the importance of representative, accountable and responsive government and how to identify and respond to constituent needs and issues</li> <li>• Strengthen the committee structure within the House of Representatives in particular with respect to budget review and legal and constitutional affairs</li> <li>• Civic education on democratic processes and institutions and multi-party political processes increased</li> <li>• Support and strengthen civil society and community to participate in democratic processes</li> <li>• Strengthen and support Zanzibar Electoral Commission.</li> <li>• Deliver civic and voter education to members of the public</li> <li>• Improve capacity of opposition members to be effective monitor of government activities and policies</li> <li>• Implement electoral reform</li> </ul>	MCAGG, CAG, MRASD, OCGS, PO, HOR, CMO, CSO, ZEC, MICS, Political Parties



		<ul style="list-style-type: none"> <li>Strengthen the Controller and Auditor General's Office</li> <li>Strengthen the ability of the members of the House of Representatives to review executive decisions and actions.</li> <li>Review and update Good Governance Strategic Plan</li> </ul>	
3.8.2 Enhanced public awareness and information sharing	<ul style="list-style-type: none"> <li>Uneven distribution of frequencies by TCRA</li> <li>Media lack desirable equipment and capacity</li> <li>Ambiguity of some provisions of the Zanzibar Broadcasting Act of 1997</li> <li>Inadequate skilled personnel in the sector</li> <li>Lack of technology advancement</li> <li>Lack of media research</li> <li>Limited access to information about government activities</li> <li>Weak means of dissemination of information to the public</li> </ul>	<ul style="list-style-type: none"> <li>Support the establishment of strong independent professional media</li> <li>Implement information policy</li> <li>Support the capacity of public and private professional media</li> <li>Support the development of print and broadcast standards and ethics</li> <li>Develop and implement a national ICT policy</li> <li>Review Zanzibar Broadcasting Act and other relevant legal instruments to ensure a legal climate that supports a vibrant public and private media</li> <li>Strengthen the capacity of the Government Press Unit</li> <li>Prepare and implement a Freedom of Information Act</li> <li>Establish and strengthen government websites</li> <li>Develop capacity of communication sector to facilitate the ZSGRP initiatives</li> </ul>	Media Council, MICS, MCAGG, AGC, MRASD, CMO, private media, PO, MOFEA, OCGS
<b>GOAL 9: PROVISION OF TIMELY AND RELIABLE INFORMATION AND DATA FOR MONITORING AND EVALUATING GOVERNMENT ACTIVITIES AND GOVERNANCE INITIATIVES.</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
3.9.1 Improved monitoring and evaluation of governance activities	<ul style="list-style-type: none"> <li>No monitoring and evaluation system on governance initiatives in place</li> <li>Poor record keeping and document preservation practices in government institutions charged with registration of events and documentation of events.</li> <li>Inadequate data dissemination strategy/mechanism</li> <li>Untimely surveys and research to provide adequate and reliable data</li> <li>Weak capacity to facilitate data collection and analysis</li> </ul>	<ul style="list-style-type: none"> <li>Develop a governance M &amp; E framework</li> <li>Develop good governance indicators</li> <li>Increase the capacity to perform M &amp; E across government</li> <li>Support academic review and analysis of government policies and activities</li> <li>Improve record keeping and data management practices in key institutions</li> <li>Improve Registrar General's Office documentation capacity</li> <li>Statistical master plan developed</li> <li>Collect gender and HIV/AIDS data and conduct research.</li> <li>Support and strengthen the Office of Chief Government Statistician</li> </ul>	MCAGG, OCGS, MOFEA, MRASD, private sector, CMO, MDAs, local government, higher learning institutions, RG, OCGS, MICS, ZAC, MLYWCD

		<ul style="list-style-type: none"> <li>• Develop and implement statistical master plan</li> <li>• Establish and strengthen IEC at all levels</li> <li>• Establish mechanism to guide the use of research findings and undertake research</li> <li>• Promote gender and HIV/AIDS related research and collection of data.</li> </ul>	
<b>GOAL 10: INCULCATE GOOD GOVERNANCE PRACTICES AT ALL LEVELS</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
3.10.1 Strengthened leadership and commitment to good governance at all levels	<ul style="list-style-type: none"> <li>• Inadequate mainstreaming of good governance principles in national development policies</li> <li>• Ineffective coordination of good governance initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor government performance against governance indicators</li> <li>• Increase capacity to coordinate good governance reforms and improve the engagement of civil society and private sector in development and implementation of the reforms</li> <li>• Develop good governance policy</li> <li>• Strengthen capacity of the Good Governance Coordination Department</li> <li>• Good Governance Coordination Department established and fully functional.</li> </ul>	MCAGG, MOFEA, MRASD, MICS private sector, CSO, CMO, PO, OCGS
<b>GOAL 11: PROMOTE AND FACILITATE ENJOYMENT OF HUMAN RIGHTS</b>			
<b>Operational Targets</b>	<b>Key Issues</b>	<b>Key Interventions</b>	<b>Key Actors</b>
3.11.1 Enhanced human rights awareness and observance.	<ul style="list-style-type: none"> <li>• Abuse of human rights</li> <li>• Little awareness of human rights and how to protect them</li> <li>• No effective mechanism in place to respond when rights are violated</li> <li>• Non adherence to international obligations with respect to protection and promotion of human rights</li> <li>• Inadequate participation in decision making organs and development activities for women and people with disabilities.</li> <li>• Low involvement of youth in decision making at all levels</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring Human Rights Commission is operational in Zanzibar.</li> <li>• Conducting human rights awareness campaign to all sections of society.</li> <li>• Providing appropriate mechanism to address and redress human rights violations.</li> <li>• Providing legal advocacy and legal aid services to those whose rights have been violated</li> <li>• Provide training on human rights to law students, lawyers, judges, other legal professionals, police and special departments</li> <li>• Improve the ability to conduct impartial investigations government staff have violated human allegations of human rights violations.</li> <li>• Provide community with information about their rights and how to enforce them</li> <li>• Provide education on human rights at</li> </ul>	MCAGG, MOEVT, CMO, AGC, DPP, Judiciary, PO, MRASD, MLYWCD, Higher Learning Institutions, CSOs, Private Sector, Human Rights Commission, ZLS, ZLSC.

		<ul style="list-style-type: none"> <li>primary and secondary school levels</li> <li>• Domesticate international conventions on human rights</li> <li>• Observe International Human Rights Day</li> <li>• Provide public education programs on human rights</li> <li>• Review laws to ensure compliance with constitution and international laws with respect to human rights</li> <li>• Establish a youth forum on governance and human rights issues</li> <li>• Promote the participation of women in decision-making bodies at all levels and positions and expand their economic activities.</li> </ul>	
3.11.2 Enhanced productive and decent work/employment for all.	<ul style="list-style-type: none"> <li>• Prevalence of child labor</li> <li>• Workplace discrimination</li> <li>• Weak enforcement of laws and regulations governing employment policies</li> <li>• Stigma and discrimination of PLHAs and orphans in community and workplaces.</li> </ul>	<ul style="list-style-type: none"> <li>• Implement the National Guidelines on Child Labour</li> <li>• Develop regulations to implement labor laws</li> <li>• Establish legal regime that promotes and protects the rights of PLWAs in the workplace and community</li> <li>• Implement new labor regulations</li> </ul>	MLYWCD, AGC, CSO, ZNCCIA, MTIT, Trade Unions, HoRs, MOCAGG
3.11.3 Enhanced fair treatment for all	<ul style="list-style-type: none"> <li>• Gender based violence/sexual harassment undermine women's productive activities</li> <li>• Increasing number of female headed households</li> <li>• Abandonment of women and children</li> <li>• Inadequate provision and access to children's rights</li> <li>• Weak enforcement of existing laws that address gender violence</li> <li>• High increase in drug users and HIV/AIDS infection among men and women</li> <li>• Discrimination against PLWAs</li> </ul>	<ul style="list-style-type: none"> <li>• Improve justice system capacity to deal with sensitive cases involving violence against women, children and other vulnerable groups</li> <li>• Domesticate Convention of the Rights of the Children and mainstream children issues in policies and programmes</li> <li>• Reduce gender-based violence and advocate for gender sensitive policies, laws and regulations.</li> <li>• Promote and protect children's rights</li> <li>• Establish enabling legal framework to protect human rights in relation to HIV/AIDS</li> <li>• Reduce domestic violence against women, children and the aged</li> <li>• Conduct awareness training and best practice information on dealing with sensitive cases involving women, children and other vulnerable groups.</li> </ul>	MLYWCD, CSO, Judiciary, ZLS, AGC, DPP, Higher Learning Institutions, ZAC, police, Department of Public Safety, MHSW, CSOs, AGC