THE REVOLUTIONARY GOVERNMENT OF ZANZIBAR
(RGoZ)

THE ZANZIBAR STRATEGY FOR GROWTH AND REDUCTION OF POVERTY: 2010-2015 (ZSGRP II)

MKUZA II

A successor to the Zanzibar Strategy for Growth and Reduction of Poverty 2007-2010 (ZSGRP)

Draft

July 2010
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1 CHAPTER I: INTRODUCTION AND BACKGROUND

1.1 Introduction
Zanzibar’s GDP per capital income is estimated to be USD 534 as of 2008. Compared to developed countries it is clear that Zanzibar is poor and has a relatively very small economy. The Household Budget Survey data of 2004/2005 shows that 49% of the population in Zanzibar had income that is below the basic needs poverty line. The preliminary analysis of the 2009/2010 Household Budget Survey data shows that the situation has only marginally improved1, with the more significant achievement being registered in other areas of wellbeing such as education and health. As would be expected, the low per capita GDP is also broadly associated with low relative achievement in other dimensions of human welfare such as life expectancy, education and health. Global ranking of countries in terms of Human Development Index shows a correlation between a country’s per capita income and the value of Human Development Index, with high income countries registering better human development than low income countries. Although this correlation is not perfect, it is clear that income is an important determinant of human development, and thus economic growth must be an important instrument of fostering sustainable human development. It is for this reason that the Revolutionary Government of Zanzibar has adopted the second Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP II), which would be known as MKUZA II from its Kiswahili acronym. This strategy addresses issues of growth and human development. This document presents this Strategy.

This chapter gives an introduction to the MKUZA II by highlighting the context and background of the Strategy, and explaining the consultative process through which this Strategy was formulated and adopted.

1.2 Background and Context
The Revolutionary Government of Zanzibar has consistently aspired to improve the welfare of people mainly through increasing income, eradicating diseases and fighting ignorance. Various strategies have been adopted over time to realize this aspiration. In 2000 the government adopted the Vision 2020 which broadly articulates the aspirations of Zanzibar that are to be achieved by the year 2020. The Vision aspires to improve the standard of living of the people of Zanzibar. Concurrently with- and inspired by- the Vision, the government has committed itself to the pursuance and the attainment of the Millennium Development Goals by the year 2015. All these are in line with the enduring aspirations of the Government of Zanzibar of improving the wellbeing of the people and fostering a sense of belonging and solidarity among the Zanzibaris.

The government has been using medium term national strategies as the instruments of guiding the implementation of the necessary actions for attaining the Vision and the Millennium Development Goals both of which fits well with the enduring dream of a prosperous and fair society in Zanzibar.

1 The data for the 2009/2010 Household Budget Survey was still being collected as this document was being prepared. The preliminary analysis cited here is for the initial three months data for June, July and August. Such a sub-sample cannot give a representative picture. Nevertheless, when the three months data for 2009 was compared to the analysis of data from corresponding three months of 2004 it appears that basic needs poverty line has declined marginally even thought extreme poverty has not declined. However, this analysis shows that there have been quite a number of other achievements in such areas as health, education and access to safe and clean water. Nevertheless, a more reliable picture would be garnered only after the whole sample of the 2009/2010 data is collected and fully analyzed.
It is in this context therefore that in 2002 the government adopted the Zanzibar Poverty Reduction Plan (ZPRP). This was a three years medium term program that mainly focused on poverty reduction. The ZPRP involved a strategic selection of priority sectors that were deemed to have a more direct impact on poverty reduction. These priority sectors received more focused attention mostly in terms of resource allocation. The ZPRP came to the conclusion in 2005, upon which the second generation of poverty reduction strategy was developed and adopted in 2007 to run up to 2010.

The second generation of poverty reduction strategy in Zanzibar is known as the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP), and is more popularly known in its Kiswahili acronym as MKUZA I. This strategy runs from 2007 to 2010 and differs from the ZPRP mainly on two counts. First, MKUZA I is outcome-based and thus it clusters the strategies and interventions around linked goals and outcomes. This means that rather than starting by selecting the priority sectors, the strategy starts first with the identification of the desired outcomes after which the kind of interventions necessary for achieving the outcomes are identified and formulated. The second count upon which the MKUZA I differs from the ZPRP is that MKUZA I accords more balanced weight between poverty reduction efforts and the effort for attaining high economic growth.

The Strategy which this document enunciates is a third generation of these poverty reduction strategies. It builds on MKUZA and the other predecessor strategies and is equally informed by the Vision and the Millennium Development Goals. This Strategy is dubbed the Successor Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP II), or MKUZA II in its Kiswahili acronym. MKUZA II is a five years strategic plan and will cover the period from 2010 to 2015. MKUZA II is also an outcome-based strategy. Further, MKUZA II aims at improving areas that were found to be lacking in MKUZA I. In particular, MKUZA II emphasizes the implementation effectiveness. To this end, operational targets in MKUZA II are more sharply defined and to the extent possible they are also quantified to enhance monitoring. Moreover, the goals of MKUZA II have been reduced to fourteen as compared to twenty two goals in MKUZA I. Apart from the Annual Implementation Reports, MKUZA II would also make use of the Zanzibar Human Development Reports the first one of which has been prepared for the year 2009. The Zanzibar Human Development Report is going to be produced on a regular basis to enhance monitoring of MKUZA II.

Inevitably, implementation of MKUZA II would depend on both the local and the external environment; the management of these dimensions of environment is a key part of MKUZA II. Natural environment offers both opportunities and constraints. For example, the geographical location of Zanzibar offers the best opportunity for harnessing tourism and international trade perhaps more than any other island territory in the Indian Ocean. MKUZA II aims at taking full advantages of these positive natural attributes. On the other hand, weather condition has often undermined agricultural production and in particular made it difficult to produce enough food. MKUZA II addresses some of these issues, including issues of irrigation and early warning systems. Policy environment is also key in promoting economic development. There has not been sufficiently enabling environment to bolster vibrant private sector. This is an area that is given particular attention in MKUZA II. External environments are of two types; those that are external to Zanzibar but are within the United Republic of Tanzania and those that are external to the United Republic of Tanzania as a whole. The system that governs the Tanzanian economy of which Zanzibar is an integral but autonomous constituent, such as the monetary and fiscal policy,

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2 ‘MKUZA I’ is what has officially been reported or recorded somewhere else as just ‘MKUZA’. In this document we have mostly used ‘MKUZA I’ to make its distinction from ‘MKUZA II’ clearer
is relatively external to Zanzibar in the sense that Zanzibar itself is not wholly responsible for its nature and operations. Improvement in the management of this dimension of external environment is addressed in MKUZA II. The global economic environment is another external dimension that also has impact on the economy, and has positive and negative effects on Zanzibar. Relationship with Development Partners and trade partners is important and positive to the implementation of MKUZA II, just as foreign direct investment is essential for the economy. However Zanzibar has also been adversely affected by the food, energy and financial crises that are caused by the external global forces of which Zanzibar has no control.

1.3 Clusters and Broad Outcomes
MKUZA II follows its predecessor strategy in its organizational structure. Three clusters of goals, targets, core cluster strategies and interventions are each linked up with the corresponding three broad outcomes. The first cluster is on Growth and Reduction of Income Poverty in which the broad outcome is the sustainable growth that is equitable and pro-poor. This broad outcome essentially deals with income, both in terms of the GDP growth, poverty reduction and inequality issues. The cluster’s operational targets, strategies and intervention packages are shown in the matrix at the end of this document. The second cluster is on Wellbeing and Social Services in which the broad outcome is the improved wellbeing and equitable access to quality social services. The thrust of this outcome is on “non-income” human welfare in terms of access to and quality social services. This cluster deals with such issues as education, health, water and sanitation, settlement, environment, safety nets and social protection, nutrition, sports and culture. Goals, operational targets, core cluster strategies, and the interventions that are collectively linked to the broad outcome of wellbeing and social services appear in the matrix at the end of this document. The third cluster is on Good Governance and National Unity which seeks the broad outcome of enhanced democratic institutions, rule of law and the national unity. This cluster deals with institutional issues that are essential for growth and reduction of poverty, and for the promotion of national unity and solidarity, and it is a testimony that MKUZA II recognizes that human wellbeing depends on parameters that go beyond income and social services. The goals, targets, core cluster strategies and interventions that together foster that broad outcome of democratic institutions, rule of law and national unity appear in the matrix at the end of this document.

1.4 Review and Consultation Processes
Several reasons justify the review of MKUZA I and the formulation of its successor strategy, namely, MKUZA II. These are (i) the need to set new targets to be implemented from July 2010 to the end of MKUZA II in 2015, (ii) to draw lessons from the success and failure in attaining previous targets in MKUZA I (what worked and what did not work) and refine interventions accordingly; (iii) to assess accomplishment of reforms, alignment of systems, processes and programs in light of MKUZA I implementation (iv) to accommodate new and emerging challenges at both national and global levels and reposition successor strategies accordingly (v) to address challenges facing LGAs and other challenges related to service delivery.

In reviewing MKUZA I to in order to inform MKUZA II, the Government instituted an extensive consultation process to seek views from a wide range of stakeholders. There were three phases of consultations. The first phase was the preparatory stage that involved internal consultations together with the MKUKUTA 3 Secretariat on issues of joint MKUZA/MKUKUTA review. The second phase involved assessment that covered consultations and analytical studies, including

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3 MKUKUTA is the Kiswahili acronym for the National Strategy for Growth and Reduction of Poverty (NSGRP), which is the Strategy for Tanzania Mainland under the Union Government.
reviewing existing analytical works. In reviewing the studies consultation workshops involving various stakeholders were conducted to provide input into the studies and discuss the findings that are relevant for MKUZA II. The third phase dealt with drafting process, involved the drafting of the successor strategy by tapping further on the results of the assessment phase. The phase also dwelled on consultations and dialogue with key stakeholders, ranging from government officials to non-state actors and members of the academia. The inputs from the three phases of consultations formed the basis of MKUZA II (i.e. ZSGRP II.)

**Preparatory Phase**
This phase involved internal consultations on issues of joint review (MKUZA and MKUKUTA and MKUKUTA), scope and nature of the review as well as the process. A team of senior officials and experts from Zanzibar and Mainland Tanzania was formed and jointly produced a concept note that formally initiated the review process. The concept note contains key issues and guidance on the process to inform the guideline. This phase was also used to develop the Review Guideline and consultation guideline document, specifying who, when, how, and on what to consult.

**The Concept Note**
MKUZA and MKUKUTA review concept note was jointly prepared by experts from both parts of the United Republic of Tanzania after several meetings of deliberations. This concept note was discussed and agreed at various forums involving the management of the Ministry of Finance and Economic Affairs and the development partners.

The concept note prepared during this preparatory phase served the following purposes – (i) to provide rationale for a review of MKUZA/MKUKUTA (ii) to initiate a structured dialogue and process on the issues pertaining to review of MKUZA/MKUKUTA in order to build consensus on the process, contents and key issues for review, and (iii) to chart the way forward in developing successor strategies.

This concept note provided an overview of various efforts taken in the past towards eradication of poverty in Zanzibar and Tanzania in general. It then provided, among others, the justification of the review, purpose and objectives, the scope, principles of the review, management, timeframe and indicative milestones, key outputs, capacity and resources requirements and associated risks of the review.

**The Review Guide**
The purpose of the Review Guide was to provide a systematic way of conducting the process of MKUZA and MKUKUTA review. Since the implementation of MKUZA and MKUKUTA involved all groups of society, the document intended to guide a structured dialogue and process that engage a wider participation of stakeholders. This participation is important in legitimizing the review of MKUZA and MKUKUTA as well as building consensus on the whole process.

The Guide informed stakeholders about the process and their respective stages and timing so as to give their views with respect to contents and key issues for review. It thus raised awareness and enhanced participation of key players in the revision and subsequent formulation process of the successor strategies. The Guide also ensured a systematic and harmonized review process as well as coordination of the process and harnessing resources.

The Review Guide contained substantive issues for review, which are (i) assessment of development impact; (ii) assessment of what was achieved in terms of key policy/institutional reforms, capacity development, and specific outputs; (iii) analysis of the facilitating and
inhibiting factors and identification of key constraints; (iv) review of budget allocation and its alignment to MKUZA and MKUKUTA priorities; (v) aid effectiveness and (vi) effectiveness of monitoring and evaluation. The Review Guide prioritized these issues based on positions they have occupied in recent policy debates in the country. The prioritization has been based on whether or not the issue

(a) focuses on growth, reduction of poverty, and improving quality of services delivery and scaling up of good governance;
(b) addresses implementation effectiveness;
(c) addresses the needs of Development Partners’ future support;
(d) has scant information and data;
(e) information is available but needs to be synthesized; and
(f) implication of an issue at sectoral, regional/district can be generalized to nationwide level.

The draft guide was discussed by stakeholders at various levels including MKUZA Secretariat, management of MOFEA and the development partners. It was later presented and discussed and approved by the Inter Ministerial Technical Committee comprising the Principal Secretaries.

Assessment Phase

The focus of MKUZA and MKUKUTA review was to provide critical analysis and be able to identify reasons for under- or non- achievement in some of the targets linking inputs, outputs, and outcomes. As discussed in the concept note, there are areas where achievements have been encouraging thus calling for consolidation and addressing the outstanding challenges. On the other hand there are areas where progress has been slow, and thus the need for scaling up interventions. In line with that, this phase covered consultations and analytical studies, including reviewing existing analytical works. Generally, for both MKUZA and MKUKUTA, a number of studies were commissioned covering the following key areas:

(a) Growth and distributional issues (pro-poor growth issues)
(b) The need for a growth strategy (assessment of growth agenda)
(c) Institutional factors in implementation
(d) Effectiveness of M&E Framework and implementation
(e) Health Service coverage
(f) Issues in Resource mobilization

In discussing specific issues for review in Zanzibar, a consultative meeting attracting directors of planning and policies of all ministries and representatives from the Non State Actors was organized that built consensus based on priorities. This followed after initial discussions at MOFEA with development partners.

Prior to conducting the review studies, technical notes were prepared under the guidance of a consultant. These technical notes were intended to provide a list of issues which are considered to be relevant for the review of MKUZA. These issues eventually culminated into studies which needed to be undertaken and come up with the findings to inform the review process. This document proposed the Terms of Reference (ToR) for each proposed study. In addition to the specification of the study title, these Terms of Reference presented the background (to the study) information, objectives, the scope, methodology and contents of the expected outputs of the proposed study.

The next step was to undertake further consultations with the key Sector Ministries for validation of the identified studies as well as their proposed methodologies. Procurement of consultants with relevant expertise and capacity were then carried out through MOFEA tender board.
Specifically, during the review of ZSGRP (MKUZA I), commissioned studies included the following:

(a) Overall Analysis of Macroeconomic Framework and Assessment on Achievement of MKUZA Outcomes
(b) Growth and Poverty Reduction in Zanzibar: Why such a Mismatch?
(c) Growth Drivers and their Implications on Poverty Reduction
(d) Investments in Agri-business and their Contribution to Growth and Poverty Reduction
(e) Assessment of the Availability of Health Services in terms of Accessibility and Quality of Health Care
(f) MKUZA Financing and Strategic Allocation of Resources into Areas that Support Pro-poor Growth
(g) The Extent to which Various Government Institutional Reforms and Process are aligned and Contribute to Implementation of MKUZA
(h) Credibility and Reliability of the Macroeconomic Framework in Guiding Domestic Resource Mobilization

Draft study reports were presented and discussed at stakeholders’ workshop and the outputs formed key inputs in drafting the successor strategy, MKUZA II.

Drafting and consultations process
Drafting of MKUZA II was led by Deputy Principal Secretary (Economic Affairs) – MOFEA. The Drafting Team composed of experts from the Government, Academia, and Non-state Actors (NSAs) undertook the drafting tasks including (i) synthesizing analytic reports and contents of studies and (ii) drafting the strategy. The Drafting Team was selected based on individual qualifications and capacity to analyze and write the strategy. However, almost all Government Ministries had their staff as member of the drafting team.

Before the drafting started, an annotated outline of the strategy was developed and agreed upon. This informed the drafting team and formed the basis in the formulation of the new strategy. The outline allowed the process of drafting to progress well without necessarily waiting for completion of the assessment phase.

1.5 Lay out of the document
Apart from this chapter, the rest of the document is organized as follows. Chapter two reviews the current situation of growth and poverty reduction. Chapter three dwells on the framework of the strategy while chapter four presents the strategy itself. Implementation framework is discussed in chapter five while coordination, monitoring and evaluation is covered in chapter six. Chapter seven is on resource mobilization and financing. An annex that summarizes the strategy follows in terms of cluster matrices.
2 CHAPTER II: GROWTH AND REDUCTION OF POVERTY: STATUS, CHALLENGES AND LESSONS

2.1 Overview
This chapter deals with the status, challenges and lessons from the economic performance in Zanzibar in relation to the medium term strategy for growth and poverty reduction during the period of MKUZA I. This situational analysis would be reviewed along the three clusters of MKUZA I namely, Growth and Reduction of Poverty, Social Services and Wellbeing and Good Governance and National Unity.

2.2 Status on Aspects of Cluster I: Growth and Reduction of Income Poverty
Cluster one of MKUZA I focused on Growth and Reduction of Income Poverty with the broad objective of achieving and sustaining pro-poor growth. To this end three goals were spelt out. The first one was on the creation of an enabling environment for growth. The second goal focused on the promotion of sustainable pro-poor growth and broad-based growth and the last goal was on the reduction of income poverty and the attainment of overall food security.

2.2.1 Enabling Environment for Macroeconomic Growth
The prerequisite for growth as indicated in MKUZA I is the creation of enabling environment for growth. The stable macroeconomic environment is the cornerstone of the enabling environment for growth. MKUZA I identified the following issues as being critical for the creation of stable macroeconomic environment: low inflation, strong financial and debt management, low lending and saving rates, vibrant private sector and robust resource mobilization. Assessment of the extent that at which these issues have been tackled during the implementation of MKUZA I has been reported in the MKUZA I Annual Implementation Reports (MAIRs). The following is a brief summary of the performance and challenges of some of these issues.

Inflation and Public Debt
In order to reduce inflation, MKUZA I adopted two key interventions namely, pursuance of prudent fiscal and monetary policies and addressing supply constraints of food and other goods and services. However, inflation has been spiraling upwards as shown in Figure 2.1. It appears that food price is largely responsible for the rising inflation. Currently, food constitutes 57.4% of the basket used for construction of the Consumer Price Index. There was a sharp increase in food inflation from 16.1% to 24.3% between 2006 and 2007, a fact that might have been contributed by the decline in the domestic production of some food crops, and the then surging global food crisis. The increasing food inflation has repercussion in the efforts to reduce poverty because while the cost of living is pushed up, income did not increase concurrently. In fact the preliminary analysis of the 2009/2010 Household Budget Survey data shows that extreme

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4 As has been pointed out, this strategy was prepared while the exercise of collecting household budget survey data for the 2009/2010 was still on-going. The only complete household budget survey data that was available was for the year 2004/2005, which is obviously dated. A preliminary analysis for the initial three months of the 2009/2010 data and the corresponding months of the 2004/2005 data was commission which shows that poverty as measured by using basic needs poverty line has marginally declined but extreme poverty which uses food poverty line has not changed. It is important to point out that such preliminary analysis can also be misleading because the sample used for analysis is not properly representative of the population. A representative sample is only available when the entire sample, which is collected over 12 months, is available for analysis.
poverty which is measured by using food poverty line, has not declined as envisaged in MKUZA, something that is attributable to spiraling food inflation.

Figure 2.1: Inflationary Dynamics: 2004 - 2008

![Graph showing inflationary dynamics from 2004 to 2008.](image)

Source: data from the OGCS’ Economic Survey 2008

Even thought non-food inflation has generally remained below the over-all inflation level, a marked upward trend is also observed particularly after 2007. It should be expected that spiraling food price would ultimately increase the cost of production in other sectors and thus reinforce the inflationary pressure. Furthermore, the energy price that peaked into a crisis in the 2008 had a strong bearing on the overall inflation.

The inflationary dynamics in Zanzibar shows that the target of MKUZA I of creating stable macroeconomic environment for growth through low inflation was not attained. To a large measure, external factors such as the global food and energy crises contributed to this inflationary pressure. Further, domestic production of food is still at the mercy of weather conditions and is limited by geographical factors. There are also a number of constraints in the agricultural sector, such as shortage of inputs, lack of effective extension services and so on that can be addressed by policy to boost production. Thus there is an opportunity for policy to contribute to an increase in food production and thus reduce inflationary pressure in Zanzibar.

The strategy for controlling inflation that was enunciated in MKUZA I did not take an explicit recognition of the fact that Zanzibar cannot conduct an independent monetary policy because such policy is under the purview of the Union institutions. MKUZA II takes cognizant of this fact and seeks to explore measures for ensuring that the interest of Zanzibar is taken into account in the formulation of the national monetary policy to the extent possible.

As indicated in the 2008/2009 MKUZA I Annual Implementation Report, the total debt stock has generally shown a declining trend over the recent years, declining from TZS 181.6 billion in June 2006 to TZS 138.3 billion in June 2009. There is a general tendency of a declining trend in the debt to GDP ratio over time, which suggests a general movement towards debt sustainability.

Revenue Collection
MKUZA I targeted to increase the percentage of revenue to the GDP from 13.8 % in 2005 to 18.5 % by 2010. By 2007/2008 the revenue to the GDP ratio had reached 18.2 %, a feat that was
largely achieved through increased collections from VAT and income taxes. By 2009 the target of revenue collection set in MKUZA I was achieved, which is a remarkable performance given the fact that the global economy was reeling from the financial crisis since September 2008.

MKUZA II aims to increase the current revenue collection as a percentage of the GDP of 18.5 % to 22 % by 2015. To this end the following measures are proposed:

(a) Strengthen the institutional and technical capacity of the fiscal policy unit
(b) Strengthen revenue collection by implementing recommendations arising from studies related to revenue.
(c) Finalize the development of revenue forecasting model
(d) Review and implement ZRB’s and TRA’s corporate plans.
(e) Enhance effectiveness and efficiency on revenue collection through improved fiscal administration, non-tax revenue collection and submission.

The past trend suggests that the target of increasing the revenue collection as the percentage of the GDP to 22 percent is within reach by 2015.

2.2.2 Promotion of Sustainable Pro-poor and Broad-Based Growth
MKUZA I targeted the GDP to grow from 5.6% in 2005 to 10% in 2010. In spite of the fact that Zanzibar enjoyed positive and healthy growth throughout the period of implementing MKUZA I, the targeted growth rate was never achieved.

Figure 2.2: Trend in Zanzibar's GDP between 2002 and 2008

![Figure 2.2: Trend in Zanzibar's GDP between 2002 and 2008](image)

Source: Zanzibar Human Development Report 2009

Figure 2.2 shows that the real annual economic growth rate has mostly remained around 5%. In 2009 the real annual growth rate is estimated to be 6.3%. The targeted rate of 10% would not be achieved in 2010. Moreover, it is notable that real annual GDP growth rate displays considerable fluctuations, which suggests that the economy remains at the vagaries of many unstable factors such as weather, and global economic performance. These fluctuations in the GDP growth tend to be more pronounced in some specific sectors which means that households employed in such sectors tend to be more vulnerable to poverty. The standard Household Budget Survey cannot give a picture of vulnerability to poverty; it requires a panel household survey data to track out
the extent of vulnerability to poverty. The Zanzibar's national account categorizes the economy into three major sectors, namely (i) agriculture, hunting and fishing, (ii) Industry, and (iii) service sectors. The first category is composed of crops sub-sector, livestock, forestry, and fishery. The industry sector is made up of quarrying, manufacturing, water and power, and construction. The service sector is probably the broadest category, comprising administrative, civil and commercial services. Over all, the industry sector has enjoyed higher growth than the agriculture and service sector, even though, according to the Integrated Labour Force Survey the service sector accounts for the highest employment share at 39.1% followed by the agricultural sector at 37.3%. Industry accounts only for 14.6 employment share. A growth that is intrinsically broad-based and pro-poor should have been driven mostly by the sectors that commands higher share of employment.

Table 2.1: Decomposition of GDP Growth into Sectoral Growth in Zanzibar (in percentage)

<table>
<thead>
<tr>
<th>SECTOR/YEAR</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry &amp; fishing</td>
<td>4.2</td>
<td>2.8</td>
<td>2.8</td>
<td>18.7</td>
<td>-0.4</td>
<td>5.7</td>
</tr>
<tr>
<td>Industry</td>
<td>16.3</td>
<td>12.5</td>
<td>6.6</td>
<td>17.6</td>
<td>4.7</td>
<td>1.6</td>
</tr>
<tr>
<td>Services</td>
<td>4.3</td>
<td>6.7</td>
<td>5.3</td>
<td>-2.8</td>
<td>10.4</td>
<td>6.4</td>
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<tr>
<td>Adjustment to market prices</td>
<td>5.9</td>
<td>6.5</td>
<td>4.9</td>
<td>6.0</td>
<td>6.3</td>
<td>5.4</td>
</tr>
</tbody>
</table>

Population growth

Population dynamic processes namely fertility, mortality and migration lead to changes in the population characteristics, that is, size, growth rate, age-sex structure and distribution. Available evidence indicates that population dynamics in Zanzibar affect economic performance, which in turn has major implications for poverty levels. Experience elsewhere has shown that health gains and reductions in the birth rate have accompanied the demographic transition and gains in economic growth to produce a decline in the incidence of poverty. Elsewhere, however, persistent population growth not only constrains development opportunities but contribute to environmental degradation.

Figure 2.3: Population Size in Zanzibar: 1957-2020

Zanzibar has a small but rapidly growing population (See Figure 2.3). The annual population growth rate almost doubled increasing from 1.8 % in 1967 to 3.1 % in 2002. The growth rate for
Unguja was higher (3.6%) than Pemba (2.2%). The population of Zanzibar is predominantly rural (68%) and youthful in character. Children under 15 years of age make up 44.3% of the total population, implying a high burden of youth age dependency which sets a limit on domestic savings and reduces the ability of women to participate in the labour force.

The high population growth rate currently at 3.1% can undermine the growth and poverty reduction efforts in Zanzibar. The population growth rate will affect the future size of population, its age structure, the age dependency burden, labour force supply, rural and urban distribution and densities - all of which have implications for development. The long-term effect of continuing high population growth in a weak economy could be damaging. In view of this, there is a need to harmonize population and economic growth through stabilizing population growth rate at 2.8% per annum by the year 2015. In order to achieve this it is important to:

(a) Implement the Zanzibar Population Policy (2008)
(b) Ensure that men and women have equal access to productive resources (e.g. land, income and credit)
(c) Ensure that women participate in decision making and implementation
(d) Encourage sustainable family formation and sizes.
(e) Promote public awareness on the importance of quality population
(f) Support integration of population studies in tertiary education
(g) Ensure key sectors integrate population issues into their plans and programmes
(h) Improve data collection, processing and dissemination

Employment and Tourism
One way of finding out whether growth is broad-based and pro-poor is to assess its implication to employment. A growth that generates mass employment tend to be broad based and quite likely pro-poor too. The Zanzibar Human Development Report of 2009 computes the employment elasticity of growth for Zanzibar for 2007 and 2008 and shows that employment elasticity of growth is higher in the private sector than in the public sector, which means that efforts to revitalize the private sector would be good for employment. MKUZA II has introduced a specific goal that deals with the promotion of a vibrant private sector for economic growth. This would certainly serve to also expand employment opportunities and thus ensure that the resulting growth is broad-based and pro-poor.

The 2009 Zanzibar Human Development Report further shows that tourism, which is one of the drivers of growth in Zanzibar, has not generated as much employment as would be required and there is a feeling among the local communities that it is people from outside Zanzibar that are taking advantage of the employment opportunities in the tourism industry while it is the local community that bears the full brunt of the environmental and cultural costs of tourism. Further, the report shows that tourism has a very weak linkage with the rest of the economy, thus limiting the potential multiplier effect in terms of employment and income creation. MKUZA II addresses this issue by emphasizing the improvement of the quality of the workforce in key growth sectors, which include tourism. Further, MKUZA II targets to increase the share of local horticulture products such as vegetables in the local tourism market to ensure the spread of the benefit to the largest section of the population through linkage.

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5 The other option for this operational target could be either slowing population growth rate per annum from 3.1% to 2.8% by 2015 or sustaining population growth rate at 2.8% per annum by 2015. Please note that this is based on the MDG Target. The MDG target for least developing countries is 2.2% by 2015.
Agriculture
Agriculture which is the second largest employer and one of the identified drivers for growth has not enjoyed robust growth and remains at the mercy of vagaries of weather. Growth of the agricultural sector remains key for broad-based and pro-poor growth. Besides, studies elsewhere show that those employed in the agricultural area earn less than those employed in comparable occupations. Thus, even with improved growth in the agricultural sectors, other measures to improve marketing, increase productivity and reduce the cost of production need to be taken simultaneously to ensure that such growth do indeed benefit significantly a broad based section of the population. MKUZA II addresses these issues through strategizing for increased irrigation, investment into infrastructure to support agriculture, extension of credits and improvement in the extension services.

Zanzibar’s Agriculture sector is mainly dominated by small-scale subsistence farming. The most critical weakness in agriculture is low productivity of land, labour and other inputs. This is caused mainly by productivity enhancing factors such as inadequate infrastructure, limited finance to obtain productivity-enhancing inputs or capital, limited availability of support services and lack of appropriate technologies forcing the majority to produce only for subsistence and gender insensitive planning. The agricultural related infrastructure is constrained by inadequate and poor state of crop, fisheries, and livestock related infrastructure, namely: small to medium scale irrigation schemes, rural feeder roads, agricultural rural market centers and storage facilities, fish landing sites, slaughter houses and abattoirs.

Furthermore, the capacity to implement the policies and plans that are designed to reduce poverty and food insecurity is low amongst the relevant institutions both at national and district levels. Some of the capacity constraints include inadequate technical expertise, low financial planning and management skills, insufficient financial resources and lack of adequate equipment to manage and control the development process.

As for food crops sub-sector the analysis of production performance reveals that production of most of food crops is far below potential levels. Main factors contributing to low production and productivity are: recurrent droughts, which have recently increased both in frequency and severity; low input use including lack of improved planting material e.g. seeds and inadequate use of fertilizers and pesticides; limited knowledge on improved production technology, weak support services (research, extension and credit); degradation of natural resources; low productivity of labour; high post harvest losses; limited small holder’s adaptation of improved farming practices; and inadequate capital investments for farm improvements. Given the seasonality in crop production and persistent climate change, investment in expansion of land under irrigated agriculture and water harvesting techniques would be the most reasonable option for stable and higher agricultural productivity. The potential exists to increase both smallholder and large-scale irrigation.

Although the livestock sector performance is encouraging, recent livestock production growth rates have shown overall positive trend but productivity per head has remained very low. This is attributed among others to; (a) inadequate provision of animal health and management services such as availability of quality and affordable animal feeds; (b) an outdated and weak regulatory framework; (c) a poor genetic potential of livestock breeds (d) weak linkages between producers and markets; and (e) inadequate number of qualified technical personnel, equipment and lack of research facilities. Despite these constraints, Zanzibar has significant potential for market-led commercialization of the livestock sub-sector, driven by domestic urban demand and the increasing tourist investments.
Fisheries are of great importance to the economy of Zanzibar. In recent years there have been significant increases in fish catch from 20,541 tons in 2001 to 23,582 tons in 2007, being the results of increased Government efforts in conservation of marine and coastal environments. Despite this positive performance, it is well acknowledged that marine resources in both territorial sea and Exclusive Economic Zone (EEZ) are underutilized. As a matter of fact most of fisheries activities are currently undertaken in inshore waters which are unsustainably over exploited. There is a great potential for Zanzibar for off shore fishery in Zanzibar which has remained untapped by domestic fishers.

Seaweed farming is another important activity for social and economic development in Zanzibar. The farming has been confirmed to: support livelihoods of coastal population particularly women; became major foreign currency earning cash crop to supplement cloves and to reduce degradation of marine environment and destruction of coral reef caused by dynamite fishing. However, further expansion of seaweed farming faces a constraint due to the international marketing arrangements that prescribed a quota system that restrict Zanzibar to annual supply of only 7,500 metric tons. The development of seaweed farming and its contribution to the livelihood of women and men can be effectively sustained through addressing the challenges of poor quality and limited availability of varieties with higher market potentials. Other challenges include limited investment on secondary and tertiary processing of seaweed and inadequate farmers’ skills among most of the women farmers in farming and post-harvest handling techniques such as drying.

The low domestic production of food in Zanzibar is compounded by higher level of post-harvest losses due to poor handling, inadequate processing and poor storage technology and facilities especially among the predominantly women farmers. The average waste for rice, cassava, vegetable (tomatoes) and fish is 13, 26, 42 and 25 % per year respectively. This rampant scenario applies to other agricultural products with export significance and potentials.

In addition there is limited value addition for primary export commodities as well as for other potential export crops such as fruits, spices and perishable commodities (vegetables, livestock products and fish). Seasonality of production and lack of storage facilities render these commodities more vulnerable to large scale losses. The sub sector is also constrained by inadequate infrastructure, poor quality management, lack of experience in value addition and branding, inadequate creativity and weak entrepreneurial skills. Poor post-harvest and handling technology lead to poor quality of local agricultural product that makes it difficult for smallholder producers in Zanzibar to capitalize on the opportunities provided by the growing local and export markets.

Far-reaching changes in domestic and global markets are creating big opportunities for farmers and agribusiness entrepreneurs. The demand for high-value primary and processed products is rapidly increasing, driven by rising incomes, faster urbanization and market segmentation, liberalized trade, foreign investment, and tourism. These developments are expanding both internal and external market opportunities, which are important for fostering agricultural and non-farm growth and for greater employment and rural incomes. But these new market opportunities categorically demand stability of supply, quality, timely deliveries, and economies of scale. These are the very challenges facing Zanzibar agriculture.

In Zanzibar there is generally low level of knowledge of farmers on opportunities either in the internal or the external markets. Farmers, fishers and livestock keepers tend to be disconnected from the local tourism industry for instance, and are not aware of the changing nature of the food industry opportunities and market segmentation. The uptake of new crops that are more
marketable or of a higher value is also slow. This is a situation that can be aided by better availability of information and extension services, as well as by stimulating levels of farmer organization that may be better equipped to take advantage of market opportunities. The opportunities exist for widening the scope and volume of Zanzibar’s local commodities into the domestic and export markets as well as in exploiting untapped potentials for secondary and tertiary processing, promotion of non-traditional crops and strengthening effective inter and intra-sectoral linkages.

Zanzibar’s increasing population, caused by high fertility rates and low uptake of family planning methods, is placing formidable pressure on environment. The main issues that limit environmental sustainability include large scale encroachment on forest areas from settlement, farming and tourism development, habitat degradation particularly in the coral rag forests, coral reefs and mangroves. In addition, widespread wildlife harvesting – both in the terrestrial and marine environments poses a threat to the endangered terrestrial and marine biodiversity.

Zanzibar’s natural land resource base, sufficient underground water and good climatic conditions, if efficiently utilized, favors expansion and diversification of both crop and livestock production. These features are of utmost important in islands’ ecosystems and in sustaining livelihoods. They protect, conserve and manage ecological resources, including flora and fauna, and in maintaining soil and water conservation.

On the other hand, the coast and its resources are Zanzibar’s most valuable assets of which if used correctly, will help sustain the present and future generations. The rapid transformation of Zanzibar’s coast as a result of tourism development remains one of the most critical issues concerning the coastal zone management. Widespread development seen on Unguja’s East Coast, in areas such as Kiwengwa, are changing the face of Zanzibar. Pemba Island is largely in good shape, but is in a critical phase to determine how it will limit tourism development to few specific areas, as outlined in Zanzibar’s Tourism Zoning Plan. The maintenance of mangrove stands is also of importance, as they are critical for protection against coastal erosion and as crucial breeding grounds for fish, crustaceans and molluscs. They provide a valuable ecosystem function that extends to coral reefs and overall fisheries. Coastal erosion that is evidenced by increasing tourism activities offshore and coral reef damage, if left unchecked, will negatively impact tourism, fisheries and Zanzibar’s biodiversity.

**Trade**

Trade has also been identified as one of the three drives of growth (others being tourism and agriculture), in recognition of the geographical advantage that favors Zanzibar a regional trade center. However, over the recent years Zanzibar has been running large current account deficit mostly on account of rapid growth of the import bill. Zanzibar export performance has shown some improvement in recent years, the export value has increased from US$ 15.9 million in 2006 to US$ 16 million in 2008. Despite steady and respectable growth, the sector has performed below expectations; the full potential of the country’s capacity to export is yet to be exploited. Zanzibar Export Development Strategy has been developed recently with the vision of making Zanzibar to become a vibrant export-led economy that leads to growth and social wellbeing. The implementation of the strategy is planned to run from 1 January 2009 until 1 January 2015.

Zanzibar’s exporters are particularly weak in their knowledge of international markets, branding and packaging. This is compounded by poor service provision in these specific areas by the trade supporting institutions. This can be rectified by a sustained capacity building process for the sector organizations and improvement to exporter’s market skills. This training should focus on all aspects of exporting, including export procedures, international market requirements,
branding, shipping etc. To penetrate foreign markets the Export Development Strategy must be effectively implemented with active participation of both men and women in international and local trade fairs and the establishment of a Zanzibar trade fair facility.

**Table 2.2: Zanzibar’s Current Account, US$ million, 2004-2008**

<table>
<thead>
<tr>
<th>Item</th>
<th>Year Ending June</th>
<th>Annual % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goods Account (net)</td>
<td>-51.3 -71.6 -67.0 -65.1 -77.8</td>
<td>19.6</td>
</tr>
<tr>
<td>Exports</td>
<td>13.1 7.2 11.8 15.9 16.0</td>
<td>0.8</td>
</tr>
<tr>
<td>Imports (fob)</td>
<td>64.3 78.9 78.8 81.0 93.8</td>
<td>15.9</td>
</tr>
<tr>
<td>Services Account (net)</td>
<td>11.1 20.8 19.9 41.6 34.1</td>
<td>(17.9)</td>
</tr>
<tr>
<td>Receipts</td>
<td>39.4 58.9 81.2 92.2 75.9</td>
<td>(17.7)</td>
</tr>
<tr>
<td>Payments</td>
<td>28.4 38.1 61.3 50.7 41.8</td>
<td>(17.6)</td>
</tr>
<tr>
<td>Goods and Services (net)</td>
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<td>85.9</td>
</tr>
<tr>
<td>Exports of Goods and Services</td>
<td>52.5 66.1 93.0 108.1 91.9</td>
<td>(15.0)</td>
</tr>
<tr>
<td>Imports of Goods and Services</td>
<td>92.7 117.0 140.1 131.6 135.6</td>
<td>3.0</td>
</tr>
<tr>
<td>Income Account (net)</td>
<td>-0.10 0.17 0.36 0.21 -1.02</td>
<td>(579.7)</td>
</tr>
<tr>
<td>Receipts</td>
<td>0.00 0.19 0.36 0.30 0.17</td>
<td>(42.5)</td>
</tr>
<tr>
<td>Payments</td>
<td>0.10 0.02 0.00 0.08 1.19</td>
<td>1,300.2</td>
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<tr>
<td>Current Transfers (net)</td>
<td>14.2 11.2 50.2 56.4 53.7</td>
<td>(4.8)</td>
</tr>
<tr>
<td>Inflows</td>
<td>14.2 11.2 50.2 56.4 53.7</td>
<td>(4.8)</td>
</tr>
<tr>
<td>Outflows</td>
<td>0.0 0.0 0.0 0.0 0.0</td>
<td></td>
</tr>
<tr>
<td>Current Account Balance</td>
<td>-26.1 -39.4 3.4 33.1 8.9</td>
<td>(73.0)</td>
</tr>
</tbody>
</table>

*Source: Bank of Tanzania, Zanzibar Branch*

In addressing these issues there is a need to build on the positive and effective Public Private Partnerships (PPP). Lack of credit facilities is another factor that undermines export performance. With the exception of People’s Bank of Zanzibar, there are few financial institutions in Zanzibar offering acceptable credit facilities. Most Commercial banks in Zanzibar are basically branches of main banks located in Dar es Salaam and thus application of credit has to pass through their main offices in Dar es Salaam. The MCT, the Bank of Tanzania and the MOFEA and other support organizations need to make detailed analysis on how export companies access financial facilities, look at regional and international best practices for SME financing and introduce an export credit guarantee scheme. The current second generation financial sector reforms needs to be finalized.

The Revolutionary Government of Zanzibar (RGoZ) intends to make the whole of Zanzibar a Special Economic Zone within the East African Community Region to take advantage of its strategic geographic position as well as existing opportunity to accommodate ocean going vessels. The initiative is in tandem with the Zanzibar’s Growth Strategy and is intended to be initiated in the coming MKUZA. The idea is expected to promote rapid economic growth by using fiscal and regulatory regime to attract large volumes of trade, foreign investment and technology.

The implementation of the proposed SEZ status for Zanzibar is envisaged to demand major reforms in the areas of legal, institutional, and fiscal set ups. Equally, the consequences are also expected to be far reaching. Careful analysis of the concept and the road towards successful implementation and all key milestones is of critical significance. It is also expected that for such a decision to be reached even within the RGoZ, the government will need to be well informed through an objective study. Moreover, since the matter will also need endorsement of the EAC
through the Union government, these also are expected to raise pertinent questions that will also require a strong analytical background, which can only be obtained through a proper study.

Manufacturing Sector/SMES
The manufacturing sector in Zanzibar is dominated by the SMEs. In spite of this, manufacturing has the potential for being a key driver of growth, given the vast demand for manufactured goods. Total manufactured exports in the year ending June 2008 were US$ 3.9 million, accounting for around a quarter of total exports according to OCGS statistics. Manufacturing, however, has tended to under-perform and currently accounts for only 4% of GDP (within the industry classification), which is a decline from 5.9% in 2003. The vast majority of Zanzibar’s manufactured goods exports were in textiles and garments. Wood products also played an important role, and coconut oil, arts and handicrafts and products from agro processing Plants such as spices, also formed an important part of manufactured goods exports.

Zanzibar’s manufacturing firms face major challenges in gaining access to the necessary financial resources required to invest in new, higher quality productive capacity. A key prerequisite to the development of the sector will be issues of capacity building, empowering of private sector specifically SMEs, access of credit and cost of utilities.

Key constraints to the development of the sector
Zanzibar’s manufacturing sector is characterized by limitations in four main areas:

(a) Weak manufacturing/industrial entrepreneurship culture
This issue partly stems from Zanzibar’s history and has been identified as a major constraint to development, not just of the manufacturing sector, but of the wider economy. Limited business start-ups and high risk-aversion among existing firms, coupled with a generally poor investment climate tend to result in underperformance.

(b) High cost of utilities
The high cost, and unreliable supply, of key utilities also acts as a major brake on manufacturing investment. Interruptions in the supply of electricity and water cause havoc in time-sensitive manufacturing industries. Similarly the poor states of telecommunications infrastructure make it difficult for firms to engage with customers and suppliers outside the islands.

(c) Poor quality goods and packaging
Export markets are increasingly requiring higher and higher standards in goods imported, both for health reasons (sanitary and phyto-sanitary requirements) and due to consumer tastes and competition. Manufacturers that cannot meet minimum standards will not be able to export. Similarly packaging plays an increasingly important role in terms of the ability of firms to access and sell in export markets. Zanzibar firms currently struggle in these two important areas.

(d) Low supply capacity
The small size of the local market, together with a low starting base means that manufacturers in Zanzibar often struggle to reach critical mass and gain from economies of scale. As such, firms remain stuck in a cycle of high-cost, low-volume uneconomic production, cumbersome, expensive and time consuming licensing procedures.
**MSMEs**

Micro, Small and Medium Enterprises (MSMEs) can make an enormous contribution to economic development and poverty reduction. Because their start-up costs are often low, MSMEs allow individuals and groups to engage in productive activities even if they have limited access to capital. Unlike large firms, they often operate in areas lacking sophisticated infrastructure and therefore have considerable potential to improve the geographic distribution of income and address income inequality. Many of the MSMEs are run by women and youth, providing an important means for them to participate in the economic development of the country. However, for MSMEs to flourish, a considerable effort will be required to create a more conducive environment with supportive legislation and affirmative action towards better access to credit, markets and business development services.

Through MKUZA II (2010-2015), the Government will work hand in hand with UNIDO and other Development partners to provide adequate capacity of implementing an SME Development Policy which is already in place. Special attention will be paid to the food processing industry, sustain value chain program, encourage Small and Medium Enterprises and provide training in documentation and trade procedures particularly for SMEs and informal sector in general. Product quality will be improved, proper and efficient quality assurance and standardization measures will be introduced particularly in SMEs. Establish quality control institution, strengthen the capacity of consumer protection bureau, provide support to improving products design and quality and improvement program of quality management, environment and consumer protection, which are planned for the year 2010-2012, will invariably contribute towards increasing industrial competitiveness and exports.

**The private sector**

In recognition of the role of the private sector which is regarded as an engine for growth, the government has been implementing wide ranging institutional and policy reforms. To encourage Public Private Partnership, Zanzibar Business Council has been formed. It provides the main forum for public – private sector consultations on strategic issues of economic growth and development. Also under BEST program some laws and regulations has been reviewed and revised with the intention of creating conducive environment for Private sector development. However more effort is needed under MKUZA II in making the business environment conducive enough for more investment and take measure that will focus on private sector development.

Major challenges that private sectors face include multiple taxation, cumbersome licensing procedures, poor infrastructure, corruption, and access and cost of finance, access to land, business and labour regulations. The core sector strategy for creating conducive environment for private sector development with focus to SMEs will be:

(a) **Achieving better regulation**

This aims to reduce unnecessary regulations and ensure better enforcement of such regulations with a particular focus on SMEs. This involves elimination of lengthy procedures in business licensing and simplifications of import and export procedures and regulations as well as in reduction of transaction cost. There are currently many laws, by-laws, regulations and
administrative procedures that create an unfavorable business environment in Zanzibar. For instance there are about ten institutions that are allowed to issue the same type of license with different fees and procedures.

(b) *Improving commercial Dispute Resolution*
This aims to improve the speed and quality of processing of commercial disputes with a particular focus on SMEs.

(c) *Strengthening the Zanzibar Investment Centre (ZIPA)*
This aims at supporting ZIPA in identifying constraints on investments in Zanzibar, develop corporate plan and investment strategy that will aim at streamlining investment processing procedures, and strengthening of incentive packages that will attract more investors in various economic sectors. The main functions of Investment Promotion Agency in Zanzibar are to assist actual and potential investors to overcome systematic inefficiencies in the prevailing business environment; administer the various tax incentives offered to investors and promote Zanzibar as a preferred investment destination.

(d) *Infrastructure*
Infrastructure as identified in Mkuza II constitutes transport infrastructure which incorporates roads, airports and sea port, communication infrastructure which includes ICT infrastructure and telecommunications infrastructure, and energy infrastructure incorporating the electric facilities and other energy related facilities.

(e) *Transport infrastructure*
Recently, the RGoZ has approved the use and implementation of Zanzibar Transport Master Plan which in its contents provides strategies to implement transport policy and to replace older, outdated transport plans, most importantly the 1982 Town and Road Infrastructure plans. It provides responses to current and projected needs for road, airport and maritime transport. It presents means to improve safety with improved, transport regulation and policy development and to improve public transport, parking, development of private sector investments and services and improved Government institutional basis appropriate to carry through the Plan.

However, the Zanzibar Transport Master plan emphasizes on the need for immediate reconstruction/rehabilitation of Zanzibar town entry roads due to the fact that existing roads do not meet the increased road demand of increased road users. The increased road users have serious impact on increased road traffic resulting in increased road accident rate.

(f) *Maritime Transport*
With the current developments in Tourism and trade activities in Zanzibar, Malindi port will not be adequate to ensure satisfactory cargo movements over the long-term. The economic future of Zanzibar requires the rapid development of a new port which is able to provide efficient long-term cargo services for Zanzibar and East Africa at large. The new container HUB port will be built at Maruhubi area. The scale of work needed that can serve not only Zanzibar but the East and Central Africa market, the investment required, the short time available and the need for improved management require the RGoZ to form a Public Private Partnership PPP with a Private
Port Operator. Moreover, the ports in Pemba need to be improved and additional facilities provided to serve Pemba as one of international port of entry.

(g) Air Transport
Recently Zanzibar international airport run way has been rehabilitated and extended to meet the international standards. However, it requires substantial and urgent upgrading of facilities for both aircraft and passengers to double throughput to 1.1 million passengers by 2015 and then grow again to accommodate approximately 2 million passengers by 2025. New facilities which need to be upgraded or constructed include a new passenger terminal, existing terminal, new taxiways, and additional aircraft parking apron, improved car parking and bus facilities plus new navigation and security equipment.

(h) Road Transport
Zanzibar road network has about 1,150 km of which 427 km are paved roads and the remaining is either graveled or earth roads. The transport Master plan entails the road network which indicates that most of Economic roads in Zanzibar are either on construction or have finished construction. Current efforts are aimed to upgrade and construct remaining road network (723 km) to bitumen standards and at the same time to continue maintenance works of paved and unpaved roads. However, the rest is devoted to Zanzibar town entry roads which need expansion and reconstruction. Future plans in road sector include projects to be implemented from 2009 to 2015 such as:

(a) Road Maintainance
(b) Integrated Urban Roads (town entry roads) Improvement
(c) Basic access roads improvement
(d) Institutional reform and Capacity Building

Public Transport: Upgraded public transport will be supported with new bus terminals, gradual introduction of dedicated bus lanes, separated bus stops and improved bus/’dala dala’ services and to develop new routes and safety considerations.

Basic Access Roads: Access to many villages is difficult and 'basic access' must be restored with programme of works on rural roads to provide at least minimum level access.

Urban Access and Drainage: Many secondary roads planned in the 1982 Town Plan are not constructed. These roads are urgently required to serve large numbers of disadvantaged urban residents totally without roads. Road storm drainage will be improved in parallel. There are unplanned settlements in Zanzibar town area which need urgent attention to avoid increasing housing and property compensations in roads construction.

Accident Reduction: Road accidents in town area specifically, are excessively high level. Priority for construction of bus, pedestrian and bicycle lanes will save lives and provide additional capacity on existing roads. Additional traffic free areas and motor-bike bans will improve safety in Stone Town area.
Local Contractors: More efficient road maintenance works require program of support to develop capable Zanzibari road works contractors, ultimately able to construct new roads. Retrenched workers from the existing MoCT Department of Roads employees will be trained and assisted in forming these road works contractors.

(i) Communication infrastructure
Communication sector is governed under the laws of the Government of United Republic of Tanzania; however, the infrastructure provision is implemented independently in Zanzibar. Zanzibar Government is so far in preparation to implement communications infrastructure projects to accede to a direct advantage of cheaper, reliable and very effective communications access in Zanzibar. Timely implementation of these project may hasten the Zanzibar economic development particularly tourist industry. For Zanzibar to timely cope with this situation, several projects need urgent implementation:
(a) Submarine cable that will connect Unguja with Dar es Salaam.
(b) Construct ICT infrastructure backbone within Zanzibar (Unguja and Pemba).

(j) Energy infrastructure
Energy sector comprises of electricity, fossil fuels, biomass, new and renewable energy. Currently, Zanzibar electric power is fully dependent on a single sub-marine electric cable connecting Zanzibar with Mainland Tanzania on the part of Unguja Island. This cable has been in place since 1980 and it has a specified life time of 30 years. The cable has a load capacity of 45 MW which is just within the current consumption level of 44 MW but far below the projected growth of demand which is expected to require 50 MW extra supply.

Presently, Zanzibar has no back-up power supply to cater for outage which may occur from Mainland Tanzania. The Government of Zanzibar seriously urges the MCC to accelerate the project of laying down new Electric submarine cable with a capacity of about 100 MW as agreed. Affordable alternative sources of energy such as solar, wind, wave, tidal and gas should also be pursued with extra efforts.

2.2.3 The Reduction of Income Poverty
MKUZA I had the following targets with regards to income poverty. First, it targeted the reduction of the percentage of people below the basic needs poverty from 49% in 2005 to 25% in 2010. Further, it targeted the reduction of the percentage of people below the food poverty line from 13% in 2005 to 10% in 2010. It is imperative that assessment of the extent that these targets have been achieved is conducted to inform MKUZA II of which this document contains. However, there is no data that can allow robust assessment of the performance of MKUZA I with respect to these targets. This is because while the baseline data for MKUZA I for this purpose was available in terms of the 2004/2005 Household Budget Survey data, similar data was not available at the time of preparing this document. There was Household Budget Survey fieldwork that started in June 2009 and was completed end of May 2010, but data from this survey would not be available for analysis before September 2010, that is, after the data has been entered, cleaned and analysis conducted to produce a profile of poverty in Zanzibar in 2009/10. This means that full data is not yet available for assessing the trend in poverty from 2005 to 2010.

Two strategies have subsequently been adapted to attempt to assess the achievement of MKUZA I in the reduction of income poverty. The first one and which is also used in the 2009 Zanzibar Human Development Report relies on informed projections of poverty given the dynamics of the
GDP. This is a method that is normally used when there is only one survey data covering a specific period of time but there is a need to assess the extent that poverty has changed after time have lapsed since the survey was conducted. This method involves assumptions on the dynamic of income inequality and the relationship between poverty and national income. The second strategy involves analysis of a smaller sample of the on-going Household Budget Survey data that covers the initial three months of June, July and August and compare poverty estimated from this sub-sample to poverty rate from a sub-sample of the 2004/2005 Household Budget Survey data covering the corresponding months of June, July and August. The assumption here is that change in poverty rates between the two time periods of 2004 and 2009 for the three months of June, July and August would give a reasonable reflection of the change of poverty for the whole of Zanzibar over these two time periods.

The results of the two assessments would be presented shortly, but it is important to recognize that both strategies have serious shortcomings. The projection of poverty rate based on macroeconomic income data assumes that experience from the countries from which the parameters for projections are borrowed is replicable to Zanzibar. This is of course a tenuous assumption. Moreover, for the projection to be made an assumption must be made on how inequality has changed over time, but in order to get an accurate measure of the dynamic of inequality one needs to have two household budget survey data the lack of which is the reason for the projection in the first place. At best therefore this projection can only offer scenarios depending on the assumptions of income inequality dynamics. The second strategy of using sub-sample of data from the on-going fieldwork assumes that a three months data can give a reasonable picture of the dynamic of household survey data that is based on the sample of twelve months. Clearly this is a tenuous assumption too. Moreover, the 2004 three months of sub-sample data had already been cleaned using the entire sample of the data while the 2009 three months sub-sample is cleaned based on the same sub-sample, thus limiting the comparability of the two datasets.

**Projection of Poverty Rates**

The first scenario upon which poverty rate is projected is based on an assumption that inequality did not change from 2004/05 to 2009, meaning that growth was distributionally neutral. Figure 2.4 shows these projections in which the Head Count Ratio declines from 49% to 40% and Poverty Gap ratio declining from 13.1 to 9.7.

**Figure 2.4: Projected Poverty Rate given the GDP and unchanging Inequality**


Based on this scenario, poverty did not decline to the level targeted by MKUZA I, from the Head Count Ratio of 49% in 2005 to 25% in 2010. Note that MKUZA I did not use Poverty Gap as a
target. This is a rather optimistic scenario because in a poor country, economic growth tends to be accompanied with some increase in inequality.

Figure 2.5 presents projections of poverty rate based on the GDP growth in which inequality measured in terms of the gini coefficient has increased by 5% and by 10%. An increase in the inequality by 5% generates a decline in poverty rate that is not different from one based on unchanging inequality. However, if inequality increases by 10%, poverty declines only very marginally. Thus, if this projection tracks the actual development accurately, one would expect MKUZA I target of the reduction of income poverty to have been attained only if there was a massive decline in inequality, which seems to be rather unlikely. It is more likely that this target has been missed, perhaps because it was overly optimistic, in that it envisaged a decline in poverty by almost 50% within a period of five years, a feat that is almost impossible to achieve.

![Figure 2.5: Projected Poverty Rate given the GDP and Increasing Inequality](image)


**Poverty Trend from Un-representative Sub-Samples**

Another approach of assessing the status and the dynamics of poverty is to use the sub-sample of household budget survey data for the months of June, July and August of 2004 and compare the poverty rate calculated from this sub-sample to the poverty rates calculated from the sub-sample of the household budget data collected in the corresponding months of June, July and August of 2009. Such exercise has been done by the Office of the Chief Government Statistician of Zanzibar in a bid to seek information to be used in the preparation of MKUZA II. As pointed out earlier, this approach has a serious weakness and is being used here because of the pressing need to determine the current poverty situation with an understanding that these un-representative samples give only very rough and imprecise indicators of poverty situation.

Using the sub-sample of un-representative data the percentage of people living below the basic needs poverty line has marginally declined from 43.7 in the three months of June, July and August in 2004 to 38 in the corresponding months of 2009. Using the more appropriate poverty index, namely the square of poverty gap index, poverty is found to have declined even more significantly from 4.2 to 2.41 over this period. Further, it is found that poverty has declined in the rural areas while there is a slight increase in poverty in the urban areas, signifying that poverty is increasingly becoming “urbanized”. The data further shows that Pemba suffers more poverty than Unguja, but the gap is narrowing. When food poverty line is used together with the appropriate index of poverty gap squared, it is found that extreme poverty has not declined over the period. This indicates that the continuing increase in the prices of food staff is making those who are very poor fail to escape poverty and it is probably the reason that poverty is becoming more of the urban phenomenon - urban population depends on the markets for food while rural household grow at least some of the food they consume.
The Trend of Poverty 2005 to 2010: A Verdict

The analyses given above suggest that the target of reducing the percentage of the poor by about 50% between 2005 and 2010 which is contained in MKUZA I has not been reached. In retrospect, it seems that this target was too ambitious; it is not easy to reduce poverty by half within five years. Besides, MKUZA I had also targeted the GDP to grow by the annual average of 10%, a target that was not reached either for various reasons, and thus making it even more difficult to attain the targeted poverty reduction. There are two main channels through which income poverty can be reduced at the household level. The first one is through an increase in household income. This can be achieved through increasing employment opportunities in well paying jobs, through increasing productivity particularly in the agricultural sector and through the expansion of income generating opportunities in general. Efforts in this direction need to be re-doubled. The second channel for reducing income poverty is through the reduction in the cost of living. The last household budget survey for Zanzibar shows that food still occupies more than 50% of the value of goods consumed by households per month. Domestic food production has not increased sufficiently to arrest the galloping food inflation which is further fueled by the increasing prices of imported food (world market food prices transmission to domestic food markets). Measures that would reduce the cost of food would go a long way in reducing income poverty.

It is important to remember that poverty is multidimensional and thus income alone cannot serve as an adequate measure for assessing poverty reduction efforts. Improved access to education, water and health services and reduction in child mortality and morbidity, increase in life expectancy and an expansion of democratic space are some of the other dimensions of welfare that are important. As would be shown below, there have been achievements in reducing poverty using non-income dimensions during the period of MKUZA I. Some of these achievements have the potential of boosting the incomes of the poor in the long run. For example, increased access to education may not have an immediate impact on the income of a poor household, but in the long run it increases the capacity of such household to increase income through remittances from educated children employed in better paying jobs. Another example relates to reduction in morbidity which may not have an immediate impact on the income of a person but eventually it creates a capacity for generating more income.

2.2.4 Major Lessons from Cluster I of MKUZA I

Zanzibar has enjoyed a healthy and positive growth during the time of the implementation of MKUZA I, but the targeted growth rate of 10% has not been achieved. Moreover, annual growth rate shows significant fluctuations, indicating that the economy remains at the mercy of weather and external factors such as the global energy, food and financial crises. Irrigation schemes would contribute to the reduction in the dependency of the economy on natural factors.

For the growth to be broad-based and pro-poor, it is important that economic sectors that provide mass employment enjoy robust growth. In the case of Zanzibar this means that agriculture must grow robustly for the GDP growth to be broad-based and pro-poor. So far the agricultural sector has not enjoyed as robust growth as would have been necessary. Further, tourism, which has been identified as one of the drivers of growth needs to be promoted further and the links with the rest of the economy straightened. Human resources capacity needs to be developed and expanded to ensure that more Zanzibaris take up employment within the tourist sector.

Inflation has continued to loom large mainly because of the increase in food prices prompted both by the weather-driven fluctuations in the domestic food supply and increased prices of imported food. Strategies to address the cost of food remain important for controlling inflation.
Furthermore, effort to reduce income poverty must involve measures to increase the domestic supply of food so as to arrest food inflation and reduce the cost of living.

Zanzibar has improved revenue collection significantly and is within the target of MKUZA I of attaining the 18.5% of the GDP. Income poverty seems to have declined marginally between 2005 and 2010. MKUZA I target of reducing poverty level by half over this period was too ambitious, and was made even more difficult by the increase in food prices and the failure to attain the targeted growth rate of 10%.

2.3 Status of aspects of cluster II: Social Services and Well Being
The cluster two of MKUZA is on social services and wellbeing. This cluster had 8 goals ranging from education, health, water, settlement, social security, culture and so on. This section reviews the status, challenges and lessons learnt in the course of implementing MKUZA with regards to cluster two.

2.3.1 Ensure equitable access to demand driven quality education which is gender responsive
One of the goals of MKUZA I was to ensure an equitable access to demand driven quality education which is gender responsive. Operational targets and intervention packages were categorized into several groups, namely early childhood care and development, primary education, secondary education, and tertiary education. Other categories included science and technology, non-formal education and vocational training.

*Early Childhood Care and Development*
The number of pre primary schools has increased from 235 in 2008 (26 schools public owned and 209 privately owned), to 261 in 2009, (32 of them are government owned). Despite increase in number of schools, number of pupils enrolled has decreased from a total of 21,696 pupils (4035 pupils in government schools and 17,661 in private schools) in 2008 to 21,218 pupils (4476 in Public and 16,742 in private) in 2009. The GER dropped from 20.9% in 2008 to 17.8% in 2009.

However, irrespective of the drop in GER an additional 3,044 pupils were enrolled in pre primary education through a pre primary education improvement project known as *Radio Instruction to Strengthen Education (RISE)* especially North ‘A’ District in Unguja and Micheweni District in Pemba. Monitoring and follow up of quality of pre school pupils has not been regular.

*Primary Education*
In primary education, the number of primary schools has increased from 277 in 2008 (232 schools are government and 45 private schools), to 290 in 2009, (232 schools are government and 58 private schools). These schools enrolled about 216,731 pupils, of whom 108,124 are boys, in 2008. Out of 216,731 pupils a total of 207,708 pupils were in government schools with 103,611 boys and about 9,023 pupils in private schools with 4,513 boys. The GER was equivalent to 104.4% of all pupils aged 7 – 13 years who were expected to be in school. In 2009 the number of pupils in primary school reached 220,819. The GER was equivalent to 106.8% of all pupils aged 7 – 13 years expected to be in school. The net enrollment ratio (NER) increased from 75.7% in 2006 to 81.4% in 2010. In addition, the *RISE* project also supported 3,067 pupils in lower primary standard I – II, in North ‘A’ District in Unguja and Micheweni District in Pemba.

*Secondary Education*
At secondary levels in 2007/2008 the enrolled student was 85,451 about (81,074 enrolled in public schools and 4,377 in private schools) among them 41,059, which was equal to 48.1%,
were females. In 2008/2009 the number of students was 82,796 among them 43,157 female and 39,639 were males. At basic education level (F1 – F11) in 2008 the number of students enrolled was 62,781 about (29,931 males and 32,850 females) which is equal to 74.3%. In 2009 the enrolled number was 51,139 equivalents to 89.3% of all children of age 14 yrs who are required to be in this level.

In 2008, about 18,236 students joined Form III and Form IV, 50.3% of which were girls. In 2009 the rate of female’s students joined Form III and Form IV increased to 54.5%. The proportion who qualified in O level national examination was 53.9% of all students who sat for the examination. Students who joined Form V and Form VI in 2008 were 4,398, out of whom 2,039 (46.4%) were girls. The number of students enrolled at the basic education level in 2008, was 62,781 (males were 29,931 and 32,850 females), and the GER was at 74.3%. Meanwhile, in 2009 the number of students enrolled increased to 51,139 and the GER was at 89.3% of all children aged 14 years, and who are supposed to be in school. Gender parity has been achieved at primary and basic education levels, and the gap in enrolment has been narrowed down, whereas in some cases boy’s enrolment falls behind that of girls.

**Inclusive Education**

Since 2007 there has been a steady annual increase in the number of schools that are providing inclusive education, from 46 schools to 86 schools in 2009. Similarly, the number of pupils enrolled has increased from 3,509 in 2007 to 3,883 in 2009.

**Science Information and Communication Technology**

The RGoZ attaches high priority to science, mathematics, and the use of information communication technology for education as an avenue for improving human capital resources and creation of job opportunities. Measures undertaken to popularize and encourage students to take science and mathematics include: in-service training of teachers through Teacher Advancement Programme (upgraded teacher’s content knowledge, methodology and English); 76 lower secondary teachers graduated in Advanced Secondary Teacher Certificate (ASTC); provision of 90,000 secondary school text books for science and mathematics; provision of laboratory equipment and chemicals; and in collaboration with FAWE, MoEVT in 2007/08, conducted science camps for 450 students and 89 teachers.

Other achievements in this period include: promoted use of ICT for education through teacher training institutions as well as schools; supply of computers connected to the internet at teacher centres; computer training to teacher centre staff and some school teachers; and provision of ten computer units (2 per school) for teaching and learning purposes to one secondary school in each Region. Nonetheless, the utilization of the internet facilities for education purpose is still at a formative stage.

**Non Formal Education**

Non-formal education is comprised of Alternative Learning, Literacy Program, Continuing Education, Skills Learning and Women Programme. Alternative Education is primarily focused on the 12-14 and 15-19 age groups. Whereas, in the 12-14 age group the aim is to mainstream them into primary education, for the 15-19 age group, the aim is provision of skills training such as cookery, tailoring, carpentry, computer training in addition to primary education. The new Rahaleo Alternative Learning Centre, inaugurated late 2006, is an attractive choice for learners who have either dropped out from primary school or never enrolled at any primary school at all. The centre offers primary education based on a three-year condensed curriculum. Certificates are awarded after passing the primary school examination. In 2008/09, there were 6,840 (5,701 females and 1,139 males) adult learners.
Vocational Training

Vocational Education and Training Policy focuses on providing vocational training for those who completed basic education and school dropouts. Since 2009, the Government operates two new VET Skills Development Centres, one in Unguja (Mkokotoni) and another in Pemba (Vitongoji).

Tertiary Education

Tertiary education in Zanzibar is currently provided by the Government and private institutions, namely the State University of Zanzibar (SUZA), the Zanzibar University (ZU) and the University College of Education (UCE) Chukwani. Since 2009, Karume Technical College has been promoted to become the Karume Institute of Science and Technology (KIST).

Between 2008/09 and 2009/10 the number of students and graduates in the three universities has increased. For instance, in 2008/09 SUZA enrolled a total of 570 students (348 males and 222 females), and it grew to 703 students (428 males and 275 females) in 2009/10. In 2008/09 the College of Education, enrolled 626 students (409 males and 217 females), which increased to 725 students (456 males and 269 females) in 2009/10. Lastly, the Zanzibar University, enrolled 1,714 students (1,017 males and 697 females) in 2008/09, and increased slightly to 1,727 students (983 males and 744 females) in 2009/10. Total number of enrolled students for the three universities is 2,847 students in 2008. However, in 2009 the number increased to 3,155 students, an increase of 11%.

Quality of Education

The quality of education has to go with the kind of knowledge, skills, capacities and value that the education system offers and to what extent that these skills are useful to individuals and the community at large. To achieve the desired quality of education there is a need of regular analysis of the curriculum, examination, available sources of learning materials, pedagogical skills, language of instruction, and the learning environment. In Zanzibar the key determinants of quality among others are the proportion of students who passed Form II Basic Examination as well as Form IV and VI National Examinations and proportion trained to untrained teachers.

In 2009 the number of students who sat for FII examination was 29,852 (16,594 female and 13,258 male) of whom 16,082 (9,043 female and 7,039 male) passed; this constitutes 53.9% of all students (54.5% female and male 53.1%). On the other hand, in 2008 number of students examined for this level was 14,603 (7,411female and 7,185 male) and 7,439 (3,748 female and 3,691male) passed, this made up 50.9% of all students (50.5% female and male 51.4%). A total of 7,755 students from public schools sat for Form IV in 2008, out of which 5,811(74.9%) passed their examinations. From private schools 690 students were examined and 609 (88.3%) passed. However, the transition rate to “A” level was only 23.3%.

On February 2009 the number of students who sat for FVI National Examination was 1,959 (874 female and 1085 male) of whom 1,659 (743 female and 916 male) passed; this constitutes 84.7% of all students (85.0% female and male 84.4%). In 2008 number of students examined was 1,432 (601female and 831 male) and 1,185 (496 female and 689 male) passed, this made up 82.8% of all students (82.5% female and male 82.9%).

The number of teachers has increased from 10,485 in 2008 to 10,727 in 2009. The number of trained teachers also improved from 9,422 in 2008 to 9,788 and the number of untrained teachers is currently below 1000 (939). This shows that the sector has adequate number of trained teachers, however there is a shortage of teachers to the specific subjects especially in science and mathematics as well as teachers with degree level who are expected to teach secondary level.
Challenges
In spite of the increasing number of schools in both urban and rural areas, equitable access to education is yet to be achieved. Disparities in enrolment across districts are still wide and the number of children with barrier to learning and development 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. Some reasons for this situation are: low access to higher education, early marriages, dropouts, harassment, and a gender sensitive policy environment. There is also a need to seriously address the issue of the quality of education at all levels. This must involve a review of the quality of teachers, the teaching environment and the availability of textbooks and other necessary input for education.

In spite of the MOEVET’s efforts to address problems in the education sector, challenges remain. Stumbling blocks in need of special attention in the next phase of MKUZA II interventions includes, financial constraints; inadequate library services; shortage of laboratory space, equipments, chemicals and text; shortage of qualified Sciences and Mathematics Teachers at all levels, especially in the rural areas; ICT related constraints; poor coordination among literacy programme implementers; and high proportion of illiterate women. Others are, increasing number of semi-literate out-of-school youth; reluctance of some parents to enroll children with barrier to learning and development; in-conducive school environment for children with barrier to learning and development; poor interaction between teacher and children with barrier to learning and development discourages positive learning process; shortage of specialized teachers for children with barrier to learning and development; shortage of school furniture and learning material for children with barrier to learning and development; overcrowding of class rooms; and skewed distribution of pre-schools between districts.

2.3.2 Improved health status including reproductive health, survival and well-being of children, women and vulnerable groups
MKUZA I further addressed the issue of health touching on infant and child care and maternal and reproductive health. Further, MKUZA I addressed issues of diseases, both communicable and non-communicable ones as well as issues of human resource management in the health sector.

Achievements
This section reviews activities achieved in 2008/09 by MoHSW programs, units, departments and health facilities to bring Zanzibar closer to meeting MDG and MKUZA I targets, particularly in the areas of reproductive and child health, morbidity and mortality, health care access and utilization, as well as public-private partnership.

Service Delivery
Provision of health service has experienced progressive development of human resources among the front liners for primary health care services. Success is also registered through health programmes on preventing and controlling health problems such as malaria, lymphatic filariasis, and immunizable diseases. Furthermore, progressive harmonization of the activities between programmes at districts level has also been noted. However, there is still inadequate support in the implementation of comprehensive district plans. Communities participate as members of community health committees in the catchment areas of PHC levels, and are involved in development of health facilities. Community health strategy has been developed to guide the participation and involvement of community health throughout the community health committees in health promotion, prevention and palliative care. Multi-sectoral Task Force to spearhead the implementation of the strategy is operating. The main cause of low facility based deliveries and health professional assisted deliveries is limited availability of delivery services at the primary
health care level, shortage of skilled birth attendants, poor attitude of health care providers and social cultural barriers that prevent women from giving birth at the health facility.

Reproductive and Child Health
The crude birth rate (CBR) for Zanzibar stands at 38.1 births per 1,000 people, while the total fertility rate has declined from 5.3 children per woman in 2004 (TDHS 2004/5) to 4.9 children per woman in (2007 THMIS 2007/8). Life expectancy at birth has increased from 53 years in 2003, to 60 years in 2008. Zanzibar has shown successful achievement in regards to MKUZA I goals on reducing infant and under-five mortality rates. The IMR has dropped from 61/1000 live-births in 2004/05, to 54/1000 in 2007/08. The under-five mortality rate dropped to 79 per 1,000 live-births in 2007/08 from 101/1000 live-births in 2004/05. Validated information on population based maternal mortality rate is not available. However, institutional records on registered maternal mortality rate (proxy indicator) show that maternal mortality rate is at 422 per 100,000 live births (2008), an increase from 377 deaths per 100,000 in 1998 (UNICEF).

During the period under review, various initiatives were taken by the government to reduce maternal deaths in the Isles. The MOHSW with support from the development partners developed a Roadmap Strategic Plan to Accelerate the Reduction of Maternal, Newborn and Child Mortality. The roadmap which seeks to provide guidance to national efforts in strengthening maternal, newborn and child health services was launched in early 2009 by the President of the RGoZ, HE Aman Abeid Karume. Efforts to operationalize the roadmap at the district level are ongoing.

According to the 2004/5 TDHS about 51% of all the deliveries were assisted by skilled birth attendant and only 48.7% of deliveries took place at the health facility. Analysis of 2009 service statistics data indicate that 43% of deliveries were assisted by skilled birth attendant while only 39% of deliveries took place at the health facility (2010 Health Bulletin).

The UN minimum standard on availability of EmOC services is one Comprehensive EmOC facility and four basic EmOC per 500,000 people. Zanzibar has 6 Comprehensive EmOC facilities two of which are private and 5 basic EmOC facilities which is above the minimum standard. However there is an uneven distribution of comprehensive EmOC facilities in Unguja compared to Pemba, all the three comprehensive emergency obstetric care (CEmOC) facilities are located in Urban district. Some districts have insufficient basic emergency obstetric care (BEmOC) facilities, particularly North B and West districts. Case fatality rate is an indicator of quality of EmOC services; it measures the proportion of women with obstetric complication admitted to an EmOC facility who die. The maximum acceptable level is less than 1%. The overall obstetric case fatality rate in Zanzibar stands at 2.4%, which ranges from 1.1% at Kivunge Health center to as high as 4.7 at Chake chake Hospital; these rates are much higher than the acceptable maximum level of less than 1%.

Post natal care is critical for both the mother and the newborn particularly in the first two days after deliveries as most maternal and neonatal deaths occur around this period, yet the coverage of post natal care remains low, only 6% of women attend postnatal care within two days after delivery and 7% within the first week after delivery (TDHS 2004/5).

Available evidence suggests that access to voluntary family planning can reduce maternal deaths by 25 – 40% and child deaths by as much as 20%. Despite the existing evidence, the uptake of FP has remained very low at 9% for modern methods and 15% for all methods with a high proportion of un met need for FP (31%) TDHS 2004/5. Unfortunately this indicator is not captured by the routine data system, however according to service statistics the number of new acceptors of FP has declined. The major challenges

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6 Zanzibar Human Development Report 2009
7 NBS, THMIS 2007/2008
related to FP services are erratic supply of family planning commodities and limited range of choices, inadequate funding for contraceptives, limited capacity and negative attitude of providers towards FP. The situation is aggravated by limited spouse communication, inadequate male involvement and social cultural issues including religious barrier.

Teenage pregnancy has potentially negative demographic and social consequences. Many girls marry early or are sexually active before marriage. This exposes them to unplanned pregnancies, unsafe abortions, HIV and AIDS and risks associated with early pregnancy and child birth. Teenage pregnancy also limits women’s opportunity for better education, jobs and ability to participate meaningfully in social and economic development. The percentage of young women age 15 – 19 who have begun child bearing has slightly decreased from 9% in 2004 (TDHS 2004/5) to 7.6% in 2007 (THMIS 2007/8). It is reported that 22% and 12.6% of young women and young men age 18 - 24 respectively had sexual intercourse before the age of 18. This calls for increased availability of life skills and SRH information and services targeting young people.

The Road Map to Accelerate Reduction of Maternal, Newborn and Child Deaths has been launched (2009) and operationalized by disseminating it among stakeholders, key ministries, HMTs on both islands and community leaders in 3 districts. Furthermore, family planning activities focused on advocacy, demand and supply of particularly long-acting family planning methods (IUCD, implants, vasectomy), have resulted in an increase in new family planning clients. In child health, the percentage of children who have completed their immunization schedule before their first birthday has also increased dramatically from 65.6% in 2006 to 89.1% in 2008, as shown in Table 2.3 below.

<table>
<thead>
<tr>
<th>Year</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>% Fully immunized</td>
<td>65.6</td>
<td>85.9</td>
<td>89.1</td>
<td>91.8</td>
</tr>
</tbody>
</table>

Based on statistics from the Annual Health Bulletin of 2009, other health indicators have also shown significant improvement as presented below:

(a) Percentage of births attended by skilled attendants was 43.1% in 2009 from 52% in 2007
(b) Percentage of live birth delivered in health facilities was 39.7% in 2008 from 37.0 in 2007.
(c) Malaria Case Fatality Rate was at 0.6% in 2009 from 1.5% in 2007
(d) Percentage of TB death rate was at 4.8 in 2008% from 6.0 in 2008
(e) Percentage of TB Cure Rate was at 84.2% in 2008 from 82% in 2007
(f) Percentage of HIV screening in TB patients was at 90.1% in 2009 from 96% in 2008
(g) Percentage of HIV Prevalence among 15 to 24 years Pregnant at ANC visits was at 0.6% in 2008 from 0.7% in 2006

Morbidity and mortality
There has been an epidemiological transition in morbidity and mortality in Zanzibar for the past three years (2006 - 2008). Changes in disease patterns seem to shift predominantly from communicable to non communicable diseases. Malaria, which was the leading cause of morbidity and mortality, has recently declined from 34.3% (2006\textsuperscript{8}) to 10.8% (2008\textsuperscript{9}) of all hospitalized cases.

\textsuperscript{8} MOHSW Zanzibar, Health Bulletin 2006
\textsuperscript{9} MOHSW Zanzibar, Health Bulletin 2008
Health Care Access and Utilization

Communities are increasingly involved in decision making, from identification of health problems to evaluation. As a result of this involvement, 100% of men and women in Zanzibar live within 10 km of a health care facility, while 95% are living within a 5 km walking distance to a health facility. Currently the health sector in Zanzibar is characterized by four levels of health delivery infrastructure for provision of health care services. The levels are: Primary Health Care Unit (PHCU); Primary Health Care Centre (PHCC); District Hospitals; and Tertiary Hospitals. There are 133 Primary Health Care Units, of which 34 are categorized as PHCU+. These provide additional services such as dental, delivery and laboratory service, 4 Primary Health Care Centres (PHCC) or cottage hospitals. These facilities also provide in-patient care (30 beds), some medical examination (laboratory, X-ray), and possess a higher staff profile. District hospitals, mainly with 80 to 120 beds, provide second-line referral services, including basic surgery. District hospitals are all entirely in Pemba, and the Mnazi Mmoja Tertiary Hospital is in Unguja. The Maternity hospital at Mwembeladu and the Mental Health hospital at Kidongo Chekundu are categorized as specialized hospitals.

Public-Private Partnership in Health Sector

One of the main strategies of the ongoing health sector reform underpins this, is to utilize available resources through participation of the private sector in the implementation of the reform and the integration of the private services in decentralized district health care systems. Private health sector in Zanzibar is marked by individual sub-sectors; private for profit and private non-profit mainly religious and faith-based institutions. Currently, the ministry has appointed and trained one focal person who directly deals with coordination and collaboration of activities between the public and the private health sectors. The terms of reference for establishing the PPP guidelines based on collaboration and synergy is in place. Health sector program support through DANIDA incorporates financial support for the implementation of the PPP interventions.

Environmental health (EH)

Review of public health laws and interventions in preventive, surveillance and control have been conducted to reduce the occurrence of diarrhea and vector-borne diseases. The EH unit, in collaboration with DHMTs, have conducted sanitation and hygiene educational interventions in Central, South (Unguja), Wete and Chake Chake districts (Pemba) for district leaders and 65 (Unguja) and 100 (Pemba) communities.

Communicable disease

Communicable diseases such as Diarrhea, Cholera, Dysentery, malaria and HIV/AIDS are among common diseases that affect social well being of the population. The trend of diarrhea cases shows a seasonal variation with high peaks during month of March, July and November in three consecutive years (2007 – 2009). In 2008, cholera cases were reported in Chake Chake District with no death while in the same year a total of 5,374 cases of dysentery were documented. The next strategy will focus on reducing the incidence of NCDs by educating the public on the incidence aspects, prevalence and risk factors associated with diseases. The strategy will also address the management of cases.

Malaria: Since 2007, malaria prevalence remains below one percent. However, its incidence is estimated to be 3% and continues to burden health system. The Zanzibar Malaria Control Programme Strategic Plan 2008/2012 outlined series of activities focusing on malaria case management, integrated vector control, behavioral change communication, Information, Education and Communication and Monitoring and Evaluation. Technical support is provided by

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10 Zanzibar Health Sector Reform Strategic Plan 2002/03 – 2006/07
research institutions within and outside the country. Financial support is from various partners such as the Global Fund to fight AIDS, Tuberculosis and Malaria and President Malaria Initiative through USAID.

The current achievement of dramatic reductions in malaria cases is a result of intensive implementation of combined interventions i.e. proper case management through the use of Artemisin Combination Therapy (ACT), intermittent presumptive therapy and the re-introduction of insecticides for malaria control through indoor residual spraying (IRS) and insecticide treated bednets. Behavioural Change Communication and Information, Education and Communication are a cross-cutting issue. ACT was introduced in 2003, Zanzibar being the first country in Africa to introduce a wide scale intervention followed by Zambia. This is supported by malaria diagnosis whereby around 76% of health facilities use microscopes and 24 use Rapid Diagnostic Test Kits. Quality control of malaria microscopy on both public and private health facilities is ongoing aiming at validating malaria laboratory results. In door Residual Spray started in 2006 covering all districts of Zanzibar. To date five rounds of IRS have been implemented with successful coverage 90% of targeted structures.

Malaria surveillance in 7 admission hospitals is ongoing monitoring disease trends – morbidity and mortality. Malaria Early Epidemic Detection System (MEEDS) was introduced in 2008 using an advanced technology of malaria reporting in a weekly basis via SMS. Currently, MEEDS has been expanded from 52 health facilities in 2008 to 69 health facilities on both Islands based on the selected criteria to detect an expected increase of malaria cases.

**HIV/AIDS:** The Government in collaboration with partners were able to expand prevention testing, care and treatment services and monitor disease trends in risk and general populations in both islands through production and distribution of HIV prevention, IEC/ BCC materials and PEP. Monitoring HIV infection among the most at risk populations (MARPs) started in 2005. This was primarily due to limited capacity to design and monitor risk behaviours as well as infection patterns among MARPs. The first MARPs assessment in 2005 (on SU/IDU) used a snowball technique to determine sexual and drug related risk behaviours, the result of which documented significant risk behaviours among this sub-population.

Collected evidence on MARPs in Zanzibar shows high levels of HIV among all three risk sub-groups in comparison to the general population of Zanzibar. HIV prevalence was 16% among injectable drug users(IDUs) 12.3 % among men who have Sex with men (MSM) and 10.8 % among FSWs. While MARPs are characterized by unique risk behaviours, these groups are not mutually exclusive and there is considerable overlap in transmission risks. Among MSM, 13.9 % reported injecting drugs in the previous three months and 77.5 % reported being paid for sex in the last year. Although only 2.8 % of female sex workers (FSWs) reported injection drug use, a larger proportion (10.9-17.6%) suspected their sex partners of using injection drugs.

The cross-over (bridging) potential to the general population has been documented in MARPs through the Integrated Behavioural and Biological surveillance Survey (IBBSS) (2007). Among the documented issues include: nearly three-quarters of MSM (71.2%) reported having female sex partners in the previous year; half of FSWs (48.9%) reported having a steady non-paying partner; and more than half of IDUs (52.8%) reported being sexually active in the previous month.

In addition, there is a risk behaviour cross-over among the MARPs population in Zanzibar. These behaviours entail drug and sexual risk behaviours. Transactional sex and clients of sex workers is also common in all MARPs sub-populations. Unequivocally, all MARPs have high
STI infections compared to the general population. Stigma and physical abuse is commonly experienced among MARPs as outlined in Table 2.4 below:

Table 2.4: Summary of the key findings on Risk behaviours and STI infection patterns among MARPs in Zanzibar.

<table>
<thead>
<tr>
<th>Observation</th>
<th>Injecting Drug users (IDUs)</th>
<th>Men Having Sex with Men (MSM)</th>
<th>Female Sex Workers (FSW)</th>
<th>Correctional facility Students (CFS-“prisoners”)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Risk behaviours</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Substance use</td>
<td>-</td>
<td>60.3%</td>
<td>9.6%</td>
<td>46%</td>
</tr>
<tr>
<td>Injecting Drugs</td>
<td>-</td>
<td>13.9%</td>
<td>2.8%</td>
<td>6%</td>
</tr>
<tr>
<td>Needle sharing</td>
<td>53.8%</td>
<td>60% of MSM who are IDUs</td>
<td></td>
<td>40% of IDUs</td>
</tr>
<tr>
<td>Flashblood</td>
<td>3.4%</td>
<td>-</td>
<td>-</td>
<td>22% of IDUs</td>
</tr>
<tr>
<td>Multiple sex partners (two or more)</td>
<td>63.0%</td>
<td>47.8%</td>
<td>Median – 3 clients last day of work</td>
<td></td>
</tr>
<tr>
<td>Condom Use</td>
<td>&lt;30%</td>
<td>&lt;50%</td>
<td>55.7%</td>
<td>Not mentioned</td>
</tr>
<tr>
<td>Transmission potential (to the general population)</td>
<td>- Low condom use. -sex relationship with paying partner</td>
<td>-71.2% are bisexual. -13.9% are IDUs -29% were married</td>
<td>- Casual non-paying partner-24%</td>
<td></td>
</tr>
<tr>
<td>Transactional sex</td>
<td>20.7%</td>
<td>77.5%</td>
<td>100%</td>
<td>1.6%</td>
</tr>
<tr>
<td>Violence &amp; stigma</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Physical abuse</td>
<td>57.1%</td>
<td>35.2%</td>
<td>37.2%</td>
<td>1.3% (rape)</td>
</tr>
<tr>
<td>Police harassment</td>
<td>32.6%</td>
<td>25%</td>
<td>2%</td>
<td></td>
</tr>
<tr>
<td>Abandonment</td>
<td>60.3%</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>STI infection levels</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HIV infection level</td>
<td>16.0%</td>
<td>12.3%</td>
<td>10.8%</td>
<td>2.8%</td>
</tr>
<tr>
<td>Co-infection with other STDs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Syphilis- 0.3%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HBV-6.5%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HCV-26.9%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Syphilis- 0.2%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HBV-4.6%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HCV-14.7%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Syphilis-1.3%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HBV-5.1%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HCV-1.9%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Syphilis-3.8%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HBV- 7.1%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HCV-4.8%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Zanzibar AIDS Control Programme (ZACP-2009)

Tuberculosis: Case notification rate: The number of newly diagnosed TB patients increased from 407 in 2008 to 426 in 2009, of which 387 were new notified cases. Out of notified cases, 235 (60%) were smear positive, 76 (20%) smear negative and 76 (20%) were extra pulmonary TB patients. A total of 39 cases were recorded as re-treatment patients, among them 25 (64 %) were relapse and 14 (36 %) were failure and return after default.

TB/HIV cases notification: TB/HIV collaborative activities registered 426 TB patients in 2009 which implies 100% enrolment. From that figure 382 (90.1%) were screened for HIV, the result revealed that 92 (21%) were positive. Among 92 positive cases all patients were transferred to care and treatment centre (CTC), where 24 were eligible with Antiretroviral (ARVs) treatment and 79 started Cotrimoxazole Prophylactic Treatment (CPT).

Leprosy
Leprosy prevails in all districts in Zanzibar affecting all age groups. A total of 78 leprosy cases were notified whereby 71 (91%) were diagnosed as new cases in 2009. Among new identified cases, 50 (70.4%) were Multibacillary (MB), 21 (29.6%) were Paucibacillary (PB). Out of 71 new cases 47 were males and 24 females whereby 17 patients (24%) were below 15 years of age. Fourteen Leprosy cases (17.9% of all new cases) were notified with disability grade II.
Non Communicable Diseases (NCDs)

Diabetes is one among the Non Communicable Diseases (NCDs) affecting all age groups and both sexes. For the past few years, this disease has been increasing dramatically with multiple complications such as neuropathy, heart diseases and strokes, eye complications leading to blindness and diabetic foot ending in amputation. Currently, 2,286 patients are registered at Mnazi Mmoja Diabetic clinic out of which 464 are newly diagnosed in 2009. Among them 171 are classified as Type I Diabetic and 2,115 as Type II. However, females are found to be more affected (58%) than males (42%) – Hypertension, Cancers, Obesity, and Integrated Diseases Surveillance and Response.

Integrated disease surveillance envisages all surveillance activities in a country as a common public service that carry out many functions using similar structures, processes and personnel. The surveillance activities that are well developed in one area may act as driving forces for strengthening other surveillance activities, offering possible synergies and common resources. Surveillance is based on collecting only the information that is required to achieve objectives for disease control. Data requested may differ from disease to disease and some diseases may have specific information needs, requiring specialized systems. Documenting the implementation of Integrated Disease Surveillance and Response (IDS), therefore, becomes challenging in the event of inadequate skills and expertise.

Road Traffic Accident: Road Traffic Accident (RTA) is recognized by MOHSW as public health importance. RTA cases are routinely reported in all health facilities in Zanzibar. Compared to 2008, the total number of cases reported in 2009 has been reduced from 3,371 to 2,940. Among the reported cases 1,889 are from Unguja districts and 1051 from Pemba. Urban district ranks the highest with 778 cases, followed by North “A” district with 468 cases.

Neglected Tropical Diseases (NTDs)
The Ministry of health and Social welfare established Neglected Tropical Diseases Control Programme in 2008. The four most common human neglected diseases identified in Zanzibar are Lymphatic filariasis, Urinary Schistosomiasis (schistoma haematobium), Soil-transmitted helminthiasis (STH) and Trachoma. Following establishment of NTDs programme the Ministry has recently formulated a three years strategic plan for the control and elimination of NTDs.

Current Epidemiology of NTDs in Zanzibar
Lymphatic Filariasis
Before implementation of Mass Drug Administration (MDA) with ivermectin and albendazole, overall prevalence of Wuchereria bancrofti(micro-filaraemia) in Zanzibar was as high as 17%. In 2006, after 5 rounds of distribution of the two drugs, prevalence in the two sentinel sites (Kizimkazi and Kwahani) decreased to less than 1%. These results were confirmed by the Immunochromatographic Card Test (ICT) surveys which showed that all individuals sampled in the 12 spot check sites across the islands were negative, both in 2007, 2008 and 2009. On the contrary, a significant number of individuals is still suffering from morbidity and disability resulting from past or chronic infections, such as Acute Dermatolymphangioadenitis (ADLA), lymphoedema and hydrocoe (Lymphoedema – 1824 cases ; Hydrocoe – 1577 cases).

Schistosomiasis
Data collected before the implementation of disease control interventions shows that prevalence of infection of S. haematobium among school-age children was about 65% in Unguja (1981) and 70% in Pemba. After a few years of irregular distribution, in 2004, prevalence of the infection went down to 49.8% and 64.5% in Unguja and Pemba respectively. After three-years of several
interventions in collaboration with Natural History Museum – Schistosomiasis Control Initiative (NHM – SCI), prevalence of schistosomiasis decreased to 7.8% in Unguja and 8.1% in Pemba. However, recently collected data in 2007 and 2008 have shown that some pockets of high prevalence persist. The data collected during country-wide survey between late 2009 and early 2010 are being analyzed.

Soil-transmitted helminthiasis (STH)
Before the start of large-scale distribution of mebendazole in 1994, STH infections were extremely high in both islands. Pre-intervention survey reveals that the prevalence of STH in school-age children was high as 94% and in adults (87%). In 2004, before the resume of control of schistosomiasis and STH infections, prevalence of infection with A. lumbricoides and hookworms was about 10% for each species in Unguja and 20% in Pemba, while that of T. trichiura was about 50% in Pemba and 25% in Unguja. These figures reflect the impact produced by Mass Drug Administration (MDA) interventions against LF that, as mentioned, had been implemented since 2001. More recent data collected from 40 sentinel schools in 2007, 2008 and 2009 show the cumulative prevalence of STH infections was 94% in Pemba and 40% in Unguja.

Human Resource for Health
Adequate and appropriate health workforce planning, training, deployment and management and retention of health workforce are the critical strategies required to ensure equitable access to health services, promotional, preventative and curative.

Training: In the period between 2005 and 2010 the College of Health Sciences became formally recognized as a training centre for health professionals by NATEC. A focus on appropriate training saw the output of skilled professional staff, including midwives and the successful upgrading of staff from both Pemba and Unguja to higher levels of service. The addition of two new cadres, pharmacy technicians and dental therapists was designed to expand the provision of services at PHCUs. A medical school with intakes both on Unguja and Pemba was opened using a community-based model. Further opportunities for continuing medical education became available with the introduction of e-learning through the e-luminate project. In-service training courses were conducted to enhance the skills of staff already deployed in the health system. Linkages with foreign-based training institutions were established including through the University of Matanzas of Cuba and the University of Copenhagen in Denmark.

Management and Deployment: The development and implementation of the Essential Health Care Package, which set out the human resource requirements for primary health care services to be provided at different levels, provided a useful management tool. During the period 2005-9 new staffs were deployed in health facilities of Unguja and Pemba. A team of 22 Cuban doctors and 21 Chinese doctors provide both training and provision of specialist services both in Pemba and Unguja. Human Resources Division within the MOHSW has been established and the potential for its staff to use evidence in planning and management enhanced through establishment of the HRIS. The development of a training master plan, training of 60 staff in electronic searches and leadership courses for senior managers further strengthened planning capabilities. Renovation of the central level ministry building provided an enhanced working environment. Strategies introduced for staff retention were the construction of staff houses and internet connections at the district level providing the possibility for human resource management via email and websites. The development of the Community Health Strategy provides the potential for the volunteer health workforce to be better coordinated. Health promotional messages and early referral to health facilities provided by these volunteers facilitates the implementation of the EHCP and complements the formal health workforce.
Health Information System
Ministry of Health and Social Welfare (MoHSW) has embarked on developing the Health Information System (HIS) as one of its central role for providing quality information about the health status of Zanzibar population. To achieve the stated role, the Ministry aims to provide complete, timely and reliable health information that helps users for effective planning and decision making. In collaboration with OCGS and General Registrar Office (RGO), the Ministry of health through its HMIS unit conduct baseline assessment focusing on six components of HIS as outlined in the HMN framework (resources, indicators, data sources, data management, HIS data quality and dissemination and use). Different key stakeholders (producers, users, and financiers) were involved during the assessment. Findings reveal that none of the six components scored highly and/or adequate (80-100%) performance. The components of indicator and data source scored adequate performance at 64 and 58% respectively. However, inadequacies were observed in policy and planning, and data management components. Civil Registration and Vital Statistics (CRVS) which is a sub-system and basic source of fertility, mortality, and cause of death statistics scored the least. Analysis of results suggests fundamental principles of data management need to be observed and adhered to, such as defining concepts and its metadata, establishing data banks (warehouses), and improving coordination. The CRVS that is expected to provide the basic ingredients to health information needs urgent enhancement. Data quality in general has remained as questionable. The future aim of assessment is to arrive at the understanding and use of stakeholders’ current and future requirements for statistical information. Actions need to be undertaken to alleviate the observed inadequacies. Capacities (infrastructure) and capabilities (human and technical) are some of the missing salient elements indicating that both technical and financial supports are required to improve the health information situation.

Innovations and researches
Innovations, health and applied researches are essential in generating a sound scientific base to inform decision-making in health sector development. To date, the level of innovations and research activities is limited to only a few areas of health practices. This is partly due to limited research capacity and lack of medical research council or other recognized body for coordinating research activities in Zanzibar. The sector shall facilitate development of health innovations and researches and application of research findings through utilization of the existing resources and other potential technical support.

Social Welfare
The increase in the number of orphans and vulnerable children, child-headed households and the inability of the extended family system to provide such children with basic requirements such as shelter, food, medical care, education, love and support has become the major challenging block of the decade. Studies show that many more orphans are living with and often caring for ill parents or primary caregivers, as well as for their siblings. In addition, diseases, lack of social protection measures and poverty lead to these children being discouraged from accessing basic services, such as health care, education and social services.

The extended family, which is already weakened by social upheaval, urbanization and poverty, is not able to provide care and protection for such large proportions of orphans and vulnerable children. The crisis has led to a situation where the protection of the rights of orphans and other children made vulnerable by HIV and AIDS and other chronic diseases and social factors can no longer be guaranteed without government, community, business and civil society interventions. Child protection and related issues of ensuring access to essential services are dealt with in the government policies and legislations in Zanzibar.
HIV and AIDS are also amongst the important causes of child vulnerability. Unlike in the Mainland, in Zanzibar however, evidence is in adequate to suggest that this is the case. The number of children who are orphaned is very small and most of the children are living with their parents. However, caution is to be made to the fact that the number of children that are living with their parents could be significantly higher due to the availability of ART. Nevertheless, HIV and AIDS is not currently a major threat and measures need to be taken now to prevent further spread of the disease.

The MVC have almost no access to external support except that which is provided by the members of the extended family. The government currently does not have enough measures to provide external support to the MVC due to budgetary constraints among others. Support from the non-profit organizations is not consistent, inadequate, and covers only a few MVC within small geographical areas. Scaling up external support from the government side and NGOs would be an essential step. The magnitude of needed protection, care and support for MVC is increasing as the number of MVC is also increasing. The increasing number of MVC coupled with increased advocacy for getting results for MVC have necessitated the RGoZ to take initiatives to establish and or strengthen existing MVC response systems. The government has recognized the need to work in partnership with the private sector and the non-profit organizations (FBOs and CSOs) in this matter. Efforts to coordinate FBOs and CSOs and private sector involvement are at various stages of implementation. However, systems and coordination mechanisms are still very weak at all levels. Strengthening coordination of stakeholders is crucial if effective scaling up of OVC responses is to be realized. In addition ensuring MVC access to essential services requires having in place efficient and effective systems (structure) and process (service delivery or MVC programmatic interventions). Currently these are fragmented or non-extent and therefore needs to be formally established.

Availability of resources for MVC responses is one of the major challenges. Designing a sustainable resource mobilization strategy is important in order to guarantee and sustain protection, care and support of the MVC. Lastly, establishment of quality control system or guide is necessary to ensure that the MVC prevention, care and support responses are equitable, accessible, affordable, comprehensive, and sustainable. There are now 49,700 people aged over 60 in Zanzibar, making a percent of the total population. Some 16.5 % of households in Zanzibar are headed by older men and women. Many older people are present in households which they don”t head.

For older people and their households, their health is an asset that has an impact on the wellbeing of others. Health and income security are cited by older people as their two key priorities. Older people’s health status determines not only their physical, mental and social wellbeing, but in many cases, is also a crucial factor influencing their ability to earn an income in the absence of any other secure and reliable source of income. For older people, declining health leads to loss of income. Often, lack of access or inadequate provision of healthcare, nutrition, water and sanitation throughout poor people’s lives leads to poor health in later life. Therefore, it is important to take an intergenerational and life cycle approach to health and care issues.

Malnutrition is estimated to be an underlying cause of 50% of under-five mortality. Almost 4 out of every 10 children aged 0 to 59 months are chronically undernourished and about 1 out of every 5 children weighs too little. Exclusive breast feeding is very important for good nutrition and for prevention of new born and young child deaths. However the rate in Zanzibar is not precisely determined. Integration of nutrition into various health programs is still not featured well, where as multi-sectoral collaboration is critical to achieving better status of nutrition yet little has been invested in this area. Despite its importance to the economy and general welfare of the country, recognition and funding for nutrition by the government is not adequate.
To ensure nutrition of community especially of women and children, adequate funding from the government is essential so as to give nutrition its due attention. Capacity building on nutrition at different levels is also crucial for decentralization of nutrition services for wider impact. Strengthening of proper infant and young child feeding is also crucial and the importance of establishing nutrition surveillance system cannot be overemphasized.

**Challenges**

**Morbidity and mortality**

Diseases such as Pneumonia, Hypertension and Fractures are observed to have increased from 10.7% to 12.2%, 3.6% to 6.7% and 1.6% to 3.1% for the period between 2006 and 2008 respectively. Likewise, Diabetes is emerging as a big health problem whereby its prevalence has increased from 17.6 to 18.1 per 10,000 persons in 2007 and 2008\(^1\) respectively.

Mortality is a demographic action that affects all ages of the population. Major causes of deaths in Zanzibar are pneumonia, cardiovascular diseases, septicaemia, diabetes mellitus and anaemia. Reported trends as regards major causes of death are as follows: deaths from pneumonia have increased from 7.5% in 2006 to 11.8% in 2008; deaths from cardiovascular disease have risen from 8.9% in 2006 to 11.3% in 2008; death from diabetes mellitus have increased from 2.8% in 2006 to 5.0% in 2008, and deaths due to septicaemia from 5.2% in 2006 to 7.0% in 2008.

Inadequate presence of skilled health staff, lack of motivation and financial constraints are additional factors that hinder provision of quality health services. Human resource development and management in the form of training, deployment, motivation, retention and career development requires strengthening.

**Disability**

Most disabilities are mainly due to a number of health related problems such as stroke, mental retardation, Leprosy, Diabetics and those related to Road Traffic Accidents (RTA). However, the magnitude of the problem is lacking supporting data to show its real significance.

**Cross – cutting themes**

Gender equity, HIV and AIDS mainstreaming at work place, population issues and environment are the Government priorities in the health care provision. However socio-cultural attitudes and practices affect health care seeking behaviour and access to health care services. Limited awareness among health workers on human right issues and failure to adhere to ethical code of conduct is a major challenge in the provision of health services and respect of human rights.

Clean and safe environment is the most basic requirement for sustaining the lives and dignity of the people. Poor delivery of sanitation services in public facilities or places, inadequate enforcement of laws governing sanitary environment, limited awareness among health workers of the adverse effects of pharmaceutical products and medical waste on the surroundings are major hindrances in ensuring healthy society.

In addition to the challenges presented above the MOHSW is also facing a number of problems that currently affect the performance of the sector in service delivery, for that reason particular attention of MKUZA II interventions is needed. These problems include:

(a) Professional boards and councils do not all have clear mandates and do not effectively monitor codes of conduct and professional ethics

\(^1\) MOHSW Zanzibar, Health Bulletin 2008
(b) Gender issues in health service delivery and access are often not recognized and hence not properly addressed
(c) Government allocation for health is not matching with needs and sector priorities; costing work is yet to establish the actual financing gap for health sector
(d) Integrated planning and management constrained by fragmentation of vertical programmes and projects
(e) Slow progress within government to decentralize service management
(f) Resources for continuing service provision (finance, human and materials) remains inadequate at all levels
(g) *Ad-hoc* response to Emergencies and reactive health impact assessment

Prevention, management and rehabilitation services for disability have not been given appropriate attention

2.3.3 Increased access to clean, safe and affordable water

Water is a basic natural resource, which sustains life and provides for various social and economic needs. Its sustainability is being threatened by increased human activities in and around catchments areas. In this universe everyone has a right to have sufficient, safe, acceptable, physically accessible and affordable water for personal and domestic use. MDG requires that countries to halve proportion of people without sustainable access to safe drinking water and basic sanitation by the year 2015.

In Zanzibar ongoing initiatives are geared to ensure adequate, affordable, economically accessible and sustained water supplies to all people and sectors using viable water resources management technologies for continuous socio-economic growth and development. The New National Water Policy and subsequent reviews and reforms of existing water laws and institutional framework are aimed at meeting the objectives of Zanzibar Development Vision 2020. There have been deliberate measures by the RGoZ to seek internal and external sources of funds to maintain and ensure its availability, and therefore contribute towards poverty reduction and acceleration of economic growth and human development. In view of the above the following operational targets were set in MKUZA I to accomplish goal 3:

(a) Increased access to clean, safe and sustainable water supply in urban areas from 75% in 2004/05 to 90%, in 2010.
(b) Increased access to clean, safe and sustainable water supply in rural areas from 51% in 2004/05 to 65%, in 2010.

Achievements

*Service coverage:* Water sector reports show that up to 2008/09, service coverage in urban and rural areas was approximately 80% and 60% respectively. According to Zanzibar Water policy people are considered to have been covered by the service if at least they can fetch water within a distance of 250m and 150m from their premises for rural and urban areas respectively. ZAWA recommends a minimum of 65 litres (overall) of clean and safe water a day for every citizen and special consideration to be given for those who are too poor to pay. Table 2.5 shows percentage of households with access to safe and clean water by region, 2003-2008.
Table 2.5: Households with Access to Safe and Clean Water by Region, 2003-2008 (%)

<table>
<thead>
<tr>
<th>Region</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kaskazini Unguja</td>
<td>11.0</td>
<td>75.0</td>
<td>71.0</td>
<td>96.5</td>
<td>96.5</td>
<td>96.5</td>
</tr>
<tr>
<td>Kusini Unguja</td>
<td>29.0</td>
<td>70.0</td>
<td>78.0</td>
<td>90.3</td>
<td>90.3</td>
<td>90.3</td>
</tr>
<tr>
<td>Mjini Magharibi</td>
<td>60.0</td>
<td>75.0</td>
<td>75.0</td>
<td>95.7</td>
<td>95.7</td>
<td>95.7</td>
</tr>
<tr>
<td>Kaskazini Pemba</td>
<td>72.0</td>
<td>75.0</td>
<td>80.0</td>
<td>68.7</td>
<td>68.7</td>
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<tr>
<td>Kusini Pemba</td>
<td>72.0</td>
<td>75.0</td>
<td>80.0</td>
<td>72.5</td>
<td>72.5</td>
<td>72.5</td>
</tr>
</tbody>
</table>

Source: OCGS – Zanzibar, Socio - Economic Survey- 2008

The Project for Zanzibar Urban Water Supply Development: Implementation of the Zanzibar Urban Water Supply Rehabilitation Project, which was financially supported by the Government of Japan, is undertaken to increase water production of Urban-West region in order to meet the increasing water demand and secure uninterrupted water supply services for the whole population of Urban-West region and its neighbourhood. This Project was divided into two phases. Both phases were comprised with activities of well drilling and developments, construction of water reservoirs and laying of pipelines. The Grant Aid for the 1st phase of implementation was 1.23 billion Japanese Yen equivalent to 12 million US Dollars or 16 billion Tanzania Shillings. The RGoZ contributed more than 450 million Tanzania Shillings. Implementation of the 1st phase was completed on March 2008. Subsequently, it brought an increase of 350,000 litres per hour for Urban West Region. The Grant Aid for the 2nd phase is 1.419 billion Japanese Yen equivalent to 14 million US Dollars or 19 billion Tanzania Shillings. The RGoZ will contribute 550 million Tanzania Shillings. Currently Phase II is being implemented and it is scheduled to be completed in July 2010. After its completion more than 450,000 dwellers and institutions in Unguja Urban West Region will benefit.

The Zanzibar Water Supply and Sanitation Project (ADB Funded): The African Development Bank (AfDB) is currently providing assistance to support Rural Water Supply Projects in both Unguja and Pemba islands through provision of water supplies and sanitation services to Dunga/Tunguu, Machui, Nungwi and Matemwe villages in Unguja Island and Wambaa, Mizingani Ndagoni, Vitongoji and Kamhini in rural areas together with Wete, Chake Chake and Mkoani Towns in Pemba Island. The total cost for the entire project is US$ 47.5 million, of which US$ 40.5 is a loan and US$ 5.0 is a grant from AfDB and the remaining US$ 2.0 is from UN-Habitat. The RGoZ will contribute 10% of the loan. It is estimated that about 450,000 people living in the above project areas will benefit from the project that will ensure that every individual citizen enjoys the rights to have water as required.

Sustainable Running Water Management and Cost Recovery in Zanzibar: Another significant water supply project is that of Mfenesini-Bumbwini which covers Mfenesini, Bumbwini, Donge and Kitope Constituencies. This project which is supported by European Union (EU) is implemented in partnership between the RGoZ and International and local NGOs including ACRA from Italy and Changamato of Zanzibar. The entire cost of this project is Euros 1,049,742.2 out of which European Community will contribute Euro 750,000, ACRA will contribute Euros 64,767, while other European NGO’s will contribute Euros 130,000 and ZAWA and changamoto together will contribute Euros 104,972.2. This project will benefit about 46,000 inhabitants living in 17 Shehias of the above Constituencies.

Sector Reforms: There has been a concerted effort since 1990’s to reform the institutions in the Zanzibar Water so that it carries out its obligations to the public in a better way. This effort has resulted to the establishment of the semi-autonomous entity named the Zanzibar Water Authority.
(ZAWA) in 2006 with clear and working Policies, Laws and Regulations with a common objective of keeping it functionally better and competitive towards poverty alleviation goals.

Water utility has to be reliable for being properly maintained and sustained. This needs the beneficiaries to efficiently contribute towards cost effectiveness and sustained service which is paramount to our economic development. The establishment of Zanzibar Water Authority (ZAWA) will improve the performances of services deliveries which in turn will promote transparency, accountability and independence. The main role of ZAWA is, therefore, to “Enhance equity of access, distribution and sustainable cost effective supply of clean water to households in rural and urban areas for household, institutional and industrial use”.

**Water Supply Services**

**Groundwater Resource Availability**

Zanzibar is endowed with plenty of water resources, which include groundwater, surface water, rain water, sea water, etc. Although there is a considerable potential for surface water, groundwater is the primary source of water in Zanzibar. Based on the hydrologic cycle, the macroscopic water balance revealed that the Zanzibar Island (Unguja) has an annual ground water potential of 307Mm$^3$ and 70Mm$^3$ of surface water, where as Pemba Island has about 43Mm$^3$ of ground water and 717Mm$^3$ of surface water potential. The ground water quality in both Unguja and Pemba has in general been very good. Although there is a differing levels of chemical contents from place to place due to varying aquifer chemical contents, but the overall assessment has demonstrated that ground water quality complies with international and regional standards.

During the Zanzibar Water Resources Development Project (Halcrow 1994), the water demands and the acceptable yields of different groundwater development zones were estimated. Tables 2.6 and 2.7 shows the estimated acceptable yields for various water resource zones in Unguja and Pemba Islands (in Mm3/a –)

**Table 2.6: The estimated acceptable yields for various water resource zones in Unguja Island (in Mm3/a – Halcrow, 1994)**

<table>
<thead>
<tr>
<th>Water resources Zone</th>
<th>Annual rainfall</th>
<th>Annual recharge</th>
<th>Groundwater flows to the sea</th>
<th>Annual acceptable yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>122.6</td>
<td>23.99</td>
<td>9.49</td>
<td>14.5</td>
</tr>
<tr>
<td>2</td>
<td>251.8</td>
<td>68.53</td>
<td>35.04</td>
<td>33.49</td>
</tr>
<tr>
<td>3</td>
<td>289.9</td>
<td>72.40</td>
<td>38.33</td>
<td>34.07</td>
</tr>
<tr>
<td>4</td>
<td>285.1</td>
<td>59.64</td>
<td>35.59</td>
<td>24.05</td>
</tr>
<tr>
<td>5</td>
<td>134.2</td>
<td>19.13</td>
<td>11.68</td>
<td>7.45</td>
</tr>
<tr>
<td>6</td>
<td>178.1</td>
<td>35.27</td>
<td>18.25</td>
<td>17.02</td>
</tr>
<tr>
<td>7</td>
<td>391.9</td>
<td>130.00</td>
<td>38.33</td>
<td>91.67</td>
</tr>
<tr>
<td>8</td>
<td>174.4</td>
<td>36.75</td>
<td>12.78</td>
<td>23.97</td>
</tr>
<tr>
<td>9</td>
<td>616.6</td>
<td>143.00</td>
<td>82.13</td>
<td>60.88</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2444.6</strong></td>
<td><strong>564.73</strong></td>
<td><strong>281.62</strong></td>
<td><strong>292.60</strong></td>
</tr>
</tbody>
</table>

Source: Halcrow, 1994

The two tables show that the total annual acceptable yield of the ground water resource zones for Unguja is about 293Mm$^3$/a. The acceptable yield is about 50% of the total recharge. As for Pemba the estimated acceptable yields for various water resource zones is 46 Millions m$^3$/a, which is about 38% of the annual recharge. This demonstrates that in both islands, current
situation of ground water reserves is favourable but every care is to be taken to ensure that the existing favourable situation remains the same.

Table 2.7: The Estimated acceptable yields for various water resource zones in Pemba Island (in Mm3/a – Halcrow, 1994)

<table>
<thead>
<tr>
<th>Water resources Zone</th>
<th>Annual rainfall</th>
<th>Annual recharge</th>
<th>Groundwater flows to the sea</th>
<th>Annual acceptable yield</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>353.3</td>
<td>27.3</td>
<td>18.98</td>
<td>8.32</td>
</tr>
<tr>
<td>2</td>
<td>458.5</td>
<td>36.56</td>
<td>19.16</td>
<td>14.40</td>
</tr>
<tr>
<td>3</td>
<td>290.5</td>
<td>21.76</td>
<td>13.69</td>
<td>8.07</td>
</tr>
<tr>
<td>4</td>
<td>222.1</td>
<td>18.47</td>
<td>8.21</td>
<td>10.26</td>
</tr>
<tr>
<td>5</td>
<td>200.7</td>
<td>16.56</td>
<td>14.24</td>
<td>2.32</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1525.1</strong></td>
<td><strong>120.64</strong></td>
<td><strong>74.28</strong></td>
<td><strong>46.37</strong></td>
</tr>
</tbody>
</table>

Source: Halcrow, 1994

Water supply versus demand

Based on the projected 2002 National Households and Population Census results whereas considering an average population growth rate of 3.1%, the population of Zanzibar was estimated to grow to 1,079,529 in 2005 and 1,301,852 in 2009.

Table 2.8: Commercial Users of Water in Private Sector, 2004 – 2008

<table>
<thead>
<tr>
<th>Region</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kaskazini Unguja</td>
<td>5</td>
<td>20</td>
<td>22</td>
<td>149</td>
<td>158</td>
</tr>
<tr>
<td>Kusini Unguja</td>
<td>5</td>
<td>20</td>
<td>22</td>
<td>149</td>
<td>153</td>
</tr>
<tr>
<td>Mjini Magharibi</td>
<td>41</td>
<td>91</td>
<td>85</td>
<td>58</td>
<td>976</td>
</tr>
<tr>
<td>Kaskazini Pemba</td>
<td>40</td>
<td>49</td>
<td>26</td>
<td>27</td>
<td>27</td>
</tr>
<tr>
<td>Kusini Pemba</td>
<td>47</td>
<td>53</td>
<td>34</td>
<td>31</td>
<td>33</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>139</strong></td>
<td><strong>240</strong></td>
<td><strong>203</strong></td>
<td><strong>319</strong></td>
<td><strong>1347</strong></td>
</tr>
</tbody>
</table>

Source: OCGS – Zanzibar, Socio - Economic Survey- 2008

Given the Specific consumption of Domestic Urban as 100 l/cd (Urban Master Plan), Domestic rural = 50 l/cd (Rural Master Plan), Hotels = 200 l/bd (based on the country’s recommendation of 70 litres/bed/day for a low class hotel to 400 litres/bed/day for a high class hotel), Commercial = 1,500 l/Inst/d (ZAWA estimates), Public use which include schools, hospitals, industries, mosques, cinemas, etc. = 25% of domestic (Rural Master Plan) and Agricultural = 25% of domestic (Rural Master Plan) as well as the water production figures be based on capacities of installed pumps and unaccounted for water of about averages of 35% (ZAWA estimates).

The average daily water supply and demand in litres for each region can tentatively be calculated as shown in tables 8 - 10 for the years 2005, 2008 and 2009/10 respectively and the estimated annual water demand in million cubic metres (Mm3/a) for different categories for the year 2015 by Table 2.11.
Table 2.9: Water demand per region for the years 2005 - 2009

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Urban/West</td>
<td></td>
<td>41,973,585</td>
<td>43,107,120</td>
<td>44,250,210</td>
<td>45,399,345</td>
<td>46,553,648</td>
</tr>
<tr>
<td>2</td>
<td>North Unguja</td>
<td></td>
<td>12,102,725</td>
<td>12,471,950</td>
<td>12,860,000</td>
<td>13,263,275</td>
<td>13,684,550</td>
</tr>
<tr>
<td>3</td>
<td>South Unguja</td>
<td></td>
<td>7,977,850</td>
<td>8,147,125</td>
<td>8,317,000</td>
<td>8,493,625</td>
<td>8,671,525</td>
</tr>
<tr>
<td>4</td>
<td>North Pemba</td>
<td></td>
<td>17,283,415</td>
<td>23,202,062</td>
<td>24,143,395</td>
<td>25,128,057</td>
<td>23,000,735</td>
</tr>
<tr>
<td>5</td>
<td>South Pemba</td>
<td></td>
<td>18,383,766</td>
<td>22,270,873</td>
<td>23,250,173</td>
<td>24,277,199</td>
<td>28,396,918</td>
</tr>
</tbody>
</table>

Table 2.10: Water production per region for the years 2005 - 2009

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Urban/West</td>
<td></td>
<td>38,064,000</td>
<td>47,184,000</td>
<td>46,175,270</td>
<td>49,320,000</td>
<td>50,865,000</td>
</tr>
<tr>
<td>2</td>
<td>North Unguja</td>
<td></td>
<td>9,456,000</td>
<td>11,040,000</td>
<td>15,532,870</td>
<td>17,323,000</td>
<td>18,759,000</td>
</tr>
<tr>
<td>3</td>
<td>South Unguja</td>
<td></td>
<td>9,484,000</td>
<td>8,964,000</td>
<td>9,682,000</td>
<td>11,688,000</td>
<td>11,688,000</td>
</tr>
<tr>
<td>4</td>
<td>North Pemba</td>
<td></td>
<td>12,120,000</td>
<td>12,120,000</td>
<td>12,120,000</td>
<td>12,120,000</td>
<td>17,064,000</td>
</tr>
<tr>
<td>5</td>
<td>South Pemba</td>
<td></td>
<td>14,568,000</td>
<td>14,568,000</td>
<td>14,568,000</td>
<td>14,568,000</td>
<td>20,988,000</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td></td>
<td>83,692,000</td>
<td>93,876,000</td>
<td>98,078,140</td>
<td>105,019,000</td>
<td>119,364,000</td>
</tr>
</tbody>
</table>

Table 2.11: The estimated water demand in the year 2015 (Mm3/a)

<table>
<thead>
<tr>
<th>Sector</th>
<th>Unguja</th>
<th>Pemba</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Water Supply</td>
<td>14.9</td>
<td>4.8</td>
</tr>
<tr>
<td>Rural Water Supply</td>
<td>10.4</td>
<td>6.0</td>
</tr>
<tr>
<td>Irrigation (agriculture)</td>
<td>22.3</td>
<td>n/a</td>
</tr>
<tr>
<td>Tourism</td>
<td>0.8</td>
<td>0.1</td>
</tr>
<tr>
<td>Industry</td>
<td>8.8</td>
<td>n/a</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>57.2</strong></td>
<td><strong>10.9</strong></td>
</tr>
</tbody>
</table>

Source: Halcrow 1994

Tables above show that water demand and production has increased from 97,721,340 l/d and 83,692,000 l/d in 2005 to 120,307,375 l/d and 119,364,000 l/d in 2009 respectively.

Water sector in Zanzibar is faced with a number of problems, among them the major ones as far as water supply development and management is concerned are:
Service coverage

Urban Water Supply
Approximately 35 - 40% of the population in Zanzibar lives in urban areas, however, despite some efforts from Government and development partners to improve the Urban Water Supply, the conditions of the schemes and service standards are still unsatisfactory to meet the existing demand categories. In general, current water situation is not favourable. Clear indicators include the increasing number of varying sizes of indoor water tanks and flourishing business of privately operated water bowers. There are distribution interruptions mainly due to unstable electrical power supplies, old and worn out infrastructure and poor maintenance. Some people get water during the night-times and even then at low pressure. They have to store it for daytime uses. Still, there is about 20% of urban population, which is yet to be served. To meet the urban consumption demand, there arises a need to rehabilitate, improve and expand the systems.

Rural Water Supply
Nearly half (40%) of the rural population are yet to be served. The burden there is mostly borne by women, who have to sacrifice their productive time to attend to the sick members of the community who fall sick due to consumption of contaminated water. In the face of this situation it is not possible to out rightly dismiss the indirect costs that people are paying in places where clean and adequate water supplies are not available. In many cases women and young girls spend many hours collecting water every day for their families. This deepens gender inequalities in employment and education. It also affect their health, undermines productivity and economic growth, hence pave the way to extreme poverty.

Water for Tourism
There have been increasingly rapid pace of developments of tourism in many rural areas of Zanzibar. Its flourishing increases affect the infrastructure of water as they are not expanded to cope with the higher tourism demand. Water demand for tourist resorts and hotel use is assumed to be 300 litres/bed/day on average, based on the country’s recommendations of 70 litres/bed/day for a low class hotel to 400 litres/bed/day for a high class hotel. Todate, ground water has been the main source of fresh water for the tourism resorts and hotels in Zanzibar. Although this resource is readily available in Zanzibar but its distribution is not equitable. As almost all the tourism resorts and hotels are located in the coastal areas and due to inequitable distribution of this resource most of these tourist resorts and hotels are experiencing water shortages. There have been some conflict cases in water uses between the hoteliers and domestic consumers. This prevailing problem is realized but due to limited no concrete plans are in place to remedy the situation.

Water Supply services
There are three categories of water supply problems associated with water supply services in Zanzibar, these are: Inadequate water supply; Water pollution; and Problems associated with the use of Asbestos Cement (A.C) pipes.

Inadequate Water Supply
This is a situation whereby the demand for water is higher than the supply and it is mainly caused by the following factors: Water loss (unaccounted for water); Insufficient production; Uneven distribution; Weak enforcement of existing laws rules and procedures; Increasing of operation and maintenance costs; and Climatic changes.
Water Pollution
This is a scenario whereby potable water that is intended to be used becomes contaminated either within sources, storage or supply system. This pollution occurs in three ways, namely, Bacteriological Contamination; Chemical pollution; and Salt water intrusion.

Problems associated with the use of A.C pipes
About 40% of the existing pipelines used in Zanzibar are A.C pipes. The use of asbestos materials has been abandoned all over the world due to the fact that, they are associated with cancer. There is no doubt that people who still use such water, which is conveyed through A.C pipes are in danger. Another common problem associated with the use of A.C pipes is decreasing of A.C pipe diameter. Zanzibar water is enriched with calcium and this calcium forms some sort of a coat around the pipe, and with time this coat is increasing and reduces the internal diameter of a pipe, so that the flow of water is disrupted and even the problems of water tend to be regular. Similarly, the same case of reduction of internal diameter of the pipe, which is happening mostly in A.C pipes, is caused by leakages close to roots of trees, whereby roots of trees penetrate to the leakage points. The maintenance of A.C pipes is very difficult since the production of A.C pipes and fittings has been stopped in the global market. Therefore, repair works of A.C pipes is a great burden to the Government.

Water resources management
Freshwater is a basic natural resource, which sustains life and provides for various social and economic needs. In its natural state, water is an integral part of the environment whose quantity and quality determine life in the ecosystem. Despite being important for economic and social development, its value is not fully appreciated and recognized. Because of this, very few regions in the world today are exempted from problems related to quantity or quality of water.

The prevailing social and economic circumstances have increased pressure on water resource base and the environment and its sustainability is being threatened by increased human activities. Over the past 20 years, demands have increased considerably and Zanzibar is not an exception. As a result, water shortages have kept on rising. There are increasing challenges of managing water resources and this requires strengthening water resources management policy and legal and institutional frameworks.

Inadequate regulations to monitor the development and uses of ground and surface water resources will lead to misuse of this finite commodity and the interference in the existing developed public schemes. Risks of contamination and bacteriological pollution of water within the important spring sources supplying urban areas both in Unguja and Pemba have been the major concern recently. Human activities have increased in the neighbourhoods of the water intakes, which call for urgent action to protect the sources.

The water supply sector in Zanzibar is facing a number of challenges, among them are:

Service coverage
Currently 20% of the urban dwellers and 40% of the rural population have no piped water. This situation needs to be improved before 2020. The water supply system in Zanzibar is faced with many challenges inclusive high population growth, growing of urban areas and development of new villages, increasing of uses and demand that do not match with the supply, some operational old and aged infrastructures, high un-accounted for water, poor maintenance practices and others. The bad conditions of the existing infrastructures cause high amount of water losses that result into shabbiness of the surrounding environment within the vicinity of existing pipes. This
definitely might be a breeding and entrance point of pathogens and other vector viruses of diseases.

**Water Supply Services:**
Most significant challenges on Water Supply Services include: financing; low participation of key stakeholders such as private sector; poverty; development of partnership framework; operational and maintenance costs; the public attitudes and mindset (eg communities’ belief that it is government’s responsibility to provide water services); policies, strategies and the legal framework; rapid population growth; high rate of urbanization; rapid growth of unplanned areas in urban centers; and inadequate data and information. Others are, poor management information system (MIS); high levels of unaccounted for water supply; high amounts of wastages and water losses (up to 35%) in production transmission, storage and distribution network; inadequate and unreliable water sources for both rural and urban water projects; inadequate and dilapidated water supply infrastructure; capacity building at all levels; shortage of qualified and experienced personnel and lack of working facilities; lack of basic tools and modern equipment; Inadequate community awareness; recurrent power fluctuation and outage.

**Water Resources Management:** The challenges related to water resource management include, funding; depletion and degradation of groundwater reserves; degradation of water resources from the cumulative consequences of poor water allocation, land management and pollution; Low public awareness and involvement on water use management; Monitoring of groundwater; Low public awareness and involvement in planning, water-use, management, cost-sharing and participation in the implementation of schemes; Poor co-ordination with other sectors; Conflicts in rural areas between domestic and other users; Rapid growth of population and unplanned expansion of urban areas; Un-demarcated or unfenced boundaries around protected water sources; Management of droughts and floods.

**2.3.4 Improved sanitation and sustainable environment**

MKUZA I covered the issue of sanitation and sustainable environment too. Operational targets included availing all schools with adequate sanitary facilities, increasing proportion of households with access to basic sanitary facilities, increased provision and management of sewerage facilities and develop and implement Zanzibar Waste Management Master Plan.

**Achievements**

Zanzibar Urban Sanitation and Sewerage services: The existing storm water drains consist of open storm drains with the total length of 7,770m and closed storm drains with the total length of 1,960m (overall length 9,730m). The present sewerage system in new town consist of combine open drains of the total length of 4,880m, closed sewer pipe of total length of 12,690m and closed combine drains of total length of 7,360m (overall length 24,930m) with the diameter sizes ranges from 150mm – 600mm. Majority of families (premises) use the on site disposal facilities i.e. about 73.4% of the households use pit latrine and 22.4% use flush toilet incorporated with septic tank and soak away.

With assistance the Government of the Federal Republic of German the Government of Zanzibar has implemented (2005-2008) the Zanzibar sanitation and drainage programme Phase II. The overall objective of the programme was to contribute to the aim of improving public health as foreseen in the Zanzibar Vision 2020 by enhancing sanitation and cleanliness. The programme undertook the rehabilitation of existing sewer length of 8,400m, construction of 6,000m of new sewer line in new town, rehabilitation of existing closed storm water drains length of 7,400m and sizes ranges from 300mm - 600mm, construction of 11,600m of new reinforced concrete and
11,000m of new open stone pitched channel. Also the programme Supplied equipments and transport as storage facilities to improve waste collection procedures, such as skip Loaders, 7 m³ (5 nr), skips, 7 m³ (38 nr), concrete skip slabs and containers (39 nr) 20 litre dust bins (3,500 nr); 50 litre (60 nr), and push carts – 0.25 m³ (53 nr); 0.6 m³ (23 nr.).

Similarly, the capacity of the municipal wastes disposal to the Jumbi municipal dumping site (12 km away) has improved from 30%-45% approximately by the availability of six additional solid wastes municipal trucks. The trucks were provided through the grant from the government of the Peoples Republic of China.

**Challenges**

Unguja Urban areas cover 6,600 hectares, categorized into two: the Old stone town and new town areas. The average household size in the old stone town is about 6.9 members while in the new town area (Ng’ambo) is about 5.6 members. Generally speaking in Zanzibar, there is no centralized sewerage system. What exists in Old Stone Town is a combined sanitary network system with the total length of 25.315km which receive the sewage effluents from at least 1,150 numbers of Septic tanks of various premises. The collected effluents from the households via septic tanks are discharged along the coastal line through 27 sea outfalls which has major impact to the marine ecosystem and public health to the community due to sewage effluent contamination however, in New Town areas, there is no sanitary sewer system.

The existing garbage dumping sites at Jumbi is now surrounded by the residential areas which affect the public health of the community nearby and also not environmental friendly. During the rainy season the areas is flooded due to limited capacity of the existing drainage system as the result the highly populated pit latrine areas are overflowed and the waste water spillage spread over and causes a major epidemic diseases to the community like diarrhoeal cases and cholera. The bulk of waste is buried, burnt or disposed haphazardly in open spaces.

Some industrial wastes are discharged into the sea through open ditches or drained into the ground through soakage pits. Solid waste disposal is done through crude dumping. In old stone town collection is inadequate due to limited number of handcarts, collection dustbins and solid wastes skip. In new town areas, there are limited collection points and trucks for garbage collection. Dumping in open spaces is very common.

The Capacity of the Municipality to collect solid waste is only 30%-45% of the total wastes generated estimated at about 150 tones per day. In Pemba there is limited drainage and sanitary network systems. The existing network, built over 40 years ago, which is inadequate to cope with development activities and population increase. As a result the system is frequently blocked and damaged and occasionally wastes water spillage along streets. There are few sea outfalls which are damaged and discharge directly into beaches, and remains unpleasant and nuisance condition. Majority of the existing households use the onsite disposal facilities like traditional pit latrine and with limited number of septic tank and soak way. Also Solid wastes collection and disposal in Pemba seem to be a big problem and wastes disposed on open spaces with no proper dumping site due to lack of adequate vehicles to transport the garbage and proper handling of collected garbage.

There are no sanitary networks in rural areas. Common methods of liquid waste disposal are on-site disposal (pit latrines) and open disposal (bush, open sea). Current estimates of coverage are not known. However, according to the household budget survey (2004/2005), 49% of rural households had no latrines.
With respect to solid wastes, common disposal methods are dumping and compost method. An emerging serious problem is refuse generation by hotels in large quantities of both biodegradable and non biodegradable (plastic) without sanitary means of collection and disposal. Only few hotels have installed and use incinerators to burn wastes, the rest dispose into the sea or else bury, burn or dispose haphazardly in bushes and open spaces.

Other challenges and constraints include, Low service coverage; Meeting national and international commitments (vision 2020, ZPRP, MDGs, WSSD targets, etc); Absence of sanitation policy; Most of the regulations, rules and bye-laws available are out dated and therefore need to be reviewed in order to suit the requirements at the moment e.g. sewerage regulations, etc; Reviewing of policies, strategies and legislations; Putting in place institutional arrangement that reflects the changed role of the Ministry for the sanitation sector; People are not willing to pay for services due to less awareness of community participation, ownership and empowerment for the Environmental Services; Public awareness raising and low sanitation education; In adequate financial status; Slow implementation of local government policy; Local government reform programme still remained pending and uncompleted; High rate of urbanization; Unrealistic tariffs, poor billing and revenue collection due to improper available database; Shortage of qualified and experienced personnel; and lack of working facilities; Strengthen Human Resource Capacity at all levels; Low private sector involvement; and High costs of pit latrine design.

There is a need of reviewing the tariff rates and raising them to generate higher revenues to cover operation and maintenance costs. Moreover, the institutionalized adaptation of the existing tariff rates to annual inflation is considerably influenced by the political circumstances. The provision of regular waste water and solid waste disposal service is essential to establish a safe environment for the residents and ensure sustainable services require the effective restructuring of the existing organization.

2.3.5 Adequate and sustainable human settlement provided

MKUZA I also dealt with the issue of human settlement. Access to adequate and affordable habitat is essential to a person's physical, psychological, social and economic well-being and is a fundamental part of National and International action. Despite this the percentage of people who do not have access to decent shelter is very high and if appropriate action is not taken this percentage will increase dramatically in the near future.

The development objective toward human settlement development sector is to “facilitate people to obtain affordable and decent shelter and improve dwellings and neighbourhoods and to raise the living standard of the people. This will be achieved through “rationalization of responsibilities among actors in human settlement development and the control of rural-urban migration through establishment of adequate and planned rural settlements, provision of basic services and sustainable development, based on the principles of good governance in Zanzibar”.

Achievements

The government has been implementing various measures to address weaknesses in the provision of sustainable human settlement. It has developed a policy on housing and urban development. The policy aims at addressing challenges and shortcomings in human settlement. It is also aimed at providing guidance on provision of better, affordable and sustainable settlements to communities. The land use plans for local and national level are under review. It has also developed comprehensive action plan for involving the Private sector, Non Governmental Organizations and Communities in providing human settlements. The government has also taken
measures to improve institutional coordination. These interventions have led to improved management of urban and rural settlements. In order to ensure decent and affordable housing and sustainable human settlement the government has established a credit facility, this has resulted into increased number of women and men with decent shelter. It has also conducted education campaign on the use of sanitary facilities to ensure environmental cleanliness and sustainability.

The government also continued with the construction of major housing projects, rehabilitation and construction of government houses and also continued to provide oversight to ensure fair play in housing for social and economic operations.

Challenges
Land is a basic resource for human survival and development. The main concern on land is the scarcity of land resource and inefficient land management system. Inactive land registration activities do also imply that officially security of land tenure in the two islands is a big problem. The human settlement planning and development in Zanzibar is facing a number of challenges, among them are the following:

(a) **Growth of Informal (unplanned) Settlements:** The unplanned settlement in both urban and rural Zanzibar is due to a number of factors. The inadequacy of shelter delivery system and low capacity (in terms of human and financial resources) of the institutions responsible to deliver planned/serviced plots has led to the extensive development of informal settlements. An alarming situation is the rate of which these settlements are growing (especially on high value agricultural land) and the high population density. Physical and social infrastructure (basic services) such as storm water drains, safe water supply, roads, waste disposal, schools, health centres etc. in these settlements are either missing or is in very poor condition. Some common characteristics in these settlements include overcrowding, high housing density as well as inhabitants, lack of security of tenure, diminishing public open spaces, poor environment characterized by poor sanitation and uncollected domestic waste.

(b) **Institutions:** Weak institutional linkages and coordination and limited administrative and technical capacity to enforce the various statutes, limited number of trained professionals in land use planning and technical and managerial responsibilities. This result in limited delivery of building plots by the public sector; which is associated with the lengthy allocation and planning process and ad-hoc building plots for residential buildings.

(c) **Rate of Development:** The growth of the informal settlements in urban and peri-urban areas is due to the Government inability to cope with development as demand is higher than the supply of serviced plots for the settlements development. Furthermore, low capacity to deliver surveyed residential plots in urban and rural areas.

(d) **Increasing Unemployment and Informal Sector Activities:** Evidence of growing poverty and inability to create employment opportunities is manifested in the failure in meeting the basic needs in housing, health and education, growth of informal sector activities and decline in the level of social service. The recent intensification of tourism industry is again pushing the population of rural and other areas to urban areas resulting in unplanned areas (informal settlements), that lacks basic services.

2.3.6 Improved food and nutrition security among the poorest, pregnant women, children and most vulnerable groups

MKUZA I deals with the issue of malnutrition including stunting and anaemia for both children and women.
**Achievement**

Zanzibar has made important progress in introducing and sustaining the delivery of key nutrition services for children and women. Vitamin A supplement and de-worming tablets are provided to the under-five children twice a year with over 90% coverage. Health workers have been trained on growth monitoring and other essential nutrition actions and services for the treatment of acute malnutrition have been scaled up. With the support and regulation of the government, the private sector is now iodating salt in accordance with the law.

**Table 2.12: Malnutrition in Under-five children in 2007 and. 2008(%)**

<table>
<thead>
<tr>
<th>Zone</th>
<th>Total Malnutrition</th>
<th>Severe Malnutrition</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2007</td>
<td>2008</td>
</tr>
<tr>
<td>Pemba</td>
<td>6.8</td>
<td>7.0</td>
</tr>
<tr>
<td>Unguja</td>
<td>8.0</td>
<td>7.6</td>
</tr>
<tr>
<td>ZAnzibar</td>
<td>7.2</td>
<td>7.4</td>
</tr>
</tbody>
</table>

*Source: Health Bulletin, 2008*

**Challenges**

In spite of the registered achievements, there are some gaps in several nutrition services. For example, less than 10% of women took iron supplement for at least three months during the pregnancy and only 13% received vitamin A capsules after the delivery. Unsafe water, inadequate water and poor hygiene increase the risk of diarrhea illnesses that deplete children of vital nutrients. Inequities in nutritional status continues to persist, with children from the very poor households being three times as likely to be chronically malnourished as those from better off households.

Malnutrition is estimated to be an underlying cause of 50% of under-five mortality. Almost 4 out of every 10 children aged 0 to 59 months are chronically undernourished and about 1 out of every 5 children weighs too little. Under-five children are still stunted, burden of worm-infestations and micronutrient deficiencies. Only 41% of children are exclusively breast feed until 6month. The proportion of low birth weight and anaemia in pregnancy is also high.

Food safety and food quality control is an area that needs to be strengthened; there is no relevant food safety policy and adequate legislation to cover food safety and quality. Low compliance with Good Manufacturing Practices (GMP) is a challenge. Trained inspectors to enforce adherence to the hazard analysis and critical points (HACP) system are insufficient. Poor food handling practices are widespread, contributing to diarrhoea diseases.

### 2.3.7 Improve safety nets and social protection for poor and vulnerable groups

MKUZA I addressed the issue of safety nets and social protection too, seeking to expand welfare support to the most vulnerable groups and to exploit opportunities of Zakat, Infaaq and Waqf in caring for the needy and the destitute. The strategy also involved the strengthening of families and communities to effectively support the most vulnerable and to encourage insurance schemes. The problem of delayed payment of gratuity for retirees and the small coverage of social security schemes were also addressed.
Achievements

There are various disadvantaged and vulnerable groups in the society, each with their own special needs: orphans and vulnerable children (OVC), drug and substance abusers, survivors of rape and other forms of gender based violence, the disabled, elderly without reliable caretakers, survivors of other forms of human rights violation and those generally suffering from various forms of poverty. Access of these groups to basic social services including welfare support is an absolute necessity. These disadvantaged and vulnerable groups are currently targeted by different government departments. However, improvements are needed not least because social welfare services are largely confined to urban areas; leaving rural populations deprived of such services.

Social welfare is another area where the Government through the MOHSW in collaboration with different partners and programs such as TASAF, Clinton Foundation, FHI, Sight Savers, UNICEF, Tunajali, FHI and Global Fund has paid great attention in the previous strategy to attend the problems of different disadvantaged groups, including orphans, elderly, disabled etc. Orphans and most vulnerable children (MVC) received care and support, community development projects proposal for MVC were prepared and almost 50% were approved for loans or grants. A tracking system was started recording information on vulnerable children, service providers and service provision. The homes for Elderly at Sebleni and Welezo received support for 128 elderly. However, major renovations are still needed at Gombani, Limbani and Sebleni homes. For people with Disability such as those visually impaired were identified and received assistive devices (75). Direct welfare transfers for basic services were provided to 14 orphans, 5 triplet families and 23 vulnerable families. In addition, a situational analysis on people living with HIV/AIDS (PLHAs) was conducted from which a strategic plan developed.

With support from various partners, the following interventions from the Strategic Plan on Substance Abuse Mainstreaming HIV and AIDS (2007-2011) were achieved: Drop-in centre for substance abusers was established with counseling and VCT services, education and advocacy-community leaders were on prevention of drug use and HIV risks among users, Drug Control Act (2003) was reviewed by the drug control secretariat and submitted to GoZ for adoption and networked with other African substance abuse programs (i.e. MEWA in Kenya) established. Ministry of Health and Social Welfare has reviewed and enacted various health laws to govern the provision of public health services. Medical Research Ethics Committee (ZAMREC) has been established to oversee ethics in medical and related researches in the country. Social welfare policy and statute has been developed to safe guard the rights of children.

Challenges

Absence of a clear policy for older people, weak coordination of multiple community strategies implemented by various national health programs and multiple activities undertaken by various actors. Prevalence of high level of chronic illness in older people in Zanzibar is unquestionable. More than 50% of those tested had untreated high blood pressure, which increases the risk of cardiovascular disease such as stroke. Those who survive strokes may become chronically disabled. Poor nutrition leading to obesity or being underweight is also disabling. There is a link between ageing and disability 16% of people living with a disability in Zanzibar are over 60, despite the fact that older people are making up only 4% of the population. Women are twice likely to be malnourished as men, as gender roles mean that older women are more likely to have additional responsibilities for caring for other household members. Eye disease is common in old age. Incidences of cataract blindness are reportedly rising day by day exponentially with ageing.

There is uneven availability of services which leads to uneven distribution of health and social related facilities for older people. Costs are too high for older people, Government policy
emphasized that older people should be exempted from paying user fees but this policy has not been effectively implemented and actually older people have been required to pay for healthcare upon the introduction of cost sharing initiatives which requires service users to pay a subsidized rate. The cost of medicines particularly for diabetes was higher than older people could afford. Older people should not be included in cost sharing and continue to benefit from previous free waver policy.

2.3.8 Promote and preserve historical, cultural, national heritage and sports for social and economic development

A number of interventions related to culture and sports were spelt out in MKUZA I. They include the following:

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

In addition, MKUZA I set a goal on the promotion and the preservation of historical, cultural and national heritage and the promotion of sports.

Achievements

The idea of preserving historic values started in Antiquity law that replaces the colonial “Monument Decree” of 1927 which has become inadequate to meet the current challenges. Since early eighty additional lists of other monuments have been gazetted, demarcation and bordering of monuments have been clarified. The exercise of acquisition of title deeds has also been accelerated. In fact, this endeavours of promoting and preserve historical, cultural and natural heritage of Zanzibar has two poles, one is under Antiquity field and other is under Stone Town field. On the Antiquity side, under the MACEMP program, the study on cultural inventory has been taken as well as the study on indigenous knowledge related to the preservation of historic and cultural heritage. This has involved also the public awareness and the restoration work to some of the historical sites.

The most important accomplishment in the MACEMP project is the preparation of the Heritage Master Plan approved by World Bank through MACEMP as well as the restoration of three main buildings: The House of Wonders; Peace Memorial Museum and Mtoni Palace Ruins. This effort goes hand in hand with the institutional capacity building to the staff concerned department including training at different levels on cultural heritage management which has begin at The University of Dar-es Salaam.

On the Stone Town side, the Government, through the Stone Town Authority Conservation and development Authority (STCDA) is in the process of reviewing its policy and legal framework aiming at restoring, conserving and exploiting historic heritages as well as implementing projects of developing and giving the Town the total magnitude of its identity and its beauty. This is done by safeguarding and managing of the outstanding universal values of the Town through which the Stone Town is recognized as World Heritage Site by the UNESCO and by conserving the rich historic features of the Town which has become the most attracting values of the tourist industry and the proud of its inhabitants. Several steps have been accomplished in this endeavours such as review of the Stone Town Act of 1994; preparation of the Heritage
Management Plan for the Stone Town; capacity building; enhancement of local and international coordination as well as realizing some major projects.

The revision of laws and regulations for the STCDA has the ambition of facilitating good management and promoting sustainable development of the Town. The new Act will not only give the STCDA more autonomy but also gave the Authority extra means of financial resource for the conservation, restoration and development work. Since Stone Town is a living city, the new law did not forget the role of stakeholders. All partners including inhabitants, residents, entrepreneurs, women and young will have right and responsibility in the management of the Town.

Heritage Board and Stakeholder Forum are the tools which will be used by actors to express their ideas and concern on the development, conservation and management of the Town. Parallel to the process of revising the Act of 1994, STCDA was preparing Heritage Management plan which aims at facilitating, promoting and harmonizing the development activities in the Town. This will be the guide line to the development of the Town.

In the institution reform a new organization set up has been proposed to respond to the need of the Town. The philosophy under this reform is to promote and combine knowledge with the experience in this field of conservation and heritage. Under this idea the “Documentation Centre” was developed to become “Research and Coordination Division”. The conservation section was changed to “Conservation and Planning Division”. Since 2006 STCDA has received five groups of students from inside and outside the Country for the research activity in Stone Town. Under Planning Division two plans has been prepared traffic plan and open space plan.

For the capacity building of the staff, the Authority has taken special effort of educating its staff in all levels in different fields including engineering and information technology.

Currently, Zanzibar is the head-quarter of the East Africa Secretariat of the World Heritage City which includes Lamu (Kenya), Mozambique Island (Mozambique). STCDA is coordinating this activity. The Authority has strengthened its cooperation with Antiquity department of Dar-Es-Salaam. Following the visit of the President of Zanzibar to Cuba, STCDA has also established good link to the Old Town of Havana which is also the World Heritage Site.

The rehabilitation of Forodhani Park was completed in 2009 and has promoted aesthetic, trade, and tourism in the Stone Town.

**Challenges**

The Government through its Strategy for Growth and Poverty Reduction intends to preserve and develop these endowments with the purpose of using them for economic development and improving social wellbeing of her people through income generation of tourism related trade and expanding employment and thus enhancing the pace of poverty reduction of the people. However, these resources have not been fully utilized as they are poorly preserved and in some cases not fully promoted mainly due to meagre financial resources and lack of skilled experts in the preservation and marketing. It is therefore set to address weaknesses embedded in these areas through different interventions including promotional activities. These short comings include inadequate human and financial resources.

In analyzing the situation in the Stone Town one can come up with three different types of challenges, the Legal, technical and socio-cultural.
Technical challenges are coming by two sides. In the first side, they come from all contractors, inhabitants, developers who do not want to adhere to the conservation guidelines. The experience has shown that many actors of Stone Town are escaping to follow legal procedure when they want to do some changes in the Stone Town area.

Some actors do not follow the procedure because there is bureaucracy but most of time there is tendency of escaping the rules. Under the 1994 Act, the STCDA does not have much power to control many acts of destruction and vandalism. The lack of technical know-how is also one the sources of this challenge. Through its capacity building program STCDA envisage addressing this challenge by promoting good image of public service office.

It has come to the mind of STCDA and the Government that Stone Town is an asset in term of economy and social development of the Zanzibar. Stone Town is not only the heritage but also the factor of economic development. Zanzibar tourist industry is promoted by the image of the Stone Town. In fact promoting and preserving historical, cultural and Heritage of this Town is in a way improving the tourist industry. In another word promoting Stone Town equals developing the economy of the Zanzibar. This simple logic can be reinforced by tourist statistics which show that 30% of lodging capacity of the tourist industry is in the Stone Town and that 90% of the visitors to the Zanzibar are visiting the Stone Town.

Yes, the nature of Stone Town has changed since 1964; the individual property has been turned to be public property. The public property has again converted to a national heritage, which in turn has become a World heritage. This chain of transformation was not followed by a change of mentality concerning the old Town. Many people don’t realise that the Stone Town do not have a single owner today, it belongs to all Zanzibaris and the World. STCDA cannot and should not be the lonely responsible of the sustainability of the Old Town. This necessitates collective efforts.

The way forward has to have two steps: first by creating a coherent network and fine coordination of actors to insure successful management of the Town and second by contributing part of the economic benefit created by the Town to participate direct to the development and sustainability of Stone Town. STCDA has taken the initiative to facilitate the realization of the first steps. This will be done in the STCDA institution reform by proposing two ideas: creating Stakeholders Forum and forming the Stone Town Heritage Board. However, STCDA believes that it will be the responsibility of the all actors to mobilize the energy for realizing the second steps. To archive that step the Authority is proposing the idea of creating “Heritage Fund”. This should receive the contribution of all public and private actors who benefit direct or indirect from the Stone Town image and it shall be utilized for the management of all Heritage value of Zanzibar. In this way the STCDA argue that the Stone Town can provide more that what it gives today. It can be a source of economic activity, means of providing jobs and a way of sharing effort to reach the objectives of the 2020 goal and participating in MKUZA I, as a tool of poverty reduction effort. The World Heritage Site can contribute more in the development of urban area, Zanzibar Town and Zanzibar. The disparity between number of applications for urban plots and number allocated indicates a major constraint in the land delivery mechanism. The focus here is the legal and administrative framework which governs land delivery.

2.4 Status on cluster III: Good Governance and National Unity
This sub-section reviews the achievement and challenges faced during the implementation of MKUZA I with respect to governance and national unity along the lines of the goals set in the MKUZA.
2.4.1 Promotion of participatory democratic governance:
The government has decided to share governance, development and service delivery functions
with other actors. In this regard, the citizenry has increasingly been involved in policy making
and planning processes. However, these developments have been taking place in the absence of
a coherent framework to guide this new policy paradigm.

One of the major concerns of good governance is broad-based participation in the development
process by all stakeholders and at all levels, cutting through sex, gender, race, creed, etc. This
can be achieved through, among ways, the presence and functioning of strong and active local
governments.

Promoting Decentralization through Devolution, Participation and Inclusiveness:
Grass root participation is pertinent in realization of good governance, which in turn is dependent
on existence of effective and efficient local governments. It is also understood that
Decentralization by Devolution has its legal base in the Constitution of Zanzibar supported by
legislation. Notwithstanding, currently, local governments are weak and ineffective due to the
fact that decentralization by devolution has not been fully implemented. Presently, plan
preparation, implementation, monitoring and evaluation at local level is done with limited
community participation, most notably in projects such as TASAF, ASSP and PADEP. These
project activities lack the kind of comprehensiveness that is expected to be presented in a district
plan. Community participation in budget formulation, implementation, monitoring and
evaluation as well as participation in implementation of MKUZA related activities is still
inadequate. Regions have been only involved in the preparation of MTEF Strategic Plan during
the outgoing MKUZA. This limits promotion of people’s effective participation (especially at the
grass root) and community initiatives. Under the current setting, much of the resources allocated
to regions, to some extent, are intended for administrative overhead purposes. Thus,
consideration of pro poor expenditure is very limited. Furthermore, development planning at
local level is hardly happening. Apart from these facts, experience shows that community
members are more than ready to be engineers of their own destiny.

Instituting clear and well functioning Local Authorities is one of the vital challenges of this
MKUZA. Among other things, local level leadership needs to be established through local level
elections. Similarly, formulation and strengthening of gender balanced and broadly inclusive
local level committees have to follow.

Community participation in Natural Resource Management
The natural capital is the major asset of the poor, and they are much more dependent on it. Effect
of economic crisis in agriculture accelerates the use of natural resources as an alternative source
for people’s livelihood which in turn increases the destruction of environment. Firewood and
Charcoal are the most common source of energy for cooking to the communities especially in
rural areas. Nonetheless, their continuous use increases risks of environmental degradation.

In an attempt to sustainably use natural resources for development activities and poverty
reduction, the government is working hard promoting community participation in natural
resource management. Communities have been empowered to set up their management
committees.

The ministry responsible for environment has continued to encourage women, men, youths and
other groups in communities to plant trees in open areas and adopt the use of alternative source
of energy like solar, gas and electricity. A number of sensitization sessions were undertaken with
the purpose of educating community on the importance of environmental conservation. In order
to alleviate pressure on the use of natural resources for income, the government has introduced income generation activities such as ecotourism, beekeeping and crafting. Coastal communities were educated on conservation of marine resources and associated environment and the fisher folks were provided with fishing gears and skills through different community programs. In the same spirit, there was an intensification of environmental conservation nationwide.

The special characteristics of natural resources (such as unclear property rights, multiple claims and functions, lack of market prices, remote location and difficult access), in combination with weak institutions give rise to special challenges including the potential for commercial individuals and groups to monopolize access to resources and exclude the poor. This, as a result, makes the benefit from the natural resources to accrue to the few, and would not contribute to sustainable economic growth. To ensure pro-poor results, particular attention should be paid to a meaningful participation of the poor men and women in the governance process.

**Promotion of gender equality and empowerment of special groups**

Different interventions have been implemented towards achieving gender equality, women empowerment, protecting and promoting human rights of women. These include, among others, formulation of relevant policies and plans, including Gender policy and Gender Action Plan, to guide multi sectoral implementation of gender mainstreaming strategy. Different gender related studies have been undertaken to inform decision making and evidence based advocacy. Capacity of implementers from government and non governmental institutions has been built to enable them to perform gender analysis, planning and budgeting for their respective institutions.

Despite of the above mentioned substantial efforts, various challenges that require strategic interventions have been documented, among others include the low level of mainstreaming gender issues in policies, plans, programs and laws. This is very crucial since women constitute a larger percentage (51%) of the entire Zanzibar population. Low participation of women in development is influenced by many factors including; negative attitude, practices and perceptions, low level of education and lack of specific guidelines for promotion in public sector and limited empowerment of both rural and urban women. Currently, many policies and programs are still gender insensitive and gender issues are not effectively mainstreamed in national and sectoral budgets. Limited research, sex disaggregated data and gender analysis has denied opportunities for various institutions to make informed decisions towards gender equity, equality and women empowerment.

To address issues of disability, The United Republic of Tanzania in 2009 ratified The UN Convention on the Rights of People with Disability (CRPD). Through dialogue and various advocacy sessions, The Revolutionary Government of Zanzibar has established The National Disabled Council and the responsible Department under the Chief Minister’s Office. The Council is responsible to advise the government on related issues in order to create an enabling environment for PWDs. Moreover, The Zanzibar Disability Policy was formulated in 2004 and Zanzibar Disability Act No. 9 2006 (Rights and Privilege) enacted. Associations of people with disabilities exist and these cater for socio-economic empowerment of their respective members. This suggests that inclusion of persons with disabilities in development processes is ongoing but still a lot is desired.

HIV and AIDS epidemic is a developmental concern which needs to be addressed for realization of poverty reduction. As the epidemic grows, it has started to affect institutional and governance

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12 Some of the People with Disability who are not members do not benefit directly with the services
systems. Its concentrated nature to certain population groups and sectors justifies responses from a governance perspective.

The Revolutionary Government of Zanzibar has established the Zanzibar AIDS Commission to coordinate the national multi-sectoral response to this epidemic. It has so far implemented a number of interventions within the framework of its national HIV/AIDS policy and national multi-sectoral strategic plan. The interventions implemented address all the key areas of a comprehensive response to HIV and AIDS i.e. prevention; care and treatment; impact mitigation; and creation of enabling environment.

An effective way of mainstreaming HIV and AIDS in decentralized governance is through strengthening capacity of local government to respond to HIV and AIDS. Strengthening the capacities of DACCOM and SHACCOM and ensuring involvement of MARPs and PLHAs in developing community response and plans is paramount. Currently, the level of stigma against HIV and AIDS in Zanzibar communities has been found to promote open discrimination and violation of human rights of both PLHA and people affected by AIDS. Lack of correct and proper information on legal and social rights of PLHA also contributes to poor attitudes, practices and behavior on prevention, care and treatment towards HIV and AIDS. On the other hand Zanzibar AIDS Control Program (ZACP) is among the development project within the MOHSW which is responsible for undertaking surveillance related to HIV and AIDS.

Creation of a Revolving Fund for local investors, including economic empowerment programs such as the “AK” funds are also commended. Some initiatives by the government, civil society as well as financial sector microfinance institutions like the WEDTF, SELF, PRIDE Tanzania, Changamoto LPF to mention a few, are also respected. Such initiatives are important to create pro-poor growth.

Many of the NGO’s and Private Sector Microfinance Institutions are urban based, have limited resource base, and employ lending conditions and terms that are prohibitive to most poor women and men. On the government side, it is clear that funds allocated for micro financing or lending are insufficient, and bureaucratic red tape hinders faster transformation. On the other side, most of women groups and individual lenders possess inadequate knowledge and technical capacity to create and manage more sustainable and independent organizations. These are among the challenges facing the economic empowerment of more women and men. Existing safety net programs for special groups in the society are similarly still in sufficient and not well harmonized. Furthermore, implementation of issues related to disability is not impressive, although it has been integrated in policies and programs. Representation of PWDs in planning processes is still deficient.

To promote rights of every member of the society is a governance concern which should be taken care of in this MKUZA. Apart from ensuring human rights, empowering these individuals would help in realization of their potentials and more-so contribute to the development/realization of MKUZA objectives.

**Empowering and Encouraging Non State Actors:**

Having realized that good governance and poverty reduction necessitates the effective participation of all actors in all sectors, the government encourages the developmental role and function that the Non State Actors have been playing. The previous MKUZA called for the government to share governance, development and service delivery functions with other actors such that in the long run, the core roles of government remains to ensuring law and order, formulation of public policies that provide an enabling environment, supportive of democratic
governance, sustainable socio-economic development, effective and efficient delivery of public services as well as mobilization of resources for provision of public services. Positive measures taken by the government to promote private sector development include formulation of the investment policy, initiating a program to promote business initiatives among entrepreneurs, creating investment promotion institutions, as well as the establishment and operationalization of the Zanzibar Business Council. Four ZBC meetings have been convened so far. There was also a degree of participation of Non-State Actors (Non-Governmental Organizations, Faith Based Organizations, Community Based Organizations and the private sector) in national policy dialogues and debates as well as in contributing to policy formulation. The stakeholders now participate in Public Expenditure Reviews, Medium Term Expenditure Framework and in the Poverty Monitoring fora.

Although it is recognized in the Zanzibar Growth Strategy that Private Sector is an engine for development, the institutional set up still leaves a lot to be desired. The private sector, however, is still nascent and fragmented, which is a cause of great concern. The Zanzibar National Chamber of Commerce, Industry and Agriculture (ZNCCIA) and the Zanzibar Business Council are at an infancy stage. On the other hand, the framework defining the role and scope of partnership between the state and non state actors is not yet in place. A favorable legal and regulatory environment is very important to facilitate operations of both public and private sector activities. Although there is degree of participation of CSOs in national dialogue, there are no well structured mechanisms which accommodate them; more so, capacity of CSOs to actively organize and engage in policy dialogue and articulate issues of policy concern is low.

A number of huddles that affect wider participation of men and women entrepreneurs in economic activities include existence of multi-Trade Licensing Agencies, multiplicity of taxes and institutions, inadequate business support services, most notably for Micro, Small and Medium Enterprises (MSMEs), poor infrastructure and lax enforcement of Fair Trade and Consumer Protection Act of 1995. In addition, private business is poorly regulated and legislations that guide business like Trade Licensing Act of 1983 and Company Legislation are outdated. Currently commercial cases are dealt with in the normal courts, which are under-funded, allegedly corrupt with limited capacity.

In general, private business organizations are few and weak. The existing business organizations in Zanzibar include the ZNCCIA which was only revived in 2003, the ANGOZA – an umbrella group for some of the NGOs in Zanzibar has more than 300 registered NGOs as its member; Zanzibar Association of Tourism Investors (ZATI) – involving investors in hotels, tour operators, air transport, internet service companies and restaurants, (dominated by foreign investors); Zanzibar Tour Operators and Guides Association (ZATOJA); UWAZI an association of small producers; JUVINZA – an association of groups of textile producers that use handlooms and ZAFOPA – a women food processors association that is established by micro scale food processors.

Ensuring the widest possible participation
The key to a government's effectiveness and its ability to lead the nation lies in a combination of three elements. First, its closeness to its people and its responsiveness to their needs and demands i.e. democracy. Secondly, its ability to coordinate and bring into a democratic balance the many functional and often competing sectional institutions which groups of people have created to serve their particular interests. And thirdly, the efficiency of the institutions (official and unofficial) by means of which its decisions are made known and implemented throughout the country. Zanzibar has worked very hard to build strong mechanisms for wide participation by all, women, men and other stakeholders, as their citizenry right as well as opening up for new
ideas, and developing a consensus on policies and actions. Wide participation by stakeholders enable them participate in political, social and economical processes and thus facilitate enjoyment of rights as subjects and not objects of governance and development.

The regular policy dialogues through the Zanzibar Business Council and consultative budget processes are examples of efforts for inclusive participation. National commitments and objectives require that stakeholders work in close and effective partnership. The civil society organizations have been active in policy dialogue, research, advocacy and service delivery. Notwithstanding, the Zanzibar economy is considered critical for poverty reduction, participation of all people, including women, youth, PWDs and other vulnerable groups will require even greater enhancement. This calls for the evolvement of a nationally owned and participatory strategic process for sustainable growth and development.

Participation of women in decision making is an important pillar of equity and hence a positive undertaking towards good governance. Women’s power to influence decision therefore would enable the society to address the complex issues and more specifically to influence decision on issues that directly affect them. In that recognition, a number of policy changes and actions have been taken to facilitate broader participation of women in decision making positions in observance of regional and international conventions on proportion of women in different positions and policy levels. Nevertheless, there is still an observable gender disparity in pursuit of education as well as economic endeavors and hence skewed participation of women in decision making positions.

<table>
<thead>
<tr>
<th>Post:</th>
<th>M</th>
<th>F</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministers</td>
<td>10</td>
<td>3</td>
<td>23</td>
</tr>
<tr>
<td>Deputy Ministers.</td>
<td>5</td>
<td>1</td>
<td>16.7</td>
</tr>
<tr>
<td>Principal Secretary.</td>
<td>12</td>
<td>2</td>
<td>14.3</td>
</tr>
<tr>
<td>Regional Commissioners.</td>
<td>5</td>
<td>0</td>
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<tr>
<td>District Commissioners.</td>
<td>8</td>
<td>2</td>
<td>20.0</td>
</tr>
<tr>
<td>Councilors</td>
<td>145</td>
<td>54</td>
<td>27</td>
</tr>
<tr>
<td>Shehas</td>
<td>318</td>
<td>17</td>
<td>5.2</td>
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The Development of the country depends squarely on youth; it is through them and by their agency that the vision and noble intentions of the country can be developed. The government through the ministry responsible for youth development formulated Youth Development Policy and Action Plan with focus of involving youths in social, political and economical development as well as building their capacity. The plan provided guide to increase youth participation in the implementation of the policy. Youth council was also established for purpose of enabling youth to have their own platform to discuss matters of their concern. Draft constitution of the council was also formulated through a participatory process. Youth Employment Action Plan was also formulated to address specific youth problems. It was designed to create a workable framework and environment which can be implemented to produce decent and productive work for young women and men focusing on four pillars, namely; Employment creation, Employability, Entrepreneurship, and Equal opportunity for young men and women and young persons with disabilities.

The emergence of civil society represents an attempt to assert greater control over the environment in which they live and to contribute to the process of collective self-empowerment psychologically and organizationally. It is also argued that the tenet behind civil society formation is that development is not only about growth but also about the construction of a society that gives more power to fashion and enjoy the spaces in which they live. Civil society
organizations can serve as vehicles for disseminating public information on government policies, programs and other decisions to their many and varied clients. Awareness of government activities by the people could afford them the opportunity for monitoring government projects for possible financial misappropriation or impropriety. Through civil society activities, women, men, youths and other groups have been empowered both economically and psychologically, as well as their capacities and determination to claim rights were developed. Civil society organizations also have become vehicles, albeit, imperfectly so, for helping to link local actions back to national structural changes and hence foster national unity.

Despite of the above achievements, youth unemployment and underemployment remains a critical challenge in Zanzibar, yet youth are a potential resource for growth and social development if gainfully and productively engaged. Absence of strong youth council constrains the proper implementation of the Action Plan. On the other hand, youth organizations are fragmented, weak and lack capacity as well as resources. Access to information on policies and programs targeting youth is limited at all levels. Implementation of youth policies and programs require a multi-sectoral approach, of which participation and involvement of private sector and civil society in the implementation of youth interventions is not adequate.

Increasing access to Public information

The Zanzibar Revolutionary government recognizes the positive role the media and civil society can play in informing people and mobilizing them for actions. In realizing this potential, the Revolutionary Government of Zanzibar has worked hard in strengthening and broadening the media channels to be anti poverty and growth oriented. An environment for media channels has been built by according more freedom and facilitation for their operations. As a result, there has been a proliferation of media corporations both public and private. As a matter of policy, MDAs have been directed to appoint communication officers to increase public access to activities of different public institutions through public hearing. Further, the Government is strengthening the Government Official Gazette Unit and ensuring that the Gazette is printed and distributed regularly. On the other hand, civil society organizations can serve as vehicles for disseminating public information on government policies, programs and other decisions to their many and varied clients, including those with special information needs and other social groups. Awareness of government activities by the people could afford them the opportunity for monitoring government projects for possible financial misappropriation or impropriety.

Furthermore, the government has established Office of the Chief Government Statistician with responsibilities of collecting and managing statistical information services. The OCGS’s capacity has been strengthened in terms of equipment, human and financial resources. MDA capacity in data management is being improved through the appointment of focal persons. House Hold Budget Survey, Demographic Health Survey and National Census in collaboration with the National Bureau of Statistics, to mention a few, which provide baseline data to support planning process are undertaken periodically.

Challenges to increasing access to public information include, Limited distribution of the print media; Low literacy levels especially for some senior citizen; Lack of special prints for people with impaired sights; Limited application of Information Communication Technology; Limited human capacity; There is no policy on data production, management and sharing, and there exists a gap between the OCGS and its stakeholders, particularly the data consumers, a situation that has been attributed by lack of effort to stimulate its demand for usage; and Inadequacy coordination of Research and Development issues
2.4.2 Promotion of Accountability, Transparency, Rule of Law and Respect of Human Rights

Strengthen Accountability and Oversight Institutions

Transparency and accountability to some extent has been promoted to oversight institutions including Office of Controller and Auditor General, House of Representatives, Media and CSOs. Information on government activities is accessed for many aspects of governance, including laws, budgetary processes and financial management. Much of the information is currently availed to the public through radio/TV and print media. CSOs are now invited in committees of House of Representatives consultative sessions during the discussion of Bills prior they are tabled before the House of Representatives.

The Government has strengthened the Office of Controller and Auditor General and the House of Representative Committees as arms of the oversight body to effectively fulfill their mandates. Apart from making the OCAG more autonomous and independent, efforts to build the capacity in terms of objective reporting and increasing transparency and efficiency has been done. The immediate efforts were geared to bring up to date production of the Auditor’s Reports and build foundations to value for money auditing. To fulfill this objective, capacity building and training of staff was done. Better working environment was sought for Unguja main office and processes are underway for building an office in Pemba. Close collaboration between the OCAG Zanzibar and OCAG in the mainland is cherished.

In combating corruption, the Government has instructed all its institutions to adhere to the Public Procurement and Disposal of Public Assets Act 2005. To deepen accountability and transparency among politicians and public officials, a draft Anti-corruption and Leadership Ethics Bill is under preparation.

Another instrument of public transparency and accountability is the press. Freedom of opinion expression has improved. A number of Radio and TV stations have increased, of which some have started to discuss issues that were previously considered sensitive.

In spite of such improvement, transparency and accountability mechanisms within government ministries, civil society organizations and private sector are still unpleasant. Corruption is a serious problem in public and private sector. Corruption practices are manifested in public services institutions such as land, health, tax and investment authorities, justice system as well as business circles to mention a few. Other forms of corruption include unnecessary red-tape and poor management of public institutions, resulting to poorly functioning and structural arrangements within government. Corruption in the business circles coupled with limited fiscal compliance among the private sector institutions contribute to limited revenue collections. Little awareness and ineffective mechanism to respond to human rights violations remain as challenges.

Apart from the traditional role of CSOs in supplementing government efforts and build capacity to community, they also have an oversight role to act as pressure group by participating in lobbying and advocacy on issues and policies of benefit to the people, including poor women, men and youths alike. In that recognition, the Revolutionary Government of Zanzibar recently formulated a new NGO policy with wider involvement of CSOs and other key stakeholders. There has also been an increase in the resources by Development Partners extended to support the CSOs. Despite these achievements CSOs face some challenges among them include absence of common voice and inadequate human and financial capacity.
Legal Sector and the Existing Legal Framework

The Concept Note on Legal Sector Reform identifies Legal Sector Institutions as follows: The Judiciary, Attorney General’s Office, Office of the Director of Public Prosecutions, The Law Review Commission, Ministry of Constitutional Affairs and Good Governance, Registrar General’s Office, Police Force; and Zanzibar Food and Drugs Board. It also entails Offenders Education Institutions (Prisons), Legal Training Institutions as well as Private Legal Practice and the NGOs. Some markable achievements have been recorded in the legal sector, especially on criminal justice.

The Office of the Director of Public Prosecutions (DPP) recorded achievement related to changes in its institutional set up, structural development as well as building the kind of human resource that is required. Civilization of Prosecutions, which is done in phases, is now rolled to the district level courts. Developments are also observed within the Attorney General’s Chambers where great efforts have been made to make important legal reference materials available, including, Zanzibar Laws. Local law schools have been established and a number of Zanzibari graduates are now employed in key institutions like the Attorney General’s and DPP Offices. Improvements in the process of revising and preparing legislation have been supported by training lawyers in the Attorney General’s Chambers and the House of Representatives in legal drafting. Achievements registered under the Judiciary include such efforts as to renovate and build new court buildings, the Judicial Service Commission has been established and a community service program that will operate as an alternative to imprisonment for offenders has been designed. Land and Labour Tribunal arrangements are available and the Food and Drugs Authority was established. The Zanzibar Female Lawyers Association (ZAFELA), Zanzibar Legal Service Centre (ZLSC) and Zanzibar Law Society (ZLS) are the Private Legal institutions offering legal aid in Zanzibar.

The legal sector is however, faced with severe lack of institutional and operational capacity, poor infrastructure, inordinate delay in delivery of justice, and poor legal practice and procedures. It also responds slowly to new social, economic and technological realities. There is a perception that corruption is endemic in the sector. Other challenges include low public awareness on basic justice process, absence of an appropriate framework for managing and coordinating legal education and training, and inadequate legal aid support. Furthermore, under-funding of the courts is reported, resulting delays in case proceedings. This situation undermines separation of powers among the three arms of the state, and the Judiciary is at the most disadvantaged position.

The Public Service Reform Initiatives

There is recognition that of all the resources, employees are the most valuable. Under the last MKUZA, initiatives to improve public service included review of the pay structure, a comprehensive review of Public Sector Employment and Wage Bill issues, formulation of new schemes of service, training and development of civil servants and drafting of a comprehensive public service reform program were effected. Although during implementation of the previous MKUZA, financial resources to support the implementation were limited and erratic, efforts to train the existing human resource in different fields are appreciated. Still, the challenge on how the trained and well qualified human resource can be retained remains as brain drain is evident in most of the technical fields and severe in some specific professions.

This MKUZA will carry forward the work initiated under the Comprehensive Public Service Reform Program so as to create a committed public service, pursuit of excellence in service, loyalty to the government, and diligent to duty; to mention a few.
Human resources and capacity building Institutions

Human resource development and capacity building institutions existing in Zanzibar include the Institute of Public Administration, ZIFA, SUZA, Zanzibar University, etc. There is dire need to build capacity for trainers in rare fields but relevant in poverty reduction and sustainable growth. In the same vein such institutions have to be availed with requisite training materials and facilities for effective fulfilment of their respective roles.

Improvement in Service Delivery

The outgoing MKUZA focused also on capacity building and institutional reforms to promote private sector and community investment. Parastatal organizations and Public agencies whose role is directly linked with MKUZA need to be given special priority under this strategy. Apart from ensuring that they function well, there is also a challenge on how effective and efficient they are in their operations. There is therefore a need to review government agencies’ feasibility to operate as autonomous institutions and develop their strategic plans.

Human Rights:

The outgoing MKUZA witnessed operationalization of the Human Rights Commission of the United Republic of Tanzania in Zanzibar. From July 2008 to March 2009 the Commission for Human Rights received 35 complaints and managed to complete investigation of ten. However, the challenge in this area is the effectiveness of the Commission in Zanzibar. The Commission is understaffed, and not well equipped thus there is a need for its strengthening.

Gender Based Violence, that is a violence involving men and women, but more often the women are the victim also prevail in the isles. GBV is related to discrimination arising from unequal power relationships between men and women. The reasons for GBV are deeply rooted in patriarchy, culture and attitudes that perceive women as second class citizens. GBV is even worse for women with disabilities. Due to widespread ignorance on what constitutes GBV, and low sensitivity to domestic violence, victims and their families rarely take action against incidents of GBV. Responses to GBV cases are grossly deficient. Most of GBV cases are never prosecuted because of difficulties in assembling evidence and lack of enforcement mechanism on laws that address GBV. There exists no specialized institution to deal with GBV crimes in the isles resulting in GBV issues being solved at the family level where the concern is to hide the shame rather than consider the human and legal rights of the victims.

Public Safety and Security

The government has always been responsible for safety and security of its citizens. This has been possible through its institutions like Zanzibar Voluntary Services, Fire Brigade, Economic Brigade, Prisons and Anti Smuggling Brigade. These units have continued to maintain peace and tranquillity, in collaboration with the Tanzania Police Force.

Public awareness campaigns on public safety and security have been conducted through different ways, including the media. The Zanzibar Medicine Policy and Strategy were launched in 2008 and the Food and Drug Authority (FDA) has been established to protect the rights of consumers. The Anti Smuggling unit (KMKM) continued to patrol the coast in order to stamp out smuggling. Still, work of these forces is constrained by limited qualification of their staff, limited equipment as well as lack of comprehensive strategies.

The Department of Disaster Management was established under the Chief Minister’s Office to oversee all issues related to disaster management and early warning systems. However, challenges include capacity to plan and respond to disasters and emergence situation. The capacity to predict disasters such as floods, drought and outbreaks is at best nominal.
Consequently, disasters befall on us unprepared and unfortunately, in most cases affect the poor. Likewise, skills and proper equipment for preventing and responding to emergencies (Fire and rescue services) are inadequate and below standards.

2.4.3 Promotion of Good Governance Practices at All Levels

Improving Good Governance Coordination

A number of key measures have been taken in terms of legislation, policies and programs, institutional development and resource allocation to ensure effective and transparent functioning of the government. The Medium Term Expenditure Framework has been used during the outgoing MKUZA I implementation. MDA’s were empowered through training seminars and workshops to link Strategic Plans and the Budget to MKUZA I implementation.

The budget process is currently more participatory, involving both the private sector and civil society organizations through Fiscal Review Taskforce, the National and Sectoral Budget and Planning Committee and in the review, formulation, monitoring and evaluation of MKUZA, ZGS and sectoral policies implementation.

On the other hand, effort to formulate Public Policies is appreciated\(^\text{13}\). However, policies and programs are not well articulated in the system. Many of the policies either do not have implementation strategies or their strategies/action plans are not implemented systematically. Specific concern is on Community Development Policy which is still in draft form, the situation which results into limited application of Community Development approaches to change. Community Development approach is very important to create the needed change in the mindset of the people on developmental issues.

Ambiguity in the intra and inter coordination of processes is one of the major governance challenges. While there are a number of central ministries like the Office of the President and Chairman of the Revolutionary Council, Chief Minister’s Office, MFEA, MCAGG, and MRASD, unclear definition of roles between and among them has undermined coordination of government activities. Coordination of activities at local level is very limited, while there is weak inter-sectoral collaboration and synergies at the centre, resulting lack of coherence and alignment between sector’s objectives. Annual Plans are but shopping lists, with many of the developed strategic plans being not comprehensive. This fact makes it difficult to link them with the three-year Medium Term Expenditure Framework (MTEF) and the budgets. Clear and measurable objectives are missing thus creating difficulties even at times of report preparation. Such inadequate MKUZA I coordination set up has contributed to the ineffective coordination and implementation of MKUZA I. Although MKUZA I advocates for greater collaboration within the government setting, actual implementation of good governance within MKUZA has been negatively affected by inadequate institutional capacity. In particular, the Technical Working Groups have not yet been able to deliver tangible outputs due to inadequate capacity, among others. This has remained an eminent challenge. On the other hand coordination of Union, EAC and other Regional and International matters is also an area of concern.

There is a general feeling that the concept of good governance is not understood satisfactorily at different levels, including the technical government staff, leading to inadequate mainstreaming of good governance principles in national development policies and ineffective coordination of good governance initiatives. Moreover, the perception among stakeholders that implementation

of good governance issues is the responsibility of one ministry, has worsened the situation. Additionally, limited monitoring and evaluation of governance initiatives has also compounded the situation making coordination of Good Governance initiatives a challenge.

2.4.4 Improvement of Democracy, Political Governance and National Unity

Democratic institutions and processes

A legislature in a democratic society plays a very critical role in ensuring that governments are accountable to the people, and that good governance and transparency are observed. For a legislature to be able to play its role effectively, its members need to be trained not only on the workings of the legislative body, its rules, etiquette, etc., but also on the Constitution, the budget, and matters that are likely to be brought before the House. They need to know what is happening not only in the constituencies they represent, but also in the country in general; they need also to keep abreast with the developments in the world, and to know how they impact on Zanzibar, and Tanzania.

Members of the House of Representatives, as elected representatives of their people, have a pre-eminent role of ensuring of the setting of rules for the orderly management of society and holding government accountable for delivering on that management. As the first and foremost oversight and democratic institution, the House has the greatest stake in the survival of democracy. It is therefore the role of the members to ensure openness and transparency in government to guarantee that society is informed as to the performance of the governors. Members of the House of Representatives have the role of promoting in the House and national constitution the inclusion of the major principles of probity of political figures, institutions and public servants and transparency in public administration.

There have been improvements on administrative staff structures, training of members and staff of the House of Representatives in budget control, communication, gender budgeting, gender analysis, and legislative processes through study visits and seminars. A new House of Representatives building which is being finalized would allow members to have ample working space and facilities including a library and communication rooms. The government has improved legislative processes by allowing other stakeholders to participate in review of policies and or bills. These achievements have enhanced capacity of the House to exercise oversight, legislative and representative functions and work as a framework for strengthening further the capacity of House of Representatives.

Despite the achievements, there are still numerous challenges as follows:

(a) Transparency and a sense of accountability are still inadequate.
(b) In exercising their powers, members are still caught between their personal vis a vis societal priorities
(c) Participation of the local community members in House matters is still minimal
(d) Insufficient focus on women and gender issues

MKUZA II intends to address capacity and other challenges of the House of Representatives in a comprehensive manner by putting in place strategic interventions for improvement of the House, Members, Staff as well as the working environment.

The Government has strengthened the Zanzibar Electoral Commission (ZEC) with the aim of making it more responsive in performing its democratic mandates. Working facilities have been upgraded and a particular focus has been put on technology transfer. ITC is deployed in ZEC activities from registration of voters through to data analysis and this alone has enhanced
efficiency as well as accuracy. Staff training is done regularly in order to update them to face their daily chores including handling of the electoral processes and stakeholders.

**National Unity**

National unity is a crucial input that leads to internal political stability, high economic growth and sustainable development. Poverty reduction strategies ought to fail in lieu of National Unity. On the other hand, poverty is a challenge to realization of good governance. Persistent poverty is a destabilizing factor, especially if such poverty is manifested in a grossly unequal manner, or is widely regarded as being unfairly distributed as the few who are relatively rich indulge in conspicuous consumption. Notwithstanding, poverty is not the only destabilizing factor, others include exclusion due to ethnicity, class, political and religious orientation.

Ethically the isles are homogeneous, united by a similar culture, religion, language and ways of life. These elements have worked to cement the UNITY among the people. Another important achievement in relation to unity is the marital intermingling of its peoples. Inter marriage between people from different locations, race, political affiliation and historical origin has worked to smoothen up remaining social differences while cultivating tolerance through jokes.

The physical communication and transport network that crisscrosses the breadths and widths of the islands through urban and rural areas has cut down distances and brought together people from otherwise distant places. The advent and strengthening of soft-tech communication together with air transportation has successfully cut down distances. Mobile phones are available in all households linking and bringing together families on a daily, hourly and minute by minute basis.

Existence of National Constitution, Judicial, Legislature, Electoral and general democratic systems in running the affairs of the state has been the basis for a structured and non structured dialogue among the people through recognized institutions. Dialogue has been a key element in conflict resolutions, in this regard a number of home grown accords have been reached, for example between CCM and CUF. Likewise the operations of NSA activities have brought together organized groups for promotion of their interest and inter course with the public sector. The media works successfully to inform the public of events happening nationally and internationally, thus putting them in the same wavelength, something that enriches constructive dialogue among the population. Likewise regular advocacy session on issues of Nation performance, through public meeting, workshops, seminar, religious platforms and the media has helped to cement National Unit.

In collaboration with other stakeholders, the government has tirelessly raised awareness to the populace in the importance of building and harnessing national unity in order to foster stability and socio-economic growth. Through varied approaches including the adoption of policies, the government has exhorted for the rule of law, observance of human rights, engagement in constructive dialogue, religious and political tolerance among parties. Several fora for dialogue exit where people with diverged opinions meet to seek for consensus.

Peace and tranquillity that prevails in the country has been nursed out of the achievements narrated above. The process however, is a continuing one needing strengthening through successful addressing of challenges that still abound as follows: Prejudice that blurs the vision of a few zealots who are ready to pursue at any cost, short term interests at the expense of long time peace, security and national unity. The poison emanating from the sparks of such people need to be legally controlled, through regulations that moderate the activities of the “mutants” groups; Political dogmatism is another feature in social interaction that may jeopardize National Unity. While political differences can be seen as healthy in so much as in opinions enrich alternative
possibilities, dogmatism blocks dialogue between contending parties; Limited religious tolerance between sects within a religions block breeds seeds of division among other wise one people. It is important to emphasize that every individual has the right of belief, but also obligations to respect other people’s beliefs; The CCM – CUF dichotomy, fueled by self seeking political actors has in several occasioned put a risk the Unity of the Nation. It is important therefore to moderate the actions of such actors and ensure peace accords arrived at by the two parties and the reconciliation are sincerely adhered to and implemented; and Magnification of racial and geographical difference for political gains has acted to put siege through unity bricks, purposeful programs for civic education need to be strengthened and implemented so as to breed a more united future nation.

The centrality of National Unity for enhanced governance, growth and poverty reduction need no emphasis. The building of National Unity is a process. It needs to be natured from childhood through school curricular. National Unity grows from tolerance. It thrives on involvement of the people in social political decisions and equitable sharing of the benefits of natural resources exploitation.

Core Reforms
The Core Reforms package was born out of the need to institute a governance environment for effective implementation of MKUZA I. The implementation of the package which encompasses: Public Finance Management Reforms; Economic Management Reforms; Public Service Reforms; Human Resources Reforms; Local Government Reforms; Legal Sector Reforms; Good Governance Reforms as well as Procurement and Disposal of Public Assets Reforms. Each of them is at different stages. Remarkable achievements have been scored in the areas of Public Finance Management through institutionalization and operationalization of IFMIS, Payroll System, MTEF, as well as Formalization of Procurement Procedures and the Strengthening of Aid Coordination through the Aids Management Platform (AMP).

Notable steps are underway in concretizing implementation of PSRP, Legal Sector and Local Government Reform Programs. Nevertheless, much remains to be done with regards to Institutional and Human Resources and Good Governance Reforms. The proposed comprehensive coordination of reforms through the PSRP will create effective synergies and do away with duplications.

2.5 Status of cross-cutting issues/supporting environment

2.5.1 Status on Aspects of Cluster 1 (Growth and Reduction of Income Poverty)

Challenges from MKUZA I

Women in Zanzibar constitute 74 percent of the labor force in agroenterprises, and predominate in onshore fisheries. Women carry out most of the weeding, harvesting, transportation, threshing, processing, and storage activities, and they are also responsible for preparing food, fetching water, and gathering firewood. Women also have very limited access to production resources. Since men tend to carry out most of the marketing activities, women do not have control over the proceeds of their labor. Men earn about 3 times more income than women in both urban and rural areas. For example in rural areas, men earn an average Tshs. 598,243/= compared to Tshs. 192,543/= for women.

14 World Bank, 2007. Tanzania Gender and Economic Growth, pg 50
15 Ibid, pg 50
180,328/= for women, while in urban areas men earn an average Tshs. 1,029,701/= compared to Tshs. 420,626/= for women\textsuperscript{16}.

Majority of women are found in the informal economy (subsistence farming, informal sector activities and casual labourers in commercial plantations). Workers in the informal economy are faced with serious work deficits including lack of organizational capacity, limited coverage of social protection and labour legislation. They perform unskilled or semi skilled jobs, which are time consuming with low pay. This is despite the fact that much effort has been put in addressing these inequalities through interventions relating to institution building and, employment generation which includes training, credit and empowerment etc.

Women heads of households make up 21.4\% of all household heads\textsuperscript{17}. Women heads of household are substantially less well educated than male heads of household\textsuperscript{18}. The HBS observes that “female headed households (are) slightly more likely to be poor.”\textsuperscript{19} Characteristically, women heads of household are found to be less educated than their male counterparts, whereas 56.8\% have no education at all, compared to only 26.6\% of their male heads of households\textsuperscript{20}.

Gender differences account for higher HIV transmission risks among women.\textsuperscript{21} HIV prevalence in Zanzibar currently stands at 0.6\% of the general population. A breakdown by sex shows HIV prevalence is 0.7\% among women and 0.5\% among men. HIV prevalence is lower in Pemba compared to Unguja\textsuperscript{22}. Elevated risk among women also arises from co-wives when one of the partners in the polygamous relationship is unfaithful. Rural agricultural communities are amongst high risk population groups\textsuperscript{23} mainly due to low schooling and awareness on HIV and AIDS.

Unemployment rates, which currently stand at 6.4\% among males and 53.8\% among women, prejudice youth to engage in substance use and girls in sex work\textsuperscript{24}. The underprivileged, including poor young females are also inhibited to bargain over sex and use of condoms due to enticement caused by eagerness for partners to pay more for unprotected sex.\textsuperscript{25}

The tourism sector accounts for direct employment of an estimated 8,000 people and another 38,000 people indirectly. The majority of those who are employed in the sector are youth aged between 17 and 35 years\textsuperscript{26}. HIV prevalence is reported to be 28.6\% among IDUs users, 12.9\% among substance users, 10.3\% among hotel staff and 0.5\% among youth less than 18 years and 0.2\% among youth aged 15-24.\textsuperscript{27} It is also documented that commercial sex workers in Zanzibar are at a risk of getting HIV infection because some tourists are ready to pay 2-3 times more for unprotected sex\textsuperscript{28}.
2.5.2 Status on Aspects of Cluster 2 (Social Services and Well Being)

Challenges from MKUZA I
Over 20 percent of the adult population do not have any formal education. However 43% of women and 41% of men have attained secondary education or higher\(^{29}\). Overall 84% of women in Unguja have been to school compared to 68% in Pemba. According to the ZEDP\(^{30}\), GER in primary education is close to 100% while NER is at 80%. As a matter of fact, the NER for girls at primary school is much better than that for boys. The current MKUZA I target of 70 % GER by 2010 seems far from being achieved. However, the GER rate has increased faster among girls compared to boys. Overall, more boys drop out than girls. As for the reasons for dropping out, the three biggest reasons for girls are: marriage, parental separation, and prolonged illness\(^{31}\).

The HBS observes a strong relationship between poorer children and their likelihood to be in school, especially in rural areas. They are less likely to be in school and are more prone to illnesses and injury. Around 74.5% of poor children are in school in rural areas compared to 90.3% of the same in urban areas. More than 70% of teachers at primary school level are female, whereas at the secondary school level nearly 64% are male\(^{32}\). Most teachers with science qualifications are currently mostly male. Around 83% of all teachers with degrees are male. Even though the majority of trainee tutors at TTC are female, most opt for non humanities or arts courses. Pemba Island has fewer female teachers as well as fewer qualified teachers\(^{33}\).

As concerns children with disabilities, there is gender discrepancy in their enrolment, in favour of boys. Nevertheless, little evidence is available in regards to their enrolment, attendance and completion rates\(^{34}\). More women are illiterate (30.2%) than men (17.5%), both in the rural and urban areas\(^{35}\).

Child mortality is strongly associated or linked to a mother’s level of education\(^{36}\). Women with secondary education experience only 56 deaths per 1000 live births compared to 101 deaths per 1000 live births among women with no education. Under five mortality rates, are also higher among women under 20 years of age, or those who are the 7\(^{th}\) child or above. Overall, the 2006 HBS, states that “there is no marked difference in the patterns of reported illnesses by gender, except for accidents where male have more accidents than their female counterparts”\(^{37}\).

Even though teenage fertility is lower in Zanzibar, 9% of girls aged 15 to 19 have already begun childbearing by that age. Fertility in Pemba (7.2 children) is higher than in Unguja (4.5 children). Generally, women with at least secondary education have an average of 3.3 children, compared to 6.9 among those who have no education. Poorest women generally have more than double the number of children compared to wealthier women\(^{38}\) (e.g., 7.3 in contrast to 3.3 children per woman).

\(^{29}\) 2004-5 TDHS
\(^{30}\) ZEDP, pg 61.
\(^{31}\) Ibid, pg 84
\(^{32}\) ZEDP, pg 84
\(^{33}\) Ibid, pg 72 and pg 111
\(^{34}\) Ibid, ZEDP, pg 115
\(^{35}\) HSB, pg 29
\(^{36}\) Tanzania Health and Demographic Survey, Summary. 2004-2005. pg7
\(^{37}\) HBS, pg 41
\(^{38}\) Tanzania Health and Demographic Survey. Summary, pg3
Generally use of modern family planning methods in Zanzibar is quite low. Only 15% of married women use a family planning method, while 9% use modern methods. Use of family planning methods has dropped in the past 5 years (1999 to 2004), while that of traditional methods has doubled from 3% to 6%.

The nutritional status for children is not sex disaggregated. But in the TDHS, the proportions are always higher for males compared to females in all instances as regards Height for Age, Weight for Height and Weight for Age. So this might be the case for Unguja and Pemba too. Malnutrition, especially among women and children and pregnant women, is a major problem.

According to the HBS, “distance to drinking water, in particular in dry seasons, is a proxy indicator for poverty”. This is so because, a “long distance for fetching water has an impact on participation in economic activity and hence on generating income for the household.”

Data shows that substance abuse is more a male problem than a female one. But on the other hand, a few women and girls do fall victim to this problem.

Increasing HIV prevalence may affect MKUZA II institutional capacity to effectively deliver social services and to meet its planned MDG-based outcomes. For instance, in the education sector, HIV prevalence among teachers in Unguja was 1.4% among those who tested for HIV in 2005. HIV pervasiveness among health workers who tested for HIV in Unguja is 11.6%. Health sector workers are considered to be at risk of HIV infection since they handle blood products and piercing instruments. Increasingly, students who dropped-out of school are a result of a far-reaching drop in household income due to loss of a productive household member as a consequence of HIV/AIDS.

2.5.3 Status on Aspects of Cluster 3 (Good Governance and National Unity)

Challenges from MKUZA I

The MDG Report states that “women remain under-represented in political and socio-economic decision making especially in rural areas, due to poor implementation of laws combined with cultural practices and customs which exclude women and discriminate them against ownership of productive assets.” As a matter of fact, the MDG Report states that “number of female members in the House of Representatives has been between 18 and 19 since 2000, whereas that of males has been between 60 and 61.”

Despite all the progress that has been made regarding the situation of women in Zanzibar, gender equality remains elusive as women and men are still not equal in the world of work. Women in Zanzibar still occupy the lowest ranks of employment in the formal sector with limited participation in decision making processes.

39 Ibid, pg5
40 TDHS, Table 11.11, on page 198
41 Ibid, pg 61
42 Christopher Awinia, Background paper on mainstreaming HIV and AIDS Issues in MKUZA II, pg16
43 Ibid, pg22
44 Ibid, pg22
45 Ibid, pg23
46 Ibid, pg 19
48 Ibid, pg 16
Enhanced decentralization at district level is one of the operational targets to accelerate effective delivery of public services\textsuperscript{49}. However, current documented levels of stigma against HIV and AIDS in Zanzibar have been found to promote open discrimination and violation of human rights of both PLWHAs and people affected by AIDS\textsuperscript{50}. Human rights violation issues pervade among correctional facility inmates who are exposed to high risk sexual abuse, sexual violence and HIV transmission while in correctional facilities\textsuperscript{51}. In March 2007, the Zanzibar House of Representatives developed a Strategy on its response to HIV and AIDS for 2007-2010\textsuperscript{52}. Nevertheless, an integration of HIV and AIDS indicators is essential in order for HIV and AIDS issues to be effectively taken in MKUZA II\textsuperscript{53}.

### 2.5.4 Status of Cross Cutting Issues and Supporting Environment

Gender is upheld by Revolutionary Government as one of its priority cross cutting issues (together with HIV/AIDS, poverty and environment). The Revolutionary Government of Zanzibar (RGoZ), Policy on Protection and Development of Women, has clearly articulated the need for gender mainstreaming with a strong emphasis on women advancement. Several key documents in the Zanzibar Government (MKUZA I, Vision 2020, the Zanzibar Constitution, MDG Goals, etc), have defined the guiding principles, goals, objectives and strategies for gender mainstreaming in government activities.

MKUZA II has clearly identified gender equity, equality and women empowerment as among the major development issues in Zanzibar which requires multi-sectoral approach. Moreover, under each cluster there are specific gender related targets and interventions to address gender issues realized in the situational analysis. Furthermore, MKUZA II has identified vulnerable groups to include women, widows, youth, orphans, elderly, neglected children, people with disabilities, those infected and affected by HIV/AIDS and the poorest of the poor\textsuperscript{54}.

Government of Zanzibar recognizes that the problem of unemployment is not evenly distributed across gender and age groups\textsuperscript{55}. The government sector employs a total of 29,562 employees (of whom 12,717 are women), in its ranks. The main activity for most of the population aged 15 years and above, in rural areas, is farming and livestock keeping (39\%). Women are “more into this sector than males”\textsuperscript{56}. Women are more involved in farming and livestock keeping than men (27.1\% compared to 20.7\% for men). Emphasis has been on creating and supporting economic activities in productive and service sectors that involve youth, women and other vulnerable groups, financial support for micro credit schemes for the youth women entrepreneurs and other vulnerable groups, coupled with skills training, through vocational education and training and counselling\textsuperscript{57}.

Government of Zanzibar has put in place special programs to enhance women participation in development. There is a special fund in MLYWCD for lending to women entrepreneurs. However, the per capita loans to female borrowers are still far less than those to male borrowers\textsuperscript{58}. Training in participatory planning has been undertaken to enable citizens to adopt participatory planning in their development projects. The Government adopted pro-poor and pro-

\textsuperscript{49} Christopher Awinia, Background paper on mainstreaming HIV and AIDS Issues in MKUZA II, pg 27
\textsuperscript{50} Ibid, pg28
\textsuperscript{51} Ibid, pg31
\textsuperscript{52} Ibid, pg30
\textsuperscript{53} Ibid, pg 33
\textsuperscript{54} Christopher Awinia, Background paper on mainstreaming HIV and AIDS Issues in MKUZA II, pg 27,
\textsuperscript{55} MKUZA AIR
\textsuperscript{56} 2006, HBS, pg 49
\textsuperscript{57} MKUZA AIR
\textsuperscript{58} Ibid
gender budgeting by training planners in MDAs, as well as from the regions and districts. Plans from the districts inform national plans and are pro-poor. Likewise, the plans mainstream gender issues.\(^59\)

Government of Zanzibar developed and adopted a new Education Policy in 2006. The policy focuses towards introduction of early childhood care, and development of primary, secondary and higher education. In order to strengthen human capacity building, higher learning training activities have been centralized within the Ministry of Education and Vocational Training, and a higher education development fund has been established to offer loans to prospective students who join higher education.\(^60\) In addition, the practice of expelling girls from school due to pregnancy has been revised such that pregnant school girls are now allowed to continue with studies after giving birth.\(^61\) What's more, the GER at the secondary school level has reached 56.23\% in 2007/08, compared to 54.7\% in 2006/07. The gross enrolment rate for girls is slightly higher than that of boys. Accordingly, the Government of Zanzibar has focused on “addressing gender specific gaps in mathematics and science at secondary schools” and is providing specific training to female teachers who teach science as a subject.\(^62\)

In the health sector, particular focus is being given to the training of personnel in primary health facilities, with gender considerations in Zanzibar, Tanzania Mainland, and abroad.\(^63\) As concerns knowledge on HIV and AIDS prevention methods, shows that the most common knowledge among women is in regards to limiting sex to one partner (88.2\%) and abstaining from sex (86.2\%). On the men’s side, most common knowledge in preventing HIV and AIDS is also limiting sex to one partner (70.2\%) and abstaining from sex (67.5\%).\(^64\)

Where it concerns prior HIV testing, 90.1\% of women have not tested (more so in Pemba at 95.5\%), compared to 77.7\% of men (more so in Unguja at 80.6\%). Therefore should there be a campaign to promote testing among women and men, the campaign in Pemba should focus more on women while in Unguja more so as concerns men.\(^65\)

In order to ensure decent and affordable human settlement the Government has established a house construction credit facility. This has resulted in increased number of women and men with decent shelter.\(^66\)

### 2.6 Implementation and M&E

An important aspect of implementation involves putting in place a better system of monitoring and evaluation so that up-dates and reviews of MKUZA II implementation can be conducted regularly. Effective and continuous monitoring and evaluation would ensure that ministries, departments and government agencies are adhering to the MKUZA II in their strategies, plans and execution of their respective duties. The effectiveness and efficiency of monitoring system for MKUZA II would be enhanced through:

(a) Designing a more robust institutional arrangement for reporting and evaluation of the implementation of MKUZA II. Incentive structure to encourage continuous reporting and investment of appropriate authority to the monitoring and evaluation organs to ensure effective follow up are some of the aspect of this institutional design. A system of M&E

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59 Ibid,
60 MKUZA AIR
61 Ibid,
62 ZEDP, pg 111
63 MKUZA AIR
64 TDHS, Table 12.2
65 Ibid, TDHS
66 MKUZA AIR
across all implementing units (MDAs) has to be established and a reporting system that flow all the way to the national level designed.

(b) Improvement in the organization and reporting of routine data from the MDAs and ensuring that survey data such as the Household Budget Survey, the Integrated Labor Force Survey and the Household Panel Survey are conducted at appropriate intervals and are extensively analyzed to inform the trends in the attainment of MKUZA II targets and goals. Concurrently, MKUZA II would adopt more realistic targets based on the existing information and experience in the implementation of MKUZA II; Investing in building capacity for M&E at all levels, including the use of data and analytical studies to inform the implementation of MKUZA II at each level.

2.7 Challenges and Lessons

Challenges and lessons for each cluster from the experience of implementing MKUZA I appear under the analyses of each cluster above. Besides the challenges outlined above, it is clear that the exercise of costing the implementation of MKUZA II needs to be carried out at the outset and resource mobilization efforts improved to ensure smooth implementation of the strategy. Sectoral strategies and plans must also be designed to implement MKUZA II and proper coordination and prioritization adopted. More effective implementation of long term growth strategy is also crucial for the enhancement and sustainability of poverty reduction.
3 CHAPTER III: FRAMEWORK OF THE STRATEGY

3.1 Overview
This chapter presents the organizing and conceptual framework of MKUZA II in terms of (i) the guiding principles; (ii) major interventions within and across clusters (contextualised in line with findings of Chapter II); (iii) design and implementation inter-dependencies; and (iv) conceptualization in terms of relative priorities of the issues to ensure a sharper and more focused strategy.

3.2 Principle of the Strategy
MKUZA II will continue to emphasise on National ownership (the people, RGoZ, CSOs, NGOs Private Sector, etc); Political commitment; Commitment to stabilize macroeconomic variables and continue structural reforms; Macro-micro linkages; Sector strategies, linkages and collaboration; Local partnerships; Harmonised assistance; Equity; and Sustainable human development. In addition to these principles (which also appears in the MKUZA I), MKUZA II will be based on the principle of sharper and focused prioritization (whereby prioritization of the interventions is based on the extent to which they contribute to effectiveness of the growth) and better mainstreaming of cross cutting issues.

3.3 Organizing Framework: A Cluster Approach
MKUZA is a medium term strategic plan that organizes strategic interventions to achieve specific goals that each collectively contribute to a specific desired broad outcome. Strategic interventions are therefore clustered around specific broad outcome. While the strategy itself is for growth and reduction of poverty, it is envisaged that few broad outcomes define the direction of growth and reduction of poverty. The following broad outcomes have been identified as constituting the overall objective of growth and reduction of poverty: Achieved and Sustained Equitable Pro-Poor Growth, Improved Social Wellbeing and Equitable Access to Quality Social Services and Good Governance and National Unit. These three broad outcomes are what are being sought in the MKUZA II and achievement of these outcomes within the parameters defined in terms of targets and goals, would constitute the growth and reduction of poverty that MKUZA II is seeking to achieve. Each broad outcome is pursued through implementation of a cluster of strategies that cut across several sectors, involve a number of actors and are bestridden by some cross cutting issues. The annex in this document offers a matrix that summarizes the relationship between broad outcome, goals, targets, cluster strategy, key interventions and the key actors. It is this framework that is then linked up with the budgetary process to ensure that interventions to support MKUZA II are appropriately funded.

Organizing a strategy along the clusters helps to avoid the pitfall of simply selecting and focusing on sectors that are considered a priority for growth and reduction of poverty. In order to achieve any specific broad outcomes a number of interventions need to be made across several sectors, including sectors that at the face value may not appear to be connected to the desired outcome. Such interconnectedness and synergy of specific elements across sectors can easily be taken into account through the cluster approach. This framework also creates a useful link between constraints that need to be overcome for the attainment of a specific goal/target and address them through a core cluster strategy which shed light on the types of interventions necessary for addressing the constraints. The challenge to this framework is to ensure effectiveness through sharply defined targets and well prioritized interventions. Thus MKUZA II
has sharper targets most of which are quantified (or dated) and care has been taken to ensure interventions are well prioritized to link well with the targets, goal and ultimately broad outcome.

3.4 The Rationale of the Cluster Contents in MKUZA II

The following sections provide a summary of major issues that inform the contents of the clusters in MKUZA II. The discussion in this section would thus revolve around the three clusters in MKUZA II, namely Growth and Reduction of Income Poverty, Wellbeing and Social Services and Good Governance and National Unity. The discussion around Good Governance and National Unity would be a little bit more extended in view of the fact that the definition of governance and its relationship to growth and reduction of poverty is not explicitly clear to many people even though these are issues that are intuitively understood and appreciated. Making these issues explicitly understood both in terms of the clarity of definition and the exposition of the many links to growth and poverty reduction is important for operational purposes.

3.4.1 Cluster I: Growth and Reduction of Income Poverty

Wellbeing of a person is multidimensional, but one of the key dimensions is income. Efforts to improve wellbeing through such means as provision of quality education can only be sustained if there is a requisite income to support it. There is also a broad albeit imperfect correlation between income and other indicators of wellbeing, both across countries and across households, which suggests that income cannot be ignored in effort to improve wellbeing in its multidimensional extent. The first cluster of MKUZA II therefore deals with income growth at the macro level and reduction of poverty and attainment of food security at the household level.

MKUZA II just like its predecessor strategy recognizes the fact that for the economy to grow, macroeconomic stability needs to be maintained. Thus the traditional role of the state in a market economy of using monetary and fiscal policies as instruments of suppressing inflation, reducing government deficit and so on are recognized. Moreover, MKUZA II also recognizes the importance of infrastructural development as investment for growth. Along these lines, the need to promote a vibrant private sector for growth is also taken into account.

However, MKUZA II also recognizes the need for the government to be pro-active in the economy to ensure that the resulting growth is equitable and pro-poor and also of putting in place strategies for reducing income poverty. Thus even as the primacy of market in the allocation of resources remains fundamental for MKUZA II, the role of government goes beyond simply the maintenance of law and order and ensuring macroeconomic stability.

The details of goals, targets, strategies and interventions necessary for growth and reduction of poverty are presented in chapter four of this document and summarized in the matrix presented in the annex.

3.4.2 Cluster II: Well Being and Social Services

The common folly in the popular discourse on economic development is to assume income is a necessary and a sufficient object of development. Thus when Household Budget Survey Report is produced it is income poverty information that tends to attract more intense scrutiny and a verdict on the performance of the economy is mostly based on income poverty. Similarly, there is a tendency of focusing more on the GDP figures than on life expectancy figures or child mortality figures or on literacy rate figures when judging the performance of an economy. The obvious weakness of focusing exclusively or even mostly on income is that a country can enjoy very high economic growth and household may earn quite high income without achieving concurrently better life in terms of long life expectancy, low morbidity, and high literacy rate and so on. More importantly, a poor country that focuses only on income and leaves out such other
dimensions of wellbeing as education and health is likely to have unsustainable growth, because most of these other indicators of welfare are also important as investment in human capital for sustaining even higher incomes. Moreover, it is possible for the economy to grow without income trickling down directly to most of the households. The government can correct this by collecting taxes and funding such social services as education, health and water which are important to the poor. When assessing the performance of the economy therefore income poverty cannot be the only useful indicator; such other indicators as access to education and so on are equally important and in the medium term, they can improve even when income poverty is not going down rapidly enough.

It is because of the reasons above that MKUZA II, just like its predecessor, has a cluster that focuses on wellbeing and social services. Social services improve wellbeing in various ways. Better health services and care reduces morbidity and increases longevity of life which are two of the many things that are valued intrinsically and need no any other justification to defend them. Social services also improve the capacity of a person to work more productively, and thus are also valued instrumentally for their role in improving human capital and contributing to economic growth.

Chapter four of this document and the matrix in the annex offer details of interventions, strategies and goals that MKUZA II stipulates as necessary for improving wellbeing and social services in the next five years.

3.4.3 Cluster III: Good Governance and National Unity

Governance entails a series of policy formulation, decision-making, enacting laws, rules, regulations and their implementation . and it is about the relationship existing among the three arms of the state i.e. the Executives, the Legislature and the Judiciary. Good governance is guided by a number of principles, namely: Rule of law, Accountability, transparency, Anticorruption, Observing Human Rights, etc. It has been observed that, while many governments have undertaken broadly major governance reforms, the outcomes have varied significantly across countries. There are several factors underlying these differences, but clearly one is the quality of governance in the countries concerned; in other words, the ability of governments to implement effectively the policies they have chosen.

A basic issue that arises in relation to governance is the proper role of government in economic management. The growing consensus among development specialists in this regard is that, with the limited access of governments to information, markets generally allocate resources more efficiently. In market economies, production and consumption decisions are based essentially on the price mechanism. However, even in such economies, governments are expected to perform certain key functions. These include: (I) maintaining macroeconomic stability, (ii) developing infrastructure, (iii) providing public goods, (IV) preventing market failures, and (v) promoting equity.

Despite the great diversity of existing economic and social settings, there are a few general lessons for successful sustainable development that can be drawn from the experience amassed over the past forty years. At the macro-level, the following policies and measures have proved effective: A sound economic and financial policy designed to forestall high inflation rates or overvalued currencies as well as limiting government activities to the tasks that the market cannot handle results in economic growth based on allocation mechanisms in conformity with the market economy. Economic growth is a critical but not the sole requirement for success in the fight against poverty. It is equally important to have a social policy that places particular emphasis on meeting basic human needs, education, training and extension services as well as
availability of credit foster self-reliance and initiative in people of all segments of society. A further component is a social climate in which the door to full personal development is open to everyone – regardless of gender, race, socio-cultural background or other differences. Where a socio-economic ambiance of this quality has been put into effect it has led to impressive economic success from which the lowest income groups have also benefited, since government expenditures in the education and social welfare sectors could be financed from it. Such countries have also been more successful than others with respect to the ecological sustainability of their development policy.

Poor governance generates a social environment detrimental to development. In such cases external aid, whatever the amount or intention, has little effect. Indeed, it can even be harmful if it contributes to prolonging an undesirable state of affairs. “Good governance” puts people into the center of development. “Where people grow, profits grow”: this well-tried business rule is applicable to development policy as well. Where there is long-term investment in people's health and education, where both men and women, regardless of their social status, have access to the necessary means of production, extension and credits, they can take their fate in their own hands and make use of opportunities to improve their quality of life. A national development policy of this caliber can then be successfully supported through international cooperation.

Decentralization of systems
Local government is imperative for the successful implementation of decentralization process. The implementation of reform will lead to strong local governance with peoples’ empowerment. Central and local governments has to make sure that decentralization delivers the political, social, and economic benefits envisaged and expected by the population by instituting a proper mechanism which monitor frameworks for better decentralized functions. Participation and empowerment of local communities to plan and implement their own development programs will encourage and motivate to mobilize their energies to initiate and implement development activities based on locally identified needs.

Among others, the main principles of the local government reforms are, letting people participate in government at the local level and elect their leadership; bringing public services under the control of the people through their local councils; giving local councils political powers over all local affairs; improving financial and political accountability; securing finances for better public services; de-linking local administrative leaders from their former ministries; and creating new central-local relations based not on orders but on legislation and negotiations.

Transparency and accountability
The government recognizes that for development projects and programs to be effectively and efficiently implemented and for the legitimacy and credibility of public institutions and corporations to be maintained, management of public affairs must be carried out in a transparent and accountable manner, and corruption must be totally discouraged. The public also must equally engage in the fight against corruption and unethical behaviour. All institutions, public and private, must conduct their business following principles of accountability in a transparent and ethical manner.

To support the House of Representatives role of oversight, the government through the Office of the Auditor General which is mandated to reporting on the Government’s management of
financial and other resources as well as efficiency and productivity in the public service. The institution is also influential in fighting and preventing corruption. However, the OCAG requires a lot of input in terms of strengthening its capacity in order to effectively fulfil its role. At a local level, cooperation with CSOs and the public will be promoted.

Another instrument of Public transparency and accountability is the press. The press and media organizations have to work together to create a platform that can play the positive role of educating and informing the public. Participation of people in public debates on issues of national concern is thus important.

**Access to justice**

Access to justice will be improved through major reforms of the legal system which will also involve capacity building of legal institutions and law enforcing agents. Efficiency and effectiveness will be strengthened by a number of initiatives. The whole system of courts will be strengthened, the chain linked initiatives will be extended to reduce case backlog and correction facilities will be strengthened. In the commercial justice, alternative dispute resolution mechanisms will be promoted.

**National unity, Political stability and social cohesion**

The country’s development efforts in all sectors need to be sustained in order to maintain the rule of law and eliminating the culture of impunity. Everyone’s life, rights and property needs to be protected equally under the same just laws. Encouragement of both local and foreign investment is therefore crucial for poverty reduction. The House of Representatives as well need to be strengthened through development of its administrative staff structures, training members of the House and staff as well as improving the physical and technological environment. These will enhance capacity of members to exercise oversight, legislative and representative functions and serve as a point of reference for government accountability.

**Enhancing and sustaining peace and security**

Issues of peace and security are at the core of the creation of a favourable environment for investment. Institutions charged with security, law and order such as police, army, judiciary and others need to be properly functioning, having discipline and trusted by the population. Strengthening of community police is important to ensure the security of person and property in the communities. Having better access to assets, rights, and processes, which allow these to be converted into commodities and services that people require for subsistence is considered since poverty is not only about being poor; it is also about the risk of becoming poor and poorer.

Chapter four and the annex to this document offers detailed interventions, strategies and goals that are deemed necessary for attaining good governance and national unity in Zanzibar in the coming five years.
# 4 CHAPTER IV: THE STRATEGY

## 4.1 Overview

This chapter gives details of the goals, targets, core strategies and interventions of MKUZA II by cluster.

## 4.2 Cluster I: Economic Growth and Reduction of Income Poverty

### 4.2.1 Create an Enabling Environment for Growth

The main focus of goal one is to create an enabling environment for sustaining growth and provide adequate economic, financial and regulatory systems, provision of effective economic infrastructures and incentives that will support promote and increase long term investment for sustainable socio economic development. This includes prudent fiscal and monetary policies that are supportive to Zanzibar Growth Strategy. Monetary policies have a big impact on a number of socio-economic indicators such as inflation and foreign exchange rate. As it is one of the union issues and based on the fact that URT comprises with two economies with different bases and growth strategies, any change in monetary system should take into consideration the impact in both economies.

The main interventions will focus on improving the investment environment for growth, through applying the following core cluster strategies, Pursue prudent fiscal policies and improvement in revenue collection; Improve macroeconomic indicators forecasting and estimation; Strengthen aid coordination based on aid effectiveness principles; Strengthen and develop an efficient and effective public debt management system; Strengthen union financial matters related to monetary policy; Plan and implement measures to control inflation; Strengthen integrated human and payroll system; Strengthen Government accounting, financial reporting and use of information technology; Enhance financial planning and budget execution; Strengthen public enterprise management; Enhance public sector auditing; Develop ICT legal and institutional framework; Enhance the use of the ICT in all sectors; and Ensure provision of effective road infrastructure that will facilitate safety and that economic. Other core strategies are, growth as stipulated in the Transport Master plan (ZTMP); Facilitate the construction of new Maruhubi port and Wesha port as elaborated in the ZTMP; Facilitate rehabilitation of Wete and Mkoani ports; Promote land use planning and land delivery system; Implement Zanzibar energy policy; Enhance gender responsive HIV & AIDS workplace interventions in all sectors to protect human capital for sustained growth; Remove impediments and reduce transaction costs in doing business; Strengthen an investment regime which attract investors; and Upgrade major airports to international standards to handle large traffic.

### 4.2.2 Promote Sustainable and Equitable Pro-Poor and Broad Based Growth

Despite the increased focus on ensuring the attainment of sustainable growth and reduction of both the income and non-income poverty, the majority of Zanzibaris are still living below acceptable poverty levels. Both the projection of poverty based on income and the preliminary analysis of the Household Budget Survey whose data is still being collected indicate poverty has only marginally declined from 2005 levels.

The main challenges that faced the outgoing strategies for growth includes; unacceptable low production and productivities of economic sectors, inadequate linkage between agriculture and drivers of growth such as trade, tourism and services, low productivity of labor, inadequate economic infrastructure such as feeder roads, market, information, storage, transport, poor
implementation of National land use plan and poor availability and accessibility of investment capital. In addition agricultural sector is faced with a weak value added supply chain that tremendously reduces the competitiveness of local products and access to both domestic and export markets.

As pro-poor growth is about increasing the impact of growth on poverty reduction, the strategic interventions are designed to have maximum impacts on poor women and men and addresses issues of unemployment and other key underlying causes of persistent poverty that inflict upon the most vulnerable groups of our population. To this end the core cluster strategies to be considered shall include, Implement Zanzibar Growth Strategy (ZGS); Improve the quality of the workforce and working conditions in key growth sectors; Harmonize population issues with economic growth; Enhance effective implementation of Zanzibar population policy; Enhance policy awareness about the linkages between population and environment, poverty eradication and sustainable development; Improve population data collections, processing, analysis, storage and dissemination; Enhance implementation of Zanzibar employment policy, job creation programme and youth employment action plan with gender perspective; Ensure timely delivery of agriculture support services with a focus on private sector participation; Develop implementation framework for cooperative policy; Strengthen agricultural M&E system; Improve rice productivity; Improve root, tuber, fruits and vegetable productivity; Implement Clove Development and Coconut Rehabilitation Program; Develop and implement organic farming with focus on increased export; Secure access to reliable commodity markets for farmers and agro processing; Encourage private sector involvement in the sector along the entire commodity value chains; Improve district market centre with private sector participation; Improve seed multiplication units; Increase agro processing activities to add value and generate employment; Strengthen capacity and improve quality in technical agricultural education; and

Other core strategies include, Develop and implement farmers training program; Improve investment in irrigation infrastructure; Improve and maintain central slaughter houses; Improve production and quality of livestock products; Promote cottage processing infrastructure and facilities; Put in place adequate and appropriate storage facilities for livestock products; Strengthen provisions of livestock support services; Improve artisanal fisheries through the use of improved technologies; Improve processing and marketing (domestic and export) of fish and other marine products; Build at least one fishing dock by 2015; Promote deep sea fishing; Promote marine and fresh water fish culture; Improve mangrove conservation and management; Increase protection and conservation of marine resources for sustainability of the fisheries sector; Enhance management and conservation of coral rag forests; Enhance management and development of protected forests; Improve beekeeping programs; Improve and diversify tourism products; Deepening tourism development; Strengthen linkage of tourism sector with other sectors; Promote up-market tourism and economic diversification in the tourism sector; and Improve tourism marketing abroad and in the domestic market.

Also important to mention are, to Make use of preferential trade arrangement e.g AGOA, EAC, SADC and other integrations; Increase access to market information using affordable ICTs; Strengthen export promotion activities; and Promote Zanzibar as Special Economic Zone (SEZ).

The long-term effect of continuing with high population growth in a developing economy could be damaging. In view of this there is a need to harmonize population and economic growth
through stabilizing population growth rate at 2.8% per annum by the year 2015\textsuperscript{67}. In order to achieve this it is important to:

(a) Implement the Zanzibar Population Policy (2008)
(b) Ensure that men and women have equal access to productive resources (e.g. land, income and credit)
(c) Ensure that women participate in decision making and implementation
(d) Encourage sustainable family formation and sizes.
(e) Promote public awareness on the importance of quality population
(f) Support integration of population studies in tertiary education
(g) Ensure key sectors integrate population issues into their plans and programmes

Improve data collection, processing and dissemination

4.2.3 Reduce Income Poverty and Attain Overall Food Security

Poverty is a well-known cause of hunger, but at the same time lack of sufficient and adequate (nutritious) food undoubtedly causes poverty. Measures that address reduction of income poverty are essential in attaining overall food security. Accordingly, reducing hunger and food and nutrition insecurity is an essential part of international development goals and objectives, as reflected in the 1996 Rome Declaration of the World Food Summit (WFS). The United Nations Millennium Declaration reflected the WFS target by making hunger eradication part of the Millennium Goals. The Government is committed to achieve the targets set by the first Millennium Development Goal (MDG) of halving the proportion of people suffering from hunger by 2015, as measured by prevalence of underweight children (under the age of five) and the proportion of the population below the minimum level of dietary energy consumption.

The strategic interventions are designed to address multiple dimensions of food security and income generation based on employment policy and job creation programme. The strategy will put more emphasis on introducing feasible and innovative practices that impact positively in sustaining food security and income generation at households and community levels with emphasis on the following cluster strategies, Implement employment policy and job creation programme; Increase labour productivity; Increase the access of food insecure groups to nutritious foods; Improve the utilization of nutritious foods; Enhance market efficiency, trade and access to credit as foreseen in Food Security and Nutrition Policy and Program; Develop effective coordination, monitoring and evaluation of food security and nutrition interventions; Strengthen capacity to plan and implement food security and nutrition interventions; Developed effective coordination, monitoring and evaluation mechanisms of food security and system response; Implement gender responsive employment policy; Establish labour market information system; Increase access to business development services for out-of-school youth including affordable financial services; Promote innovative youth entrepreneurship programs; Establish partnership with micro finance institutions and cooperative unions to create “youth finance windows; and Institutionalize labour market information system.

4.2.4 Create a Vibrant Private Sector for Economic Growth

The Growth Strategy identified the private sector among others as a key player in its implementation. The Government recognizes the role of the private sector as a partner in advancing economic progress in Zanzibar. Therefore, for most of the strategic interventions in MKUZA II the Government shall put emphasis on creating the enabling environment for private sector activities to flourish. Indeed, under MKUZA, the private sector had been expected to take the leadership in capitalizing on opportunities made available during implementation. The

\textsuperscript{67} The other option for this operational target could be either slowing population growth rate per annum from 3.1% to 2.8% by 2015 or sustaining population growth rate at 2.8% per annum by 2015. Please note that this is based on the MDG Target. The MDG target for least developing countries is 2.2% by 2015
strategy is set to strengthen the private sector capacity to take advantage of opportunities availed to it with emphases on the following cluster strategies, Facilitate access to credit; Build capacity to private sector on business management skills; Promote access to market; Promote access to technology.

4.3 Cluster II: Quality of Life and Social Well Being

Economic growth and reduction of income poverty are instruments for improving the quality of life and fostering enhanced wellbeing. Provision of high quality social services has a more direct impact on the improvement of quality of life and wellbeing. MKUZA II recognizes that economic growth is important for sustainable improvement in the provision of social services. On the other hand, improved social services lead to greater human capital which in turn enhances higher economic growth. Cluster II of MKUZA II therefore focuses on equitable access to quality social services both as an end in itself in terms of improving the quality of life and promoting social wellbeing and also as an instrument for fostering even higher economic growth. Under the broad outcome of improvement in the social wellbeing and equitable access to quality education seven goals have been selected for strategic interventions. These goals are on education, health, water and environmental sanitation, shelter and settlement, safety nets and social protection, and sports, culture and heritage. This section reviews each goal and the corresponding strategies.

4.3.1 Ensure equitable access to quality education

In order to sustain and further improve the social achievements accomplished during the outgoing MKUZA I, this strategy comprise education component which focuses mainly on the following core cluster strategies, among others:

A. Early school Care and Development (ECD):
   (a) Promote gender sensitive and diversified child friendly ECD programmes
   (b) Ensure equitable access to quality pre-school education for all children at the age four and five
   (c) Strengthen capacity to implement and monitor effectively programs that promote child friendly and girls’ education

B. Primary education:
   (a) Ensure equitable access to quality primary school education for all children at the age six to eleven
   (b) Ensure that inclusive education and active learning is effectively practiced in schools
   (c) Provide adequate facilities to improve access

C. Secondary education:
   (a) Ensure equitable access to quality secondary education for all children of the age 12 to 15
   (b) Ensure all registered children complete their basic education

D. Non formal education:
   (a) Expand basic literacy programmes with special emphasis to women and PWDs
   (b) Enhance functional literacy and continuing education with special emphasis to youth, women and PWDs

E. Quality education:
   (a) Create conducive teaching and learning environment
   (b) Improve the quality of secondary education
   (c) Strengthen the capacity of teacher training institutions
(d) Strengthen institutional capacity to increase enrolment of students in teachers training institutions
(e) Ensure that qualified teachers are retained and equitably distributed
(f) Improve monitoring, evaluation and assessment mechanism at all levels
(g) Ensure all schools have appropriate and sustained water supply, sanitation and functional hand washing facilities

F. Science, information and technology:
(a) Promote use of scientific and technological knowledge

H. Tertiary education:
(a) Strengthen capacity and quality in tertiary education
(b) Provide life skills and SRH education to students and teachers
(c) Ensure right of students and teachers to receive comprehensive HIV & AIDS and reproductive health education and freedom from stigma and discrimination towards PLHIV

4.3.2 Improved health delivery systems particularly to the most vulnerable groups
Zanzibar shall strive to ensure health services are people-centered, leaning towards the goal of universal coverage, inclusive decision making, health promotion and protection, safety of practice and health security. The commitment shall strive to comprehensive primary health care which encompasses integrated health services of acceptable standard, such as equity in access, distribution, allocation and inter sectoral coordination of inputs, outputs and processes. Rehabilitation services that would enhance the well-being of drug users, victim of abuse and juvenile is pre-requisite in the protection of the rights of MARPs and other vulnerable groups including people with disabilities.

Reproductive and Child health
While encouraging progress has been observed in the reduction of child mortality, there has been inadequate progress in the reduction of maternal and neonatal mortality. One obstacle towards accomplish this is low awareness on sexual and reproductive health rights and services and the policy to address this issues just recently put in place.

To improve the reproductive and child health the strategies for this goal will be directed towards improving the health of mothers and children. Fertility rate is still high and the demand for contraceptives is yet to be met, implying that the provision of universal access to family planning and strengthening of the reproductive health systems is highly required. This involves addressing the prevalent illnesses such as malaria and HIV and AIDS which are major causes of deaths. The goal also focuses on the human resource crisis which constrains provision of adequate health care.

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Source: Health Bulletin 2008

Human Resource for Health
Adequate and appropriate health work force planning, training, deployment & management and retention of health workforce are the critical strategies required to ensure equitable access to health services, promotional, preventative and curative. Appropriate actions will be needed to,
among others Develop and implement HRH strategic plan (including performance monitoring), maintain and utilize HRIS for planning and management of HRH, review and revise HRH curricula to ensure skilled health personnel are trained to provide services according to the EHCP, deploy appropriate skilled health personnel to ensure implementation of the EHCP, develop and implement retention strategies especially for hard to reach population and explore and implement e-learning and telemedicine strategies as appropriate.

**Health Information System**

Ministry of Health and Social Welfare (MoHSW) has embarked on developing the Health Information System (HIS) as one of its central role for providing quality information about the health status of Zanzibar population. To achieve the stated role, the Ministry aims to provide complete, timely and reliable health information that helps users for effective planning and decision making. Fundamental principles of data management need to be observed and adhered to, such as defining concepts and its metadata, establishing data banks (warehouses), and improving coordination. The CRVS that is expected to provide the basic ingredients to health information needs urgent enhancement. Data quality in general has remained as questionable. The future aim of assessment is to arrive at the understanding and use of stakeholders’ current and future requirements for statistical information. Actions need to be undertaken to alleviate the observed inadequacies. Capacities (infrastructure) and capabilities (human and technical) are some of the missing salient elements indicating that both technical and financial supports are required to improve the health information situation.

**Innovations and researches**

Innovations, health and applied researches are essential in generating a sound scientific base to inform decision-making in health sector development. To date, the level of innovations and research activities is limited to only a few areas of health practices. This is partly due to limited research capacity and lack of medical research council or other recognized body for coordinating research activities in Zanzibar. The sector shall facilitate development of health innovations and researches and application of research findings through utilization of the existing resources and other potential technical support.

**4.3.3 Improved access to water, environmental sanitation and hygiene**

The Revolutionary Government of Zanzibar recognizes access to clean, safe and adequate water as well as quality environmental sanitation and hygiene are fundamental rights and instrumental in fostering social and economic development. In order for Zanzibar to achieve its Development Vision both socially and economically, water is the most important agent to achieve the vision objectives. Likewise environmental sanitation and hygiene play key role for the improvement of health and wellbeing.

**Water Supply**

Thus, MKUZA II is envisaged that the goal of improved access to water, environmental sanitation and hygiene will be achieved through a number of strategies which are directed towards sustaining and strengthen further the achievements of the outgoing strategy. With respect to water supply, In line with Millennium Development Goals, the vision of water sector is to ensure adequate, affordable and economically accessible and sustained water supplies to all users using environmentally sound water resources management technologies for continuous social and economic growth development. Appropriate actions will thus be needed to, among others, develop and promote an efficient water supply and management systems that ensures reliable water supply for all purposes at a reasonable cost, establish and protect specific areas for sources of drinking water and expansion of rainwater catchments system, promote community
ownership and rights to water supply, enhance equity of access, distribution and sustainable supply of clean water to households in rural and urban areas, ensure that installed capacity for water supply functions adequately and is properly maintained, encourage a broad range of environmental sound technologies in the provision of water, including gravity piped, pumped, deep, shallow and open wells, etc.

Those set strategies will also encourage the development of rain water harvesting technologies and activities, institute and maintain an efficient and effective water tariff, billing and timely revenue collection system for all water users, rehabilitate and improve the reticulation system in urban areas and the construction of protected water sources in the rural areas, eliminate loss of scarce water by rehabilitating the antiquated mains and household supply systems, improve the policy and administration of the water sector involving local communities to ensure the sharing of water resources and supply will be given to the satisfaction of basic needs of the population.

Furthermore, they will also promote beneficiaries’ participation that will allow them to contribute fully towards its share of water consumption, also in issues related to protection of the resources and sources from pollution and to safeguard against the spread of pollutants in the environment, develop cost sharing systems to the community that will allow them to pay for the spare parts and repair of the pumps, involvement women in water development programs, enable application of commercial operational and financial principles of water sector in urban areas, improve operation and maintenance through revenue from the consumers in form of collected charges from water sales, providing adequate, reliable and efficient incentive package for investors in the provision of water services, enhance legal and regulatory framework for water resource management, encourage local government and community investment initiative in water services and allow for staff rationalization, training and support to enhance productivity and effectiveness.

Moreover, they will also facilitate and enhance improvement of databases, mapping and decision support systems for effective water resources management, customer service, revenue generation and financial management, improved water demand management and water resource conservation, increased rainwater harvesting, improved water supply access, service reliability and quality as well as sewerage services, optimally decentralized and efficient service delivery as well as achieving financial self reliance.

The main focus will therefore be on rehabilitating and improving water supply systems in Zanzibar Municipality and Wete, Chake Chake and Mkoani towns, rehabilitation of existing systems with local communities involvement; replacement of water pumps/control panels at all boreholes and sources that are not operational and resuscitating projects that have stopped and or not completed because of unavailability of funding, capacity building for empowering local communities to enhance their capacity to plan, manage and maintain water infrastructure, mobilization of communities on construction/rehabilitation and management of water supply systems, extending rural coverage through supply of water pipes and fittings, improving protection of water sources in terms of direct assistance to rural communities, proper and effective utilization as well as development of human resources and strengthening revenue collection. The core cluster strategies to be considered shall therefore include:

(a) Expand water infrastructure and access in both rural and urban areas.
(b) Improve and sustain water supply services in urban and rural areas.
(c) Ensure cleanliness and safety of water.
(d) Strengthen financial management of ZAWA.
(e) Enhance integrated management of database on ground water abstraction activities.
(f) Ensure efficient and effective Integrated Water Resources Management
(g) Ensure proper coordination of domestic and external financing
(h) Ensure water sector networking

Environmental Sanitation and hygiene
According to the survey conducted by the Institute of marine science has shown that the degree of marine pollution due to sewage discharge is not alarming so far but there is an urgent need to minimize the discharge of sewage into the sea by running an intercepting sewer along the coastal line to collect all waste water from the existing sea outfalls and later transported away to the proposed Conventional waste water treatment plant at Kisakasaka about 17 km away from Old stone town. But with the capacity of three years in order to be filled completely, hence there is a proposal to construct a proper Sanitary landfill at Kisakasaka of at least 15 hectares for solid waste disposal but due to financial problem the proposal could not be implemented so far. Solid waste disposal and drainage still needs more funding to address the problems of serious flooding in areas of Sebleni, Sogea, Chumbuni, Meya, Magomeni. In addition, there are other areas in town where the drainage and sewerage system needs rehabilitation and extension of their network. This includes areas such as Kwahani, Kidongo Chekundu and Jang’ombe etc.

The Zanzibar sanitation and drainage programme also included improvement of existing solid wastes collection and disposal, procurement of vehicles, plants and equipments and institutional capacity building. These tasks will be achieved by establishment of the new Division of Sewerage, Drainage and Solid Waste (DSDSW), introduction of new service charge Byelaw with new tariff structure, Billing and revenue system and Customer database to ensure a sustainable sanitation services within the Municipality areas.

Thus, in the next strategy the main focus will, therefore, be on institutional strengthening of the Zanzibar Municipal Council, design and construction of surface water drainage in the Ng’ambo areas of the Zanzibar Municipality, design and implementation of a solid waste management system for the Zanzibar Municipality, design and installation of street lighting in Stone Town and the Zanzibar Municipality areas, institutional strengthening of the three Town Councils on Pemba Island, conduct a feasibility study of the alternative proposal for sewage collection and treatment for Zanzibar Municipality areas and improvement of whole and retail main market of Zanzibar at Mwanakwerekwe to improve social wellbeing and sanitation standard of Zanzibar peoples. Thus, the core cluster strategies to be considered shall include:

(a) Facilitate construction and use of sanitary facilities in both rural and urban areas and good hygiene practices
(b) Strengthen and safeguard provision of sanitation services
(c) Increases access to sanitation facilities at public places and institutions

Develop sewerage and drainage and solid wastes disposal facilities and promote good hygiene practice

4.3.4 **Provide decent and adequate shelter and sustainable human settlement**
With respect to the goal of providing adequate shelter and sustainable human settlement the focus would be both in terms of increasing access to affordable housing and reviewing land use plan to improve the human settlements. Decent shelter and sustainable human settlements ensure safety and good living environment, which are essential in attaining a healthy workforce for growth of the economy and subsequently poverty reduction. It is imperative that in the process of settlement development, the conservation of environment is taken care.
Operational targets and set of interventions under this goal are presented as follows:

**Review and develop policies on land and urban development with respect to proper land use plan at local and national levels**
(a) Prepare policies to guide proper human settlements development and affordable housing standards in urban and rural areas
(b) Encourage the development of multi-story housing schemes
(c) Ensure that development of urban and rural settlements are linked to rapid growth of populations and the need of basic service provision
(d) Encourage Public-Private Partnership (PPP) in housing and service provision
(e) Ensure gender-balanced in respect to access to land, both in rural and urban areas
(f) Introduce affordable low cost housing in rural areas.

**Plan and ensure appropriate services on urban and rural settlements with affordable standards and proper planning procedures**
(a) Prepare integrated human settlement plans for urban and rural areas in coordination with the District Councils and local community.
(b) Encourage participatory planning and development control at grass root level.
(c) Prepare environmental profiles in order to enhance access to land free from hazards.
(d) Establishing land reserves in both urban and rural areas to ensure sustainable use of land and resources.
(e) Prepare and scale up formalization of informal settlements.
(f) Ensure provision of planned and serviced plots in urban and rural areas

**Develop participatory planning at grass root level**
(a) Integrate participatory planning in planning process
(b) Incorporating community and private sector in settlements planning and development.
(c) Harmonize process of participation between Councils, community and private sector in service provision.
(d) Harmonize urban and rural settings to reduce the effects of pull and push factors.
(e) Develop sustainable human settlements through participatory planning process with involvement of NGOs, civil society and local communities.

(a) *Improve management capacity in planning of urban and rural settlements* Enhance effectiveness and efficiency in land administration and management in order to improve social well being of the communities.
(b) Establish land coordination units at District Council levels in order to efficiently administer and manage land development.
(c) Building capacity (training) of land sector institutions and local councils in enhancing security of tenure and protection of land degradation.
(d) Provide education and awareness on land laws and regulations and land management.
(e) Enhance the enforcement of building standards and codes in the provision decent and affordable housing in urban and rural areas.
(f) Ensure enforcement of planning and building legislations in view of standards and codes.

(a) *Increase and ensure access to affordable housing* Encourage development of PPP and participation of financial institutions in housing schemes.
(b) Ensure provision of affordable housing to accommodate the demand on housing.
(c) Introduce affordable and low cost housing delivery system.
4.3.5 Improved nutritional status of children and women with focus on the most vulnerable groups

Malnutrition is slowing Zanzibar’s progress towards economic growth and poverty reduction. Children who are malnourished have a decreased ability to grow, learn and earn income as adults, and thus contribute to the economy. Poor nutritional status also weakens the immune system making illnesses more dangerous and hence many children die from diseases they would have survived if they had been well-nourished. Malnutrition reduces the impact of investments in all key basic services. Resources spent on education, health, and in the treatment of HIV and AIDS will have less impact unless malnutrition is prevented and treated. Economic growth cannot solve the malnutrition problem as the trickle-down effect is too slow, long and indirect. Rather, good nutrition is fundamental for a productive nation and is a powerful driver of economic growth.

Thus, the core cluster strategies to be considered under this goal shall include:
(a) Provide Vitamin and mineral supplements
(b) Promote Enrichment of food intake at early age
(c) Support and promote appropriate infant and young children feeding practice
(d) Ensure treatment of acute malnutrition
(e) Early warning and response
(f) Improve utilization of adequate, nutritious and quality food

4.3.6 Improved safety nets and social protection for poor and vulnerable groups

Social Protection

The increase in the number of orphans and vulnerable children, child-headed households and the inability of the extended family system to provide such children with basic requirements such as shelter, food, medical care, education, love and support has become the major challenging block of the decade. Studies show that many more orphans are living with and often caring for ill parents or primary caregivers, as well as for their siblings. In addition, diseases, lack of social protection measures and poverty lead to these children being discouraged from accessing basic services, such as health care, education and social services.

The extended family, which is already weakened by social upheaval, urbanization and poverty, is not able to provide care and protection for such large proportions of orphans and vulnerable children. The crisis has led to a situation where the protection of the rights of orphans and other children made vulnerable by HIV and AIDS and other chronic diseases and social factors can no longer be guaranteed without government, community, business and civil society interventions. Child protection and related issues of ensuring access to essential services are dealt with in the government policies and legislations in Zanzibar.

HIV and AIDS is also amongst the important causes of child vulnerability in Tanzania generally and particularly in the mainland. In Zanzibar however, there is not enough evidence to suggest that this is the case. The number of children who are orphaned is very small and most of the children are living with their parents. However, caution is to be made to the fact the number of children that are living with their parents could be significantly higher due to the availability of ART. Nevertheless, HIV and AIDS is not currently a major threat and measures need to be taken now to prevent further spread of the disease.

The MVC have almost no access to external support except that which is provided by the members of the extend family. The government currently does not have enough measures to provide external support to the MVC due to budgetary constraints among others. Support from the non-profit organization is not consistent, inadequate, and covers only a few MVC within small geographical areas. Scaling up external support from the government side and NGOs
would be an essential step. The magnitude of needed protection, care and support for MVC is increasing as the number of MVC is escalating. The increasing number of MVC coupled with increased advocacy for getting results for MVC have necessitated the Revolutionary Governments of Zanzibar to take initiatives to establish and or strengthen existing MVC response systems. The government has recognized the need to work in partnership with the private sector and the non-profit organizations (FBOs and CSOs) in this matter. Efforts to coordinate FBOs and CSOs and private sector involvement are at various stages of implementation. However, systems and coordination mechanisms are still very weak at all levels. Strengthening coordination of stakeholders is crucial if effective scaling up of OVC responses is to be realized.

In addition ensuring MVC access to essential services requires having in place efficient and effective systems (structure) and process (service delivery or MVC programmatic interventions). Currently these are fragmented or non-extent and therefore needs to be formally established. Availability of resources for MVC responses is one of the major challenges. Designing a sustainable resource mobilization strategic is important in order to guarantee and sustain protection, care and support of the MVC.

Lastly, establishment of quality control system or guide is a necessity to ensure that the MVC prevention, care and support responses are equitable, accessible, affordable, comprehensive, and sustainable. There are now 49,700 people aged over 60 in Zanzibar, making a per cent of the total population. Some 16.5 per cent of households in Zanzibar are headed by older men and women. Many older people are present in households which they don’t head.

For older people and their households, their health is an asset that has an impact on the wellbeing of others. Health and income security are cited by older people as their two key priorities. Older people’s health status determines not only their physical, mental and social wellbeing, but in many cases, is also a crucial factor influencing their ability to earn an income in the absence of any secure income. For older people, declining health leads to loss of income.

**4.3.7 Promotes sports culture and preserve historical and cultural heritages**

The idea toward legal challenges is to look at all laws and regulation which hinder or encumber the functionality of STCDA. The new law has to intensify for example the relation between STCDA and Zanzibar Municipal council. There should be also need to look if there is need to enhance the relation between STCDA and tourism promotion agencies such as Tourism Commission, ZIPA, etc. Briefly, one can say that in all areas where other departments are involving by permitting or by authorising activities (commercial or other) in Stone Town without the consultancy of STCDA may create problems for the management of the Town. This is because one of the duties of STCDA as manager of the Town is to make sure that any future development project in the Stone Town does not in any case estrange the objective of safeguarding its Outstanding Universal Values and hence endanger its World Heritage status recognised by UNESCO. To perform well on this duty, STCDA need to be consulted in advance and not at the end of the chain of process.

Social and economic challenges have to deals with changes in the society. The Town needs socially, economically and culturally facilities. For so long now the STCDA has been concentrating in providing material and technical support to houses in Stone Town. It is right time now to look at economical and cultural support to the inhabitant and to the Town itself. Yet in this area STCDA alone cannot be effective. There is a need for the Government to realize that STCDA has limited resource where the Town needs places for social and cultural activities. How
can one use the synergy of the Town in creating economic and business means at the same time provide facility to its inhabitants without destroying its image. This is a challenge.

Priority Action and Way Forward

The government of Zanzibar as part of the United Republic of Tanzania is committed to the achievement of the Millennium Development Goals and the World Summit on Sustainable Development targets on water and sanitation. Towards this end, actions are required in the following priority areas:

- Rehabilitating and Improving water supply systems in Zanzibar municipality and Wete, Chake Chake and Mkoani towns.
- Rehabilitation of existing systems with local communities involvement; replacement of water pumps/control panels at all boreholes and sources that are not operational and resuscitating projects that have stopped and or not completed because of unavailability of funding.
- Capacity building for empowering local communities to enhance their capacity to plan, manage and maintain water infrastructure.
- Mobilization of communities on construction/rehabilitation and management of water supply systems.
- Extending rural coverage through supply of water pipes and fittings.
- Improving protection of water sources in terms of direct assistance to rural communities.
- Proper and effective utilization as well as development of human resources.
- Strengthening revenue collection.

In this budget year 2009/2010, Zanzibar Municipal Council has planned to implement the Zanzibar Urban Services Programme (ZUSP) to be financed by World Bank under overall supervision of Ministry of Finance. Zanzibar Municipal Council as Implementing agent with major share of the total allocated fund amounting to USD 32,Millions from the World Bank .A total amount of USD 21 million has been allocated to Zanzibar Municipal Council to implement the ZUSP programme in which will contributes to large extent the physical improvement of Zanzibar Municipality and also that will minimize the gap of achievement to meet the MKUZA II and MDG Targets.

This component of the programme will assist the Zanzibar Municipal Council on Unguja Island and the Town Councils of Chake Chake, Wete and Mkoani and will have the following sub-components:

- Institutional Strengthening of the Zanzibar Municipal Council (US$ 3 million).
- Design and Construction of Surface Water Drainage in the Ng’ambo areas of the Zanzibar Municipal Council (US$ 10 million).
- Design and Implementation of a Solid Waste Management System for the Zanzibar Municipal Council (US$ 3 million).
- Design and Installation of Street Lighting in Stone Town and the Zanzibar Municipal Council (US$ 2 million).
- Institutional Strengthening of the Three Town Councils on Pemba Island (US$ 3 million).
- Conduct a Feasibility study of the Alternative proposal for Sewage Collection and treatment for Zanzibar Municipal Council and a total of USD 35,000 has been made available as grant from the World Bank.
• Improvement of Whole and Retail main market of Zanzibar at Mwanakwerekwe to improve social wellbeing and Sanitation standard of Zanzibar peoples.

Lessons learnt
Effective coordination within the health sector contributed to improved performance within the sector. The sector has institutionalized regular public expenditure review and Annual Joint Health Sector Review that allow implementers to comment on achievements, constraints and funding sources provided by different partners within sectors.

There was weak linkage between sectors and MKUZA implantation process as well between clusters and within cluster resulted in poor utilization of resources and affected the overall performance.

Failure to conduct timely PER and proper monitoring and evaluation also affected effective reallocation of resources

4.4 Cluster III: Good Governance and National Unity

4.4.1 Context
Good governance is a multi-dimensional concept and covers all aspects of the exercise of authority by formal and informal institutions. Good governance can be defined as the efficient, effective and accountable exercise of political, administrative and managerial authority to achieve society’s objectives including the welfare of the whole population, sustainable development and personal freedom. It is generally agreed that good governance implies democracy; respect for human rights; a legal system that is accessible, just and not too slow or costly; transparent, efficient, accessible and affordable government; a competent and adequately remunerated public service; a strong sense of partnership between Government and other agents; and a positive contribution to international peace and security. The state is responsible for ensuring a basic framework of legality, rights and freedom (without jeopardizing moral ethics) and intervening in the economy to promote economic efficiency, equity and growth.

In order to strengthen National Unity, it is imperative to groom tolerance and understanding between counteracting groups, upholds democratic dialogue, strengthen democratic institutions and independence of the Judiciary, Legislature and the Executive. Involvement and participation of women, youths, People with Disabilities and other vulnerable groups on issues of national concern, will act to improve national Unity

4.4.2 Cluster Summary
As discussed earlier under Chapter II, the implementation of MKUZA I registered notable success in the planned strategies under this cluster. Notwithstanding, however, the implementation was marred with an array of challenges, most notably:

• Inadequate decentralization and weak local government system leading to limited participation of grass root players in public affairs
• Weak capacity coupled with weak mechanism for enforcement, transparency and accountability within the state and non state actors
• The wrong perception that good governance is role of one ministry and the consequential ineffective coordination of good governance initiatives.
• Scarcity of qualified human recourses and facilities at all levels of the government in implementing good governance
• Weak institutional capacity of oversight institutions, in terms of human resource capability and lack of requisite tools and equipments
- Weak legal framework which is not supportive of effective and timely implementation of MKUZA.

**Overall Goal and Outcome**

The overall goal of this cluster is therefore to put in place an improved governance system that will support growth initiatives for the reduction of poverty.

This MKUZA intends to build on the achievements of its successor and in so doing it will continue to acknowledge the important roles of good governance and national unity in accelerating growth and reducing poverty. Moreover, the Strategy will take into account the challenges encountered by the previous Strategy in order to garner maximum results.

The expected broad outcome of this cluster is “Enhanced Democratic Institutions and Processes, Rule of Law and National Unity”

The number of specific goals has been reduced from eleven to three in order to have a sharp focus as well as to achieve possible organic synergies amongst the goals. It has to be noted that despite a much less number of goals, the coverage remains the same or even broadened. MKUZA II will therefore implement the following goals under the cluster of Good Governance and National Unity:

**Goal 1: Ensure Greater Citizens Participation in Democratic Governance**
**Goal 2: Strengthen the Rule of Law, Respect for Human Rights and Access to Justice**
**Goal 3: Improve Democratic Institutions and National Unity**

In order to implement the Strategy and achieve the planned outcomes under this cluster, the following broad interventions are projected:

- Strengthening democratic institutions and processes including Electoral Democracy
- Strengthening the capacity of the House of Representatives, LGAs, Vulnerable groups, Women, the Youths)
- Promoting community empowerment through (Community Development Groups, Sustainable Savings and Credit Societies, Shehia Development Committees) provision of empowerment assistance and facilities.
- Developing a coordinated reform program for the legal sector to achieve credible, effective and affordable system for the dispensation of justice
- Enhancing initiatives in the fight against corruption and immoral ethics
- Strengthening coordination of good governance initiatives with clear roles of Non State Actors and emphasis on Civic Education

**4.4.3 Goal 1: Ensure Greater Citizens Participation in Democratic Governance**

The goal aims at deepening and widening involvement of the stakeholders in planning and implementation of public operations with special attention to grass root actors. To attain this, the local government structures and roles will be devolved in order to have a meaningful, effective and democratic participation of all walks including women, youth, people with disabilities and other vulnerable groups. The on-going reforms on Local government will be fast tracked for effective participation and service delivery. Non- state actors will be empowered to be a recon- force in planning and more importantly in their advocacy roles. Building capacities of grass root and district level stakeholders is envisioned to facilitate District level planning implementation and monitoring. By the same token, NGOs and CSOs capacity to identify their needs and responses will be assessed and training program developed and implemented. This MKUZA will ensure that more attention will be given to empower the special groups (including the vulnerable)
such as poor women, youths, the old-age people, the sick and those with disability. Empowering and increasing of women representation in decision making as well as promotion on inclusive approaches are envisaged. Particular attention will be given in mainstreaming cross cutting issues such as HIV and AIDS, gender and environmental issues to ascertain sustainability of growth and reduction of poverty initiatives.

The identification and its subsequent declaration of the private sector as an engine of growth is a commendable decision and to make it a reality follow on activities are necessary. Since the private sector is nascent and fragmented, the strategy plans to facilitate a change and make the private sector a robust partner. Public Private Partnership arrangements and the resultant dialogue platforms such as The Zanzibar Business Council will be fostered to enhance growth. These arrangements are of paramount importance as far as trust building and funding of projects and investments. Furthermore, working relationship guidelines will be prepared to make the partnership mandatory and more formal.

The Strategy aims at strengthening the private sector to better face their roles through strengthening corporate governance. The presence of strong governance standards provides better access to capital and aids economic growth. Corporate governance also has broader social and institutional dimensions. Properly designed rules governance should focus on implementing the values of fairness, transparency, accountability and responsibility to both shareholders and stakeholders. In order to be effectively and ethically governed, business need not only good internal governance, but also must operate in sound institutional environment. Therefore, element such as secure private property rights, functioning judiciary, and free press are necessary to translate corporate governance laws, and regulations into on the ground practice.

Good Corporate governance ensures that business environment is fair and transparent and that companies can be held accountable for their actions. Conversely, weak corporate governance leads to waste, mismanagement and corruption.

The implementation of this goal will be carried out through six operational targets, ten core cluster strategies and an array of interventions. The following are the operational targets:

- The institutional and functional aspects of Local Government Authorities established by 2015
- Comprehensive Planning and Monitoring System established and functional at both National and District level by 2015
- Participation of women in policy and decision making organs increased from 30% to 50% by 2015
- Framework for effective involvement of the youths and vulnerable groups in policy and decision making developed and operational by 2015
- Corporate Governance strengthened by 2015
- Public Private engagement policy promoted by 2015

Core cluster strategies and specific planned intervention packages are:

- Fast track finalization and implementation of Local Government Reform Program through Decentralization by Devolution
- Strengthen local level governance, increase participation and representation of all, including the most vulnerable in design, implementation and monitoring of policies
- Strengthen planning, Monitoring, Evaluation, Reporting and MIS at MDAs
- Mainstream HIV and AIDS issues in District Planning System
• Promote community participation in planning and implementation of natural resource management
• Empower and increase representation of women in policy and decision making levels
• Promote inclusion of youths and vulnerable groups in decision and policy making processes
• Improve institutional and regulatory systems to ensure good corporate governance
• Develop effective framework for partnership and cooperation between government and NSAs
• Develop conducive environment for the private sector to grow and thrive
• Develop Government - CSOs policy dialogue platform

4.4.4 Goal 2: Strengthen the Rule of Law, Respect for Human Rights and Access to Justice
This goal envisages, in particular, to improving the legal sector to make it more responsive in its mandate to give expedited justice in a fair and accountable manner.

A comprehensive Legal Sector Reform Program will be developed and implemented to fulfil the following objectives: Effective and efficient national legal framework; Public safety, national peace, stability and economic prosperity of individuals through credible means; Credible, effective and affordable system of dispensation of justice; Skills and Knowledge of the Legal Sector Personnel to meet the demand of sector service delivery; and Highest Standard of Service delivery and Management of the Legal Sector Institutions. Strategic Framework for Access to Justice for all stakeholders will be developed and operational (with link to the mainland Legal Sector Reform Program). Participatory capacity needs assessment in the judiciary, police, DPP, Attorney-General Chamber, prisons, human rights institutions. Campaigns to build an informed and enlightened populace with knowledgeable and skilled human resource (through an effective free and responsible media, and accessible education and training for all) would be conducted.

MKUZA II accords special attention to the issues of child rights and protection, matters that are specifically addressed under goal 2 of cluster three. The government of Zanzibar intends to put in place legislative framework for the protection of children to conform to the requisite international standards and obligations as stipulated by various international charters, protocols and agreements. Special effort shall be put in place to prevent children from entering the justice system in the first place and when they must enter it to go through it as quickly as possible with minimum disruption in their development and in conformity with internationally accepted standards and procedures.

This goal will also address issues related to Gender Based Violence and other forms of Violation of Human Rights in a comprehensive and a more collaborative manner among all stakeholders. Consumer protection and preparedness to disaster management are also an important part of this goal.

The implementation of this goal will be carried out through five operational targets ten core cluster strategies and an array of interventions. Here below are the operational targets:
• Legal Sector Reform Program implemented by 2015
• Service delivery and oversight improved by 2015
• Human rights awareness and observance enhanced by 2015
• Consumer safety guaranteed by 2015
• Preparedness and response to disaster guaranteed by 2015
• Legal framework for the protection children developed and enforced by 2015
Core cluster strategies and specific planned intervention packages are:

- Develop and implement Legal Sector Reform Program
- Improve access to justice and ensure accountability
- Enhance service delivery at all levels
- Enhance the promotion of human rights and ensure the fulfilment of the obligations to which it is party
- Domesticate, implement and enforce relevant International and Regional Conventions, Declaration and Protocols
- Institute effective mechanisms to respond to rights violation and infringement - physical and non physical (including violence against women, children and other vulnerable groups)
- Combat domestic violence, harassment, GBV and discrimination
- Strengthen and enforce law and regulations for child protection
- Promote fair treatment for all risks groups, including the Most At Risk Populations (MARPS) and people with disability
- Develop and implement Consumer Protection Policy and Strategy
- Develop and implement Disaster Management Policies and Strategies

4.4.5 Goal 3: Improve Democratic Institutions and National Unity

To achieve the desired outcome, strengthening of democratic institutions and processes, forging social, political and religious tolerance is forecasted. As already pointed out, the existing democratization institutions such as the House of Representatives, Local Government Authorities, Electoral Commission need some strengthening to be able to cope with the level and extent of inclusiveness required for MKUZA II implementation. In order to realize MKUZA II objectives, empowerment of the existing democratic institutions is inevitable for them to effectively handle their respective mandates.

The Strategy acknowledges the paramount important of oversight institutions and intends to take measures towards their strengthening. These institutions are necessary of public operations are to have credible respect and government resources rationally deployed. Peace and tranquillity as well as observance of Human Rights are inevitable inputs to growth and reduction of poverty. This Strategy will go a long way in ensuring that conducive environment is built that will ensure protection of every folk’s rights and appropriate mechanisms are put in place to redress any violations. Measures will be taken to facilitate fulfilment of one potential unabated.

The thrust here is to enhance transparency, accountability throughout the system but most in particular for elected leaders so as to enable them to harmonize wisely between their personal priorities and those of the society. As far as National Unity is concerned, the strategy is envisaging to strengthening social, political and religious tolerance that would allow stability and resultant growth and reduction of poverty. Roles and benefits of Zanzibar in the United Republic of Tanzania, the East African Community and other Regional and International organizations are addressed under this goal.

Equity and fairness is one of the key requisite factors for growth and the reduction of poverty. To achieve equity is never automatic and it must be cultivated and subsequently acquired. In cognizant of the same, this MKUZA attempts to create an environment that will ensure equity and fairness are enhanced at all levels.

This goal further aims at stumping out the scourge of known evils of the society frustrating growth. The most notable of these are corruption and domestic violence, harassment and other forms of discrimination. To this effect, the enactment of the anticorruption and leadership ethics
legislation and its operationalization will be expedited. To further tighten the loose ends, corporate governance will be enhanced as well as the improvement in management of public resources. Envisaged measures to combating violence and related evils include civic education and up scaling of regulatory framework and enforcement.

This goal also aims at mainstreaming good governance principles in all public policies, guidelines, plans and programs. This will be done with the aim of dissolving the perception that good governance is a matter of a single Ministry alone. The implementation will be on the outset geared towards the development of a framework that will guide the mainstreaming activities. Tasks of meticulous importance for success will be awareness raising and capacity building in all government entities. Implementation of the framework will be centrally coordinated and ministries will be required to set Integrity Committees (Good Governance Committees). Furthermore, the Strategy plans to design and institute an audit system where MDAs would conduct self good governance audit through their respective integrity committees to be followed by external independent audits. Good Governance Audit reports would enlighten on the performance and hence influence the future.

Core reforms ramify a number of sectors and so are the implications. For that very reason, a good coordination system of the reforms process is inevitable. However, present Core Reforms Coordination is weak at best and needs strengthening. A coordinating Secretariat (unit) will be established to harmonize the process and outcomes, avoid duplications and or gaps and make use of potential synergies. As regards to MKUZA II coordination, a lot more need to be done to review the current coordination system and put in place a well structured communication mechanism that will enable tracking of MKUZA II interventions in a more systematic and effective manner.

The Revolutionary Government of Zanzibar would also under this MKUZA address issues related to equity and fairness in a comprehensive manner by putting in place systems and tools that would increase people’s accountability and service delivery. The framework for anticorruption will be put in place and operationalized. There will also be strengthening of institutions that deal with crimes in a more strategic manner.

Access to information will be increased through addressing a number of issues like the supply as well as the demand side of information by empowering both public and private media as well as encouraging the public to seek for and use information. Capacity to undertake surveys, collect, process and analyze data, produce and disseminate statistical information will also be enhanced, while specific efforts will be geared towards enliven Research and Development. Greater linkages between the OCGS and MDAs are envisaged.

The implementation of this goal will be carried out through eight operational targets, thirteen core cluster strategies and an array of interventions. Here below are the operational targets:

- Democratic institutions and processes strengthened by 2015
- National Unity maintained by 2015
- Roles and benefits of Zanzibar in the URT, EAC and other Regional and International Organizations guaranteed by 2015
- Peace and tranquility in Zanzibar enhanced by 2015
- Leadership and commitment to governance strengthened at all levels by 2015
- All Core Reforms implemented by 2015
- Enhanced equity and fairness in society
- Public access to and use of information increased by 2015
Core cluster strategies and their respective intervention packages are:

- Enhance transparency and accountability for elected leaders
- Strengthen democratic institutions
- Strengthen Oversight Institutions
- Forge social, political and religious tolerance
- Strengthen coordination institutions
- Develop and implement Zanzibar Crime Prevention Strategy
- Mainstream good governance principles in policies, Guidelines, plans and programs
- Institute a system of Good Governance audit and reporting
- Develop a coordinated implementation of core reforms
- Combat corruption in all its forms and manifestations and improve management of public resources
- Strengthen efficiency and effectiveness of mass media and information services
- Enhance a coherent Research and Development system
- Enhance effective data management system

Other interventions to fill the gap

- Finalize and implement Community development policy – 3.2.2
- Improve Human Resources and Capacity Building Institutions – 3.2.2
- Design and implement a strategy to instil sense of National Unity in all circles, including the education system – 3.3.2
CHAPTER V: IMPLEMENTATION FRAMEWORK

5.1 Introduction
The cluster and outcome based approach adopted by MKUZA II will require close coordination and collaboration between and among Sectors, MDAs and Non-State Actors working under each cluster. The coordination and collaboration mechanisms would present opportunities for developing and strengthening linkages and maximizing synergies during the implementation process. This would in turn help to avoid duplication of efforts, cut down transaction costs and reduce wastage of resources. This would be achieved by ensuring that all Actors collaborate one another from planning, budgeting and implementation of those activities to achieve cluster-based broad outcomes.

5.2 Cluster and Outcome Approach
Implementation of MKUZA II will be guided and shaped by the cluster-based and outcomes approach. These approaches call for increased coordination and collaboration between Sectors and also between MDAs and Non-State Actors. On one hand, the cluster approach provides opportunities for strengthening linkages during the implementation process and ensures an integrated thematic response, drawing upon the comparative advantages of each participating partners within the Clusters. On the other hand, the outcomes-based approach allows focusing on the difference that we make on the ground and not just the inputs or processes over which we carry out (which we have control over them) to enable us reach at the outcome. Therefore, the success for the Government and the Public at large is about impact and it is right that we should be judged by tangible improvements in the things that matter to the Zanzibaris.

Hence, MKUZA II will align itself with national policy and planning processes and rely much on resources being allocated to its priority interventions in line with the envisaged approaches. MKUZA II will adopt a sharper and more focused strategy and continue to focus on outcomes capitalising on lessons learned from the previous MKUZA I. Thus, MKUZA II envisages to make use of Sector Strategic Plans, District Strategic Plans, MTEF, among others. New systems of resource allocation will be needed to facilitate efficient budgetary allocation, expenditure tracking and monitoring and reporting. MKUZA II will also align with MKUKUTA in terms of adopting a common strategic approach and a common five-year time frame, namely 2010-2015.

5.2.1 Cluster I: Growth and Reduction of Income Poverty
Through stakeholders’ dialogue, planning, budgeting and implementation of activities enshrined in MKUZA II, all actors involved in the productive sectors such as tourism, trade, agriculture and infrastructure will collaborate to achieve the broad outcome of this cluster. Therefore, the cluster aims to achieve and sustain growth by forging an enabling environment, promoting equitable, pro-poor and broad based economic growth, strive to reduce income poverty and ensure food and nutrition security.

The matrix indicating various cluster related strategies, interventions and cluster-based stakeholders list are found at the end of this document. Also, mainstreamed in the matrix are cross-cutting issues like food security, HIV and AIDS, population, environment and gender.

5.2.2 Cluster II: Social Services and Well-Being
Under this cluster, Actors involved in provision of social services will collaborate in planning, budgeting and implementation of activities to achieve the outcome as articulated under the
cluster. The detailed milestones for implementation of this cluster will be guided by the current and envisaged reforms in sectors of education, health, nutrition, water and cross-cutting themes such as population, food and nutritional security, HIV and AIDS, environment and gender.

5.2.3 Cluster III: Good Governance and National Unity

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 judicial system, 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.

5.3 Harmonisation and Alignment of Key National Processes

Implementation of MKUZA II entails effective linkages with other key National Processes. The Government will continue to ensure that the budgeting process, including MTEF, its execution and monitoring is MKUZA II based. The operationalization of ZBAS and RIMKUZA will be central to MKUZA II Implementation. The Ceiling Committee shall be used to ensure that resources allocation addresses MKUZA II Goals, Objectives and Targets. Public Expenditure Review processes shall be strengthened and widened to cover all the sectors. The Civil Society will also be involved in the monitoring and evaluation of MKUZA II implementation. The MKUZA II monitoring and evaluation system is already harmonized with MKUKUTA M&E, so are the processes of monitoring of population related issues, external resources inflow through the Aids Management Platform (AMP). Cross-cutting issues such as JAST and other mechanisms that ensure linkages and synergies across sectors shall also be monitored and evaluated as part of MKUZA II implementation. As a guiding framework for the Government and Development Partners in enhancing aid effectiveness for development, implementation of JAST calls for further harmonization and alignment of development processes between Zanzibar and Tanzania Mainland to ensure that development partners work closely with the two Governments so that foreign resources are mobilized and properly allocated in the two parts of the URT.

5.4 Review of On-going Core Reforms and Envisaged New Reforms

The Government of Zanzibar has completed a status review of Core Reforms implementation through the following prepared reports: Public Sector Reforms Program; Economic and Public Finance Management Implementation Strategy; Local Government Reforms report and Good Governance Implementation Strategy. The centrality of Core Reforms in the implementation of MKUZA II needs no much emphasis. The Government will ensure that the coordination mechanism for core-reforms is strengthened under the reforms Coordination Unit, and make the reforms task forces operational. Linkage with development partners on core reforms shall be strengthened through informed reports and technical assistance.

5.5 Accountability and Roles and Responsibilities of Key Stakeholders

5.5.1 Collaboration, Accountability and Performance Follow-up

The outcome-based approach adopted in MKUZA II calls for a careful look at cross-sector collaboration, inter-linkages and synergies in achieving outcomes. The key actors that will implement the strategy include central government ministries and LGAs, independent departments and agencies, private sector, Civil Society Organizations (CSO) and the
Citizenry/Communities. The House of Representatives will play an oversight role over the government in the implementation process. Likewise, Development Partners (DP) will play a supportive role in the implementation of MKUZA II.

Based on the synergies and inter-linkages, collaboration will be at different levels. These key levels of collaboration are at macro, productive, socio-economic and public administration sectors. The cross-cutting issues are mainstreamed into the MKUZA II clusters and the mainstreaming will be carried out by individual sectors.

**Macro sector**
The areas of collaboration include macro policy frameworks, cross-sectoral issues and coordination and supervision/monitoring at national and local levels. Major areas include financial mobilization and management, particularly fiscal and monetary issues at central and local government levels as well as policy coordination. Private sector and Civil Society will be involved through a consultative process on macro policies. The performance of each actor will be measured and followed through throughout the implementation process.

**Productive sector**
The areas of collaboration include public and private investments, markets and regulatory mechanism, communication, employment and cross-cutting issues. Key sectors include: tourism, trade and small and medium enterprises (SMEs). Main actors in this area include the private sector and the government, which will provide an enabling environment in selected areas of production. Communities will take proactive role in engaging in productive sector, especially on income generation activities.

**Socio-economic sectors**
The social service sector will include education, health, nutrition, water and sanitation. The areas of collaboration include access of quality and equity in delivery of services as well as social protection. The actors involved are LGAs (districts), private sector, central government ministries and civil society organizations, including the faith-based organizations. The economic resources sectors include roads, construction, transport and communication, energy, water, lands, storage facilities and Information and Communication Technology (ICT). The possible areas of collaboration are investment, joint ventures, regulatory framework, employment, and infrastructure and cross cutting issues. Actors include the respective central government ministries and LGAs, the private sector and the community at large.

**Public administration sector**
The public administration areas of collaboration include policy guidelines, administration of law, peace, security protection of human right and stability. The actors include central Government ministries and agencies and LGAs (districts).

### 5.5.2 Roles and Responsibilities

The roles of key stakeholders in implementing MKUZA II cannot be over emphasized. The key stakeholders with roles in implementing MKUZA II are: (i) the RGoZ (House of Representatives); Ministries, Departments and Agencies; (ii) Non State Actors (the Communities/Citizenry, Private sector; Civil Society Organizations) and (iii) Development Partners.

**The Government (RGoZ)**
The main roles and responsibilities of the Government Actors in this regards will be on policy guidance, resources mobilization, coordinate MKUZA II review, and organize sensitization
activities on MKUZA II and reporting supervise and implementation and monitoring and
evaluation process of MKUZA II.

**The House of Representative (HoR)**
The House of Representatives will continue to oversee Government business on MKUZA II
implementation and other government ministries based on the current structure of Parliamentary
select committees, which is by sector and its Members may be included in special working
groups where appropriate (specific standing committees). The capacity of the House of
Representatives will be reassessed and strengthened by imparting necessary skills through
training and awareness raising on selected critical development issues and keeping regulations of
the House up to date.

**The Cabinet**
As an executive body of the Government, the Cabinet (The Revolutionary Councils) will
continue to oversee Government functions on MKUZA II implementation. The Cabinet will be
informed by the Inter Ministerial Technical Committee (IMTC). The Cabinet will forward major
issues to the HoR for decisions requiring it to do so in accordance with the existing laws. The
IMTC will be informed by the MKUZA II Technical Committee, a forum which provides
technical inputs to MKUZA II and oversee its implementation.

**Ministries, Departments and Agencies and Local Government Authority**
The Ministry of Finance and Economic Affairs will be responsible for overall coordination of
MKUZA II through the MKUZA II Secretariat. As the line Ministry, MoFEA will remain with
sole responsibility of overall coordination for implementation of MKUZA II through the
MKUZA II Secretariat. Composed of Members from MDAs, MKUZA Secretariat will
coordinate day to day implementation work of MKUZA II guided by MKUZA II TC. It will also
coordinate motoring and evaluation work of MKUZA II using TWGs. 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 finalized 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.

MKUZA II Secretariat will be assisted by Technical Working Groups that will gather
information on MKUZA II Implementation. 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 encouraged and
given more emphasis. The MDAs staff would also be provided with more and better working
environments including equipments and accessories to increase their capacity to deliver social
services. 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 and other Actors to citizens. The cluster approach will be used as a
preferred modality for dialogue.

MDAs and LGAs (Regions, Districts/Shehia) led by MOFEA will work together to coordinate
and implement MKUZA II. This includes overseeing poverty monitoring system and work
closely with other Actors to ensure that there is progress in achieving poverty reduction
outcomes. At the implementation level, they will act as an interface between the national poverty
monitoring system and Local Government or Districts’ M&E on different aspects of monitoring
and ensure cross-cutting issues are adequately coordinated and mainstreamed into MKUZA II. MDAs and LGAs (Regions, District/Shehia) will also:

(a) Establish and incorporate MKUZA II priorities in the preparation of Medium Term Expenditure and Annual Plans and Budget.
(b) Identifying detailed priority activities (sectoral and cross-cutting) that will be taken up during the implementation of the MKUZA II.
(c) Mobilize, allocate and monitor financial resources made available to MKUZA II Actors.
(d) Ministry responsible for Local Government will coordinate implementation of programmes at regional and district levels. It will also be responsible for capacity building measures at the local government levels. On the other hand, the ministry will spearhead collection and dissemination of data from grassroots level to the national level (MKUZA Secretariat) and vice versa.
(e) At the district and Shehia level they will plan and implement programmes within their areas of jurisdiction, in collaboration with other actors, including communities and households through participatory process.

Non-Government Actors
The key roles for Non State Actors (NSAs) in achieving desired outcome of poverty reduction will be as stipulated below:

Communities
Communities will participate in planning, implementation and monitoring community initiatives and activities supported by government and other actors. Communities will also monitor quantity and quality of services delivered to them e.g. through Participatory Service Delivery Assessment (PSDA) and other preferred methods. Actors such as NGOs will develop ways to enable communities hold their leaders, local authorities and central government accountable to the people they serve through awareness raising and increased associational life at community level.

Private sector
The private sector has an important role to play in achieving poverty reduction outcomes because of its central role as the engine for economic growth. The government will only concentrate on its core functions of policy formulation, economic management, provision of economic and social infrastructure, and legal and regulatory framework, maintenance of law and order as well as selected areas of public-private sector partnership. In general terms, the private sector will spearhead non-public investment projects/programmes; lead the implementation of the growth strategy, complement RGoZ efforts in Services Provision; complement RGoZ’s efforts in human resources development and ensure effective implementation of public private partnership. The factors that hinder the active private sector participation in the economy will be addressed through friendly trade and investment policies and public private partnership (PPP).

Civil Society Organizations
The civil society organizations are key actors in poverty reduction. Their roles and responsibilities will include: building local capacity and empowering communities; participating in monitoring and evaluation at national and community level; mobilizing and enhancing community participation; sensitize the general public (at the grass-roots level) to understand MKUZA and their role in the implementation of its interventions; mobilize community resources for poverty reduction and complement RGOZ efforts to deliver social services. CSOs will advocate for accountability of its members and government to the people. CSOs will work closely with the government ministries and local authorities to ensure that cross-cutting issues are included and implemented in the sectoral and district plans. In order to improve the
effectiveness of civil society organizations there is a need to review and strengthen the organizational and management frameworks at national, regional, district and community levels.

**Development Partners**

Development partners will continue to work closely with key local actors in addressing poverty reduction outcomes. According to the thrust of the Rome and Paris Declarations, Tanzania Assistance Strategy and Joint Assistance Strategy, the development Partners will use the existing agreed national systems and processes to provide additional financial, technical and other support in the implementation of the poverty reduction strategy geared towards achievement the Millennium Development Goals. Development Partners will also support the implementation of Core Reforms and facilitate deployment of capacity building initiatives within the poverty reduction framework as well as participating in reviews, monitoring and evaluation of MKUZA.

### 5.6 Implementation Modality and Management Arrangements of MKUZA II

The implementation arrangement shall be engendered by the growth strategy and the Public Service Reform Programme based on lessons from MKUZA I implementation. It will also ensure that MKUZA II is sharper and more focused by detailing the means and how collaboration and linkages will be enforced at each cluster and sector levels. The implementation shall be through sectoral plans and strategies. The Government will ensure that all MDA’s and the Civil Society have comprehensive plans that are reflective of MKUZA II outcomes, objective and targets. While each MDA will finance its implementation through MKUZA II based MTEF budgets, the Civil Society will finance their plans and strategies using non MTEF resources but adhere to engaging in activities that are MKUZA II based and undertake contracting activities from the public sector.

The process of implementation (MTEF/PER) of MKUZA II must abide by the principles of a cluster and outcome based approach taking the paramount importance of, harmonization 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 II 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 harmonizing and aligning the allocation of resources and analysis of progress towards MKUZA targets and outcomes.

The coordination of MKUZA II implementation shall be through the MKUZA II Secretariat while policy guidance shall be drawn from the MKUZA–Technical Committee. Regular implementation reports shall be drawn from MDAs through MKUZA II Technical Committees to inform measures to strengthen the process of implementation. The Implementation process shall benefit from the good practices of its predecessor and perfect the way the challenges have been addressed. The harmonization of the time frame, structure and the monitoring master plans of MKUZA II and MKUKUTA II shall be used to enhance the exchange of experiences between Zanzibar and the Mainland Tanzania.

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.
6 CHAPTER VI: COORDINATION, MONITORING AND EVALUATION

6.1 Introduction
This chapter addresses the main issues on MKUZA II Coordination, Monitoring and Evaluation (M&E). Coordination between the implementation of MKUZA II and the budget process, which involve MDAs and various stakeholders, is important for the achievement of MKUZA II 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).

6.2 Coordination
MKUZA Technical Committee, which is chaired by the Ministry of Finance and Economic Affairs, will continue to undertake the overall coordination of MKUZA II. 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 Accountant General, the MDAs and the Secretariat will work jointly to ensure that the MDAs annual plans and MTEF are in conformity with the MKUZA II operational targets.

6.2.1 Monitoring and Evaluation of MKUZA II
The MKUZA Monitoring System is been managed by MKUZA Technical Committee (MTC) through MKUZA Secretariat and supported by six TWGs. The objective of MKUZA Monitoring System is to support the successful implementation of MKUZA II by providing good quality and timely outputs that promote efficient allocation and utilization of resources for the achievement of MKUZA II targets and outcomes. 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 TWGs is as follows:

- The Census, Surveys, Routine Data TWG;
- The Research, Analysis and Advisory (RAATWG) TWG;
- The Communications TWG; and

Three cluster-based PER TWGs:
- PER I Cluster: Growth and Reduction of Income of Poverty
- PER II Cluster: Social Services and Well-being
- PER III Cluster: Good Governance and National Unity

Indicators for monitoring the progress of MKUZA II were developed during the first phase of MKUZA intervention, which included core indicators for each cluster as well as additional sector specific indicators provided by other relevant stakeholders. Although an attempt was made by MDAs to align their indicators with MKUZA indicators and targets through their Strategic Plans, this was inadequate to provide the relevant information on progress towards achieving MKUZA goals. This called for MKUZA Secretariat to carry out a coordinated process of harmonizing
MKUZA and Sectoral level indicators in respect of time frame in achieving set targets; examine the baseline year and terminal year with a careful look at the quality of indicators, their rationale and availability of data. As a result, the number of monitor-able indicators was reduced to supposedly a manageable size of 78 indicators: i.e. 29, 25 and 24 indicators for cluster I, II and III respectively. The Participatory Service Delivery Assessment (PSDA) is adopted in the MKUZA II 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 has been, and will be, carried out annually to evaluate service delivery.

6.2.2 Monitoring of the MKUZA II at Various Levels

District Level

At the District level, the District Administrative Office is the Secretariat to the District MKUZA 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 is being coordinated and managed by the District Administrative Office who in turn reports to the Ministry of Regional Administration and Special Departments.

The District Planning Committee will plan and implement its activities in conformity with the MKUZA II 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

At the national policy level there are two key institutions, namely the Inter-Ministerial Technical Committee (IMTC) and the Cabinet. The IMTC is composed of all Principal Secretaries 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 MOFED where the Secretariat is housed are the links between MKUZA II monitoring and the IMTC. The Terms of Reference for IMTC is to develop appropriate policies/strategies based on the findings of the MKUZA II M&E and inform the Cabinet on the progress of the MKUZA II.

The Cabinet

The Cabinet under the chairmanship of the President of the Revolutionary Government of Zanzibar who is also the Chairman of the Revolutionary Council receives feedback reports on MKUZA II issues from the IMTC through the Chief Secretary for appropriate policy decisions. Also, the House of Representatives possesses the legal mandatory of assessing and accepting the effectiveness and appropriateness of MKUZA II performance through annual implementation of planning and budgeting of the MDAs. The House of Representatives will scrutinize MDAs planning and budgeting considering the alignment of MKUZA II operational targets. Attempts should be taken to strengthen House of Representatives capacity in conducting its functions in conformity with MKUZA II objectives

Sources of Information

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 Office of
the Chief Government Statistician, 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. The other equally important source of information is routine data from MDAs.

6.2.3 Key Outputs of the ZSGRP Monitoring System

The expected key outputs from the MKUZA II M&E include the sector expenditure reviews based on the three clusters, National Surveys and MKUZA II Annual Implementation Reports where trends and results are detailed and discussed. PSDA is being institutionalized in the MKUZA II and is reviewed annually. The results will aid the sectors to be better providers of services that are really needed by the people. There are three important reports that are produced by the MKUZA Secretary, these are: MKUZA Annual Implementation Report (MKUZA AIR), Zanzibar Human Development Report (HDR) and Zanzibar Millennium Development Goal (MDG) Report. Other reports, which are produces by OCGS under Census and Surveys TWG are: Zanzibar Economic Survey, which shows the economic scenario of the country; Quarterly macroeconomic performance which study aggregated indicators such as GDP, unemployment rates and price indices to understand how the whole economy functions. 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 would be updated continuously whenever new information and data are available.

6.2.4 Challenges and Strategies for M&E

General assessment and evaluation of the MKUZA I Monitoring Master Plan indicates that despite of the achievements gained over the past three years in MKUZA with respect to M&E system, the later has been short in addressing the five M&E performance/evaluation questions -- of relevance, effectiveness, efficiency, impact and sustainability -- which are critical for developing appropriate policies and for effective decision making in managing MKUZA II for impact. The main contributing factors has been due to among others inadequacies of human capacity for M&E, incentives for carrying out M&E functions, the necessary structures and processes, Management Information Systems (MIS) and Financial Resources. With the increasing demand for evidence-based data/information for decision-making notably during the last period of MKUZA I implementation, systematic data collection, storage, analysis and its full utilization at Shehia, district and MDAs levels remain to be inadequate and, hence, ineffective in providing timely and relevant information required for making decisions. Placed in the heart of MKUZA M&E system are MKUZA Technical Working Groups (TWGs), particularly Cluster PERs, together with the Office of Chief Government Statistician (OCGS), which have been gaining strength gradually but still unable to perform its duties in its full capacity.

MKUZA II, through its Secretariat and in collaboration with OCGS, seeks to address those challenges by setting up appropriate strategies for M&E that are effective to monitor and evaluate the MKUZA II progress and the achievement of the results, inform the required adjustment to policies and interventions accordingly in order to reach the intended goals. The
enabling environment would be for MKUZA II to focus basically on the four key pillars required for managing for impact that need to be well developed and functioning:

*Creating a learning environment* – by establishing and strengthening a culture and set of relationships with all those involved in MKUZA II that will build trust, stimulate critical questioning and innovation and gain commitment and ownership;

*Guiding MKUZA II strategy* – by taking a strategic perspective whether MKUZA II is heading towards its goals (impacts) and reacting quickly to adjust the strategy or even the objectives in response to changed circumstances or failure;

*Ensuring effective operations* – by managing the day to day coordination of financial, physical and human resources to ensure the actions and outputs required by the current strategy are being effectively and efficiently achieved;

*Strengthening and establishing core M&E functions of information gathering and management mechanisms* – by ensuring that the systems are in place to provide the information that is needed to guide the strategy, ensure effective operations and which encourage learning.

MKUZA I Monitoring Master Plan will be revised and will contain detailed elaborations of the following M&E strategies to be implemented in MKUZA II:

**6.2.4.1 Harmonization of Strategic Planning and Budgeting Guidelines**

Successful implementation of MKUZA II is anchored on how effective and efficient 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 MKUZA II operational targets and the developed indicators. Previous attempts to design and operationalization of full functional electronic tracking systems for budget allocations (Zanzibar Strategic Budget Allocation System, ZBAS) aligned to MKUZA implementation progress (RIMKUZA) failed to operate due the associated bugs, in ZBAS, and RIMKUZA was not developed at all. Despite of these shortfalls, prompt reviving, rolling out and maintaining those systems would be inevitable at this point of MKUZA II implementation.

Despite the fact that MKUZA I had best been implemented through the budget process, however, the statistical data relating to MKUZA I implementation has inadequately been made available in the required detail and on time during the relevant stages in the budget preparation process - (preparation of the budget guidelines, which is informed by review of prior year performance, medium term expenditure framework, resource envelop, and target performance from MDAs). To address this challenge on MKUZA II, data needs and capacity in implementing MKUZA II, periodical training in MDAs and OCGS on harmonization of statistical data activities with annual budget cycle will be conducted. The set up and accountability of the TWGs of MKUZA monitoring systems and their practical functioning, and how they related to the public expenditure review processes are important determinant of this harmonization process. In addition, short-term training programmes on poverty analysis will be organized to the staffs in the Department of Planning and Policy in MDAs to stimulate data needs, analysis and adequate reporting.

**6.2.4.2 The Link between the Sectoral Planning and MMMP**

The alignment of sectoral planning, District Plans and MMMP is another core function of MKUZA II M&E Framework and the achievement of MKUZA II outcomes and goals. In this
scenario, well alignment of sector strategies to MKUZA II intervention packages, which will be incorporated in MTEF, would be the prerequisite for matching of policy priorities and budget allocations in the context of the annual budget process and incorporating the emerging policy changes. Tracking of budgets and the allocation of the resources with respect to the MDAs needs is a challenging work unless an effective system is in place. This problem will be addressed in MKUZA II by reviving Zanzibar Budget Allocation System (ZBAS), which was initially designed for this purpose but failed to be rolled out in MDAs due to some bugs.

The transparency conditions of MTEF allowing easy measurement of government’s commitment to MTEF would be needed for example in publishing the Economic and Fiscal Update, Fiscal Framework Statement, Budget Policy Statement and Corporate Plans of Ministries in specified periods.

The MDAs will have to revise their three-year strategic plans, which were developed in 2008, to reflect the intervention packages stipulated in MKUZA successor strategy. Furthermore, all reports from MDAs should base on indicators agreed upon in MKUZA II.

6.2.4.3 The Requirements for Human Resource Capacity for M&E

The human resource capacity for M&E is still limited in OCGS, Shehias, districts and at MDAs as the available staffs are few and most of them have little skills and knowledge on M&E. As such, insufficient or lack of routine data collection, storage, analysis and reporting from the above levels, pose a great challenge to MKUZA II monitoring system. Since the successful implementation of MKUZA requires more organized M&E functions, high priority will be on capacity building at OCGS and MDAs in M&E that would include imparting knowledge on managing for impact with emphasis on result-based management, data collection methodologies, secondary level analysis, report writing skills, ICT, policy analysis among others. The recruitment of new M&E staff in Shehias, districts and MDAs will be undertaken regularly with the mechanism for retaining those staffs on mind.

6.2.4.4 The Requirement for Effective M&E System

MKUZA M&E system aspires for M&E units that are effective to monitor and evaluate the progress, inform the required adjustments to policies and interventions accordingly in order to reach the intended MKUZA II goals. In this view, MKUZA II stakeholders are accountable in guiding the strategy towards impact. Equally important is the OCGS as a centralized storage database of information generated from different actors for decision-making and, therefore, improving the interface between MDAs and OCGS is an important factor in addressing MKUZA II data capacities.

In MDAs, the Departments of Policy and Planning are the strategic points for M&E Units, yet most MDAs lack such units and the existing ones are ineffective in conducting M&E functions. This gap consequently contributes to insufficient monitoring of the implementation progress through the systematic routine data collection, management, analyzing and reporting in MDAs. The information generated from routine data is substantially needed for successful M&E functions specifically in providing the evidence-based evaluation of the implementation progress and the achievements of the outcomes and goals through e.g. surveys, census, HBS, MDG, PSDA and in reporting MKUZA II annual implementation progress. In this front, more organized M&E functions would be required to enable strengthening of the existing M&E units and establishing new ones in places where they do not exist in MDAs, districts and Shehias. MKUZA Secretariat, in collaboration with OCGS, will take this responsibility from the onset of the successor strategy to address this outstanding challenge.
On the other hand, interventions are needed: to identify key data collectors and conduct sensitization workshops on data collection and analysis (quick win); to provide a data bank and a clear system of harmonizing data; to strengthen the OCGS as a centralized storage center of information, including acceleration of ease accessibility of the generated information by different stakeholders for decision-making.

Incentives for carrying out M&E activities have been done during the provision of specific information needs e.g. surveys, census and in reporting the progress on MKUZA II annual implementation. However, no regular scheme is in place to motivate staff and stakeholders to carry out M&E activities in Shehias, districts and MDAs. Incentives like the provision of adequate M&E human capacity (knowledge and skills and numbers), provision of the recommended 5-10% of the total budget as finances for M&E, good offices and equipment, reliable transport and incentives for reporting should be considered among others as intermediate and long-term strategies for MKUZA M&E system to excel.

The multi-stage M&E framework adopted by MKUZA II is a challenge for full-flagged M&E system as some of the necessary structures and processes for M&E are not in place or are inadequate. The successor strategy would require to address those challenges by ensuring that: M&E roles and responsibilities are clearly defined in job descriptions and adhered to and are not overlapping or conflicting; the M&E responsibilities within the system are integrated and are complementary; decision making processes are clearly linked to findings from the M&E system and are open, clear and functional and; decision making processes are a shared responsibility between MDAs and the MKUZA II key stakeholders.

With regard to Management Information System, a functional MKUZA II M&E system requires a strong MIS as a system of inputting, collating and organizing data that would provide selective data and reports to MKUZA II stakeholders, to assist in monitoring and controlling organization, resources, activities and results. The development of ZBAS and the establishment of MIS in some MDAs are one of the attempts done to address this issue but, however, in view of managing MKUZA II for impact, lack of functional MISs in most of MKUZA II stakeholders, particularly the MDAs poses a bid challenge, which needs to be addressed from the onset of the successor strategy. These strategies will include:

- The establishment of databases (computerized and written materials) at Shehias, District and MDA levels, which are clearly linked to the M&E system and centralized in OCGS, and which are easy to use, accessible and can provide the relevant information to all stakeholders;
- Enhancing regular communication and feedback with different stakeholders, with special attention on cluster PERs as the driving force of all sectors.
- MDAs and Districts should establish practical close collaboration with the OCGS - in line with the Statistical Act No. 9 of 1999 - with the aim to 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.

The financial resources had been adequately available to perform national M&E related functions e.g. the production of various reports (HBS, MDG, MKUZA - AIR, surveys and census and sectoral PER). However, the M&E functions at Shehia, district and MDAs levels have greatly been affected due to inadequate financial support and, hence, limiting its core functions specifically the routine data collection process, analysis and reporting. In MKUZA II, the financial improvements would be required to ensure that a separate budget line for M&E,
which includes all M&E related activities is in place to support: routine monitoring of the implementation process, data collection and processing, database development and management, human capacity development (enough M&E staff, enough training in M&E, motivation), for key reflection events (e.g. annual stakeholder workshop) etc.

Although public awareness on MKUZA II implementation was created during its inception but however, the misconceptions still exists generally at the community level and specifically in the sectors regarding to their accountability and contributions in achieving MKUZA II for national development. In MKUZA II, a team work would be required to guide MKUZA II towards impact. In order to achieve this, all stakeholders will be re-oriented for their participatory collective efforts in achieving MKUZA II goals.

Efforts should be stepped up to strengthen Local Government Authorities, which provide the necessary platforms for communities to participate best in MKUZA II implementation through which they can identify opportunities and obstacles for their development and find appropriate solutions of their problems during participatory planning, monitoring and evaluation of their SMEs projects. This strategy will not only stimulate proactive and critical reflections during the implementation processes but also would enrich processes used for MKUZA II feedback mechanisms like Participatory Service Delivery Assessment (PSDA) and PER.

Local Government Authorities provide the necessary platforms for communities to participate best in MKUZA II implementation through which they can identify opportunities and obstacles for their development and find appropriate solutions of their problems during participatory planning, monitoring and evaluation of their SMEs projects. However, slow implementation of local government reforms undermines this opportunity and needs to be addressed in the successor strategy. Participatory planning M&E approach at lower levels will not only stimulate proactive and critical reflections during the implementation processes but also would enrich processes used for MKUZA II feedback mechanisms like Participatory Service Delivery Assessment (PSDA), HBS and PER.

6.2.4.5 Interventions for Strengthening the Reporting and Analytical Capacity

The reporting system in MKUZA I implementation has been improving gradually but with increasing demands for the reporting documents and processes to be timely and of good quality for policy improvements and decision making. MKUZA I witnessed sub-standards in reporting characterized by lack of M&E /reporting capacity (knowledge and staff capacity) in the OCGS, Shehias, districts and MDAs and lack of motivation to report on the implementation processes. MDAs and Districts would continue to produce annual and other periodical reports on performance appraisals using the operational targets and indicators agreed upon. Thus the interventions for strengthening the reporting and analytic capacity will be stepped up in MKUZA II. These reports are coordinated under the Department of National Planning, Sector Development and Poverty Reduction in MOFEA. The driving force of this process is the placement of strong MIS in each MDA as well as that at the district and community levels. In order to ensure that reporting documents and processes are timely and of good quality, adequate M&E / reporting capacity will be built-up by organizing relevant in-house and out-door training programme on technical/policy writing skills to M&E staffs with focus to policy and planning staffs in districts and MDAs. High motivation for reporting would be needed in line with this strategy. Critical reflection events would be organized on a regular basis (quarterly, biannually and annually) - along with the initiation of a series of poverty data and policy thematic seminars and workshops, which will stimulate critical reflection on successes, failures and unexpected outcomes and reasons for these changes emerging from the reports.
Although there are some gradual improvements in the quality of MKUZA AIR but its preparation is time consuming due to inadequate documentation in MDAs and the supplied information is sometimes fragmented, unrealistic and hence needs verification. This challenge will be addressed in MKUZA II by facilitating the development of RIMKUZA (Ripoti ya Utekelezaji wa MKUZA) system, which was proposed to capture MKUZA implementation progress in the past years. The RIMKUZA will be backed up by setting-up functional documentation and information centers in MDAs. TWGs, particularly the cluster-based PERs, will be stimulated and be accountable for documenting and reporting on success stories and the most significant changes attributed by MKUZA implementation. This information will input MKUZA AIR, PSDA, impact assessment and other periodical reports. Likewise, MKUZA Secretariat will spearhead the provision of feedback to all MKUZA II stakeholders in appropriate times and in simplified Swahili and English versions through the Communication TWG. For broader outreach, mass media - including documentaries on TV, radio and newspapers - will be used as a means to reach the broader audience.

The Information Communication Technology (ICT) has been growing gradually but it will take time to bridge the existing digital divide with respect to MKUZA II implementation. The strategic use of ICT in data coordination and quality control and improving access and dissemination can provide synergetic effect in increasing the use of ICT in strategic communication of data and information on MKUZA indicators. This objective will be met by placing ICT on the MKUZA M&E system agenda e.g. by: strengthening the use of email and internet strategies in MDAs and districts; taking the advantage of community-wide high mobile penetration to communicate data and to assess up-to-date key stakeholders’ information needs from the central database.

Regarding to analytical capacity in MKUZA M&E system, a good progress has been made in generating and analyzing data at the national level, e.g. through census, surveys and HBS. However, the required capacities to undertake secondary analysis of the same remain at its infant stage. Lack of enough staffs with the required skills and knowledge to carry out this task is one of the serious contributing factors. In-depth data analysis, aggregated to lower levels like Shehias, would facilitate the detailed mapping of poverty in Zanzibar and the updating of existing district profiles for realistic planning and resource allocations to those areas by policy and decision makers. In this front, proactive measures would be required to address this challenge in the second phase of MKUZA implementation by building up such capacities in districts, MDAs, the OCGS, Universities and at the research institutions. Thus:

Capacity building and strategic involvement of higher learning and research institutions would be addressed as a means to stimulate demand for statistical data as well as enhancing internal capacity that will eventually fill the missing link between data collection, analysis and interpretation for policy purposes. Institutions capable of providing technical support like REPOA and UDSM will be consulted and the knowledge and skill generated would gradually be transferred to staffs engaged in the process from MDAs and OCGS.

Short-term operational support for procurement and outsourcing of technical assistance would be sought out, where appropriate, with strong elements of capacity building to MKUZA and important institutions, notably the OCGS.
7 CHAPTER VII: RESOURCE MOBILIZATION AND FINANCING FRAMEWORK

7.1 Background
MKUZA II will be the guiding document for all development activities in Zanzibar for the period 2010/11 – 2015/16. The challenge to fully fund the activities that constitute MKUZA II will be met from a mix of domestic revenues and external financing. The resource implications of the bundle of activities that constitute MKUZA II is of crucial importance for the legitimacy of the strategy: for the aims, outcomes and targets that are embodied by the MKUZA II to be credible it must be realistically possible to fund them through available resources or using additional resources that may be made available by development partners or through new sources of domestic revenue.

This section of the report lays out the principles on which resources will be mobilized for MKUZA II; the current projection of resources, both external and domestic, that is likely to be available for its implementation, accounting for other expenditures and commitments that must be honoured; a discussion of the costing of MKUZA II and the funding gap that must be filled for its comprehensive implementation; the plan for filling these funding gaps; and finally the risk factors that may threaten the mobilization of adequate resources.

7.2 Principles for Resource Mobilization
According to a study commissioned by RGoZ in February 2010, MKUZA I was financed primarily from domestic resources, with two-thirds of financing coming from such sources. However, these resources were insufficient to fully finance MKUZA, so a diversification of the source of and intensification of the use of funding is necessary. Resources for MKUZA II will be drawn from an array of domestic and foreign sources. It is important to ensure that these resources are drawn in a manner that allows maximization of resources subject to the constraint that they should only be accessed on sustainable and preferential grounds.

All revenue collection will be designed with a clear conception of their long term effects: funding MKUZA II should not bring any long-term negative consequences to Zanzibar. Resource mobilization must follow the basic principle that the need for increased resources should not outweigh the need to contract or collect resources on the best possible terms. Occasionally trade-offs may be considered to fill specific funding gaps, but these tradeoffs will be considered very carefully, according to the principles laid out here.

7.3 Domestic Revenue
Tax and non-tax revenues are the most favoured method of financing expenditure within Government. They allow the greatest flexibility and fungibility of resources, and of course complete Government ownership. External conditions and restrictions cannot be placed on Government resources. Policy on taxation and non tax revenue will be determined independently of MKUZA II funding requirements. However, since few donors will directly fund recurrent expenditure (except through General Budget Support), recurrent expenditures such as salaries,
will have first call on domestic revenues. Only revenues over and above the level of recurrent expenditure will be available for MKUZA II implementation. Domestic borrowing may be driven in part needs for MKUZA, but must conform to strict limits and conditions to ensure that the debt load of Government remains sustainable. Though it offers fungibility, flexibility and ownership of the resource base, domestic borrowing is the least preferred modality for financing MKUZA II, since it also accrues the highest costs, due to high domestic interest rates and the lack of formal restraints to borrowing.

7.4 External Resources

The guiding principles of the Joint Assistance Strategy for Tanzania (JAST), the Paris Declaration and Accra Agenda for Action, as well as forthcoming strategy papers on aid mobilization and utilization for Zanzibar, will continue to form the primary basis for contracting aid to Zanzibar. Only support aligned to MKUZA II will be contracted by RGoZ. The level of alignment will be determined by the Department for External Finance and the MKUZA Secretariat together. The most preferred method for receiving new aid, subject to some reforms, is likely to be General Budget Support, since this gives the Government the greatest flexibility to use this aid in support for whichever aspects of MKUZA II require funding at a particular time. RGoZ preference is for GBS to be determined by a needs-based analysis rather than the current formula based approach used between RGoZ and the URT Government. Any basket funds contracted by RGoZ will be for a full MKUZA II cluster or for a number of sectors within that cluster. Single-sector baskets will be discouraged except under exceptional circumstances where the volume of support required dictates an individual basket. Project funding is likely to remain a considerable proportion of donor funding received. Projects that have already commenced will be seen through to their logical conclusion. However, all new projects signed by RGoZ will be required to be fully aligned to MKUZA II. This will require that all DEF, MKUZA secretariat and the sector Ministry involved will all be required to provide some documentation that the project contributes to a specific MKUZA target.

7.5 Alternative Funding Arrangements

Where possible, RGoZ will encourage the use of alternative funding arrangements, such as Private-Public Partnerships (PPPs) and Community Contributions. Community Contributions are fees or other financial payments made to project implementers or other institutions. PPPs involve a contractual arrangements between private organizations and the public sector for the provision of specific services. In many cases in mainland Tanzania, using this approach actually reduced the cost of financing the activity. Community Contributions are more likely to be possible in education sector activities (where for example fees are paid to schools and in kind contributions are made), while PPPs are more suitable for infrastructure projects. For Community Contribution projects, one approach to consider is to extract contributions from the entire community a project seeks to support, not just those directly involved. For example, for a schools project, fees may be paid by those families with pupils attending schools, and a different fee can be used for even those families or individuals not using the school, since there is a positive externality from better education within the locality. PPPs require particularly close analysis before being undertaken. Given that resources for MKUZA II implementation are scarce, PPPs should only be contemplated when they are either likely to generate better services for a similar or cost or where they are likely to reduce the cost of the providing the service or implementing the activity concerned. The use of these modalities will depend on the specific activities under consideration. Not all activities under MKUZA II will be appropriate for one of these modalities, but each activity planned by a sector under MKUZA II should be assessed for its suitability for alternative
funding sources. If it felt that it may be funded either through a PPP or through Community Contributions, a proposal should be drafted and sent to MoFEA for assessment. Priority in planning and resource mobilization will be given to projects that can realistically source the majority of their funds for in this manner. Guidelines for PPPs and Community Contribution projects will be produced by RGoZ, either through a team of staff from the MKUZA Secretariat, Budget Department and Department for External Finance or through the use of external consultants.

These principles, kept at the forefront of resource mobilization decisions should ensure that RGoZ does not contract aid in a manner that restrains its effectiveness unduly, or mobilize or use any type of resources in an unsustainable manner.

7.6 Revenue Projections for MKUZA II

In order to plan for resource mobilization and allocation of MKUZA II, it is necessary to generate as accurate projections of available resources, domestic and external, as possible. It is also necessary to estimate the non-MKUZA core expenditures that Government will be required to make, regardless of expenditures on MKUZA II. These are essentially Government recurrent expenditure which is not part of MKUZA II. The balance between these two figures represents the currently available volume of funding for MKUZA II.

7.7 Domestic Resource Projections

Table 7.1 below demonstrates the volume of domestic resources projected to be available in the years 2010/11 – 2013/14.

<table>
<thead>
<tr>
<th></th>
<th>2010/11</th>
<th>2011/12</th>
<th>2012/13</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Domestic Revenue</td>
<td>170,836</td>
<td>201,679</td>
<td>231,310</td>
<td>603,824</td>
</tr>
<tr>
<td>T-Bills</td>
<td>6,000</td>
<td>2,880</td>
<td>1,457</td>
<td>10,337</td>
</tr>
<tr>
<td>Total</td>
<td>176,836</td>
<td>204,559</td>
<td>232,767</td>
<td>614,161</td>
</tr>
</tbody>
</table>

Source: Budget Framework

As Table 7.1 shows, the Government expects to generate a total of Tsh 603.8 billion over the next three years. Adequate projections for the final two years of MKUZA II are not available as yet. The primary source of these resources is taxation Non-tax revenues, significantly smaller by comparison, are primarily made up of customs-related revenues, Ministries collections and BOT Dividends, which are collected by the Zanzibar Revenue Board. A relatively small number of loans in the form of T-Bills are expected to be taken by the Government in 2010/11, but none are projected for the following two years.

7.8 External Resource Projections

Table 7.2 below is a more detailed analysis of external revenues. It splits revenues between three aid modalities: General Budget Support, Basket Funds and Project Funds. This has analytical benefit: GBS can be used for any purpose: MKUZA II activities, recurrent expenditure or any other development activity. Basket Funds cover sectors, but are not earmarked: this allows them to be used for MKUZA II activities. Project Support has been earmarked and therefore cannot be
used for new purposes. All project support that has already been earmarked for spending is incorporated into MKUZA II and thus is automatically aligned to MKUZA II by definition.

Table 7.2: External Financing, 2010/11 – 2013/14, TSh Millions

<table>
<thead>
<tr>
<th></th>
<th>2010/11</th>
<th>2011/12</th>
<th>2012/13</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Budget Support</td>
<td>55,236</td>
<td>60,259</td>
<td>63,797</td>
<td>179,792</td>
</tr>
<tr>
<td>Basket Funds</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Direct Project Funds</td>
<td>209,754</td>
<td>220,242</td>
<td>231,254</td>
<td>661,250</td>
</tr>
<tr>
<td>Total</td>
<td>264,990</td>
<td>281,001</td>
<td>295,051</td>
<td>841,042</td>
</tr>
</tbody>
</table>

Source: AMP Main Workspace, Budget Framework; Project support figures are strictly draft.

As this table shows, funds from General Budget Support are expected to total Tsh 179.8 billion over the period covered. No basket funds have been agreed directly between donors and RGoZ, so current projections are at 0 for each year. Project support projections, taken from the Aid Management Platform Zanzibar Workspace, suggest that a total of Tsh 320.6 billion will be made available to Zanzibar in the next three financial years.

With the exception of budget support, which may change depending on performance against the Performance Assessment Framework, but which is not likely to be bolstered by new commitments, these figures may change in response to MKUZA II needs. RGoZ will actively seek to contract project support in support of activities set out under MKUZA II, and will also seek to negotiate Zanzibar specific basket funding to support clusters or sectors of MKUZA II. As such this resource estimation is likely to be revised upwards, possibly significantly, after MKUZA II is agreed and can be used as the basis of negotiations for more aid. Taking together domestic resources and foreign resources, the total volume of resources available is summarized below.

Table 7.3: Total Resources Available 2010/11 – 2012/13, TSh Millions

<table>
<thead>
<tr>
<th></th>
<th>2010/11</th>
<th>2011/12</th>
<th>2012/13</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fungible Resources</td>
<td>203,896</td>
<td>220,124</td>
<td>238,704</td>
<td>656,723</td>
</tr>
<tr>
<td>Semi-Fungible Resources</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Earmarked Resources</td>
<td>101,723</td>
<td>106,809</td>
<td>112,150</td>
<td>320,682</td>
</tr>
<tr>
<td>Total</td>
<td>305,619</td>
<td>326,933</td>
<td>350,854</td>
<td>977,405</td>
</tr>
</tbody>
</table>

Source: Budget Framework, AMP Main Workspace; Earmarked figures are strictly draft

The table differentiates between fully fungible resources (domestic resources and GBS), which can be used for any expenditure, recurrent or MKUZA II; semi-fungible resources, which only includes basket funding, which has a projected value of 0 for the time being; and non-fungible resources, which is only project-based support. This split is important in the context of the pre-committed expenditures (below) and the need to use fungible resources to fund activities for the new development strategy until donors begin providing their support on the basis of MKUZA II requirements. Of the total resources available, amounting to TSh 977.4 billion, 656.7 billion are fully fungible and thus available for use in MKUZA in any manner in which the Government wishes (the manner of this is specified below in the section on MKUZA II Costings). The remaining TSh 320.7 billion is aligned to MKUZA since all pre-committed project support is to be incorporated into MKUZA II.
7.9 Alternative Sources of Funding

As mentioned above, both Public Private Partnerships and Community Contribution projects can be used to reduce the burden on domestic resources and external resource mobilization. However, it is not possible to produce a projection for the volume of funds that will be made available through these methods since they depend entirely on the projects that are to be implemented, which have not yet been decided. Once each sector has produced its detailed MKUZA II-compliant workplan, an estimation of what proportion of their activities can realistically be raised from these two modalities is possible.

Committed Expenditures

Table 7.4 gives projections of recurrent expenditures from 2010/11 to 2012/13. These expenditures must be funded out of fungible resources, since donors do not directly fund recurrent expenditures except when they form a part of a project being funded, or, on occasion, for salaries of health and education workers.

| Table 7.4 Recurrent Expenditures, Projected: 2010/11 – 2012/13 |
|------------------|--------|--------|--------|-------|
|                  | 2010   | 2011/12| 2012/13| Total |
| Total Recurrent Expenditure | 192,640 | 219,263 | 241,775 | 653,678 |
| Total Fungible Resources  | 203,896 | 220,124 | 238,704 | 656,723 |
| Balance             | 20,041 | 22,226 | 22,347 | 58,614  |

The level of recurrent expenditures in each year is roughly the same as that of domestic resources. As such, once recurrent expenditures have been financed from the fungible resources available to Government only TSh 20.0 billion, TSh 22.2 billion and TSh 22.3 billion will be available in each year covered here, respectively, for funding currently un-financed MKUZA II activities. All MKUZA II activities are un-financed except the projects already agreed (valued at TSh 102 billion, TSh 107 billion and TSh 112 billion for 2010/11, 2011/12 and 2012/13 respectively). This indicates that significant additional resources in support of MKUZA II will need to be mobilized. A total of TSh 58.6 billion shillings of fully fungible resources in support of MKUZA II is likely to be significantly less than required to fund all of the currently un-financed aspects of MKUZA II. This, however, depends on the estimated cost of implementing MKUZA.

7.10 MKUZA II Costing

This analysis of resource availability for MKUZA II implementation is incomplete since ultimately, the size of the shortfall and hence the volume and type of additional aid that needs to be negotiated from development partners is unknown. To know the precise shortfall of currently projected resources to implement MKUZA II, we need to compare the available resources (accounting for the volume required for recurrent expenditures) with the total implementation cost of MKUZA II.

Unfortunately these costs are not yet available; MKUZA II is a general policy framework setting out the direction of development policy in Zanzibar, the overall objectives and targets, and providing the organizing framework for what the Government hopes to achieve, in partnership with CSOs/NGOs and development partners. It does not provide a specific list of activities for implementation. These will be provided by sector ministries after MKUZA II is agreed, with each sector producing a detailed workplan designed to implement MKUZA II goals under their control. However, there shall be review of MKUZA Costing carried out during 2007/2008 and make amendments accordingly.
Once this stage is completed, a detailed funding gap analysis will be conducted. This analysis will form the basis for a resource mobilization strategy for MKUZA II. This funding gap analysis will be conducted as follows. Updated projections for domestic revenue, external financing and recurrent expenditure will be made; the available balance of committed resources for MKUZA II will be estimated (as above, this is the value of fungible resources over and above the Government’s commitments on recurrent expenditures). The balance will then be allocated across MKUZA clusters in by the budget department in collaboration with MKUZA Secretariat and the Department for External Finance. This allocation will be based on a prioritization of MKUZA activities undertaken by the Government after consultation with a broad range of stakeholders.

7.10.1 Filling the Funding Gap
To fill the funding gap, the Department of External Finance, together with MKUZA Secretariat and Sector Ministries will undertake the following:

- Under the supervision of MKUZA Secretariat, sector ministries will prioritize their activities according to their importance.
- The prioritized activities can be used to form either suggested basket funds or stand-alone projects.

This will be used as the basis for negotiations with development partners: all will be requested to fund only activities which form part of. Only donor funding that contributes to these baskets or projects will be considered, except where they meet emergency needs.

This is a simplified version of what will be complex process. RGoZ will produce a more detailed aid strategy to implement JAST in Zanzibar, which will put these and other rules for ensuring that all aid contracted is aligned to MKUZA II in more detail and better context.

7.10.2 Prioritization Process
Step 1 in filling the funding gap is to prioritize the activities that form the MKUZA II. The consultant’s report on MKUZA I financing for Pro-Poor Activities emphasized that a robust prioritization was not undertaken, a situation that should be rectified for MKUZA II. Prioritization must be undertaken for the fully period of MKUZA II as well as each year, once the precise resource envelope is agreed. This will allow a rational allocation of scarce resources against the activities under the plan, and may also facilitate greater resource mobilization. A strong prioritization would allow Government to present a stronger case for increased donor funding for MKUZA II. It would also ensure a rational allocation of funds across sectors, avoiding the situation witnessed with MKUZA I, where Cluster 1, on Growth and the Reduction of Income Poverty, was particularly under-resourced, according to the consultants’ report on financing for MKUZA I.

The prioritization process will need to be two-tiered: each sector will be required to prioritize their own contribution to MKUZA, and then a central prioritization across sectors will also be required.

7.10.3 Risk Factors
The funding of MKUZA II and the foregoing analysis may be threatened by a number of factors. It is contingent on at least four factors: the MKUZA II process itself, domestic resource collection, domestic recurrent expenditures, mobilization of aid from foreign sources and the
pace of implementing core reforms. The key risk factors associated with each are summarized here.

**MKUZA II Process**

If the MKUZA II process does not produce a prioritized set of activities to be undertaken under the MKUZA framework, it will be very difficult to assign funding to different activities; thus a rational reduction of the funding gap will be hampered. The MKUZA II process must maintain development partner confidence, since without this, funding for unfunded activities or under-funded clusters may not be readily forthcoming. Implementation bottlenecks may slow down the flow of resources and / or lead to them being reallocated.

**Domestic Revenue Collection**

If domestic resources fall for any reason (for example if VAT receipts fall due to another electricity incident) the funding gap for MKUZA II will increase, and possibly beyond the ability of development partners to bridge it. If debt is used to finance MKUZA II there is a chance that the cost of servicing debt will outweigh the value of closing the funding gap it affords. This should be avoided through careful analysis of all credit market operations.

**Domestic Recurrent Expenditures**

If these rise for any reason, the available funding for MKUZA II will fall correspondingly. This is a particular risk for major emergencies such as the recent power crisis, since these cause very large changes in recurrent and emergency expenditures.

**Mobilization of External Finance**

If donors are not confident in the robustness of MKUZA II and its associated sector / cluster strategies, then mobilization of external finance for it will be difficult. Donors may be reluctant to use the aid modalities proposed by RGoZ, particularly flexible basket funds. There is a risk that this reluctance, unless overcome, may lead to RGoZ contracting sub-optimal grants or loans.

**Predictability of Resources**

Past experience suggests that donor funds are not very predictable. According to the consultant’s report on funding for MKUZA I, the percentage of expected foreign funds that were actually disbursed between 2006/07 and 2008/09 never exceeded 41% and 2007/08 was just 27%. Unpredictable funds compromise the efficient and effective implementation of MKUZA. Actual Government expenditure on MKUZA I was also found to be well short of the budgeted volume. In the same period, the aforementioned report suggests the volume of spent funds against those budgeted ranged between 67% and 83%. Again this demonstrates a failure to maximize the utility of available resources.

These issues may also reflect a low absorptive capacity for funds; this issue will require more in-depth study. It is possible that capacity building within Government is required before more funds can be absorbed and utilized for MKUZA II implementation.
ANNEX: CLUSTER MATRICES

This appendix presents three clusters of the strategy namely Growth and Reduction of Income Poverty (Cluster I); Wellbeing and Social Services (Cluster II); and Governance and National Unity (Cluster III). Each of the three clusters consist the broad outcomes, operational targets, core cluster strategies, the intervention packages focusing on strategic actions to address the challenges raised as well as the key Actors responsible for implementation of strategies and the interventions.
### 7.11 CLUSTER I: GROWTH AND REDUCTION OF INCOME POVERTY

#### 7.11.1 BROAD OUTCOME 1: ACHIEVED AND SUSTAINED EQUITABLE PRO-POOR GROWTH

<table>
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<tr>
<th>Operational Targets</th>
<th>Core Cluster Strategies</th>
<th>Intervention Packages</th>
<th>Key Actors</th>
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<tbody>
<tr>
<td>GOAL 1.1: CREATE AN ENABLING ENVIRONMENT FOR GROWTH</td>
<td>1.1.1 Pursue prudent fiscal policies and improvement in revenue collection</td>
<td>Strengthen the institutional and technical capacity of the fiscal policy unit</td>
<td>MoFEA, OCGS, MoRASD, ZRB, TRA, BoT, DPs, Private Sector, HLIs</td>
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<tr>
<td>1.1.1 Stable macroeconomic environment achieved and maintained by 2015</td>
<td>1.1.1.1 Increase domestic revenue collection as percentage of GDP from 18.5% in 2008/09 to 22% in 2015</td>
<td>▪ Finalize the development of revenue forecasting model</td>
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<tr>
<td>(a)</td>
<td>▪ Review and implement ZRB’s and TRA’s corporate plans.</td>
<td>▪ Enhance effectiveness and efficiency on revenue collection (e.g. improved fiscal administration, non-tax revenue collection and submission, implementation of recommendations arising from revenue related studies etc).</td>
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<td>(b)</td>
<td>▪ Improve mechanism for budget allocation to MDAs</td>
<td>▪ Improve mechanism for budget allocation to MDAs</td>
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<td>(c)</td>
<td>▪ Strengthen human resource base and business processes for the purpose of integrating human resource and payroll system</td>
<td>▪ Strengthen human resource base and business processes for the purpose of integrating human resource and payroll system</td>
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<tr>
<td></td>
<td>▪ Pursue prudent fiscal policies and improvement in revenue collection</td>
<td>▪ Strengthen the institutional and technical capacity of the fiscal policy unit</td>
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<td></td>
<td>1.1.1.2 Strengthen union financial matters related to monetary policy</td>
<td>▪ Develop human capacity of economic management &amp; budget department of MOFEA on monetary policy issues</td>
<td>MoFEA, Private Sector, URT, BoT, OCGS, HLIs</td>
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<td></td>
<td>▪ Undertake impact analysis on exchange rate to Zanzibar economy and implement recommendations</td>
<td>▪ Undertake impact analysis on exchange rate to Zanzibar economy and implement recommendations</td>
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<td></td>
<td>▪ Ensure effective participation in the formulation of monetary policies with Union Government.</td>
<td>▪ Ensure effective participation in the formulation of monetary policies with Union Government.</td>
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<td></td>
<td>▪ Ensure that BoT identifies and implement specific measures to control inflation in Zanzibar</td>
<td>▪ Ensure that BoT identifies and implement specific measures to control inflation in Zanzibar</td>
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<td></td>
<td>▪ Conduct study on impact of monetary and fiscal policy in Zanzibar and implement the recommendations</td>
<td>▪ Conduct study on impact of monetary and fiscal policy in Zanzibar and implement the recommendations</td>
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<td>1.1.1.3 Improve macroeconomic indicators</td>
<td>▪ Develop a macroeconomic model and improve the macroeconomic framework and requisite skills in modeling and forecasting.</td>
<td>MoFEA, OCGS, BoT</td>
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<td>▪ Improve socio-economic data collection system and analysis.</td>
<td>▪ Improve socio-economic data collection system and analysis.</td>
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<td></td>
<td>▪ Assess economic performance of key production sectors</td>
<td>▪ Assess economic performance of key production sectors</td>
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<td>1.1.1.4 Plan and implement measures to control inflation</td>
<td>▪ Address supply constraints of food and other goods and services.</td>
<td>MoFEA, OCGS, BoT, MALE, MTTI, Private sector, TRA, ZRB</td>
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<td></td>
<td>▪ Review, update and analyze CPI basket regularly</td>
<td>▪ Review, update and analyze CPI basket regularly</td>
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<td>▪ Develop competition policy</td>
<td>▪ Develop competition policy</td>
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<td>Operational Targets</td>
<td>Core Cluster Strategies</td>
<td>Intervention Packages</td>
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| 1.1.2 Governance on Financial Management improved by 2015 | 1.1.2.1 Enhance financial planning and budget execution | ▪ Prepare a comprehensive cost plans consistent with the ZSGRP.  
▪ Strengthen PER/MTEF processes.  
▪ Establish gender focused systematic service delivery and budget performance review.  
▪ Ensure comprehensiveness and transparency of the budget process taking into account gender budgeting tool.  
▪ Develop gender budget performance indicators.  
▪ Develop mechanism for more consultative and gender inclusive planning process.  
▪ Improve capacity of Budget and Planning Committees at MDAs.  
▪ Introduce and implement stricter commitments on expenditure control system.  
▪ Improve GFS and CoFoG classification system.  
▪ Finalize and operationalize ZBAS and RIMKUZA.  
▪ Regularize undertaking of PEFA and implement its recommendations.  
▪ Design and implement mechanism for monitoring budget effectiveness and impact | MoFEA, MDAs, Private sector, DPs |
|                      |                        |                      |            |
|                      | 1.1.2.2 Strengthen public enterprise management | ▪ Conduct awareness campaign on Public Finance Management Reform and Procurement Act of 2005  
▪ Facilitate development of functional interrelation among the public enterprises.  
▪ Finalize analysis of performance of public enterprises and implement recommendations.  
▪ Strengthen oversight bodies overseeing public enterprises and management capacity of public enterprise | MoFEA, Public Enterprises, OCAG, TRA, ZRB |
|                      | 1.1.2.3 Strengthen aid coordination for aid effectiveness | ▪ Develop aid strategy for Zanzibar  
▪ Enhance aid predictability and follow ups actions of commitment in line with Paris Declaration, Accra Agenda for Action and JAST by both RGoZ and DPs.  
▪ Implement the Aid Management Platform (AMP)  
▪ Strengthen financial management system to ensure aid effectiveness.  
▪ Strengthen aid coordination committee  
▪ Introduce Zanzibar/sector specific basket funding mechanism  
▪ Strengthen provision of annual food balance sheet report | MoFEA, MDAs, NGOs, CBOs, BoT, Private Sector, URT |
|                      | 1.1.2.4 Strengthen and develop an efficient and effective public debt management system | ▪ Strengthen debt coordination and management capacity at MoFEA  
▪ Build capacity on debt contracting and sustainability | MoFEA, MoFEA (Mainland), BoT |
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|                     | 1.1.2.5 Strengthen Government accounting, financial reporting and use of information technology | ▪ Enforce compliance of FA (PF) Act provisions and sanction for non-compliance of financial regulations.  
▪ Develop human capital for financial management  
▪ Improve financial reporting mechanism  
▪ Promote use of accounting package in the accounting system by adopting appropriate accounting standards from those established by the International Federation of Accountants  
▪ Strengthen IFMS operation for the purpose of improving management of public accounts  
▪ Develop and implement internal audit strategy to enhance efficiency of internal auditing | MoFEA, MDAs, AG Chamber, DPs. |
|                     | 1.1.2.6 Enhance public sector auditing | ▪ Strengthen capacity of Office of Controller and Auditor General as well as the internal audit section.  
▪ Link Internal audit functions with External Audit  
▪ Strengthen capacity of internal audit section. | MoFEA, OCAG, DPs, MDAs |
| 1.1.3 Adequate, sustainable, high quality, efficient and cost effective ICT provided by 2015 | 1.1.3.1 Develop ICT legal and institutional framework | ▪ Create an institution mandated to coordinate ICT  
▪ Formulate and implement ICT policy | MOCT, MOFEA, MoICS, MJCA |
| (a) Zanzibar ICT submarine cable laid down with the electric submarine cable completed by 2013 | 1.1.3.2 Enhance the use of ICT in all sectors | ▪ Connect Zanzibar to ICT submarine cable and construct and operationalize national ICT backbone  
▪ Promote the use of ICT in productive and service sectors  
▪ Strengthen human capacity on ICT in all sectors  
▪ Connect higher learning institutions and high schools with ICT backbone | MTTI, MOEVT, MOCT, MOFEA, MOCAGG, MoICS, MDAs, Private Sector |
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<tr>
<td>1.1.4 Urban and rural roads improved by 2015</td>
<td>1.1.4.1 Ensure provision of effective Road infrastructure that will facilitate safety and economic growth as stipulated in the transport master plan</td>
<td>▪ Operationalize institutional reform in transport sector as stipulated in the master plan&lt;br&gt;▪ Rehabilitate and maintain urban entry roads&lt;br&gt;▪ Expand urban entry roads into double carriages to combat congestion&lt;br&gt;▪ Introduce bus lanes and pedestrian pavements in all urban entry roads&lt;br&gt;▪ Construct secondary economic roads (feeder roads) both in Unguja and Pemba.&lt;br&gt;▪ Maintain road network both in Unguja and Pemba&lt;br&gt;▪ Introduce requirements in road construction contracts for rights based interventions (including gender responsive HIV &amp; AIDS, peoples with disabilities)&lt;br&gt;▪ Review and enforce road safety laws and regulations&lt;br&gt;▪ Create awareness on laws and regulations on road safety in schools and to the general public&lt;br&gt;▪ Improve access to transport services to disadvantaged groups</td>
<td>MoCT, CMO, MoRASD, MoFEA, Road Fund, MoHSW, Private Sector, The police</td>
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<td>(a) 33 km of urban entry roads rehabilitated by 2015</td>
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<td>(b) Secondary economic roads (rural roads) and access roads of 284 km in Unguja and 167 km in Pemba constructed by 2015</td>
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<td>(c) Road accidents decreased from 647 in 2009 to 200 in 2015</td>
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<td>1.1.5 Upgrade Zanzibar Ports</td>
<td>1.1.5.1 Facilitate construction of New Maruhubi port and Wesha Port as elaborated in the transport master plan - ZTMP</td>
<td>▪ Mobilize funds for construction of Maruhubi hub and Wesha port&lt;br&gt;▪ Design and construct new Maruhubi hub port that will cater for the region..&lt;br&gt;▪ Facilitate establishment of Roll on - Roll off facilities.&lt;br&gt;▪ Upgrade Wete and Mkoani ports</td>
<td>MoCT, MoFEA, Port Corporation, MoHSW, Private Sector</td>
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<tr>
<td>(a) Phase 1 of New Maruhubi port with free port and dry dock facilities completed and operational by 2015</td>
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<td>(b) Upgrade Pemba Ports by 2015</td>
<td>1.1.5.2 Facilitate rehabilitation of Wete and Mkoani ports</td>
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<tr>
<td>1.1.6 Airport infrastructures and facilities improved by 2015</td>
<td>1.1.6.1 Upgrade major airports to international standards to handle larger traffic</td>
<td>▪ Construct new airport passenger terminal that can accommodate minimum of 1.1 million passengers per year&lt;br&gt;▪ Rehabilitate and expand the existing airport runway that can accommodate large aircraft (air bus 300)&lt;br&gt;▪ Rehabilitate existing airports passenger terminals (Unguja and Pemba)&lt;br&gt;▪ Improve provision of services in airport infrastructure in both Unguja and Pemba&lt;br&gt;▪ Improve other facilities so as to meet ICAO standards&lt;br&gt;▪ Improve navigation services</td>
<td>MoCT, MoFEA, NSA</td>
</tr>
<tr>
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| 1.1.7 Land use planning promoted (a)  | 1.1.7.1 Promote land use planning and land delivery system | ▪ Review Zanzibar land use plan, agricultural and tourism zoning plan.  
▪ Conduct survey and demarcate plots for social and economic development  
▪ Establish new inventory system on the ownership and uses of 3 acres plots.  
▪ Educate communities and individuals on land ownership and land use through mass media, seminars etc | MALE, MTTI, MWCEL, MOCAGG, MORASD, Private Sector |
| 1.1.8 Energy security ensured by 2015 | 1.1.8.1 Implement Zanzibar Energy Policy | ▪ Conduct feasibility studies and implement the recommendations for future energy demands and alternative sources of energy including wind and thermo energy, sea wave, solar energy and natural gas  
▪ Purchase and maintain standby generators both in Unguja and Pemba.  
▪ Expand storage capacity for strategic fuel reserve  
▪ Conduct study to ensure petroleum and natural gas security for Zanzibar and implement the recommendations.  
▪ Lay down electric submarine cable from Dar to Unguja  
▪ Create awareness on the efficient use of energy  
▪ Expand and maintain the present electricity infrastructure in Zanzibar  
▪ Ensure financial sustainability of ZECO  
▪ Build the human resource capacity of the energy sector | MWCEL, MOFEA, MORASD, Private Sector, ZECO |
| 1.1.9 Employers enforce a requirement on right based and gender responsive HIV & AIDS, people with disabilities, vulnerable groups and environment. Percentage of registered employers implementing workplace programme | 1.1.9.1 Enhance gender responsive HIV & AIDS workplace interventions in economic sectors to protect human capital for sustained growth | ▪ Introduce gender responsive HIV&AIDS in new trade investments and other economic sector agreements/contracts  
▪ Develop HIV&AIDS workplace programmes for use by investors in specific economic sectors: trade, investments, tourism, transport, agriculture and construction  
▪ Develop and disseminated IEC materials for employees and surrounding communities  
▪ Train investors, managers and employees on the economic impact of HIV&AIDS and on workplace programmes and interventions  
▪ Enforce contractual requirements in contracts for right based, gender sensitive and HIV & AIDS interventions for workers | MOFEA, ABCZ, ZAC, Targeted sectors, |
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</table>
| 1.1.10 Conducive environment for growth of private sector investment attained by 2015 | 1.1.10.1 Remove impediment and reduce transaction costs in doing business. | ▪ Review policy and laws on investment and trade  
▪ Regularize and make use of the data on the cost of doing business in view of improving business climate  
▪ Amend and /or repeal regulations that empower different institutions to offer business licensing.  
▪ Establish measures to improve issuing of licenses. | MoFEA, MTTI, ZRB, TRA, Private Sector, ZIPA, HoR, OCGS, BoT, MALE |
|                     | 1.1.10.2 Strengthen an investment regime which attracts investors. | ▪ Improve business infrastructure (e.g. ICT, telecommunication, electrification)  
▪ Review and implement the Zanzibar investment strategy  
▪ Promote strategy on Direct Foreign Investments  
▪ Strengthen capacity of ZIPA to spearhead PPP  
▪ Strengthen capacity of ZBC to engage in PPP  
▪ Review and amend Zanzibar Concessional Arrangement Act  
▪ Develop and implement PPP policy and strategy | ZIPA, MoFEA, MTTI |
| 1.1.11 Capacity to mitigate and adapt impact of climate changes enhanced by 2015 | 1.1.11.1 Strengthen climate change adaptations responses at all levels Implement National Adaptation Programme of Action (NAPA) | ▪ Initiate and implement impact mitigation programmes  
▪ Establish and/or strengthen disaster preparedness and disaster management  
▪ Strengthen the alert and early warning systems | MALE, CMO, MoCT |
| 1.1.12 Reduce the level of environmental degradation and pollution by 2015 | 1.1.12.1 Implement environmental policy | ▪ Develop strategy for implementing environmental policy  
▪ Review and enforce environmental legislation  
▪ Integrate and operationalize the principles of sustainable environment into sector policies and programmes.  
▪ Promote community-based environmental conservation programme  
▪ Conserve terrestrial and marine ecosystem  
▪ Introduce sustainable management practices for land and environment  
▪ Promote the conservation of water catchment areas  
▪ Take measures to improve integrated coastal zone management program  
▪ Take concrete steps to minimize beach erosion through enforcement of laws and community sensitization  
▪ Reduce emission from deforestation and forest degradation  
▪ (more issues on climate change mitigation and adaptation after stakeholders consultation)  
▪ Reviewing or strengthen institutional coordination frameworks for environmental management  
▪ Enhance capacity for addressing environment issues at sector and community levels | MALE, MTTI, MoFEA, MoCT, MoCEL, MORASD |
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| 1.1.1.2 Provide adequate and reliable physical infrastructure for efficient management of industrial, medical and domestic wastes. | ▪ Promote an efficient and accessible industrial, medical and domestic solid and liquid waste management system  
▪ Promote environmental education at all levels.  
▪ Develop integrated program for solid and liquid waste management with particular emphasis to institution that produce bulky solid waste  
▪ Develop by laws on safe management of liquid and solid waste in industries and medical facilities  
▪ Promote awareness and improvement of efficiency in resource use (reduce, reuse, recycle)  
▪ Provision of waste management infrastructure in partnership with private sector  
▪ Ensure effective training of health professionals and support staff on health care waste management  
▪ Ensure functioning hand-washing facilities with soap at all health facilities | MALE, MOHSW, MoEV, CSOs |

**GOAL 1.2: PROMOTE SUSTAINABLE AND EQUITABLE PRO-POOR AND BROAD BASED GROWTH**

1.2.1 Increase the annual rate of economic growth from 6.3 % in 2009 to ___ % through 2010 - 2015 and real GDP per capita from USD 223.71 in 2009 to USD 466.43 by 2015

1.2.1.1 Implement Zanzibar Growth Strategy (ZGS).

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| 1.2.1.1.1 Review ZGS and prepare a road map for its implementation with gender perspective  
▪ Enhance and promote investments in the productive and service sector identified in the growth strategy  
▪ Increase budget allocation to key productive sectors "En" |  
▪ Enhance productivity in all productive sectors and ensure environmental sustainability  
▪ Provide affirmative measures to support investment in productive sectors especially agriculture  
▪ Mobilize funds to implement recommendations arising from value chain analysis  
▪ Promote sectoral forward and backward linkages  
▪ Promote strategies that enhance income distribution | MoFEA, MTTI, MALE, ZIPA, BoT, MoWCEL, OCGS, MCT, MLYWCD, ZAC, Private Sector, CSOs, NGOs. |

1.2.1.2 Improve the quality of the work force and working conditions in key growth sectors

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| 1.2.1.2.1 Develop and implement sectoral programmes that strengthen skills of the labour force "Enhance working conditions and participation of vulnerable groups in key growth sectors  
▪ Undertake a regular study of the quality of the workforce in Zanzibar and implement recommendations  
▪ Undertake gender sensitive measure to prevent HIV and AIDS spread, control malaria and improve nutrition at the | AG Chamber, MoFEA, MTTI, MALE, ZIPA, BoT, MoWCEL, OCGS, MCT, MLYWCD, ZAC, Private Sector, CSOs, NGOs. |
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<td>1.2.1.3 Harmonize population with economic growth</td>
<td>Promote public awareness on the linkages between population and poverty eradication and sustainable development</td>
<td>work place, including for regular and irregular migrant workers to control morbidity and mortality of the workforce in rural and urban areas</td>
<td>CSOs, NGOs.</td>
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<td>1.2.1.4 Enhance implementation of Zanzibar employment policy, job creation programme, and youth employment action plan with a gender perspective</td>
<td>Develop action plan for employment policy.</td>
<td>MoFEA, MDAs, NSA, OCGS</td>
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<td></td>
<td>Undertake demand driven skills development programs for promoting self employment and productivity (serving both men, women, youth, PWD and other vulnerable groups equitably).</td>
<td></td>
<td>MLYWCD, ZATUC, ZANEMA, MTTI, MALE, NGOs, MFI, ZNCCIA, HLIs</td>
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<td>Transform micro enterprises in the formal and informal economy into more productive enterprises.</td>
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<td>Conduct labour force survey on regular basis</td>
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<td>Mobilize SMEs cooperatives and other social economic units to increase production and self employment among men and women in the community</td>
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<td>Establish Technical Vocational Education and training networks</td>
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<td></td>
<td>Provide training and support services to MSME groups of young women and men for enhanced quality economic diversification</td>
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<td>Promote direct/indirect employment for young women and men in the tourism sector including linkages with agriculture sector</td>
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<td>Develop legal framework for implementation of employment policy and establishment of coordinating structure and multi-sectoral employment creation committees at regional and district levels including functional LMI system</td>
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<td>Finalize development of the apprenticeship training policy</td>
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| 1.2.2 Transform smallholder agriculture and increase growth of Agricultural Sector from 5.7% in 2008 to 9% by 2015 | 1.2.2.1 Ensure timely delivery of agricultural support services with a focus on private sector participation | ▪ Strengthen a programme for increased use of power tillers and ox ploughs to replace the hand hoe  
▪ Demonstrate the use of improved seeds and planting materials to facilitate technology transfer.  
▪ Distribute improved seeds and planting materials to farmers in a timely manner  
▪ Introduce integrated pest management strategies into the curriculum of farmer field schools  
▪ Facilitate and empower private sector involvement in the procurement and distribution of agricultural inputs, and provision of agro mechanization services  
▪ Adopt and implement innovative measures to provide direct grants to poor farmers to increase investments in agriculture  
▪ Develop and implement programmes for lending to farmers  
▪ Motivate and mobilize MFIs including SACCOS to lend to farmers  
▪ Establish and support agricultural market coordination unit  
▪ Strengthen the physical and human capacity to [provide marketing services of the relevant ministries, municipality and local authorities  
▪ Promote and strengthen farmers and fishermen organisations/association that respond appropriately to the market signals | MALE, NGOs, CSOs, Private Sectors, ZATI, MTTI, MOCT. |
|                     |                        | ▪ Develop rural finance facilities and services and improve access to agro-inputs  
▪ Review Cooperative Legislation and put in place the institutional framework  
▪ Support the process of finalizing the Cooperative Development Policy and Cooperative Act  
▪ Undertake cooperative reform | MALE, ZATI, MLYWCD, MTTI, MORASD, CSOs, AG |
<p>|                     |                        | ▪ Develop a comprehensive centrally coordinated M&amp;E system to all agricultural programmes and projects | MALE |</p>
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| (f) Formal credit to small holder farmers increased from 3% in 2009 to 15% in 2015 | 1.2.2.4 Improve rice productivity | ▪ Establish appropriate water harvesting techniques in rain fed areas  
▪ Improve availability and accessibility of both low land and upland high yield rice varieties.  
▪ Expand area under irrigation | MALE, |
| 1.2.2.5 Improve root, tuber, fruits and vegetable productivity | | ▪ Improve availability and accessibility of planting materials  
▪ Promote adoption of improved land husbandry practices.  
▪ Facilitate use of integrated production and pest management  
▪ Facilitate agro-processing and value addition for root, tuber, fruits and vegetable. | MALE, MTTI, MoWCEL, ZNCCIA |
| 1.2.2.6 Implement Clove Development and Coconut Rehabilitation Program. | | ▪ Restructure clove marketing system  
▪ Intensify clove and coconut based farming systems by introducing high value intercropping  
▪ Improve management of clove and coconut farms.  
▪ Promote R&D in clove and coconut production  
▪ Introduce new post harvest techniques | MALE, MTTI, MOFEA, NSAs |
| 1.2.2.7 Develop and implement organic farming with focus on increased export | | ▪ Promote research on spice crop varieties  
▪ Promote processing and value addition on spices  
▪ Facilitate smallholder’s contract farming to enhance access to market  
▪ Mainstream research and extension support to spice crops | MALE, MTTI, NGOs, HLIs |
| 1.2.2.8 Secure access to reliable commodity markets for farmers and agro processors | | ▪ Develop a programme for market linkages between agriculture and other growth sectors such as tourism, trade services and manufacturing  
▪ Improve access to price information in the agricultural sector.  
▪ Increase competitiveness of local producers with a focus on quality, price and stable supply. | MALE, MTTI, NGOs |
| 1.2.2.9 Encourage private sector involvement in the sector along the entire commodity value chains | | ▪ Take stock of private sector actors in the agricultural sector  
▪ Undertake investor’s forum for the agricultural sector.  
▪ Enhance availability of appropriate inputs and provision of technical assistance in farm management and production skills through contract farming  
▪ Enhance technology generation and transfer through strengthening research-farmers linkages.  
▪ Upscale technology transfer and farmer empowerment through farmer field schools, integrated production and pest management and adaptive research programs. | MALE, MTTI, MLYWCD, NSA |
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<td>1.2.2.10</td>
<td>Improve district market centres with private sector participation</td>
<td>- Build/renovate market centres in every district and equip them with modern facilities&lt;br&gt;- Upscale/strengthen market information centres (link them with existing farmer fora)</td>
<td>MALE, MTTI, Private sector, LGAs.</td>
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<tr>
<td>1.2.2.11</td>
<td>Improve seed multiplication units</td>
<td>- Strengthen seed production and multiplication programmes&lt;br&gt;- Strengthen agricultural extension services</td>
<td>MALE, MTTI, private sector</td>
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<td>1.2.2.12</td>
<td>Increase agro processing activities to add value and generate employment</td>
<td>- Undertake feasibility studies for agro processing establishments in the agricultural sector&lt;br&gt;- Identify resource centres and institutions as well as financial support for agro processing developments for spices, fruit and vegetables, cassava, and livestock products that fully involve women and women groups as producers&lt;br&gt;- Introduce commodity standardization centres for quality assurance in line with international standards</td>
<td>MALE, MLYWCD, MTTI</td>
</tr>
<tr>
<td>1.2.3</td>
<td>Number of qualified agricultural extension staffs increased from 400 in 2010 to 700 by 2015</td>
<td>1.2.3.1 Strengthen capacity and improve quality in technical agricultural education</td>
<td>MALE, MOEVT, HLIs</td>
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<td>1.2.4</td>
<td>Capacity to offer specialized short term courses enhances by 2015</td>
<td>1.2.4.1 Develop and implement farmers training programme</td>
<td>MALE, MOEVT, HLIs</td>
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<td>1.2.5</td>
<td>Increase land under irrigation from 640 ha in 2010 to 2550 ha by 2015</td>
<td>1.2.5.1 Improve investment in irrigation infrastructure</td>
<td>MoFEA, MTTI, MALE, MTC</td>
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Zanzibar Strategy for Growth and Reduction of Poverty
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<td>1.2.6</td>
<td>Livestock productivity and products quality improved</td>
<td>Improve and maintain central slaughter houses</td>
<td>Rehabilitate and construct new slaughter houses and abattoirs and equip them with essential facilities</td>
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<td>1.2.6.1</td>
<td>New slaughter houses in every district constructed by 2015</td>
<td>Facilitate animal quarantine infrastructure and facilities</td>
<td>MoFEA, MALE, Municipal Council; other LGAs;</td>
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<td>1.2.6.2</td>
<td>Milk productivity of dairy cattle increased from 7 litres to 10 litres per head by 2015</td>
<td>Facilitate availability and access of quality livestock including chicks, and small ruminants</td>
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<td>1.2.6.3</td>
<td>Increase market share of domestically produced eggs, poultry and red meat by 50% by 2015</td>
<td>Production of animal feeds using available resources</td>
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<td>1.2.6.4</td>
<td>Promote cottage processing infrastructure and facilities</td>
<td>Encourage farmers and unemployed youth to develop specialised beef fattening unit</td>
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<tr>
<td>1.2.6.5</td>
<td>Put in place adequate and appropriate storage facilities for livestock products</td>
<td>Ensure availability and accessibility of pure and cross bred in calf heifers, dairy goats and A.I services</td>
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<td>Promote cockerel exchange (promotion) programs to improve local poultry breeds</td>
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<td>Establish modern meat processing facilities (for cutting, grading and packaging);</td>
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<td>Establish cottage processing and packaging plants for milk and milk products;</td>
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<td>Establish and rehabilitate cold storage facilities for livestock products</td>
<td>MoFEA, MALE, Municipal Council</td>
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| 1.2.6.5 Strengthen provision of livestock support services | ▪ Improve diary breeding and husbandry practices  
▪ Improve livestock nutrition and veterinary services  
▪ Strengthen milk collection and distribution facilities.  
▪ Encourage and support milk processing (pasteurisation and packaging) initiatives by private sectors operators and livestock associations  
▪ Promote value addition of milk to include manufacture of yogurt, cheese, butter, ghee and UHT milk  
▪ Strengthen artificial insemination services  
▪ Strengthening laboratory services | | MTTI, NSA, MALE |
| 1.2.7 Production growth rate of fish and other marine products increased from 2.5% in 2008 to 8% by 2015 |  
1.2.7.1 Improve artisanal fisheries through the use of improved technologies | ▪ Promote use of improved fishing gears and equipments | MTTI, MALE, MoFEA, NSA, |
|  
1.2.7.2 Improve processing and marketing (domestic and export) of fish and other marine products | ▪ Increase diversity in the utilization of seaweed through agro-processing and value-addition for the benefit of women seaweed producers and groups  
▪ Establish anchor processing plants to absorb excess produce during periods of glut and help to stabilize the price of fish  
▪ Establish cottage fish processing unit for smoking, drying and salting  
▪ Upscale sea weed cultivation in all potential areas | MALE, MTTI, MLYWCD, MOFEA |
|  
1.2.7.3 Build at least one fishing dock by 2015 | ▪ Facilitate construction of fishing dock  
▪ Establish fish collection and icing centres (Cold Rooms) in remote fishing areas | MALE, MTTI, MLYWCD, MoCT, MoFEA |
|  
1.2.7.4 Promote deep sea fishing | ▪ Promote and facilitate commercial fishing  
▪ Improve access and availability of fishing gears  
▪ Initiate partnership between domestic and foreign investors  
▪ Promote investment in semi-industrial vessels and deep sea cages for deep sea fishing  
▪ Develop and implement specific credit schemes and training for local deep sea fishers with a focus on enhanced access to improved technologies and fishing gears | MALE, MOFEA, NSA, MTTI |
|  
1.2.7.5 Promote marine and freshwater fish culture | ▪ Develop freshwater fish culture for tilapia and other potential fresh water fishes  
▪ Support marine fish culture especially lobsters, prawns, and crabs  
▪ Upscale oysters farming for production of pearls. | MALE, NSA, MoRASD |
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<td>1.2.8</td>
<td>Conservation management and sustainable utilisation of forests and marine resources strengthened by 2015</td>
<td>1.2.8.1 Improve mangrove conservation and management</td>
<td>Enhance research and information dissemination and adoption of best management practices on mangrove production and utilization</td>
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<td>1.2.8.2 Increase protection and conservation of marine resources for sustainability of the fisheries sector</td>
<td>Develop an environmental management Strategy and implementation programme for Zanzibar’s marine resources</td>
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<td>1.2.8.3 Enhance management and conservation of coral rag forests.</td>
<td>Introduce and implement sustainable wood energy saving programs</td>
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<td>1.2.8.4 Enhance management and development of -protected forests.</td>
<td>Support promotion, establishment and improvement of gene banks</td>
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<td>1.2.8.5 Improve bee keeping programs</td>
<td>Promote research, training, marketing and extension services on bee-keeping</td>
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<td>1.2.9</td>
<td>Growth of the tourism sector increased from 6.8% in 2008 to 10% in 2015</td>
<td>1.2.9.1 Improve and diversify the tourism product</td>
<td>Implement the Tourism Master Plan and related policies.</td>
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<td>Identify, promote and document innovative tourism sites and attractions including eco tourism areas and cultural tourism</td>
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<td>Promote and preserve historical sites</td>
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<td>Create awareness in the local community of the value of tourism for improving health, aesthetic value and recreational purposes</td>
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<td>Increase community awareness to youth and their involvement in tourism sector</td>
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<td>Enforce laws and regulations related to infrastructure development for the tourism industry</td>
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| 1.2.9.2 Deepening Tourism Development | Improve destination products  
Provide capacity building in customer care to those involved in tourism industry  
Strengthen the Zanzibar Institute for Tourism Development to provide better training services  
Promote domestic and cultural tourism  
Improve service delivery to the Tourism Sector | MTTI, MoFEA, NSA, MoCCAG, MALE |
| 1.2.9.3 Strengthen linkage of tourism sector with other sectors | Promote forward and backward linkage with agriculture and manufacturing sector  
Implement recommendations from study on potential revenue in Tourism  
Encourage the formation of strategic alliances among local producers to increase supply quantity and quality produces to tourism hotels especially fruits and vegetables producers  
Establish national tourism account (satellite account).  
Establish comprehensive tourism monitoring and evaluation framework | MTTI, MoFEA, NSA, MoCCAG, MALE |
| 1.2.9.4 Promote up market tourism and economic diversification in the tourism sector | Establish a conducive environment for the promotion of the right calibre and targeted tourism investors | MTTI, NSA, |
| 1.2.10 Number of tourists visiting Zanzibar increased from 135,954 in 2009 to 250,000 by 2015 | Improve tourism marketing abroad and in the domestic market | MTTI, NSAs |
| 1.2.11 Export to GDP ratio increased by 2015 | Make use of preferential trade arrangement e.g. AGOA, EAC, SADC and Other integrations. | MTTI, MoFEA, NSA, MoCCAG, PO |
| 1.2.11.1 | Support and participate in the negotiation of bilateral, Regional and International trade Agreements  
Strengthen domestic and International Trade sector in response to globalization and regional integrations  
Enhance Capacity building in human Negotiation skills.  
Build capacity and support private sector for competition in regional and international trade  
Improve and strengthen EPZ and free port zone facilities | |
| 1.2.11.2 Increase access to market information using affordable ICTs | Strengthen the Zanzibar Business information centre  
Introduce market information points at regional level.  
Build online connection of Zanzibar business information centre  
Create public awareness on market information access by affordable ICT techniques | MTTI, MoFEA, NSA, MoCCAG, MoCT, CMO |
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<td>1.2.11.3 Strengthen export promotion activities</td>
<td>▪ Sensitize effective international trade fair participation for looking new market opportunities ▪ Conduct mini fairs for products and services ▪ Establish trade fair and exhibition ground ▪ Implement Zanzibar Export Development strategy</td>
<td>MTTI, MoFEA, NSA, MoCCAG, MALE, PO</td>
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<td>1.2.11.4 Promote Zanzibar as a Special Economic Zone (SEZ)</td>
<td>▪ Conduct feasibility study of SEZ and implement the recommendations ▪ Harmonise trade policies laws and regulations to align with EAC special economic zones rules</td>
<td>MTTI, MoFEA, NSA, MoCCAG, PO</td>
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**GOAL 1.3: REDUCE INCOME POVERTY AND ATTAIN OVERALL FOOD SECURITY**

| 1.3.1 Reduced population below basic needs poverty line from 49% in 2005 to 25% in 2015 | 1.3.1.1 Implement employment policy and job creation program | ▪ Enhance competitiveness of labour force on skills and change of work attitudes to working age groups ▪ Develop entrepreneurship skills ▪ Demarcate places for artisanal works ▪ Support establishment of business incubators ▪ Support youth organisations to implement their programmes | MTTI, MALE, MoEVT, MLYWD, Private sector |
| 1.3.2 Reduced population below food poverty line from 13% in 2005 to 7% by 2015 | 1.3.2.1 Increase the access of food insecure groups to nutritious foods | ▪ Implementing income generating sub projects among food insecure households ▪ Promote skills for employment and income generation. ▪ Promote an effective credit schemes ▪ Promote linkages between farmers and potential market outlets ▪ Support for school feeding and school gardening sub-projects | MALE, MoFEA, CMO, NSA, MoLYWCD, MoRASD |
| | 1.3.2.2 Improve utilization of nutritious foods | ▪ Enhance value addition along production and supply chain ▪ Support mass media campaigns on food hygiene, human nutrition and health issues ▪ Strengthen analytical capacity of the food sector and harmonized standards and quality assurance mechanisms ▪ Ensure secured agricultural land tenure system ▪ Implement measures foreseen in the Agricultural Strategic Plan ▪ Develop a strategy to implement Small and Medium Enterprises policy to enhance food security ▪ Implement FSN policy and program | MALE, MoFEA, CMO, NSA, MoEVT, MoHSW, MLYWD, MTTI |
## Operational Targets

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| 1.3.2.3 Enhance market efficiency, trade and access to credit as foreseen in Food Security and nutrition policy and Programme | • Increase efficiency in (domestic) food marketing and trade  
• Improve accessibility of micro-credit to rural and urban entrepreneurs of all gender and business types | MALE, MoEVT, MLYWD, MTTI |
| 1.3.2.4 Promote food security | • Reduce post harvest losses  
• Establish strategic food reserve  
• Prolong food shelf life | MALE, MTTI, MRASD, NSA |
| 1.3.3 Capacity to plan and implement food security and nutrition intervention strengthened by 2015 | 1.3.3.1 Integrate nutrition into policies, plans and budgets and strengthen necessary institutional arrangements for delivery of essential nutrition services | • Strengthen the institutional arrangements for nutrition in all levels  
• Integrate nutrition concerns into strategies, plans and budgets in all relevant sectors  
• Improve capacity to scale up all essential nutrition services | MALE, MoHSW, |
| 1.3.4 Regular food security and early warning system strengthened by 2012 | 1.3.4.1 Develop effective coordination mechanism and monitoring and evaluation of food security system and response | • Effective tool for food insecurity early warning and response system developed  
• Support capacity building of FSN institutions at national, district and community levels  
• Support awareness raising, public education and implement effective communication strategy  
• Establish coordination structures and programme management  
• Improve knowledge and update information about FSN situation  
• Establish and operationalize Participatory Monitoring and Evaluation (PM&E) system | MALE, MoFEA, CMO, NSA MHSW, MLYCWD,CSO, MRASD, MoCAGG, ZAC, Private Sector, Community |
| 1.3.5 Decent work for young women and men promoted by 2015 | 1.3.5.1 Implement gender responsive employment policy | • Mobilizing of SMEs to increase production and self employment in the community  
• Formalise, support and strengthen the SMEs and informal sector | MALE, MoEVT, MLYWD, MTTI |
| (a) Unemployment rate for youths reduced from 19.6 % in 2009 to 11.4 % by 2015 | 1.3.5.2 Establish labour market information system | • Establish and strengthen labour market information unit  
• Improve data collection and dissemination system on labour and employment issues  
• Establish Technical Vocational Education and training networks to serve both men and women equitably, especially those who are poor, disabled and vulnerable  
• Train youth groups, to respond to labour market needs, both short-term and long-term | MLYWCD, MoEVT, MTTI |
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| 1.3.5.3 | Promote Technical Vocational Education and Training among youth | ▪ Enhance entrepreneurial knowledge and skills among youth including those with barrier to learning and development  
▪ Promote vocational and entrepreneurship skills among school graduates, people with special needs and PWDs  
▪ Increase number of public vocational training centres from 3 in 2009 to 6  
▪ Reform vocational training programme to meet labour market demand  
▪ Expand training infrastructure for skills development and upgrading to accommodate youth and PWDs  
▪ Develop standard guidelines for better TVET programmes  
▪ Develop apprenticeship programmes that promote participation of women in male dominated trades  
▪ Standardize skills requirement by trades to ensure employment of trained professionals  
▪ Promote public-private partnership in skills training | MoEVT, MLYWCD, CSOs ZAC, Private Sector, MTTI |
| 1.3.5.4 | Increase access to business development services for out-of-school youth including affordable financial services | ▪ Map out the existing small business start-up and management training materials and BDS that meet the needs of young entrepreneurs  
▪ Business Development Service providers to jointly carry out the product development and develop new service products  
▪ Increase employment opportunities for youth, men and women in rural and urban areas | MLYWCD, MALE, MTTI, MoFEA, NSAs |
| 1.3.5.5 | Promote innovative youth entrepreneurship programs | ▪ Conduct dissemination campaigns announcing the call for proposals  
▪ Facilitate proposal writing seminars for short listed youth enterprises  
▪ Extend grants to projects whose full project proposals are approved by a selection committee | MLYWCD, MALE, MTTI, MoFEA |
| 1.3.5.6 | Establish partnerships with micro finance institutions, and corporative unions to create “youth finance windows” | ▪ Take stock of the lessons learned with regards to both the challenges and opportunities of existing funds to reach young entrepreneurs develop new financial models for young entrepreneurs  
▪ Identify local financial intermediaries and MFI’s to pilot test “youth windows” to provide start-up capital and investment and working capital to potential and existing young entrepreneurs | MLYWCD, MALE, MTTI, MoFEA |
| 1.3.5.7 | Institutionalize labour market information system | ▪ Establish labour market information centre  
▪ Promote training network to serve both men and women | MALE, MoVT, MLYWCD, MTTI |
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| GOAL 1.4 CREATE A VIBRANT PRIVATE SECTOR FOR ECONOMIC GROWTH | 1.4.1.1 Facilitate access to credit | - Establish MSMEs financial window in financial institutions and advocate for reduction of lending rates  
- Upscale operation and coverage of community microfinance initiatives  
- Establish linkages between cooperatives and microfinance institutions | CSOs, MTTI, MALE, MoFEA, Private sector, MFI, MLYWCD, BoT |
|                     | 1.4.1.2 Build capacity to private sector on business management skills | - Support capacity building efforts of private sectors in providing relevant business and extension services to their members including enhancing production quality, access to micro credit and markets, and social services to members and communities | MALE, MoVT, MLYW, MTTI, MoCCAG, MoFEA, Private sector |
|                     | 1.4.1.3 Promote access to market | - Strengthen business information centres to facilitate market accessibility.  
- Promote PPP in the provision of marketing and business development services  
- Improve and enforce compliance guidelines to enhance safety and quality along the marketing chain for both domestic and international market (standards, Export procedures, Processing, storage facilities) | MALE, MoVT, MLYWD, MTTI, MoCCAG, MoFEA, Private sector |
|                     | 1.4.1.4 Promote access to technology | - Encourage and facilitate adaption of relevant technologies  
- Establish technology exhibition  
- Facilitate private sector exposure to foreign technology | MALE, MoVT, MLYWD, MTTI, MoCCAG, MoFEA, Private sector |
|                     | 1.4.1.5 Create business opportunities for private sector | - Complete privatization of public enterprise that are due for privatization  
- Enable domestic private sectors access public services  
- Review Procurement Act and Regulations in favour of domestic private sectors  
- Establish framework for property rights | MALE, MoVT, MLYWD, MTTI, MoCCAG, MoFEA, Private sector |

1.4 Vibrant Private Sector developed by 2015
(a) Employment in private sector increased from 11,827 in 2008/09 to 20,697 in 2015.
(b) Credit for productive activities to private sector increased annually by 5 percent from TZS 43.2 billion in 2009 to TZS 86.9 billion in 2015.
7.12 CLUSTER II: WELL BEING AND SOCIAL SERVICES

7.12.1 BROAD OUTCOME 2: IMPROVED SOCIAL WELL-BEING AND EQUITABLE ACCESS TO QUALITY SOCIAL SERVICES

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<tr>
<td>GOAL 2.1: ENSURE EQUITABLE ACCESS TO QUALITY EDUCATION</td>
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<tr>
<td>A. EARLY SCHOOL CARE AND DEVELOPMENT (ECD)</td>
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<tr>
<td>2.1.1 Develop and implement an integrated ECD policy by 2012</td>
<td>2.1.1.1 Promote gender sensitive and diversified child friendly ECD programmes</td>
<td>▪ Develop minimum standards for conducive learning environment that is gender sensitive and child friendly&lt;br&gt;▪ Develop and implement effective policy guidelines, to eliminate gender based violence and improve child friendly environment.&lt;br&gt;▪ NSAs and communities to establish ECD centres especially in rural and hard to reach areas&lt;br&gt;▪ Provide relevant, appropriate and gender responsive early childhood care especially to vulnerable and disadvantaged children with special needs&lt;br&gt;▪ Improve capacity of teachers, TC, TCC and caretakers&lt;br&gt;▪ Provide Health care and nutrition services in all ECD centres&lt;br&gt;▪ Establish Training college for Pre Primary Teachers</td>
<td>MoEVT, MHSW, CSO/FBOS, Communities, CMO, ZAC, MoFEA, MLYWCD, MICS, Private Sector LGAs</td>
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<tr>
<td>2.1.2 Increase net enrolment rate for pre-school from 20.1% in 2010 to 50% by 2015</td>
<td>2.1.2.1 Ensure equitable access to quality pre-school education for all children at the age four and five</td>
<td>▪ Construct and furnish new classrooms and associated facilities to meet with expanding demand in consideration to people with disabilities&lt;br&gt;▪ Introduce pre-school classes in existing primary schools&lt;br&gt;▪ Encourage and motivate private sectors to invest in pre-school education&lt;br&gt;▪ Sensitise community to send children with special needs and CWDs to pre-schools&lt;br&gt;▪ Sets standards for establishment of school facility requirement to maintain quality of education</td>
<td>MoEVT, MHSW, CSO/FBOS, Communities, CMO, ZAC, MoFEA, MLYWCD, MICS, Private Sector</td>
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<td>2.1.2.2 Strengthen capacity to implement and monitor effectively programs</td>
<td>▪ Introduce and enforce School Feeding Program in all government and private schools</td>
<td>MoFEA, MLYWCD, MICS,</td>
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<td>Operational Targets</td>
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| that promote child friendly and girls’ education | • Improve and maintain the physical facilities of the school to make it gender and child friendly  
• Establish and strengthen participatory school governing bodies  
• Promote school based water and environmental sanitation | | Private Sector |
| B. PRIMARY EDUCATION | | | |
| 2.1.3 | Increase net- enrolment rate from 81.5% in 2010 to 95% by 2015. | 2.1.3.1 Ensure equitable access to quality primary school education for all children at the age six to eleven | Conduct school mapping exercise to demarcate school sites based on population growth rate  
• Improve school infrastructure (class rooms, furniture, libraries, sanitation facilities and installation of power) to accommodate all children, including CWDs  
• Introduce alternative forms of school contributions for poor and most vulnerable families and CWDs  
• Promote child-friendly and gender sensitive school environment | MoEVT, CSO, communities, private sectors, MWCEL, MoHSW |
|  | 2.1.3.2 Ensure that inclusive education and active learning is effectively practiced in schools | Sensitize community to send their children [boys and girls] to schools  
• Finalize and implement Zanzibar Education Development Programme  
• Mobilize community to promote enrolment of school going age children and CWDs  
• Train all teachers in inclusive education | MoEVT, CSO, communities, private sectors, MWCEL, MoHSW |
|  | 2.1.3.3 Provide adequate facilities to improve access | Support rehabilitation and re-integration of girls and boys withdrawn from child labour into education system  
• Provide adequate facilities to promote environment to children with barriers to learning and development  
• Develop and implement effective policies, strategies and activities to eliminate gender based violence against all children especially CWDs  
• Reduce classroom over crowding  
• Build capacity of key Actors including district officials, CSOs, using adapted simple version of child labour educational materials including formulation of by-laws  
• Support long-term economic interventions in support of households with children in and at risk of child labour with a focus on female headed households | MoEVT, CSO, communities, private sectors, MWCEL, MoHSW |
## Operational Targets

### C. SECONDARY EDUCATION

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</table>
| 2.1.4 Increase net enrolment rate from 38.2% in 2010 to 60% by 2015 | 2.1.4.1 Ensure equitable access to quality secondary education for all children of the age 12 to 15 | ▪ Construct, rehabilitate, equip and furnish secondary school class-rooms, staff houses, libraries, and sanitation facilities especially accessible to CWDs in all districts  
▪ Promote Public-Private – Partnership (PPP) in secondary education  
▪ Sensitize community on importance of girls education  
▪ Promote equitable distribution of secondary schools in underserved areas  
▪ Promote the use of ICT in secondary education | MoEVT, CSO, communities, private sectors, MWCEL, MoHSW |
| 2.1.5 Increased completion rate of basic education by 2015 | 2.1.5.1 Ensure registered children complete their basic education | ▪ Support regular meetings for existing school management committees  
▪ Strengthen school based counselling services for both pupil and parents on the effect of school dropouts  
▪ Implement measures that promote school and gender friendly environment  
▪ Encourage use of alternative measures of disciplining children  
▪ **** where children are attracted to petty business / child labour | MOEVT, MOLYWCD, CSOs, communities, private sectors |

### D. NON FORMAL EDUCATION

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</table>
| 2.1.6 Increase overall literacy rate from 75.8% in 2005 to 90% by 2015 | 2.1.6.1 Expand basic literacy programmes with special emphasis to women and PWDs  
2.1.6.2 Enhance functional literacy and continuing education with special emphasis to youth, women and PWDs | ▪ Develop non-formal, alternative and adult education policy guidelines  
▪ Expand non-formal education in partnership with community groups  
▪ Expand user-friendly library services throughout Zanzibar with full access to all including PWDs  
▪ Strengthen coordination among literacy programme implementers  
▪ Review curricula for non-formal, alternative and adult education  
▪ Recruit and train adult education educators and other education facilitators such as librarian assistants  
▪ Introduce in-service training programme for the existing adult education educators  
▪ Provide support for integrating out of school youths especially girls into school system  
▪ Promote functional literacy with focus towards the | MoEVT, MLYWCD, CSOs, private sector. |
### Operational Targets

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<tr>
<td>E. QUALITY EDUCATION</td>
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<td>2.1.7</td>
<td>Student minimum level of mastering in reading, numeracy and writing skills by std 6 increased from 37.3% in 2007 to 50% by 2015</td>
<td>2.1.7.1 Create conducive teaching and learning environment</td>
<td>• Provide students with text books and learning materials to attain a 1:1 ratio.  • Provide adequate teaching materials for teachers  • Promote the use of ICT in teaching and learning  • Improve the quality of pre and in-service teacher training programmes at all level  • Ensure equitable distribution of primary school teachers and teaching materials in all districts</td>
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| 2.1.8 | General performance of “O” and “A” levels students, especially girls and CWD improved by 2015  
(a) Increase the transition rate of “O” level students to “A” level from 23.3% in 2009 to 50% by 2015  
(b) Increase the transition rate of “A” Level students to tertiary education from 50% in 2009 to 65% by 2015  
(c) Increase percentage of qualified teachers at all levels of education from 94% in 2009 to 98% by 2015 | 2.1.8.1 Improve the quality of secondary education | • Assess necessary measure for improving quality of teachers centres and the national teachers resource centres  • Integrate Reproductive Health Education in school curricula at all levels  • Integrate education with world of work by diversifying curricular  • Recruit and train secondary school teachers, especially women teachers, with degrees of Science, Mathematics, and English  • Develop and implement leadership and management training program for school Heads  • Construct, rehabilitate and equip school laboratories.  • Recruit and train laboratory technicians and library assistants  • Furnish the “O” Level and “A” Level schools with all necessary facilities | MoEVT, Higher learning Institutions, Private sector, Non-state actors, |
<p>| 2.1.8.2 | Strengthen the capacity of teacher training institutions | • Revise and implement the plan for teacher education to meet demands for required qualifications  • Reinforce and implement school teachers qualification benchmarks in employment and deployment  • Promote the use of ICT in teacher training programme  • Formulate special incentive package to attract and retain qualified teachers working in remote areas | MoEVT, Higher learning Institutions, Private sector, Non-state actors, |
| 2.1.8.3 | Strengthen institutional capacity to increase enrolment of students in teachers training institutions | • | MoEVT, Higher learning Institutions, Private sector, Non-state actors, |</p>
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| 2.1.8.4 | Ensure that qualified teachers are retained and equitably distributed | - Ensure equitable geographical distribution of qualified school teachers  
- Provide incentive schemes to discourage brain drain.  
- Improve planning and forecasting capacity in school teacher’s allocation. | MoEVT, Higher learning Institutions, Private sector, Non-state actors |
<p>| 2.1.9 | Education monitoring and evaluation system improved by 2015 | 2.1.9.1 Improve monitoring, evaluation and assessment mechanism at all levels | MoEVT, Higher learning Institutions, Private sector, Non-state actors |
| 2.1.10 | Increased schools with appropriate and sustained water supply, sanitation and hand washing facilities by 2015 | 2.1.10.1 Ensure all schools have appropriate and sustained water supply, sanitation and functional hand washing facilities | MoEVT, Higher learning Institutions, Private sector, Non-state actors, MoFEA, MOHSW, MWECL |
| F. SCIENCE, INFORMATION AND TECHNOLOGY | | | |
| 2.1.11 | Science subjects and ICT knowledge and skills enhanced in education at all levels by 2015 | 2.1.11.1 Promote use of scientific and technological knowledge | MoEVT, Higher learning Institutions, Private sector, Non-state actors, MOFEA |
| G. TERTIARY EDUCATION | | | |
| 2.1.12 | Increased enrolment in tertiary education from 3,624 in 2009 to 6,000 by 2015 | 2.1.12.1 Strengthen capacity and quality in tertiary education | MoEVT, Higher learning Institutions, Private sector, Non-state actors |</p>
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|                     | 2.1.12.2 Promote the quality of tertiary education | • Conduct human resource needs assessment periodically and implement capacity building programme  
• Develop incentive package to attract and retain nationals to teach at tertiary institutions in Zanzibar  
• Develop special incentive package to attract lectures from abroad for local capacity building  
• Strengthen research capacity of tertiary institutions  
• Provide scholarships for masters and PhD for lectures with gender consideration  
• Promote education of women and PWDs in higher learning institutions  
• Develop marshal plan for improving tertiary education | MoEVT, Higher learning Institutions, Private sector, Non-state actors, |
| H. CROSS CUTTING ISSUES | 2.1.13 Reduce HIV/AIDS infection and related risks in education sector by 2015 | 2.1.13.1 Provide life skills education to students and teachers  
2.1.13.2 Ensure right of students and teachers to receive comprehensive HIV & AIDS and reproductive health education and freedom from stigma and discrimination towards PLHIV | • Improve competence of tutors/teachers to manage HIV/AIDS, reproductive health and safety prevention education  
• Train teachers in child, gender and youth friendly approaches to life skills education  
• Improve competence of tutors/teachers to provide child and youth friendly gender sensitive life skills education, including HIV/AIDS and reproductive health  
• Implement child and youth friendly gender sensitive life skills education in schools and colleges  
• Cost and implement POA for support to OVCs in primary and secondary schools  
• Control transmission and reduce new infections on HIV/AIDS | ZAC, MOHSW, MOEVT, NSAs |

**GOAL 2.2: IMPROVED HEALTH DELIVERY SYSTEMS PARTICULARLY TO THE MOST VULNERABLE GROUPS**

<table>
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<th>Core Cluster Strategies</th>
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<tbody>
<tr>
<td>A. SERVICE DELIVERY</td>
<td>2.2.1 Strengthen institutional capacity for health service delivery by 2015</td>
<td>2.2.1.1. Develop and implement a comprehensive health care financing strategy</td>
<td>• Provide periodic account to House of Representative and the general public on health sector achievements and decisions made</td>
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<td>Operational Targets</td>
<td>Core Cluster Strategies</td>
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<td></td>
<td>▪ Establish mechanisms for clients to put forward their claims</td>
<td>MoHSW, CSO, Private Sector, DCS</td>
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<td>▪ Develop a more transparent and fair referral mechanism for medical transfer abroad</td>
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<td>2.2.1.2.</td>
<td>Develop, review and implemented guidelines, regulations, standard Operating Procedures as per ZFDC Act No. 2/06</td>
<td>▪ Strengthen ZFDB capacity for safety and quality of food, medicines and Cosmetics.</td>
<td>MoHSW, CSO, Private Sector, DCS</td>
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<td>▪ Strengthen analytical capacity and harmonise standards and quality assurance mechanisms</td>
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<td>2.2.1.3.</td>
<td>Ensure smooth management of the procurement and supply chain for essential medicines and other supplies</td>
<td>▪ Strengthen the functioning of integrated CMS systems on procurement and supply</td>
<td>MoHSW, CSO, Private Sector, DCS</td>
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<td>▪ Strengthen boards and councils to assume their respective regulatory roles</td>
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<td>▪ Support professional associations in their role to advance professionalism and adherence to quality standards</td>
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<td>▪ Harmonise procurement plan and advocate for its adherence by all programmes</td>
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<td>▪ Utilise General Orders (GO’s) within the MoHSW, where appropriate, and enforce their adherence</td>
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<td>▪ Ensure existing guidelines are reviewed and operationalized</td>
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<td>▪ Establish mechanisms to monitor and report on client satisfaction</td>
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<td>▪ Establish mechanisms for the public to participate in decision making</td>
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<td>2.2.1.4.</td>
<td>Strengthen management, accountability and performance of health professional boards</td>
<td>▪ Innovative approaches to health systems development</td>
<td>MoHSW, CSO, Private Sector, DCS, HLIs</td>
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<td>health service delivery and health research development.</td>
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<td>▪ Initiate promising innovations (such as e-learning and telemedicine), document and share their results.</td>
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<td>▪ Document and share research results and promote their use</td>
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<td>▪ Develop and implement research policy</td>
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<td>▪ Mobilize resources for health research</td>
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<td>2.2.1.5.</td>
<td>Build and strengthen local health research institutional capacity</td>
<td>▪ Design, develop and disseminate IEC and BCC messages and materials for community members on neo-natal, infant and under-five child health and nutritional issues.</td>
<td>MoHSW, RCH, CSO, Private Sector, , , ZACP, MICS</td>
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<td>B: INFANT AND CHILD MORTALITY</td>
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<td>2.2.1</td>
<td>Reduce infant and under five mortality by 2015</td>
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<td>(a) Reduce neonatal mortality from</td>
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<td>31/1000 in 2008 to 15/1000 by 2015</td>
<td>▪ Strengthen community based rehabilitation services for CWDs</td>
<td>MoHSW, Private Sector, ZAC</td>
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<td>(a) Reduce infant mortality from 54/1000 in 2008 to 48/1000 by 2015</td>
<td>▪ Increase and sustain immunization coverage for all antigens</td>
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<td>(b) Reduce under-five mortality from 79/1000 in 2010 to 50/1000 by 2015</td>
<td>▪ Strengthen the provision of IMCI and scale up community IMCI</td>
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<td>▪ Develop regulations and legislations related to provision of neonatal and under five child care</td>
<td>▪ Strengthen and scale up PMTCT interventions to protect infants from HIV infection</td>
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<td>C: MATERNAL AND REPRODUCTIVE HEALTH</td>
<td>2.2.2 Increase the proportion of births attended by skilled health personnel from 51% in 2004 to 90% by 2015</td>
<td>2.2.2.1 Increase the number and improve the quality of skilled birth attendants</td>
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<td>2.2.3 Increase percentage of births delivered in health facilities from 50% in 2008 to 60% by 2015</td>
<td>2.2.3.1 Expand delivery services at the primary health care level and create conducive environment to attract birth delivery at health facilities</td>
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<td>MoHSW, Private Sector, ZAC</td>
<td>▪ Build capacity of health providers on midwifery skills with special focus on nurses</td>
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<td>▪ Improve incentive package for RCH staff to increase retention.</td>
<td>▪ Increase employment, deployment and retention of skilled birth attendants at all levels</td>
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<td>▪ Improve the quality of care through various innovative approaches including trainings on patient centered care</td>
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<td>▪ Expand infrastructure to increase privacy and friendliness of service delivery</td>
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<td>▪ Sensitize community on the importance of skilled birth attendant</td>
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<td>▪ Improve quality care through tailor made training to RCH staff</td>
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| 2.2.4 Reduce Maternal mortality ratio from 473/100000 in 2007 to 170/100,000 by 2015 | 2.2.4.1 Strengthen EmOC services and create demand for quality services | ▪ Ensure adequate and around the clock access of basic and comprehensive EmOC at all levels  
▪ Strengthen EmOC services at hospital level  
▪ Strengthen the referral system  
▪ Ensure availability of emergency drugs at all levels  
▪ Strengthen and expand youth friendly services in existing health facilities  
▪ Institutionalize maternal death audits in all the health facilities  
▪ Strengthen community participation and mobilization for timely utilization of quality maternal and newborn services  
▪ Increase availability of SRH information and services targeting adolescents and monitor the trend in maternal mortality over time  
▪ Review both the policy and the practice in view of increasing accessibility to health facility for deliveries  
▪ Improve the management of eclampsia and PPH | CSOs, MICS |
| 2.2.5 Increased use of modern contraceptive from 9% in 2004 (TDHS, 2004/05) to 20% by 2015 | 2.2.5.1 Improve the availability of Family Planning information and services for men and women. | ▪ Review laws and policy that hinder effective implementation of maternal health services  
▪ Enhance knowledge, skills and right attitudes to service providers and supervisors of family planning (FP) services  
▪ Ensure sustained adequate supply of safe contraceptive methods mix at all levels  
▪ Strengthen partnership with CSOs including FBOs to promote utilization of FP  
▪ Improve community access to correct FP information and services  
▪ Enhance and strengthen awareness campaign on contraceptive services to both men and women  
▪ Strengthen integrated community based FP initiatives  
▪ Strengthen integration and linkages of FP and HIV and AIDS services | MoHSW, Private Sector, ZAC, MICS, NSAs |
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<tr>
<td><strong>D. COMMUNICABLE DISEASES</strong></td>
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| 2.2.6 Reduce HIV prevalence rate among 15-24 years pregnant women from 0.6% in 2008 to 0.3% by 2015. | 2.2.6.1. Promote safer sex practices among sexually active women | - Improve capacity of public and private health care facilities on provision of comprehensive and integrated PMCTC services.  
- Strengthen PMTCT linkages with SRH and other HIV services (CTC, HBC, EID, TB etc)  
- Promote male involvement in PMTCT services  
- Increase access by women to HIV information and services. | MoHSW, Private Sector, ZAC, MICS, NSAs |
| 2.2.7 Sustain HIV prevalence rate among general population below 1% | 2.2.7.1 Enhance access to HIV information and services with special focus on addressing concentrated epidemic | - Ensure easy access of condoms  
- Educate the MARPs and the entire population on the association of risk behaviour and contracting HIV/STIs  
- Strengthen integration and linkages between HIV and sexual and reproductive health (SRH) services,  
- Promote Behaviour change and create awareness on associated negative outcomes on risk taking behaviour  
- Advocate for mutual faithfulness among sexual partners.  
- Develop communication strategy to discourage and mitigate multiple and parallel sexual relations  
- Strengthen and Scale up HIV services.  
- Promote positive living among PLHIV  
- Strengthen existing programs that address stigma and discrimination  
- Strengthen management of HIV/TB infection. | MoHSW, Private Sector, ZAC |
| 2.2.8 Reduce by half HIV prevalence rate among MARPs by 2015 | 2.2.8.1 Reduce sexual and drug related HIV predisposing risk behaviours and increase access to quality and comprehensive STIs and HIV & AIDS related services | - Educate the MARPs and the entire population on the association of risk behaviour and contracting HIV/STIs  
- Strengthen integration and linkages of sexual and reproductive health (SRH) and HIV and AIDS services  
- Improve access of MARPs to HIV prevention information and services  
- Produce BCC materials and associated negative outcomes on risk taking behaviour  
- Advocate for mutual faithfulness among sexual partners.  
- Develop communication strategy to discourage and mitigate multiple and parallel sexual relations  
- Strengthen management of HIV/TB infection. | MoHSW, Private Sector, ZAC |
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</table>
| 2.2.9 Reduce morbidity and mortality among people living with HIV & AIDS by 80% by 2015 | 2.2.9.1 Strengthen delivery of HIV & AIDS treatment care and support services | ▪ Build capacity of health care workers to provide quality HIV & AIDS services.  
▪ Provide comprehensive care and support to PLHIV  
▪ Strengthen referral system and linkages to care and support  
▪ Strengthen the delivery of care and treatment services for the prevention of mother to child transmissions (PMTCT+) | MoHSW, Private Sector, ZAC |
| 2.2.10 Reduce socio-economic impact of HIV & AIDS on individuals, families and communities by 80% by 2015 | 2.2.10.1 Alleviate the impact of HIV & AIDS through reduction of stigma and discrimination and provision of socio-economic support | ▪ Raise awareness among PLWH on the importance and means of good nutrition and intake of ARVs as prescribed  
▪ Implement measures identified in the Health Sector Strategic Plan on HIV/AIDS 2006 (HSSP) and the ZNSP II  
▪ Implement impact mitigation and monitoring, evaluation and research measures identified in the ZNSP II  
▪ Strengthen income generation activities to PLHIV | MoHSW, Private Sector, ZAC |
| 2.2.11 Reduce incidence of malaria cases from 0.9% in 2008 to 0.5% 2015 | 2.2.11.1 Scale up Malaria Control recommended strategies - ACTs - Long lasting Insecticide treated nets - Indoor Residual Spraying - Behavioral Change Communication - Monitoring and Evaluation | ▪ Blanket/Focal residual house spraying  
▪ Promote environmental manipulation to get rid of mosquito breeding sites  
▪ Strengthen malaria surveillance to halt transmission  
▪ Improve malaria case management and management of other childhood illness. | MoHSW, Private Sector NGOs |
| 2.2.12 Increase the percentage of under-five sleeping under ITNs from 80% in 2009 to 100% by 2015 | 2.2.12.1 Use of Long Lasting Insecticidal Mosquito Nets | ▪ Scale up the use of LLITN/ITN and re-treatment of conventional nets  
▪ Promote BCC and IEC materials with respect to LLITN/ITN | MoHSW, Private Sector NGOs |
| 2.2.13 Reduce HIV/TB co-infection cases from 51/100,000 in 2009 to 24/100,000 by 2015 (a) Reduce number of TB cases from 369 in 2007 to 250 by 2015 | 2.2.13.1 Strengthen Tuberculosis control and Management | ▪ Sustain comprehensive TB prevention, care and treatment  
▪ Increase control and management of TB cases  
▪ Mobilize communities to utilize available TB related health services.  
▪ Sensitize communities on routine counseling services | MoHSW, CSO, Private Sector, ZAC, CMO |
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<tr>
<td>E: NON COMMUNICABLE DISEASES (NCDs)</td>
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| 2.2.14 | Strategic Plan for neglected tropical diseases implemented by 2015 | 2.2.14.1 Ensure adequate control and management of NCDs mainly diabetes, hypertension, cancer (esp. breast, cervical, prostate), filariasis, leprosy, fistula, asthma, mental health illness and others | ▪ Provide essential equipment and improve the supply of drugs and other supplies  
▪ Strengthen prevention and treatment of NT Diseases  
▪ Promote community health and nutrition education | MoHSW, CSO, Private Sector, ZAC, CMO, MICS, NSAs |
| 2.2.15 | Reduced morbidity and mortality due to Non Communicable diseases | 2.2.15.1 Control the spread of non-communicable and emerging diseases and enhance effectiveness of treatment of NCDs | ▪ Continue prevention programs by focusing attention to young people and school children  
▪ Strengthen the capacity of Health institutions to respond to emerging diseases  
▪ Improve and strengthen institutional capacity (management, physical and human resources) for mental health illnesses and other neglected diseases  
▪ Strengthen prevention and treatment of NC diseases  
▪ Strengthen institutional management capacity for prevention and treatment of various types of cancers | MOHSW, CSO, Private Sector, |
| | | 2.2.15.2 Attain better understanding of the incidence, prevalence and risk factors of NCDs in Zanzibar | ▪ Administer prevalence survey of NCDs in Zanzibar | MOHSW, CSO, Private Sector, |
| | | 2.2.15.3 Improve prevention, early detection and management of five priority NC diseases | ▪ Implement recommendations from STEPs and KAP assessments  
▪ Ensure availability of guidelines, equipment, drugs and supplies at all health facilities in line with approved guidelines (including dietary)  
▪ Improve quality of care of patients with NCDs | MOHSW, CSO, Private Sector, |
| | | 2.2.15.4 Improve awareness and management of injuries and congenital condition | ▪ Promote safety in the workplace  
▪ Improve parenting skills in relation to prevention of accidents and injuries involving children  
▪ IEC on need for prompt treatment of injuries and congenital condition  
▪ Improve availability of skilled health professionals for treatment of injuries and congenital condition  
▪ ensure injuries and congenital conditions are treated according to guidelines through routine performance assessment at health facilities | MOHSW, CSO, Private Sector, |
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</table>
| **F. HUMAN RESOURCES FOR HEALTH** | 2.2.16 Proportion of skilled health personnel providing quality EHCP services with particular focus on primary level increased from 52.6% in 2009 to 60% by 2015 | 2.2.16.1 Improve HRH capacity, retention and management of skilled personnel to provide quality services especially at primary level | ▪ Develop and implement HRH strategic plan (including performance monitoring)  
▪ Maintain and utilize HRIS for planning and management of HRH  
▪ Implement the recommendations given in the Training Master Plan  
▪ Review and revise HRH curricula to ensure skilled health personnel are trained to provide services according to the EHCP  
▪ Deploy appropriate skilled health personnel to ensure implementation of the EHCP  
▪ Develop and implement retention strategies especially for hard to reach population  
▪ Protect the rights and safety of all health personnel at the workplace  
▪ Explore and implement e-learning and telemedicine strategies as appropriate | MoHSW, CSO, Private Sector, DCS |
| **G: SOCIAL WELFARE** | 2.2.16 Awareness, knowledge and rehabilitation services to substance abusers increased by 2015  
(a) Reduce morbidity and mortality rate among substance users by 50% in 2015.  
(b) Reduce blood borne diseases related to substance users including HCV from 26.2% in 2007 to 13% by 2015 | 2.2.16.1 Strengthen the organization and human capacity of health sector, CSOs, CBOs to deal with substance abuse related services | ▪ Improve the proper care and treatment for substance users  
▪ Control the spread of blood borne diseases to substance users  
▪ Establish detoxification centers for substance abusers in both islanders  
▪ Develop the training guidelines and operational manual for detoxification procedures in Zanzibar  
▪ Develop institutional and human resource capacity for the detoxification centers  
▪ Develop CSO/CBO capacity to mobilize and enhance demand generation for detoxification services  
▪ Establish client monitoring system for those who have | MOHSW, ZAC, MORASD, MOLYWCD, CSOs, CBOs |
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<tr>
<td></td>
<td></td>
<td>undergone detoxification process</td>
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<td><strong>H: CROSS CUTTING ISSUES</strong></td>
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<td>2.2.17 Develop and implement effective and efficient</td>
<td>2.2.17.1 Ensure use of</td>
<td>• Develop and Implement Strategic Plan on HIS</td>
<td>MoHSW, CSO, Private Sector, DCS</td>
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<td>integrated Health Information Systems (HIS) by 2015</td>
<td>HIS for analysis, and</td>
<td>• Increase capability in all areas especially in epidemiology and biostatistics</td>
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<td></td>
<td>promotion of evidence</td>
<td>• Develop and implement an IEC strategy on HIS targeted at the general public</td>
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<td></td>
<td>based health</td>
<td>• Solicit external support to implement an ICT &amp; HIS strategy for the health sector</td>
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<td>interventions at</td>
<td>• Enhance sectoral integration in all health information sub-systems</td>
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<td></td>
<td>community and national</td>
<td>• Strength the existing HMIS capacity (develop national standard HMIS tools)</td>
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<td>2.2.17.2 Strengthen Health Promotion services</td>
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<td>• Implement the Community Health Strategy (adopted in 2008)</td>
<td>MoHSW, CSO, Private Sector, DCS</td>
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<td>• Develop and implement Community Health Strategic Plan (CSP)</td>
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<td>• Raise Community awareness about health and conditions that affect health and</td>
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<td>Community involvement in health activities in the context of Zanzibar Culture,</td>
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<td>customs and taboos.</td>
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<td>• Identify the development of viable community health projects</td>
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<td>• Establish an integrated health and nutrition promotion forum at the district level,</td>
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<td></td>
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<td>involving all programmes</td>
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<td>• Enhance the capacity of districts to oversee and support the communities in</td>
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<td>implementing health and nutrition activities.</td>
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<td>• Enhance the capacity of SHCCs</td>
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<td>• Enhance the capacity of districts to respond to community demand for health services</td>
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<td></td>
<td>• Strengthen Health Promotion unit</td>
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<td>2.2.18 HIV&amp;AIDS, Gender, Environment and Population</td>
<td>2.2.18.1 Create</td>
<td>• Develop a strategy to promote human rights based programming in the health sector</td>
<td>MoHSW, CSO, Private Sector, DCS</td>
</tr>
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<td>aspects mainstreamed and International Conventions</td>
<td>mechanisms to monitor</td>
<td>• Develop a strategy for gender mainstreaming in the health sector</td>
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<td>adopted by 2015</td>
<td>and improve workplace</td>
<td>• Reinforce infection prevention and control (IPC) in health facilities, in order to</td>
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<td>interventions on HIV&amp;AIDS, gender mainstreaming, population issues, sanitary and</td>
<td>protect the health of health</td>
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<td></td>
<td>environmental conditions</td>
<td>environment and their clients</td>
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<td></td>
<td>in public facilities</td>
<td>• Ensure correct environmental disposal of expired items and medical waste</td>
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### Goal 2.3: IMPROVED ACCESS TO WATER, ENVIRONMENTAL SANITATION AND HYGIENE

#### A. WATER SUPPLY

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<th>Operational Targets</th>
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<th>Key Actors</th>
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</table>
| 2.3.1. Improve access to clean and safe water in rural and urban areas by 2015 | 2.3.1.1 Expand water infrastructure and access in both rural and urban areas. | • Enforce legal and regulatory framework for water resource management  
• Encourage public private Partnership in provision, operation and maintenance of water projects and schemes  
• Construct Ferro cement tanks and jars in schools  
• Involve rural communities in construction and management of rural water schemes  
• Involve women in decision making roles in water development programmes  
• Improve customer satisfaction by consulting all types of stakeholders, including PWDs  
• Improve human resources capacity and efficiency in water services delivery to consider both women and men  
• Develop back up power for all electricity powered water sources to minimise cuts in water supply  
• Ensure mechanism for vulnerable groups to access water services | MWCEL, communities, CSO, Private Sector, MRASD, AG |
|                     | 2.3.1.2 Improve and sustain water supply services in urban and rural areas | • Establish mechanism to manage and maintain water supply at community levels both urban and rural areas  
• Ensure adequate training for water providers and community based water user entities  
• Ensure that there is a clear and known strategy for ensuring access to water for the poorest and most vulnerable | MWCEL, communities, CSO, Private Sector, MRASD, AG |
|                     | 2.3.1.3 Ensure cleanliness and safety of water | • Reduce risks of contamination of catchment areas and water sources  
• Support replacement of asbestos cement pipes  
• Ensure that all piped supplies are chlorinated on a continual basis to leave a chlorine residual at point of abstraction and set up an intermittent schedule of chlorinating shallow wells  
• Undertake a regular water quality monitoring programme | MWCEL, communities, CSO, Private Sector, MRASD, AG |
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</table>
| 2.3.2. Increase water revenue collection from 700 million in 2009 to 5 billion by 2015 | 2.3.2.1 Strengthen financial management of ZAWA | • Improve efficiency and effectiveness of revenue collection  
• Improve customer satisfaction, and public relation services  
• Discourage illegal water connections by apprehending and prosecuting culprits  
• Control water leakages and unauthorized usage  
• Develop and implement strategy for enhancing revenue collection for commercial water users  
• Improve management of water sources | MWCEL, communities, CSO, Private Sector, MRASD, AG |
| 2.3.3. Reduce saline water intrusion risks | 2.3.3.1 Enhance integrated management of database on ground water abstraction activities | • Control overexploitation and over abstraction of ground water resources  
• Promote water use efficiency in tourism and hotel/guest houses industry and encourage utilization of wastewater recycling technologies/plants | MWCEL, communities, CSO, Private Sector, MRASD, AG |
|  | 2.3.3.2 Ensure efficient and effective Integrated Water Resources Management | • Promote local rainwater harvesting practices and introduce new technologies for both domestic and institutional facilities  
• Introduce regular tracking and follow-up on reduction of time burden in access to water services to women and households  
• Train and raise awareness on environmental management  
• Demarcate and protect water sources in catchment areas  
• Develop implementation plan for the Surface Water Management | |
| 2.3.4. Improve and sustain water sector financing and monitoring by 2015 | 2.3.4.1 Ensure proper coordination of domestic and external financing | • Establish financial forum for partner coordination  
• Enhance water project coordination in both planning and budgeting  
• Strengthen local resources mobilization from different stakeholders | MWCEL, communities, CSO, Private Sector, MOFEA, MRASD, AG |
| 2.3.5. Expand and sustain coordination and collaboration among national and regional water authorities and related sectors by 2015 | 2.3.5.1. Ensure water sector networking | • Share knowledge, skills and experience  
• Provide technical assistance and support in water related matters  
• Develop plans for responding to emergency situations | MWCEL, communities, CSO, Private Sector, MRASD, AG |

B. ENVIRONMENTAL SANITATION AND HYGIENE

<table>
<thead>
<tr>
<th>Operational Targets</th>
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</table>
| 2.3.6. Increase the proportion of households with access to basic sanitation from 83% in 2009 to 90% by 2015 | 2.3.6.1 Facilitate construction and use of sanitary facilities in both rural and urban areas and good hygiene practices | • Involve CSOs in sensitization and advocacy for construction and use of sanitary facilities and good hygiene practices in both rural and urban areas  
• Ensure that good hygiene and sanitation practices are a | Municipal Authority, community, Private Sector, MoRASD, MoWCEL, AG, MoHSW, LGA, CSOs, |
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<tr>
<td>2.3.6.2. Strengthen and safeguard provision of sanitation services</td>
<td>Develop and implement sanitation policy</td>
<td>MALE, ZAWA</td>
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<td>2.3.7.1. Increases access to sanitation facilities at public places and institutions</td>
<td>Construct adequate sanitation facilities at all public places including easy access to such facilities by women and people with disabilities</td>
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<td>2.3.7. All schools and other public places have adequate sanitary facilities by 2015</td>
<td>Develop sewerage and drainage and solid wastes disposal facilities and promote good hygiene practice</td>
<td>Municipal Authority, community, Private Sector, MoRASD, MoWCEL, AG, MoHSW, LGA, CSOs</td>
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<td>2.3.8. Zanzibar Urban Sanitation and Drainage Programme –Phase II implemented by 2015</td>
<td>Promote the use of Ventilated Improved Pit Latrines (VIPs) and alternative options for the poorest members of the community.</td>
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- Acquire land for the treatment and disposal of solid waste in major towns
- Promote public-private partnership in solid and liquid waste management in both rural and urban areas
- Support community artisans to be able to build a number of designs for household latrines which are affordable to people of different income groups
- Develop national strategy for hygiene promotion
- Develop Public Health Law
- Legislate and enforce on compulsory latrine usage
- Build the capacity of District Authorities on sanitation management
- Enforce laws on the provision of sanitation facilities in rural areas and unplanned settlements
- Strengthen coordination and management of sanitation service delivery
- Promote hygiene education into water and sanitation delivery
- Ensure effective training of health professionals and support staff on health care waste management

- Promote the use of Ventilated Improved Pit Latrines (VIPs) and alternative options for the poorest members of the community.
- Improve the sewerage network system and Solid waste collection and Disposal facilities
- Strengthen coordination and management of sanitation service delivery
- Enforce laws on the provision of sanitation facilities in rural areas and un-planned settlements
### Operational Targets

| 2.4.1 | Increased and ensured access to affordable housing |
|       | (a) Reduce by 50% housing deficit from 4,000 per year in 2010 to 2,000 per year by 2015 in urban areas and from 2,000 per year in 2010 to 1,000 per year by 2015 in rural areas | 2.4.1.1 | Encourage development of PPP and participation of financial institutions in housing schemes |
|       | (b) Reduce by 50% the growth of informal settlement by 2015 | 2.4.1.2 | Ensure provision of affordable housing to accommodate the demand |
|       | (c) Reduce by 50% the growth of squatters and slums by 2015 | 2.4.2 | Review and develop policies on |

### Core Cluster Strategies

| 2.4.1 | Encourage development of PPP and participation of financial institutions in housing schemes |
| 2.4.1.1 | Encourage development of PPP and participation of financial institutions in housing schemes |
| 2.4.1.2 | Ensure provision of affordable housing to accommodate the demand |

### Intervention Packages

- Promote hygiene education into water and sanitation delivery
- Expand and improve urban sewerage and drainage system
- Promote the use of simplified sewerage systems in rural areas and un-planned settlements
- Institute and implement human resource development schemes
- Develop and enforce by-laws on safe management of liquid and solid waste at household level.
- Ensure sustainable coordination of sanitation service delivery
- Build capacity of the municipality council and LGA to sustain and manage sewerage facilities
- Institute and implement human resource development schemes
- Promote hygiene education on water and sanitation delivery

### Key Actors

- Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs
- Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs
- Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs
- Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs

### GOAL 2.4: PROVIDE DECENT AND ADEQUATE SHELTER AND SUSTAINABLE HUMAN SETTLEMENT

<table>
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<tr>
<td>2.4.1</td>
<td>Encourage development of PPP and participation of financial institutions in housing schemes</td>
<td>Ensure provision of affordable housing to accommodate the demand</td>
<td>Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs</td>
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<tr>
<td>2.4.1.1</td>
<td>Encourage development of PPP and participation of financial institutions in housing schemes</td>
<td>Ensure provision of affordable housing to accommodate the demand</td>
<td>Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs</td>
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<td>2.4.1.2</td>
<td>Ensure provision of affordable housing to accommodate the demand</td>
<td>Improve institutional coordination in implementing settlement plan</td>
<td>Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs</td>
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<td>2.4.2</td>
<td>Ensure balanced land-use</td>
<td>Prepare policies to guide proper human settlements</td>
<td>Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs</td>
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<td>land and urban development with respect to proper land use plan at local and national levels</td>
<td>distribution for social and economic activities.</td>
<td>development and affordable housing standards in urban and rural areas</td>
<td>MLYWCD, MWCEL, MRASD, LGAs, CSOs, MHSW.</td>
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<td>2.4.3 Plan and ensure appropriate services on urban and rural settlements with affordable standards and proper planning procedures</td>
<td>2.4.3.1 Strengthen and enforce the existing urban and rural settlement standards</td>
<td>Promote enforcement of the urban and rural settlement standards through public sensitization and awareness creation</td>
<td>Community, Private Sector, MLYWCD, MWCEL, MRASD, LGAs, CSOs, MHSW, MJCA.</td>
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<td>2.4.4. Develop participatory planning at grass root level</td>
<td>2.4.4.1. Sensitise the public awareness about participatory planning with particular emphasis on decent urban and rural settlement</td>
<td>Integrate participatory planning in planning process</td>
<td>MoFEA, MLYWCD, LGAs, CSOs</td>
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<tr>
<td>2.4.5 Improve management capacity in planning of urban and rural settlements</td>
<td>2.4.5.1. Ensure capacity building programmes are put in place</td>
<td>Enhance effectiveness and efficiency in land administration and management in order to improve social well being of the communities. Establish land coordination units at District Council levels in order to efficiently administer and manage land development. Building capacity (training) of land sector institutions and local councils in enhancing security of tenure and protection of land degradation. Provide education and awareness on land laws and regulations and land management. Enhance the enforcement of building standards and codes in the provision decent and affordable housing in urban and rural areas. Ensure enforcement of planning and building legislations in view of standards and codes. Train more experts in the area of urban and rural settlement. Ensure all urban and rural settlement departments have adequate skilled manapower.</td>
<td>Community, Private Sector, MLYWCD, MWCEL, MRA, LGAs, CSOs, MHSW.</td>
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**GOAL 2.5: IMPROVE NUTRITIONAL STATUS OF CHILDREN AND WOMEN, WITH FOCUS ON THE MOST VULNERABLE GROUPS**

<p>| 2.5.1 Reduce the prevalence of malnutrition in children and women | 2.5.1.1 Promote consumption of food fortified with vitamins and minerals | Supplement children aged 6-59 months with vitamin A twice a year, and postpartum women with vitamin A. Provide a package of interventions to children aged 6-59 months and pregnant women to prevent and control anaemia, including iron-folate/micronutrient supplements and de-worming tablets. Enact legislation and regulations for the mandatory fortification of food staples. Regulate foods imported or processed in Zanzibar to ensure that they conform to standards. Promote the consumption of fortified foods. | MoHSW, Community leaders MICS, Community leaders MTTI |
| (a) Reduce underweight in children aged 6-59 months from 19% in 2010 to 15% by 2015 | 2.5.1.2 Support and promote appropriate infant and young children feeding practice | Ensure every health facility with maternity services is Baby Friendly. Integrate counselling on infant and young child feeding into antenatal, postnatal and child health services. Develop and implement a communication strategy to improve infant and young child feeding | MoHSW, CSOs, FBOs, NGOs |
| (b) Reduce stunting in children aged 0-59 months from 23% in 2010 to 20% by 2015 | | | |
| (c) Reduce anaemia in children aged 6-59 months from 75% in 2010 to 60% by 2015 | | | |
| (d) Reduce anaemia in pregnant women aged 15-49 year from | | | |</p>
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| 63% in 2010 to 40% by 2015 | 2.5.1.3 Ensure treatment of acute malnutrition | ▪ Expand services for the integrated management of acute malnutrition in children throughout Zanzibar  
▪ Integrate services for the management of acute malnutrition into PMTCT and HIV Care and Treatment services  
▪ Community mobilization for IMM | MoHSW |
|                     | 2.5.1.4 Early warning and response | ▪ Establish systems to monitor nutritional status throughout the year  
▪ Ensure that emergency preparedness and response plans prioritize nutrition interventions. | MoHSW, MALE |
|                     | 2.5.1.5 Improve utilization of adequate, nutritious and quality food | ▪ Support mass media campaigns on food and nutrition.  
▪ Support for school feeding and school gardening sub projects | MoHSW, MLYWCD, CSOs, MALE, CMO, NSA, MOEVT, MOFEA |

**GOAL 2.6: IMPROVED SAFETY NETS AND SOCIAL PROTECTION FOR POOR AND VULNERABLE GROUPS**

| 2.6.1 Policy framework for supporting Social Protection developed and endorsed by 2015. | 2.6.1.1 Support formulation of Social Protection Policy and develop management information system to assist its implementation | ▪ Undertake situation analysis of social protection activities.  
▪ Undertake assessment of different safety net schemes  
▪ Develop and implement social protection policy  
▪ Review and implement recommendations of the existing safety net schemes | MOFEA, MLYWCD, MOHSW, MOCAGG, ZSSF, CSOs, private sectors |
| a) Implementation strategy for the social protection policy in place by 2015 | 2.6.1.2 Ensure access to and utilization of services by vulnerable and hard-to-reach areas | ▪ Target safety nets and transfers for vulnerable pregnant women and children.  
▪ Monitor proper implementation of guidelines for granting waivers and exemptions from payment of fees for accessing services | MOFEA, MLYWCD, MOHSW, ZSSF, CSOs, Private Sector |
|                     | 2.6.1.3 Reduce exposure to risk / shocks and enhance resilience among vulnerable households | ▪ Support poor families and households to provide care and protection to the children under their care  
▪ Expedite the children law reform to improve the legal protection of most vulnerable children  
▪ Ensure collection of adequate and reliable data on children outside family care (children’s homes, foster homes); children in conflict with the law and children who are abused, neglected and exploited.  
▪ Improve capacity to deal with disasters and strengthen emergency preparedness systems  
▪ Build capacity institutions and individual in terms of equipment and necessary skills | MOFEA, MLYWCD, MOHSW, ZSSF, CSOs |
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<tr>
<th>Operational Targets</th>
<th>Core Cluster Strategies</th>
<th>Intervention Packages</th>
<th>Key Actors</th>
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<tr>
<td>2.6.1.4</td>
<td>Ensure better quality of life and care for elders, PWD, MVC and others.</td>
<td>• Improve social services such as food, shelter and clothes.  &lt;br&gt;• Strengthen and expand children and elders survival / protection and development  &lt;br&gt;• Establish adequate rehabilitation of people with debilitating conditions (including rehabilitation of drug abusers outside the mental health hospital; and rehabilitation services for physically handicapped)  &lt;br&gt;• Map out the profiles and special needs of various disadvantaged groups and people with disabilities  &lt;br&gt;• Adopt the disadvantaged groups and people with disabilities service quality standard document to the Zanzibar context  &lt;br&gt;• Develop and implement health policy for elderly and MVC  &lt;br&gt;• Enhance the capacity for M/OVC to respond to their special needs established at all levels (national, District, Shehia levels).  &lt;br&gt;• Develop an information and knowledge management system to ensure adequate and reliable data is collected on children outside family care and children at risk of abuse, neglect and exploitation  &lt;br&gt;• Strengthen systems and service delivery mechanisms to assist children at risk and respond to child abuse and neglect</td>
<td>MOFED, MLYWCD, MOHSW, ZSSF, CSOs, Community</td>
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<tr>
<td>2.6.1.5</td>
<td>Ensure safety nets provision</td>
<td>• Implement targeted safety nets and social transfers for vulnerable pregnant women and children under 2 years of age.  &lt;br&gt;• Monitor the impact of safety nets and social transfers on the promotion of good nutrition at critical points.</td>
<td>MOFED, MLYWCD, MOHSW, ZSSF, NGO,</td>
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<td>2.6.2</td>
<td>Improve the quality of life for MVC/OVC, PLHIV, people with disabilities and elders by 2015</td>
<td>• Improve social services such as food, shelter and clothes  &lt;br&gt;• Strengthen and expand elders survival / protection and development  &lt;br&gt;• Establish adequate rehabilitation of people with debilitating conditions (including rehabilitation of drug abusers outside the mental health hospital; and rehabilitation services for physically handicapped)  &lt;br&gt;• Map out the profiles and special needs of various disadvantaged groups and people with disabilities  &lt;br&gt;• Adopt the disadvantaged groups and people with disabilities service quality standard document to the Zanzibar context</td>
<td>MoHSW, CSO, Private Sector, LGAs, ZSSF</td>
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<td>Operational Targets</td>
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<td>disabilities service quality standard document to the Zanzibar context</td>
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<td></td>
<td>▪ Establish elders protection policy</td>
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<td>▪ Enhance the capacity for M/OVC to respond to their special needs established at all levels (national, Districts Shehia levels)</td>
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<td>▪ Ensure latrines in schools and all public place are easily accessible to PWDs</td>
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**GOAL 2.7: PROMOTE SPORTS, CULTURE AND PRESERVE HISTORICAL AND CULTURAL HERITAGE**

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<tr>
<th>2.7.1</th>
<th>Increase the conservation and sustenance of both cultural and historical heritage sites by 2015</th>
<th>2.7.1.1 Enhance conservation of Stone Town as one of the world’s cultural and historical heritage sites</th>
<th>Promote and preserve Stone Town cultural and historical heritage sites</th>
<th>MoICS, CSOs, Commission of Tourism, MWCEL, STCDA, MoEVT, MTTI</th>
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<tbody>
<tr>
<td></td>
<td>2.7.1.2 Promote community based conservation programs that focus on preservation of cultural and historical heritage sites</td>
<td>▪ Develop sustainable eco-tourism culture and historic sites</td>
<td>▪ Promote community involvement in participatory planning and management programs of cultural and historical heritage sites</td>
<td>MoICS, CSOs, Commission of Tourism, MWCEL, STCDA, MoEVT, MTTI</td>
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<td></td>
<td></td>
<td>▪ Advocacy private sector to support preservation of cultural and historical heritage sites</td>
<td>▪ Establish regional museums in potential cultural sites and sensitise community to establish community museums</td>
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<td></td>
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<td>▪ Establish leadership museum and documentation centre</td>
<td>▪ Establish linkages and partnership with countries and international sports agencies</td>
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<td>2.7.2</td>
<td>Advance cultural heritage and sports for social development</td>
<td>2.7.2.1 Prepare and implement Cultural Policy and Act</td>
<td>▪ Review and implement policies and legal framework for sports and culture development</td>
<td>MICS, MoEVT, CSO, Parents, Communities, Private Sector, CMO, ZAC, AG, STCDA, SUZA</td>
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<td></td>
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<td>▪ Increase availability and accessibility of sports gears, facilities and training centres by both girls and boys</td>
<td>▪ Promote traditional cultural activities</td>
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<td>▪ Redefine music and film as an industry within the context of tourism development</td>
<td>▪ Promote the establishment of public and private professional centres for identifying and training talented young female and male musicians and other performing artists</td>
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<td>▪ Provide adequate and appropriate sports and recreational facilities at district, regional and national levels</td>
<td>▪ Establish linkages and partnership with countries and international sports agencies</td>
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<td>Operational Targets</td>
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<td>2.7.3  Sports clubs and cultural groups at all levels promoted by 2015</td>
<td>2.7.3.1 Participate effectively in national, regional and international tournaments</td>
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<td>▪ Encourage wider participation of communities in sports</td>
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<td>▪ Develop a system of training and retraining of trainers of culture and sports</td>
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<td>▪ Support programme for the development of physical culture and sports especially among</td>
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<td>male and female youth</td>
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<td>▪ Develop and improve talented national team under age of 17 and 21 to enable them</td>
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<td>to compete effectively</td>
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<td>▪ Provides adequate and appropriate sports and recreational facilities at district,</td>
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<td>regional and national levels</td>
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<td></td>
<td>▪ Establish Culture and Music Academy</td>
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<td>▪ Enhance artists and cultural performers in promoting Zanzibar values</td>
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<td>▪ Establish public and private professional centre for identifying and training of</td>
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<td>talented young musicians and artists</td>
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<td>▪ Redefine music and film as industry within the context of tourism development</td>
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<td>▪ Conducting comprehensive cultural survey and develop cultural map of Zanzibar</td>
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<td>▪ Support the establishment of national cultural centre in Pemba</td>
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<td>▪ Establish Culture and sports academy</td>
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<td>▪ Improve functioning of copy writes society</td>
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<td></td>
<td>MICS, MoEVT, CSOs, Private Sector, HLI, MTTI, MOFEA, DCMA, COSOZA</td>
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<td>2.7.4  Kiswahili promoted in Africa and globally for education and commerce by</td>
<td>2.7.4.1 Enhance promotion and use of Kiswahili as national, regional and international</td>
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<td>2015.</td>
<td>language</td>
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<td>▪ Strengthen use of Kiswahili at different areas of international arena (cultural,</td>
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<td>professional, political and business)</td>
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<td>▪ Conduct and promote National writing and composing competitions with gender balanced</td>
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<td>participation</td>
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<td></td>
<td>▪ Publish Kiswahili books for foreigners and native, professionals and non professionals</td>
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<td>▪ Training of professional translators and interpreters</td>
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<td>▪ Establish modern Kiswahili Information Centre</td>
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<td>▪ Conduct workshops on uses of Kiswahili in mass media</td>
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<td>▪ Prepare and produce Kiswahili programme in mass media</td>
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<td>▪ Conduct research on Kiswahili dialects, literature and usage</td>
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<td>▪ Formulation of Kiswahili policy</td>
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<td>MICS, MoEVT, CSOs, Parents, Communities, Private Sector, SUZA, BAKIZA, MOFEA,</td>
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### 7.13 CLUSTER III: GOOD GOVERNANCE AND NATIONAL UNITY

#### 7.13.1 BROAD OUTCOME 3: ENHANCED DEMOCRATIC INSTITUTIONS AND PROCESSES, RULE OF LAW AND NATIONAL UNITY

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<tr>
<td>GOAL 3.1: ENSURE GREATER CITIZENS PARTICIPATION IN DEMOCRATIC GOVERNANCE</td>
<td></td>
<td></td>
<td>MORASD, PO, CMO, MoFEA, MoCAGG, MLYWCD, LGAs, CSOs, MICS, HLI</td>
</tr>
<tr>
<td>3.1.1 The institutional and functional aspects of Local Government Authorities established by 2015</td>
<td>3.1.1.1 Fast track finalization and implementation of Local Government Reform Program through Decentralization by Devolution</td>
<td>• Create awareness of key stakeholders on Local Government Reform processes&lt;br&gt;• Formulate and implement a Policy Framework on Local Government&lt;br&gt;• Rationalize and harmonize responsibilities of Central, Regional Administration, Districts and LGAs&lt;br&gt;• Strengthen the management of human resource in LGAs;&lt;br&gt;• Strengthen the institutional capacities of LGAs;&lt;br&gt;• Develop and implement mechanisms to enhance financial resource base of LGAs&lt;br&gt;• Establish better and more constructive partnership and cooperation between the LGAs and NSAs&lt;br&gt;• Strengthen the Ministry responsible for Local Government and promote good governance practices within LGAs&lt;br&gt;• Facilitate mainstreaming of gender, HIV and AIDS and other cross-cutting issues in local government reform processes</td>
<td>PO, MOFEA, MoRASD, MWCEL, MALE, CMO, CSOs, OCGS, MOEVT, MOHSW, LGAs</td>
</tr>
<tr>
<td>3.1.2 Comprehensive Planning and Monitoring System established and Functional at both National and District level by 2015</td>
<td>3.1.2.1 Strengthen local level governance, increase participation and representation of all, including the most vulnerable groups in design, implementation and monitoring of policies</td>
<td>• Build district capacities for effective planning, implementation and M&amp;E&lt;br&gt;• Institutionalize District level Development Planning Practices that take into considerations issues of growth, social well being, good governance, gender, environment and vulnerability&lt;br&gt;• Design and implement training programs for the Councilors and other local level leadership&lt;br&gt;• Assess capacity of local NGO’s and CSO’s to identify their needs and design a program to support them&lt;br&gt;• Establish village (area) participatory planning, M&amp;E modalities and facilitation</td>
<td>PO, MOFEA, MoRASD, MWCEL, MALE, CMO, CSOs, OCGS, MOEVT, MOHSW, LGAs</td>
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<td>3.1.2.2 Strengthen Planning, M&amp;E and MIS at MDAs</td>
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<td>• Improve MDAs capacity for effective planning&lt;br&gt;• Review the current Monitoring Master Plan and Develop a new MMMP for MKUZA II&lt;br&gt;• Improve Monitoring Systems of MDAs</td>
<td>MoFEA, MDAs</td>
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<td>Operational Targets</td>
<td>Core Cluster Strategies</td>
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<tr>
<td>3.1.2.3 Mainstream HIV/AIDS and other cross-cutting issues in District Planning System</td>
<td>Improve quality of reporting MKUZA implementation  Establish/ improve MIS in MDAs</td>
<td>Conduct training in participatory planning, budgeting and M&amp;E to DACC/SHACC</td>
<td>CMO, MORASD, MOFEO, MDAs</td>
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<tr>
<td>3.1.2.4 Promote community participation in planning and implementation of natural resource management, utilization and maintenance</td>
<td>Assess resource endowment in each district and develop a program for their management, utilization and maintenance  Train community (women, men, youth) in participatory planning and management and raise awareness of community member on planning for natural resources management including land  Create legal instruments and institutions that provide participation for citizens, including local people in the environmental/natural resources management.</td>
<td>MORASD, MALE, MLYWCD, CSOs, Private Sector, MWCEL, MICS, MTTI, MoWCEL</td>
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<tr>
<td>3.1.3 Participation of women in policy and decision making organs increased from 30% to 50% by 2015</td>
<td>Empower and increase representation of women in policy and decision making levels</td>
<td>Enforce affirmative action for women empowerment, including encouraging them to be in the forefront to take decision/policy making and other senior positions and build capacity of potential women candidates  Develop and implement programs that promote education for women at all levels  Develop and implement sensitization program for women and men to recognize the role and importance of active and meaningful women participation in decision making  Train women in management and leadership skills  Revise and implement Gender Development Policy</td>
<td>MLYWCD, MoEVT, CSOs, LGAs, CMOs</td>
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<tr>
<td>3.1.4 Framework for effective involvement of the youths and vulnerable groups in policy and decision making developed and operational by 2015</td>
<td>Promote inclusion of youths and vulnerable groups in decision and policy making processes</td>
<td>Put in place institutions, which cater for the vulnerable groups to access credit and land, promote development of collective investment schemes – directly or indirectly  Formulate, enforce and monitor equitable and participatory policies and action plans (inclusive policies) and raise awareness on respective rights of youths and vulnerable groups  Continue making use of Children, Youths and Disability Councils and fora to take action on matters that concern them  Continue to empower the community members, especially the vulnerable groups through provision of information, training, education, guidance and material support, complementing this with a general sensitization program on empowerment for all stakeholders</td>
<td>MLYWCD, MoEVT, MWCEL, MTTI, CSOs, LGAs, CMOs MoCAGG, all Ministries, Zanzibar Disability Council, Youth Wings</td>
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<tr>
<td>Operational Targets</td>
<td>Core Cluster Strategies</td>
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| 3.1.5 Corporate Governance strengthened by 2015 | 3.1.5.1 Improve institutional and regulatory systems to ensure good corporate governance | ▪ Create enabling environment for achieving adequate, regulatory and accountable system for corporate governance  
▪ Improve accounting and auditing standards  
▪ Adopt International Financial Reporting Standards (IFRS)  
▪ Strengthen regulatory systems for corporate governance | MTTI, Private Sector, Audit Firms, MOCAGG |
| 3.1.6 Public Private Policy engagement promoted by 2015 | 3.1.6.1 Develop effective framework for partnership and cooperation between government and NSAs | ▪ Develop comprehensive guidelines for working relationship between State and Non State actors (private sector and CSOs)  
▪ Redefine role and scope between public and private sector for effective service delivery and inculcate dialogue culture  
▪ Strengthen the Zanzibar Business Council  
▪ Design programs, which will facilitate the potential business men and women to venture more aggressively into business and actually own and run private enterprises | MTTI, MoCAGG, MLYWCD, Private Sector, CSO, PO, AGC, Zanzibar Business Council, MICS, MOFEA, MDAs, ZNCCIA |
|                     | 3.1.6.2 Develop conducive environment for the private sector to grow and thrive | ▪ Review structure, performance and contribution of Private Sector to the economy and implement the subsequent recommendations  
▪ Streamline licensing and taxation procedures for businesses and put in place effective business regulatory mechanisms  
▪ Institute an effective tax payers forum to enhance harmonization of Tax Regimes  
▪ Improve Taxpayers Education and remove nuisance taxes and Tax multiplicity  
▪ Review legislations and policies that hinder development of the non state actors and businesses  
▪ Formulate PPP Policy and Strategy  
▪ Establish commercial dispute resolution mechanisms including commercial court and commercial arbitration  
▪ Improve infrastructures that facilitate business ventures and increase provision of adequate business support services  
▪ Promote more inclusive business modalities (tailor-made programs) that enhance effective participation of women, youths, and PWD  
▪ Streamline the labour dispute resolution system, including by operationalizing the Dispute Handling Unit and strengthening the Industrial Court  
▪ Strengthen the effectiveness of the labour administration and related institutions, and improve their service delivery, inspection and enforcement capacity  
▪ Improve the capacity of employers and workers’ | MTTI, MoCAGG, MLYWCD, MOFEA AGC, MALE CMO, CSOs MHSW, MORASD, Private Sector |
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<th>Operational Targets</th>
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<td>organizations to engage in the policy process</td>
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<td>Strength the labour tripartite consultative bodies.</td>
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<td>3.1.6.3  Develop Government - CSOs policy dialogue platform</td>
<td>Put in place an annual forum for policy dialogue between Government, CSOs and HoR</td>
<td>MOCAGG, CMO, MoFEA, MDAs, ANGOZA</td>
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<td>Empower CSO’s to actively participate in the development process including initial discussions of House bills</td>
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<td>Facilitate CSOs representation in policy and decision fora</td>
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<td><strong>GOAL 3. 2: STRENGTHEN THE RULE OF LAW, RESPECT FOR HUMAN RIGHTS AND ACCESS TO JUSTICE</strong></td>
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<td>3.2.1  Legal Sector Reform Program implemented by 2015</td>
<td>3.2.1.1  Develop and implement Legal Sector Reform Program</td>
<td>Develop and implement a program on basic justice process, prioritize and review of outdated laws, legal practice and procedures and provide Legal Aid support to marginal groups</td>
<td>MoCAGG, MLYWCD, AGC, DPP, Judiciary, CMO, MICS, CSOs, PO, MoHSW, Police Force, ZLRC, Private Legal Institutions</td>
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<td>Develop Legal Sector Policy Framework to ensure Sector wide coordination</td>
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<td>Institute a mechanism for coordination of Constitution related issues</td>
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<td>Strengthen Juvenile Justice System</td>
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<td>Review laws and regulations which heighten vulnerability to HIV &amp; AIDS and limit the human rights of MARPs, vulnerable groups and PLHIV</td>
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<td>MoCAGG, AGC, LRC, CMO, MLYWCD, MoHSW, MORASD, DPP, Judiciary and Prisons, Private Legal Institutions</td>
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<td>3.2.1.2  Improve access to justice and ensure accountability</td>
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<td>Build institutional and operational capacity and improve legal infrastructure in order to respond to new social, economic and technological realities</td>
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<td>Continue civilianization of prosecutions to the Primary Court level</td>
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<td>Build capacity of judiciary and its stakeholders including correction facilities (construction/renovation of its buildings, training, equipments)</td>
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<td>Build legal capacity of community members in knowing their legal rights and obligations in using the legal institutions</td>
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<td>Roll out relevant MKURABITA recommendations on formalization of legal entities at grass-root level</td>
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<td>Strengthen the system for inspection and enforcement of the labour laws, including the prosecution of serious violations of fundamental labour rights (child labour, forced labour, discrimination, restrictions on freedom of association).</td>
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<td>Strengthen Law review commission.</td>
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<td>Design and implement Parole Board and strengthen Community Services Procedures</td>
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| 3.2.2 Service delivery and oversight improved by 2015 | 3.2.2.1 Enhance service delivery at all levels | - Install appropriate systems and tools to improve accountability and service delivery  
- Establish mechanism to track public opinion in service delivery (Beneficiary Assessment, Public Expenditure Benefit Incidence Analysis) on regular basis  
- Develop and implement a specific monitoring system to track how service delivery meets the needs of the poor and vulnerable  
- Finalize and implement national and sector policies  
- Improve capacity and facilities in Human Resource Institutions  
- Develop and implement measures for the involvement of social partners in labour related matters  
- Develop and implement specific measures for hard to reach areas | PO, MLYWCD, MDAs, Trade Union, CSOs, Private Sector, MICS |
| 3.2.3 Human rights awareness and observance enhanced by 2015. | 3.2.3.1 Enhance the promotion of human rights and ensure the fulfilment of the obligations | - Put in place a mechanism for effective coordination between RGoZ and URT on Human Rights issues  
- Advocate for strengthening of CHRAGG to effectively address its mandate in Zanzibar  
- Promote Human Rights institutions and Activists  
- Strengthen the legal and law enforcement agents to handle and prosecute violation of Human and People’s Rights. | MoCAGG, CMO, AGC, DPP, Judiciary, MORASD, PO, CSOs, CHRAGG. |
|                     | 3.2.3.2 Domesticate, implement and enforce relevant International and Regional Conventions, Declaration and Protocols | - Continue to mainstream issues stipulated in the conventions into laws, regulations, policies, plans and programs, monitor and report progress of their implementation on various treaties, conventions etc  
- Strengthen structures for coordinating and monitoring the implementation of human rights issues. | MoCAGG, CMO, MLYWCD, MOFEA, Private Sector, CSOs |
|                     | 3.2.3.3 Institute effective mechanisms to respond to rights violation and infringement - physical and non physical (including all forms of violence, especially violence against women, children and other vulnerable groups) | - Continue to review and enforce Act related to violation of Human Rights to be in line with current realities and technological development  
- Raise awareness on human rights relating to social, cultural and economic endowments for all including women, children, people with disability  
- Educate the public on evidence management on criminals for human rights violation, especially on GBV  
- Establish/strengthen mechanism for responding to human rights violation at all levels including GBV  
- Strengthen the system for inspection and enforcement of violations of labour rights. | DPP, Judiciary, PO, MLYWCD, Higher Learning Institutions, CSOs, Private Sector, Media, all MDAs, CHRAGG, Law enforcers, |
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| 3.2.3.4 Combat domestic violence, harassment, GBV and discrimination | ▪ Design and implement public education program and campaign against all forms of violence  
▪ Strengthen capacity and coordination mechanism to handle and address GBV cases  
▪ Formulate regulations on harassment and discrimination issues. | MLYWCD, CSOs, Legal institutions and Law enforcers, MoHSW, MICS |
| 3.2.3.5 Promote fair treatment for all risks groups, including the Most At Risk Populations (MARPS) and people with disability | ▪ Continue to conduct campaign against stigma and protect rights of PLHA in accordance with National and International laws  
▪ Review prison regulations to control substance use, MSM and congestion in prison  
▪ Initiate a comprehensive HIV prevention program in all correction facilities | CMO, MoHSW, MORASD, CSOs, ZAPHA+, UWZ |
| 3.2.4 Legal framework for the protection of children developed and enforced by 2015 | ▪ Enact Comprehensive Children’s Protection Act  
▪ Develop costed Legislative Operational plan  
▪ Develop National Children’s Law Training and Communication Strategies  
▪ Official Diversion Programme introduced into juvenile justice system  
▪ Programme of legal representation for children before the courts introduced  
▪ Adequate number of trained probation officers employed by the DSW to sufficiently manage caseload  
▪ Increase the rigor of the enforcement of the law against child abuse and marriage of children of school going age | MLYWCD, DSW, Judiciary, ZLS, AGC, DPP, HLIs, ZAC, Police, ZLSC, MOFEA, CSOs, MoHSW, |
| 3.2.5 Consumer safety guaranteed by 2015 | ▪ Continue to improve the regulatory, investigative and enforcement capacity of the Consumer Protection institutions  
▪ Enforce product safety standards  
▪ Improve consumer protection mechanism  
▪ Continue to create community awareness on product safety | MoHSW, MTIT, MALE, AGC, DPP, Private Sector, Judiciary |
| 3.2.6 Preparedness and response to disasters guaranteed by 2015. | ▪ Review and harmonize disaster related laws and policies  
▪ Create mechanism to support families affected by disasters  
▪ Improve infrastructure and capacity to deal with disasters and strengthen emergency preparedness systems  
▪ Build capacity of institutions and individuals in terms of equipment and necessary skills  
▪ Empower community members, especially women and children to prevent and respond to hazards and disasters | CMO, MALE, MTIT, MWCEL, MoHSW, Police Force/Special Forces, MICS, MORASD, Meteorology Institution LGAs |
## Operational Targets

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| 3.3  | Democratic institutions and processes strengthened by 2015 | 3.3.1 Enhance transparency and accountability for elected leaders | • Train political leaders on transparency and accountability matters  
• Establish and facilitate consultation and feedback mechanisms between elected leaders and community members  
• Establish programs within political parties and other democratic institutions for promotion of women, youth and PWD leaders | CMO, MoCAGG, HOR, MoRASD, MLYWCD, CSO, ZEC, MICS, Political Parties |
|      |                     | 3.3.1.2 Strengthen democratic institutions | • Identify gaps and build capacity of the House of Representatives and the Zanzibar Electoral Commission  
• Institute democratic system to choose local level (grass-root) leaders with adherence to women’s representation quotas  
• Design and implement programs to improve capacity of political parties to perform their roles  
• Design and implement a continuous civic and voter education program  
• Support formation of coalitions and networks among civil society to reinforce development initiatives | CMO, CSOs, MORASD, MoCAGG, MOFEA, MLYWCD, MICS, ZEC |
|      |                     | 3.3.1.3 Strengthen Oversight Institutions | • Develop and implement Leadership Code of Conduct and ethical framework for civil servants  
• Strengthen redress mechanisms to cater for financial irregularities observed by OCAG and PAC  
• Strengthen capacity of public media institutions through training and procurement of appropriate technology  
• Empower media institutions to exercise their freedom with objective reporting and ensure Professionalism effectively  
• Empower Civil Society Organizations to participate in oversight of public institutions | CMO, MoCAGG, MICS, OCAG, HoR, ANGOZA, Media Council, PO |
|      | National Unity maintained by 2015 | 3.3.2 Forge social, political and religious tolerance | • Strengthen measures to cultivate culture that promotes political tolerance and forgiveness  
• Create mechanism for national consensus and stimulate national dialogues on crucial national issues of constitution, politics, economic and social character  
• Inculcate better management of political parties through Political Party Registrar’s Office  
• Design and implement program to foster patriotism  
• Improve participation in Regional/spatial Socio-Economic Planning, implementation and evaluation | CMO, MORASD, ZEC, MICS, MoFEA, MoCAGG, RPP, Political Parties, CSOs, MoEVT, HLIs, |
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<td>3.3.3 Roles and benefits of Zanzibar in the URT, EAC and other Regional and International organizations guaranteed by 2015</td>
<td>3.3.3.1 Strengthen coordination institutions</td>
<td>• Design and implement a strategy to instil and foster a sense of National Unity in all circles, including the social, religious and educational system</td>
<td>CMO, PO, MOCAGG, MoFEA, MRASD, MLYWCD</td>
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<td>3.3.4 Peace and tranquillity in Zanzibar enhanced by 2015</td>
<td>3.3.4.1 Develop and implement Zanzibar Crime Prevention Strategy</td>
<td>• Review the current intra and inter coordination mechanisms and make necessary changes • Build capacity and empower coordination institutions • Increase representation of Zanzibar in Union, Regional and International organizations • Undertake regular internal consultations to build common position in all issues • Develop a program to empower, encourage and support employees to compete in International labour market</td>
<td>CMO, Public Safety, AGC, JUDICIARY, DPP, MTTI, MOFEA, MoRASD, Ministry of Home Affairs, Police Force, MoCT, DPP, LGAs, CSOs, MICS</td>
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<td>3.3.5 Leadership and commitment to governance strengthened at all levels by 2015</td>
<td>3.3.5.1 Mainstream good governance principles in policies, Guidelines, plans and programs</td>
<td>• Develop and implement a strategy to prevent smuggling of goods, illicit drugs, firearms and illegal immigration • Build capacity of law enforcement institutions • Advocate for the establishment of community police • Establish enabling environment for managing criminal issues relating to women, children and people with disabilities • Promote a culture of peace, non violation and civic education in Zanzibar</td>
<td>PO, MOCAGG, CMO, MDAs.</td>
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<td>3.3.5.2 Institute a system of Good Governance audit and reporting</td>
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<td>• Establish an Integrity Committees, build technical capacity and develop a coordinated planning and reporting system on good governance in all Ministries and NSAs for self governance review • Undertake regular independent good governance audit • Publish and circulate Good Governance Reports • Create a strong and centralized good governance database</td>
<td>PO, MOCAGG, CMO, MOFEA, private sector, MDAs CSO.</td>
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| 3.3.6 Key Core Reforms implemented by 2015 | 3.3.6.1 Develop a coordinated implementation of core reforms | ▪ Approve and operationalize the institutional framework for key core reform coordination.  
▪ Operationalize the implementation plan for economic and public finance implementation strategy  
▪ Implement public service management program under the ZPSR coordination secretariat.  
▪ Finalize and implement the local government implementation program  
▪ Finalize and implement reform program of good governance and legal sector.  
▪ Prepare, circulate and share quarterly, biannually and annually reports on the implementation of key reforms.  
▪ Engage the service of qualified advisors on economic and public finance and local government reforms. | PO, CSD MOFEA, MoCAGG, MORASD, MALE, MTTI, MICS |
| 3.3.7 Enhanced equity and fairness in society | 3.3.7.1 Combat corruption in all its forms and manifestations and improve management of public resources | ▪ Expedite the adoption process of the anticorruption and leadership ethics draft legislation  
▪ Develop corporate management guidelines  
▪ Review of the efficiency and effectiveness of parastatal organizations and develop an improvement strategy  
▪ Build capacity of public and community stakeholders in implementation of Public Expenditure Tracking (PET)  
▪ Promote establishment of citizens watch through community organization  
▪ Ensure regular corruption perception surveys and publish findings | MOFEA, MoCAGG, PO, MTTI, AGC, CAG, Private Sector, CSO, DPP, Police Force, HORs, CMO, MDAs, |
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| 3.3.8 Public access to and use of information increased by 2015 | 3.3.8.1 Strengthen efficiency and effectiveness of mass media and information services | • Review policy and legal framework in view of promoting freedom of information and strengthening media freedom  
• Implement Zanzibar Broadcasting Act and other relevant legal instruments to ensure a legal climate that supports a vibrant public and private media  
• Develop capacity of Public and Private Media to enhance objective reporting and professionalism  
• Expand geographical media coverage  
• Develop public interest and culture to seek and use information  
• Strengthen public hearing programs  
• Promote facilities and outlets for providing alternative means of communication to cater for resource poor people and those with special information needs (deaf and blind people)  
• Formulate and implement a Policy Framework for transformation of ICT  
• Establish and promote community media | MICS, Media Organizations, MOEVT, MoCAGG, CMO, PO. |
|                     | 3.3.8.2 Enhance a coherent Research and Development system | • Formulate Research and Development Policy framework  
• Establish Research and Development Coordination Institution and facilitate its operations  
• Establish mechanism for resource mobilization to support Research and Development  
• Build capacity of MDAs to conduct gender related researches and analysis  
• Integrate an HIV & AIDS core indicator module into the MKUZA M & E System, routine data collection and in all national survey and analysis exercises  
• Build capacity of MDAs and NSAs on Research and Data management | HLIs, MDAs, NSAs, OCGS, MOFEA |
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| 3.3.8.3             | Enhance effective data management system     | - Review and develop regulation for the implementation of The Office of Chief Government Statistician Act No 9 of 2007  
- Strengthen mainstreaming of OCGS operations in MDAs and Districts/LGAs to ensure timely and comprehensive availability of data disaggregated by sex, gender or other variables  
- Strengthen the capacity for data collection, analysis and storage at both central and local level  
- Strengthen links between data users (including Research Institutions) and the OCGS  
- Increase access of data to public and other users  
- Promote the utilization of statistics in decision making, planning, monitoring and evaluation of policies and programs  
- Improve vital registration system                                                                                           | OCGS, MDAs, Districts/LGAs  |