MKUZA
A Plain Language Guide
Zanzibar Strategy for Growth and Reduction of Poverty
July 2007
Zanzibar Strategy for Growth and Reduction of Poverty 2007

Prepared by
The Association of NGOs in Zanzibar (ANGOZA)
with the facilitation of Hakikazi Catalyst
July 2007

A plain language guide
The revolutionary Government for Zanzibar in collaboration with a wide spectrum of stakeholders has developed the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP) popularly known in Kiswahili as MKUZA. This four – years strategy has gone through the Government approval machinery and was launched in March 2007.

To make this technical document readable to a wider audience within the Government and non – government circles, especially ordinary “Wananchi”, the production of popular version or simply a plain language guide in both English and Kiswahili was inevitable. This publication, which forms part of the MKUZA communication Strategy, will be accessible to the majority of our people and thus encourage them to fully participate in planning and implementation of MKUZA intervention as well as in its monitoring and evaluation. On the other part, the publication will strengthen public ownership of the strategy.

The Government of Zanzibar is fully committed to working with all stakeholders to ensure that MKUZA is successfully implemented. In this regard, I would like to urge all the people to take time to read the publication so as be well informed and thus participate fully in its implementation process.

I take this opportunity to commend all those who contributed in one way or another in the preparation of this document. Special thanks should go to ANGOZA and their partner Hakikazi Catalyst for their dedication and hard work in coordinating the work to its successful completion.

Khamis Mussa Omar
Principal Secretary
Ministry of Finance and Economic Affairs, Zanzibar
MKUZA at a glance
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Annex: MKUZA - main issues & interventions
The following terms are used in association with the Clusters in the MKUZA approach.

**Broad outcomes**
Wider longer-term sectoral or national outcomes that Zanzibar would like to realise as specified in national policies such as Vision 2020 for example: A society governed by the rule of law, and government that is predictable, transparent and accountable

**Goals**
More specific outcome aimed at achieving one of the broad outcomes. This does not necessarily need to have a timeframe and target for example: Ensure inclusiveness in governance and development process

**Operational target**
Outcomes that have specific timeframes and target for example: Enhanced decentralisation functions at the district level

**Key Issues raised**
These are problems and challenges mentioned during the consultations, which need to be addressed for example: Partial decentralisation practices

**Key Interventions**
Activities that different actors will do in order to address problems and challenges mentioned during consultations. These activities are also geared to achieve the intended operational outcome/ target for example: Develop and implement a decentralization strategy for selected government ministries.
The Zanzibar Strategy for Growth and the Reduction of Poverty (MKUZA) was developed following a countrywide consultation process that involved a wide range of stakeholders from government, civil society, private sector and the development partners. Participation, harmonisation and partnership are key features of the strategy.

MKUZA moves away from the key sector approach of the earlier Zanzibar Poverty Reduction Plan (ZPRP). Instead it has adopted an outcome based approach which is rooted in three clusters of activities. The three clusters embrace the core reforms which guide the overall strategy (see below).

<table>
<thead>
<tr>
<th>Cluster 1</th>
<th>Cluster 2</th>
<th>Cluster 3</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Growth and reduction of income poverty</strong></td>
<td><strong>Social services and well-being</strong></td>
<td><strong>Good Governance</strong></td>
</tr>
<tr>
<td>Broad Outcome = High, and sustained pro-poor growth</td>
<td>Broad Outcome = Improved social well-being and sustainable access to quality social services with emphasis on poor men and women and the most vulnerable members of society</td>
<td>Broad Outcome = A society governed by the rule of law and a Government that is predictable, transparent and accountable</td>
</tr>
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</table>

Each Cluster is associated with a Broad Outcome (see above) which is associated with a set of Goals. The 22 goals are, in their turn, associated with 93 Operational Targets which are linked to 325 Key Issues and 520 Key Interventions.

There will be a Technical Committee to coordinate the reform process and ensure effective monitoring and evaluation.

The detailed financial requirements for MKUZA have not yet been calculated but it is worth noting that many of the operational targets and key interventions are drawn from existing sector plans which have their own budgets.
This is a plain language guide to the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP). The ZSGRP, popularly known as MKUZA, was produced in November 2006 and is set to run from 2005/06 to 2009/10. MKUZA is the successor to the Zanzibar Poverty Reduction Plan (ZPRP) of January 2002 which ran from 2002 to 2005.

This plain language guide is designed to make the thinking behind MKUZA available to a wide range of people so that they can effectively participate in the planning, implementation, monitoring and evaluation of the strategy as it opens up at central through to very local levels.

The main part of the guide is in seven chapters. The first chapter notes the achievements of the earlier ZPRP and notes the challenges that remain.

The second chapter describes the wide ranging consultation process that was used to review our experiences with the ZPRP.

The third chapter highlights the available statistics regarding economic growth and the extent of income and non income poverty in the Isles.

Chapter four describes the framework for MKUZA and lists the main points of its structure in terms of its three main clusters of activities and broad outcomes, and its 22 goals. See the annex for details on some of the key issues and key interventions recommended.

Chapter five to seven deal respectively with the institutionalisation, monitoring & evaluation, and financing of the strategy. Everyone is invited and encouraged to participate in the ongoing design, implementation, monitoring and evaluation of the MKUZA.

Contact information on where to send your ideas is provided on the back cover.

The success of this strategy will depend mainly on full participation of all stakeholders at all levels. We therefore ought to unite and commit ourselves to the implementation process using our resources efficiently and effectively. Let us work together to implement this strategy to improve the lives of all Zanzibaris.

President AMANI A. KARUME (in MKUZA January 2007)
1. What did the Zanzibar Poverty Reduction Plan (ZPRP) achieve and what challenges remain?

Background
The ZPRP was launched in May 2002. It was the first medium-term programme for implementing the Zanzibar Vision 2020. The ZPRP included:

The ZPRP aimed at generating higher economic growth and improved delivery of services. Economic growth was targeted at 5.0 percent during the first year, 5.5 percent during the second year, and 6.0 percent during its third year.

To support implementation of the ZPRP, a number of diagnostic studies were undertaken (see Box 1). The studies identified strengths and weaknesses in financial accountability, public expenditure management, and procurement arrangements in the public sector.

Box 1: Diagnostic Studies
- Public Expenditure Review (PER FY03)
- Country Financial Accountability Assessment (CFAA)
- Analysis of Zanzibar’s Economic Situation
- Study on the Clove Industry
- Study on Local Government Reform
- Strategic Plan of Good Governance

Economic growth
During the implementation of ZPRP:

- Real growth of the economy was sustained at positive rates, recording 8.6 percent in 2002, 5.9 percent in 2003 and 6.4 percent in 2004.

- Per capita nominal income increased from Tshs. 261,000 (equivalent to US $276) in 2002 to Tshs. 331,000 (equivalent to US $303) in 2004.

- The inflation rate recorded was 5.2 percent in 2002, 9.0 percent in 2003 and 8.1 percent in 2004. This was thought to be due to low production of domestic food and high prices for imported food.

GDP has been increasing to encouraging levels in the three year period of implementing ZPRP, but the impact of economic growth has not been felt in improving the standard of living of most ordinary citizens. What can be done to improve the lives of the poor?
ANGOZA (2006)
However, Zanzibar is still facing the following challenges:

**Tourism sector**
(a) Insufficient infrastructure services such as road, airports, and power (b) low capacity for collecting revenue, (c) low skills in tourism management as well as old historical, heritage and tourist attractions.

**Population increase**
Population increase not only reduces the effect of Gross Domestic Product (GDP) growth on improving per capita income, but also contributes to the youth unemployment problem.

**Financial sector**
Commercial lending rates have been relatively high, ranging between 13 to 17 percent. Savings rates, on the other hand, have been extremely low, averaging 2.4 percent since 2002.

**Manufacturing sector**
(a) Lack of a well established industrial infrastructure for attracting Foreign Direct Investments (FDIs) and local investors, (b) low industrial skills, (c) bureaucratic licensing and investment approval procedures, (d) low quality of products, (e) low knowledge among the business community about accessing markets

**Agricultural sector**
(a) Absence of a comprehensive framework for enhancing food security, (b) invasion of agricultural land, (c) insufficient agricultural services such as credit and extension services, and (d) frequent outbreaks of disease. (e) Inadequate budgetary support, (f) poor marketing of agricultural produce.

Manufacturing is the catalyst for growth. We should have a conducive environment that attracts local and foreign investment to the sector.
Social services

In this section we look at education, health, water & sanitation, gender & social protection, and good governance.

Education
The following tables show that there has been an increase in both the number of students and enrolment rates at pre-primary, primary and basic education levels.

Table 1: Number of students and Students enrolment rates

<table>
<thead>
<tr>
<th>Level</th>
<th>Number of students</th>
<th>Student enrolment rates</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>2002</td>
<td>2005</td>
</tr>
<tr>
<td>Pre-primary</td>
<td>15,004</td>
<td>18,538</td>
</tr>
<tr>
<td>Primary</td>
<td>184,382</td>
<td>208,283</td>
</tr>
<tr>
<td>Basic Education</td>
<td>225,921</td>
<td>260,615</td>
</tr>
</tbody>
</table>

Equal rates of enrolment for boys and girls have been achieved at primary and basic education levels.

Delivery of quality education has also improved as it is indicated by the increase of pass and transitional rates.

Despite these achievements, the following challenges remain:

- not all children are enrolled in schools
- wide difference in enrolment between districts

In general the performance of the education system has not been satisfactory due to a number of factors including:

- insufficient number of schools
- shortage of science and mathematics teachers
- insufficient laboratories facilities and equipment
- insufficient teaching and learning materials
- insufficient toilets
- insufficient number of qualified teachers
- insufficient teachers' houses and lack of transport facilities
- low contributions by parents
- low attention given to people with disabilities.

A good school is a place where pupils and parents have a meaningful say in school governance, resources are used well, and there is transparency and accountability.

Haki Elimu
Health
Generally the infrastructure and service delivery were improved through:

1. reconstruction of six Primary Health Care (PHC) units and rehabilitation of fifty-two others, rehabilitation of ten second line PHCs and construction of ten new staff houses
   - four PHCs have been equipped with x-ray services
   - the availability of essential drugs in public health facilities has improved
   - a Reproductive Health strategy for mothers, children, adolescents, men, and the elderly has been formulated
   - a Malaria Strategic Plan and a Health sector strategy for HIV and AIDS have been developed.
   - the number of centres for diagnosis of tuberculosis and leprosy were increased from 11 to 40 while Mass Drugs Treatments centres increased from 46 to 134.
   - the Health Human Resource policy and five year plan were completed. Post Exposure Prophylaxis (PEP) interventions to health care workers and sexually assaulted people were introduced.

Zanzibar in recent years has experienced an accelerated increase in bronchial Non Communicable Diseases (diabetes mellitus, hypertension, cervical cancer, breast cancer, asthma etc).

One of the main factors affecting health service delivery is a shortage of health professionals.

Water and Sanitation
Access to safe water and sanitation has improved. This follows successful implementation of 75 projects including (a) construction of new wells and water storage tanks, (b) improved solid waste management, (c) construction of VIP toilets, and (d) rehabilitation of the Stone Town sewage system.

The following challenges remain:

- Insufficient quantity and quality of water supply in both urban and rural areas
- water supply infrastructure is very old
- limited human and financial resources to sustain water supply and maintenance
- low stakeholder participation
- lack of equipment for collection and disposal of waste as well as for recycling solid and liquid waste
- lack of coordination of activities between water supply and sanitation.
- poor drainage systems

The challenges related to environmental factors include (a) salinity and intrusion risks in the coastal areas, (b) invasion on water sources, (c) depletion and degradation of ground water reserves, (d) poor management of drought and floods, and (d) limited monitoring of groundwater.
Gender and Social Protection

Despite all efforts and actions to mainstream gender in the development process, there are still a number of challenges, which are not being addressed. These include:

- Continuation of development-inhibiting socio-cultural practices
- Gender issues not being fully mainstreamed in public policies and programmes
- Gender-based violence is still common
- Insufficient support to vulnerable groups such as women, youth, children and people with disabilities

In the area of social protection, the pension scheme is not only inadequate, but also it does not deliver to its members.

Good Governance

A number of milestones have been achieved in the area of good governance in Zanzibar. A few of the major ones are worth mentioning.

- The Office of the Director of Public Prosecutions (DPP) has been established
- The capacity of the Controller and Auditor General’s (CAG) office has been increased
- A number of laws that were against the spirit of good governance have been revised
- There was capacity development in the judicial system.
- MUAFAKA between Chama cha Mapinduzi (CCM) and Civic United Front (CUF) was agreed, signed and implemented

Poverty reduction needs effective governance structures in order to improve the lives of the poor in our communities. Non state actors must voice concerns to make this happen.

NGORC (2006)
In spite of these significant achievements in the governance sector, the following challenges remain:

- poor understanding of the importance of good governance among the public
- inadequate capacity within Government institutions to deliver public goods and to plan and implement reforms
The main purposes of the review process were to assess the achievements and shortcomings of the ZPRP and to use the lessons learned to help improve the design of MKUZA.

The idea was to design a poverty reduction strategy built on a more comprehensive and pro-poor system of growth. The strategy should also harmonise with more recent reforms and policy processes in Mainland Tanzania and in Zanzibar and also with a variety of global initiatives and commitments.

The methods used in the review process involved broad stakeholder participation in three rounds of consultation between October 2005 and March 2006. The consultation meetings were organised in both Unguja and Pemba where participants outlined the achievements and challenges of the ZPRP.

The First Round of Consultations involved Ministries, Departments and Agencies (MDAs), Civil Society Organisations (CSOs), youth, children, women, Trade Unions, Faith Based Organisations and the private sector.

The participants of the Second Round of Consultations were youth, women, people with disabilities, widows, retired people, farmers, community leaders, members of the House of Representatives and representatives of political parties.

The Third Round of Consultations brought together stakeholders from the first and second rounds along with the development partners. Participants made suggestions which helped to shape and refine outcomes, goals, strategic actions and their related implementation institutions. They also considered cross cutting issues, Millennium Development Goals (MDGs) and other global commitments.
3. What is the present state of growth and of poverty?

The present state of growth

Recent economic growth has been contributed mainly by the service sector, which accounted for 51 percent of GDP in 2005. This is mainly due to tourism related activities.

The agriculture sector remains important as 40 percent of the population depends on it for their livelihood.

In 2002, the agricultural growth rate was negative 1.5 percent while in 2004 it was 2.7 percent. Production of cloves and other export crops increased at an average rate of 1.2 percent per annum.

The rise and fall in agriculture performance is mainly due to dependence on rain-fed farming.

The value of exports rose from Tshs 7.4 billion in 2002 to Tshs 14.2 billion in 2004. Other achievements in the trade sector include the completion of the Trade Policy, which focuses on private sector participation and on the creation of enabling laws and regulations.

How can the Government and development partners promote tourism to become pro-poor and support growth strategies in rural communities?

NGORC (2006)
The **financial sector** has shown notable achievements during the period. For example there has been an increase in bank lending for agriculture, trade and micro-finance institutions.

In order to raise employment, **Small and Medium Enterprises (SMEs)** were promoted. In this way about 2567 jobs were created in this sector for the period of 2002 – 2004.

### Income poverty and inequality

The 1991/1992 Household Budget Survey (HBS) showed that 61 percent of Zanzibaris lived below the basic needs poverty line and 22 percent lived below the food poverty line. According to the HBS 2004/2005, 49 percent of Zanzibaris live below the basic needs poverty line, while 13 percent live below the food poverty line.

Poverty among female-headed households is slightly higher (51%) than for male-headed households (49%). There is more poverty in rural areas than in urban areas.

### Employment

The Household Budget Survey 2004/2005 shows that 7 percent of the working age population is unemployed. Among youth (15 – 24 years) unemployment is estimated at 20 percent (i.e. 16,524 young people).

### Availability of and access to food

Food availability depends on domestic production by small farmers and, to a larger extent, on imported food. The general situation of food availability in Zanzibar is quite good except in bad weather.

Accessibility to food is at the heart of the food security situation in Zanzibar. It depends very much on income. Many households cannot afford the food they need.

In the short-term we will have to establish and promote social safety nets to support people who have problems accessing food. In the longer term, we will have to develop strategies to increase rural incomes.
Under Nutrition
Child under-nutrition, measured by stunting, is strongly present in Zanzibar. About 23 percent of all children are under-nourished. There is more under-nutrition in rural areas.

Social well-being

Education
The latest literacy estimates indicate that 77 percent of women and 86 percent of men in Zanzibar are literate compared to 67 percent of the women and 79 percent men in the Tanzania Mainland.

Net Enrolment Rates for primary education increased from 51 percent in 1990 to 79 percent in 2002. In 2005 it went down to 77 percent. The remaining 23 percent are children of school going age (7-13) who have not been enrolled.

Primary transition rates have been high at an average of 80 percent since 1990. Since 2000 the proportion of females moving from primary to secondary schools has been higher compared to males.

By 2004, 80 percent of primary school females joined secondary schools compared to 72 percent for males.

Secondary transition rates are still low although there has been an improvement from 10 percent in 1990 to 40 percent in 2004.

The unequal enrolment and transition rates can be explained in terms of:

- low awareness on the value of education
- inadequate classrooms leading to overcrowded classes
- inadequate education facilities
- lack of specialised teachers for children with disabilities
- negative attitudes of some parents towards the importance of education for children with disabilities
- long distances to schools

Health
Life expectancy at birth from 1978 to 1988 was 47 years. Recent data (2002) shows an increase to 57 years (57 males and 58 females).

Infant mortality has decreased from 99 per 1,000 live births to 75.3 in 1996, to 83 in 1999 and to 61 in 2004/5.

Under-five mortality has declined slightly from 107.5 in 1996 to 101 per 1,000 live births in 2004/2005. This is partly due to an increase in immunisation coverage. Child mortality, however, increased from 34.8 to 42 over the same period. Over all, Zanzibar fares better than Tanzania Mainland in terms of infant and child mortality.
Maternal mortality in Zanzibar is high. The proportion of births attended by skilled personnel increased from 37 percent in 1996 to 51 percent in 2004/2005. The fertility rate is still high and the demand for contraceptives is yet to be met. The contraceptive prevalence rate has increased from 16 percent in 2002 to 18 percent in 2005.

Malaria continues to be the leading cause of death in Zanzibar. Malaria accounted for about 45 percent of the 812,520 diagnoses in 2004. Although there has been a slight decrease in morbidity caused by malaria (from 49.2 percent in 2000 to 44.6 percent in 2004) the proportion of people treated for malaria has generally remained high. Insecticide Treated Nets (ITN) coverage for under-five male children increased from 23.8 percent to 36.8 percent and from 18.3 percent to 36.8 percent for female children.

Distance to health facilities: The 2004/05 HBS shows that 96.9 percent of households are within 5 km of a primary health centre, while the percentage of sick individuals reported to have attended or consulted any health provider was 83.7 percent.

Water and Sanitation

The quantity and quality of water supplies in Zanzibar is a top priority. This is because the demand for water is not being met and some sources are contaminated. While access to water for Zanzibar’s population has increased, the supply is still low in certain districts. Only 75 percent of urban residents and 51 percent of rural residents currently have access to clean and safe water within 400 metres. Therefore, plans to address this problem are urgently needed.

Sanitation: The 2004/2005 Household Budget Survey (HBS) showed that 67 percent of the population is using improved toilets and ventilated improved pits (VIPs). This is an improvement over the situation in 1991, when 48.3 percent had no toilets and only 43 percent had a pit latrine.
**Vulnerability**

Vulnerable groups are important targets for MKUZA. Factors contributing to their vulnerability include: food and nutrition insecurity, limited access to productive assets, traditional roles ascribed by society, poor health, unemployment, lack of support networks, lack of access to education, discrimination and social exclusion.

Unfortunately, information about vulnerable groups is often limited and not collected in a consistent way. The latest estimates on the number of orphans indicate that 0.4 percent of children are living without both parents.

**Crosscutting issues**

The crosscutting issues that are considered here are Good Governance, the Environment, HIV and AIDS, and Gender.

**Good Governance**

The Government and people of Zanzibar continue to recognise and value the importance of promoting good governance and national unity. These will help to create a conducive environment for sustainable development. To build on these, the following need to be emphasised:

- removing all forms of discrimination,
- designing strategies to minimise political tensions and
- enhancing the role of non-state actors
During the last five years (2002 – 2005), the Government implemented several governance reforms. These have helped to create an enabling environment for pro-poor growth and the development of poverty-reducing policies. These ongoing major reforms include: (a) Public Service Reforms, (b) Local Government Reforms, (c) Business Environment Reforms and (d) Public Financial Management Reforms.

The Government has also taken measures to promote effective participation of Non-State Actors in national development dialogues and debates and in contributing to policy making.

Also, Public Private Partnership has been enhanced through the establishment of the Zanzibar Business Council.

All prosecutions from Regional Courts to the High Court are now being handled by the Directorate of Public Prosecutions (DPP) and not by the police. Establishment of the DPP’s office was also an attempt to de-politicise prosecution activities, which were originally under the Attorney General.

The Revolutionary Government of Zanzibar has reformed the Zanzibar Electoral Commission (ZEC) to allow Political Parties to be represented in the Commission.

In promoting and safeguarding human rights in the isles, a number of laws have been reviewed. These include the Penal and the Criminal Procedure Acts of 2004.

**The Environment**

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

In the agriculture sector, poor agricultural and soil management techniques have resulted in soil erosion and deterioration.

Also, illegal fishing techniques, (such as spear fishing, drag netting and dynamiting) are having a negative environmental impact by destroying coral reef and mangrove habitats.
HIV and AIDS
The latest estimates on HIV and AIDS indicate that 0.6 percent of Zanzibaris are living with HIV. The number of reported cases increased from 3 in 1986 to 4,652 in 2005. The age group most at risk is 20-49 years, which is the most productive group.

The challenges are (a) to provide adequate treatment, care and support for those infected and affected by the virus and (b) to promote behaviour change among the population with a strong focus on the population groups that are most at risk.

Gender
Gender equality and the empowerment of women are among the major development issues in Zanzibar. Women are still given inferior social, economic and political positions. Women are also at a disadvantage in terms of access to (a) health and education services, (b) land and capital, and (c) employment and market opportunities.
4. The framework of MKUZA

MKUZA is the latest strategy for achieving the Zanzibar Vision 2020. The objective is to achieve sustainable human development and to eradicate poverty. In Zanzibar Vision 2020 poverty is defined not only as lack of income but also as lack of access to basic needs.

The MKUZA framework addresses the concerns and challenges raised during the stakeholder consultations. The framework also seeks to harmonise with other ongoing policies and programmes not only in Zanzibar but also in Tanzania Mainland and internationally.

In this chapter we look first at the key principles which guide the strategy and at the core reforms which link it to other ongoing initiatives.

Key principles

The key principles that guide the strategy are as follows.

**National ownership** will involve widespread stakeholder participation with associated capacity building where it is needed.

The expression of **political will and commitment** is needed to ensure continued democratisation and respect for human rights. Political stability, tolerance and consistent policies are essential and form the basis for accountability of the government to the citizens.

**Commitment to socio-economic and structural reforms** which are being undertaken in three main areas – (a) financial and economic management, (b) good governance and (c) institutional and human resources.

**Sector Strategies – linkages and collaboration.** Effective implementation of the strategy calls for collaboration among sectors in order to achieve the intended outcomes.

**Local stakeholders partnerships.** MKUZA provides a space for local stakeholders, including citizens, communities, civil society and the Private Sector in policy dialogue.

**Equity.** MKUZA targets activities that will reduce inequalities and improve social well-being particularly among the poor. Efforts will be made to improve poor people’s access to
productive assets. Attention will also be paid to addressing gender differences in the provision of public services at regional and district level.

**Sustainable Human Development.** The implementation of MKUZA will stress on the exploitation of natural resources in such a way that it does not affect needs of future generations.

**Macro-micro linkage.** Policies are needed to ensure that the benefits in high-growth sectors such as trade and tourism are passed on to the poor in order to improve their well-being.

**Mainstreaming cross-cutting issues.** All cross-cutting issues have been mainstreamed in the three clusters of the strategy.

The implementation of MKUZA will be supported by core reforms which will link to other relevant reforms, which have already been introduced in Tanzania Mainland.

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**Core reforms**

The core reforms are:

**Financial management** reforms include the need to improve revenue collection and Government financial accounting and reporting. These reforms will help to create a culture of transparency, which is critical to good governance.

**Economic management** reforms are aimed at fostering high economic growth and also creating a foundation for promoting good governance.

Reforms in the area of **good governance** focus on (a) participatory democracy, (b) tolerance and (c) political stability. These reforms will have a positive impact on both economic growth and the improvement of social well-being.

**Institutional development** reforms aim to promote the contribution of non-state actors to the development process. **Human resource** reforms aim at building the skills and expertise needed to plan, implement, monitor and evaluate the key interventions which are set out in MKUZA.

**3 major clusters**

MKUZA is divided into three main clusters of activities which are centred around the group of core reforms which were outlined above. The link between the clusters is set out in the following diagram.

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**Major clusters of MKUZA**

```
Growth and the reduction of all forms of poverty

Growth & reduction of income poverty
Core Reforms
Social Services and well-being

Good Governance and National Unity

“Good Governance and National Unity” is the foundation upon which both “Growth & Reduction of Income Poverty” and “Social Services and Well Being” rest.
```
**Cluster 1: Growth and Reduction of Income Poverty**

The key sources of growth that Zanzibar would give priority to during the implementation of the strategy include: investments in human and physical capital, increases in factor productivity, private sector development, domestic market investment, and foreign direct investment.

<table>
<thead>
<tr>
<th>Broad Outcomes</th>
<th>Goals</th>
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</thead>
</table>
| High, and sustained pro-poor growth | - Create an enabling environment for high and sustainable growth  
- Promote sustainable pro-poor and broad-based growth  
- Reduce income poverty and attain overall food security |

**Cluster 2: Social Services and Well-being**

Improved social services and well-being are important elements of poverty reduction. A healthy and educated population leads to increased productivity, better income distribution and an improved standard of living.

<table>
<thead>
<tr>
<th>Broad Outcomes</th>
<th>Goals</th>
</tr>
</thead>
</table>
| Improved social well-being and sustainable access to quality social services with emphasis on poor men and women and the most vulnerable members of the society | - Ensure equitable access to demand driven quality education, which is gender and environmentally responsive  
- Improve health status including reproductive health, survival and well-being of children, women, men and vulnerable groups  
- Increase access to clean, safe and affordable water especially to poor men and women, and most vulnerable groups  
- Improve sanitation and sustainable environment  
- Provide adequate and sustainable human settlement  
- Improve food and nutrition security among the poorest, children and most vulnerable groups  
- Strengthen and expand social security and safety-nets for the disadvantaged and most vulnerable groups  
- Promote and preserve historical, cultural and natural heritage and sports for social and economic development |
We have plenty of water sources, but our taps got less to give...
Cluster 3: Good Governance and National Unity

Good governance involves the promotion of the rule of law, the development of democratic and participatory processes and the fostering of human rights.

The major principles include predictability, transparency and accountability in people’s actions and decisions. This includes interactions within and between the state, civil society and the private sector.

Good Governance embraces the mechanisms and processes that enable citizens and groups to voice their interests, mediate their differences and exercise their legal rights and obligations. It is therefore a foundation of national unity.

<table>
<thead>
<tr>
<th>Broad Outcomes</th>
<th>Goals</th>
</tr>
</thead>
<tbody>
<tr>
<td>A society governed by the rule of law and a Government that is predictable, transparent and accountable</td>
<td>▪ Ensure inclusiveness in the governance and development processes.</td>
</tr>
<tr>
<td></td>
<td>▪ Equitable allocation of public resources, and improved service delivery and civil service reform</td>
</tr>
<tr>
<td></td>
<td>▪ Respect for the Rule of Law and Access to Justice</td>
</tr>
<tr>
<td></td>
<td>▪ Improve public safety and security</td>
</tr>
<tr>
<td></td>
<td>▪ Increase the capacity of Government Institutions and actors</td>
</tr>
<tr>
<td></td>
<td>▪ Combat corruption and strengthen leadership ethics</td>
</tr>
<tr>
<td></td>
<td>▪ Strengthen the legal framework to support economic growth</td>
</tr>
<tr>
<td></td>
<td>▪ Strengthen the institutions of oversight and accountability, including improving access to information</td>
</tr>
<tr>
<td></td>
<td>▪ Provision of timely and reliable data for monitoring and evaluating Government activities and governance initiatives</td>
</tr>
<tr>
<td></td>
<td>▪ Establish good governance practices at all levels</td>
</tr>
<tr>
<td></td>
<td>▪ Promote and observe human rights</td>
</tr>
</tbody>
</table>
This chapter first describes the implementation framework for MKUZA and then outlines the roles of the main actors.

### Implementation framework

Implementation of MKUZA will be guided and shaped by the **cluster-based and outcomes approach** which calls for coordination and collaboration between sectors and also between MDAs and non-state actors. This presents an opportunity to strengthen linkages during the implementation process.

MKUZA will **align with national policy and planning processes**. Effective implementation of MKUZA will depend on resources being allocated to its priority interventions. New systems of resource allocation will be needed to facilitate efficient budgetary allocation, expenditure tracking and monitoring and reporting.

MKUZA is already aligned with MKUKUTA in terms of adopting a common strategic approach and a common 5-year time frame, namely 2006-2010.

The **Joint Assistance Strategy for Tanzania (JAST)** is a new guiding framework for the Government and Development Partners in managing and enhancing aid effectiveness for development. The JAST implementation calls for further harmonisation and alignment of development processes between Zanzibar and Tanzania Mainland. Also it will ensure that foreign resources are mobilised and properly allocated in the two parts of the URT. The development partners will also work closely to align aid to national priorities.

**Capacity building** is the key driving force for effective implementation of MKUZA. The lead and convening actors for each cluster will be identified for training through the Public Expenditure Review process. The process will allow the alignment of sector budgets, MTEFs and MKUZA outcomes and operational targets.

The Government-CSO partnership

This will be strengthened and nurtured through capacity development and proactive dialogue. The capacity of CSOs will be improved to enable them to fully engage in the development process.
Roles and responsibilities of key actors

<table>
<thead>
<tr>
<th>Key Actor</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>House of Representatives</td>
<td>Oversee Government business on MKUZA</td>
</tr>
<tr>
<td>Ministry of Finance and Economic Affairs</td>
<td>Responsible for overall coordination of MKUZA</td>
</tr>
<tr>
<td>Ministries, Departments and Agencies</td>
<td>Play a lead role in policy formulation, management of public resources,</td>
</tr>
<tr>
<td></td>
<td>implementation and monitoring;</td>
</tr>
<tr>
<td></td>
<td>Ensure improved performance;</td>
</tr>
<tr>
<td></td>
<td>Create an enabling business environment for the private sector.</td>
</tr>
<tr>
<td></td>
<td>Improve social services delivery</td>
</tr>
<tr>
<td>Private sector</td>
<td>Lead the economic growth and wealth creation process</td>
</tr>
<tr>
<td>Civil Society Organisations and Faith Based Organisations</td>
<td>Contribute to shaping policy, public sector interventions and implementation of activities to achieve MKUZA targets.</td>
</tr>
<tr>
<td>Development Partners</td>
<td>Provide financial resources and technical support</td>
</tr>
<tr>
<td></td>
<td>Participate in the national dialogue process</td>
</tr>
</tbody>
</table>
The structure, membership and terms of reference for the MKUZA Monitoring Master Plan (MMMP) is presented in a separate document. In this chapter we examine the context into which it will fit.

The MKUZA Technical Committee

The MKUZA Technical Committee is chaired by the Principal Secretary of MoFEA. The Technical Committee is supported by a Secretariat which is headed by a Coordinator. The MKUZA Monitoring Master Plan constitutes four Technical Working Groups (TWG) namely; (i) Census, Surveys, and Routine Data TWG, (ii) Three PER Technical Working Group, (iii) Research, Analysis and Advisory TWG, and (iv) Communication TWG.

Indicators for monitoring the progress of MKUZA have been developed and will be refined periodically. These will include core indicators for each cluster as well as additional sector specific indicators provided by other relevant stakeholders.

MKUZA will be influential at three main levels as indicated below:

Levels of influence

Cabinet Level

The Cabinet receives feedback reports on MKUZA issues from the Inter-Ministerial Technical Committee (IMTC) through the Chief Secretary. The Cabinet makes appropriate policy decisions.

National Level

The IMTC is composed of all Principal Secretaries in Government Ministries and is chaired by the Chief Secretary. The links between MKUZA monitoring and the IMTC are made through the Principal Secretaries in Ministries where the TWGs are housed and the Principal Secretary of MoFEA. The Terms of Reference for the IMTC include (a) developing appropriate policies/strategies based on the findings of the monitoring and evaluation of MKUZA and (b) informing the Cabinet on the progress of the MKUZA.

District Level

At the District level, the District Administrative Officer is the Secretary to the District MKUZA team which includes the District Planning Committee. The other members are the Members of the House of Representatives, MPs and Councillors in the District. At this level the monitoring and evaluation system will be coordinated and managed by the District Administrative Office which in turn would report to the Ministry of Regional Administration and Special Departments.
The District Planning Committee will plan and implement its activities according to MKUZA 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 specific indicators relevant to its development targets and activities in addition to those prepared for the three clusters at the National level.

Sources of information

There are four levels at which planning and decision-making within the RGOZ and hence information generation takes place there as shown in the following table:

<table>
<thead>
<tr>
<th>Level</th>
<th>Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>National</td>
<td>Surveys and censuses</td>
</tr>
<tr>
<td>MDA</td>
<td>Surveys, censuses, official statistics, and annual plans and reports</td>
</tr>
<tr>
<td>District</td>
<td>Surveys, censuses, Community Based Management Information System (CBMIS) and district routine data systems</td>
</tr>
<tr>
<td>Shehia</td>
<td>All the above and the Shehia register</td>
</tr>
</tbody>
</table>
Key outputs from the monitoring system

The expected key outputs from the MKUZA M&E system include: (I) Sector expenditure reviews based on the three clusters, (ii) MKUZA Annual Implementation Reports, and (iii) Participatory Service Delivery Assessment (PSDA) Reports (see Box 6)

Challenges

The main ongoing challenges include:

- reviving the Administrative and Routine Data System
- strengthening the existing Community Based Management Information System (CBMIS), and Village Register at the Shehia level.
- the availability of both the 2002 Census and the 2004/05 Household Budget Survey information aggregated up to the district level is useful and calls for its use to produce a poverty map for Zanzibar as a whole and Poverty Profiles at district levels.
- datasets from The Tanzania Socio Economic Database (TSED) need to be used by a wider range of stakeholders for planning and policy formulation. The dataset needs to be updated continuously whenever new information and data are available.
- building capacity of MDAs, Universities and Research Institutions.
- strengthening Management information Systems (MIS) in each MDA and districts to be able to produce annual reports on poverty alleviation using agreed indicators.

Box 6: Participatory Service Delivery Assessment

The Participatory Service Delivery Assessment (PSDA) is adopted in the MKUZA as a feedback mechanism from the beneficiaries of the services. PSDA will be carried out annually to evaluate service delivery. The results will help the sector ministries to be better providers of services that are really needed by the people. The PSDAs will help to include the voices of the poor in the management of MKUZA.
Three options namely, resources for MKUZA, budgetary options, and potential and financial risks will be considered in financing MKUZA.

**Resources for MKUZA**

To achieve its desired outcomes MKUZA depends on the contribution of all sectors and stakeholders in terms of collaboration, and linkages. Developing a framework to support such a structure poses quite a challenge.

The financing framework for MKUZA is guided by the following assumptions:

- **steady economic growth and good financial management**
  - GDP growth rate of 10 percent per annum over the period of the Strategy. This reflects the growth performance achieved over the last five years and is supported by growth in most major sectors of the economy
  - Inflation rate of 5 percent in the medium term.
  - A tax to GDP ratio (tax effort) of 18.5 percent per annum
- **enhanced Public Private Partnerships**
- **continued support from Development Partners**

In the medium term the government will try to improve the tax system and increase domestic revenue collection. This will make it possible to generate and allocate a larger budget for promoting pro-poor growth.

**Budgetary options**

It follows from the above that mobilisation of resources for financing MKUZA will involve casting a wide net that reaches beyond the restrictive Macroeconomic Framework for 2005/06. Potential sources include the following:

- **financial gains from harmonising ZSGRP with Tanzania Mainland’s NSGRP as well as JAST**
- **further strengthening of domestic institutions that collect revenue, mainly TRA and ZRB. This will in turn boost the mobilisation of resources**
- **increasing support to local Non-State Actors will help to mobilise domestic resources**
- **more efforts can be made to attract more Foreign Direct Investment (FDI). This is now possible through the improved investment climate**
- **selling MKUZA programmes to potential investors.**
The projected resources are expected to increase from Tshs 161,104 million during 2005/06 to Tshs 238,647 million during fiscal year 2008/09. Nearly half of the resources come from domestic revenue, followed by project loans and grants. The financing of development expenditure will mainly be through foreign resources.

**Potential financial risks**

Potential risks to the financing framework include macroeconomic instability, natural disasters, adverse developments in the global economy and unpredictability of external resources. Zanzibar will need to hedge against such odds.
## Vulnerable Groups & Factors Contributing to Vulnerability

<table>
<thead>
<tr>
<th>Vulnerable Group</th>
<th>Key Contributing Factors to Vulnerability</th>
</tr>
</thead>
</table>
| Women                     | Lack of rights/control over major productive assets  
|                           | Traditional roles ascribed by society  
|                           | Poor nutritional and maternal health |
| Widows                    | Burden of orphans  
|                           | Many children sharing and portioning land |
| Youth                     | Limited access to productive assets  
|                           | Inadequate education or vocational skills  
|                           | High level of unemployment  
|                           | Early marriages  
|                           | Traditional roles ascribed by society (female, youth) |
| Elderly                   | Lack of productive assets  
|                           | Inability to exploit available resources  
|                           | Lack of social support network  
|                           | Burden of looking after orphans  
|                           | Poor health situation |
| Neglected children        | Being part of large families  
|                           | Lack of social support and social protection mechanisms  
|                           | Food and nutrition insecurity |
| Orphans                   | Lack of basic necessities – food, housing, clothing  
|                           | Staying in large families with limited parental care  
|                           | Living with HIV/AIDS  
|                           | No support for health and education  
|                           | Lack of productive assets  
|                           | Food and nutrition insecurity |
| Persons with disabilities | Discrimination in households and community  
|                           | Lack of ownership of key assets like land  
|                           | Low level of access to public buildings and transport  
|                           | Inability to engage in income generation |
| Persons living with HIV/AIDS | Discrimination and social exclusion  
|                           | Low ability to participate in economic activities  
|                           | Lack of access to basic health care necessities  
|                           | Poor nutritional status |
| Rural poor & food insecure | Low access to land and other productive assets  
|                           | Limited income sources  
|                           | Vulnerability to natural and economic shocks |
| Urban poor & food insecure | High levels of urban unemployment  
|                           | Poor sanitation and shelter conditions |

Source: Food Security and Nutrition Situational Analysis (RgoZ, 2006)
In this annex we list some of the important operational targets, key issues and key interventions in the three clusters of MKUZA.

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

**Goal 1 – CREATE AN ENABLING ENVIRONMENT FOR GROWTH**

<table>
<thead>
<tr>
<th>OPERATIONAL TARGETS</th>
<th>KEY ISSUES</th>
<th>KEY INTERVENTIONS</th>
</tr>
</thead>
</table>
| 1.1.1 Stable macroeconomic environment promoted | ▪ High inflation rates  
▪ Weak financial and debt management system  
▪ Stunted private sector growth  
▪ Low external resource mobilisation | ▪ Keep inflation low and stable  
▪ Pursuing appropriate fiscal and monetary policies  
▪ Promote enabling environment for private sector development  
▪ Mobilise external resources for strengthening economic and development environment |
| 1.1.2 Revenue collection increased from 13.8% of GDP 2005 to 18.5% by 2010. | ▪ Inadequate and inefficient fiscal environment  
▪ Lack of tax policy and weak tax administration  
▪ Existence of narrow revenue base (e.g. low contribution of tourism revenue) | ▪ Implement recommendation of Revenue Base Study  
▪ Formulate tax policy and roll out Tax Administration Programme (TAP)  
▪ Improve structure and performance of tourism sector  
▪ Conduct tourism revenue study |
| 1.1.3 Conducive environment for private sector development with a focus on SMEs developed. | ▪ Complicated investment entry procedures  
▪ Poor access to financial services  
▪ Physical and Human capital limitation  
▪ Poor legal environment for land ownership  
▪ Low access to markets  
▪ Weak coordination mechanism for SMEs | ▪ Operationalise business council and roll out BEST programme  
▪ Strengthen business environment and incentives  
▪ Implement SMEs policy  
▪ Build a conducive policy and regulatory environment  
▪ Promote entrepreneurial skills to men and women |
<table>
<thead>
<tr>
<th>OPERATIONAL TARGETS</th>
<th>KEY ISSUES</th>
<th>KEY INTERVENTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.4 Quality of work force improved and population growth reduced.</td>
<td></td>
<td>ATE coordinate system of research and data. High population growth rate and fertility rate.</td>
</tr>
<tr>
<td>1.1.6 Access to affordable and sustainable energy Increased by 2010.</td>
<td>Lack of energy policy and strategy. Inadequate power supply in Unguja due to aged and overloaded marine cable. Costly and unreliable power supply due to non–connection to national power grid in Pemba. Low utilization of alternative energy sources.</td>
<td>Formulate and implement energy policy and strategy. Formulate and implement medium and long–term energy demand projection. Replace aged marine cable from mainland to Zanzibar. Connect Pemba with under water marine cable from Tanga.</td>
</tr>
<tr>
<td>1.1.8 Sustainable and gender focused environmental management system developed</td>
<td>Land degradation and rampant and excessive mining and quarrying. Excessive marine pollution. Excessive deforestation and unprotected water sources.</td>
<td>Promote research on existing and emerging environmental threats. Protect and rehabilitate water source and natural forest. Strengthen environmental education programmes to men and women. Promote marine conservation and ecosystem.</td>
</tr>
<tr>
<td>OPERATIONAL TARGETS</td>
<td>KEY ISSUES</td>
<td>KEY INTERVENTIONS</td>
</tr>
<tr>
<td>---------------------</td>
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</tr>
<tr>
<td>1.1.9 Constructed and rehabilitated all the remaining trunk and feeder roads</td>
<td>Undeveloped rural and feeder roads network</td>
<td>Implement transport master plan and Construct and rehabilitate rural feeder roads</td>
</tr>
<tr>
<td>1.1.10 Zanzibar International Airport Master Plan developed and implemented and Pemba airport services improved</td>
<td>Absence facilities at Zanzibar airports and seaports.</td>
<td>Maintain and develop efficient ports services and facilities, Promote private sector participation in infrastructure development, Develop and implement Zanzibar International Airport Master plan, Improve services at Pemba airport</td>
</tr>
<tr>
<td>1.1.11 Access and use of ICT facilities and service promoted</td>
<td>Limited availability and accessibility to ICT services</td>
<td>Develop and implement ICT policy, Establish community based ICT services and network.</td>
</tr>
</tbody>
</table>

Goal 2 – PROMOTE SUSTAINABLE PRO-POOR AND BROAD BASED GROWTH

<table>
<thead>
<tr>
<th>OPERATIONAL TARGETS</th>
<th>KEY ISSUES</th>
<th>KEY INTERVENTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.2.1 Increased rate of economic growth from 5.6% (2005 to 10% by 2010)</td>
<td>Limited investment in productive sector, Weak sectoral backward and forward linkages</td>
<td>Enhance and promote investments in the productive and service sector identified in the growth strategy e.g. deep sea fishing, Promote sectoral forward and backward linkages.</td>
</tr>
<tr>
<td>1.2.2 Heritage sites preserved and maintained, while Eco and cultural tourism developed</td>
<td>Poor maintenance of cultural and heritage sites</td>
<td>Promote and preserve Stone Town cultural heritage site, Promote and preserve tourist attraction areas</td>
</tr>
<tr>
<td>1.2.3 Growth of agriculture sector from 2.4% 2005 to 6% increased by 2010</td>
<td>Low budget allocation to agricultural sector, Low accessibility to financial services for agricultural sector, Dependency of rain – fed agricultural system, Low production and poor marketing system for traditional and non-traditional export crops, High prevalence of pest and vermin outbreak</td>
<td>Increase budget allocation to agricultural sector, Develop rural finance facilities and services and improve access to agro – inputs, Encourage private sector participation in agriculture, Promote agro – processing schemes, Implement clove development and marketing strategy, Implement Zanzibar irrigation Master Plan, Advocate integrated production and pest management programmes, Encourage crop diversification and intensification</td>
</tr>
<tr>
<td>OPERATIONAL TARGETS</td>
<td>KEY ISSUES</td>
<td>KEY INTERVENTIONS</td>
</tr>
<tr>
<td>---------------------</td>
<td>------------</td>
<td>-------------------</td>
</tr>
<tr>
<td>1.2.4 Availability and accessibility of gender responsive microfinance services improved</td>
<td>• Limited availability and accessibility of microfinance services</td>
<td>• Encourage the establishment of gender sensitive microfinance window in financial institutions</td>
</tr>
</tbody>
</table>
| 1.2.5 Favourable environment for external trade created | • Weak export promotion initiatives  
• Low production of agriculture and industrial export products | • Implement export strategy for Zanzibar  
• Expand functions of Trade Information Center to provide comprehensive business related services  
• Facilitate the access of women and people with disabilities to export market. |
| 1.2.6 High class tourist hotels and facilities increased | • Poor infrastructure and other tourism related services  
• Low human capacity in the service of tourism sector | • Enhance local human capacity of semi skilled and unskilled personnel in the hospitality industry  
• Improve tourism infrastructure and related services |
| 1.2.7 Overall unemployment reduced from the overall rate of 7% in 2005 to 4% in 2010. | • Increasing unemployment and high disguised unemployment situation | • Design and implement labour market information system  
• Formalise, support and strengthen the SMEs and informal sector. |
## Goal 3 - REDUCES INCOME POVERTY AND ATTAINS OVERALL FOOD SECURITY

<table>
<thead>
<tr>
<th>Operational Targets</th>
<th>Key Issues</th>
<th>Key Interventions.</th>
</tr>
</thead>
</table>
| 1.3.1 Population below basic needs poverty line reduced from 49% 2005 to 25% 2010 | ▪ Low productivity and limited income generating opportunities in rural areas | ▪ Promote linkages between farm and non – farm sectors to increase incomes and diversify livelihoods  
▪ Increase participation of village communities in tourism related activities  
▪ Create conducive environment for promoting rural based investments |
| 1.3.2 Population below food poverty line reduced from 13% 2005 to 10% 2010 | ▪ Significant proportion of population suffers from food insecurity and malnutrition.  
▪ Low access of women to productive resources. | ▪ Promote initiatives that lessen the vulnerable groups to food insecurity.  
▪ Diversify livelihoods by supporting seaweed farming small scale livestock and artisanal fisheries  
▪ Develop and implement small-scale irrigation schemes  
▪ Initiate programme for small-scale processing, storage and food handling |
**CLUSTER 2: SOCIAL SERVICES AND WELL BEING**

**Goal 1 - ENSURE EQUITABLE ACCESS TO DEMAND DRIVEN QUALITY EDUCATION, WHICH IS GENDER AND ENVIRONMENTAL RESPONSIVE**

<table>
<thead>
<tr>
<th>Operational Targets</th>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A. Early childhood Care and Development</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1.1 Gross enrolment rate for pre – school increased from 15.9% in 2005 to 50% in 2010</td>
<td>Low enrolment of children at pre-school level.</td>
<td>Encourage private sectors and communities to establish pre – schools especially in rural and hard to reach areas</td>
</tr>
<tr>
<td></td>
<td>Inadequate child care facilities.</td>
<td>Introduce pre – school classes in existing primary schools</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Provide facilities ad training to teachers to enable them to cater for children with special needs</td>
</tr>
</tbody>
</table>

| **B. Primary Education** | | |
| 2.1.2 Net Enrolment Rate increased from 77% in 2005 to 90% in (2010) | Acute shortage of classrooms | Improve school environment including gender friendly |
| | Inability of poor and most vulnerable families to make financial contribution. | Mobilise community to promote full enrolment of school going age children |
| | Girls and boys dropout | Ensure all (boys and girls) children including those with disabilities, orphan and other most vulnerable children are able to effectively access and complete high quality primary education |
| | | Introduce alternative means of school contributions for poor and most vulnerable families |

<p>| <strong>C. Secondary Education</strong> | | |
| 2.1.3 Transition rate at Form Two examinations increased from 47.6% in 2005 to 70% by 2010 | Overcrowding in secondary schools | Expand access to secondary education in underserved areas (in all districts) |
| | Lack of laboratory equipment, chemicals and textbooks. | Provide incentives to private sector so that they could establish more secondary schools |
| 2.1.4 Proportion of girls who join low and higher secondary education increased | Low proportion of girls at secondary schools | Make availability of adequate textbooks, equipment and chemicals for laboratories. |
| | | Introduce gender responsive secondary education including pre – vocational education in secondary education. |</p>
<table>
<thead>
<tr>
<th>Operational Targets</th>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
</table>
| **D. Science and Technology** | 2.1.5 The teaching of science, mathematics and technology in schools enhanced. | ▪ Poor performance of students in science and mathematics subjects particularly girls.  
▪ Shortage of teachers in science, mathematics and technology subjects | ▪ Promote science and mathematics based subjects in schools and higher learning institutions  
▪ Provide incentives schemes to attract more teachers into the teaching of science, mathematics and technical education |
| **E. Information and Communication Technology in education** | 2.1.6 Access to ICT for education development expanded | ▪ Lack of policy on ICT in education  
▪ Limited development of ICT programme in schools particularly public and rural | ▪ Develop and implement comprehensive ICT in education policy  
▪ Expand ICT infrastructure coverage in schools and communities  
▪ Emphasize Public Private Partnership (PPP) in ICT for education. |
| **F. Non – Formal Education** | 2.1.7 Literacy rate increased from 75.8% in (2005) to 100% in (2010) | ▪ Increasing number of semi-literate out-of-school youth.  
▪ High proportion of illiterate women | ▪ Expand non – formal education in partnership with community groups, CSOs and private providers  
▪ Deliver comprehensive gender sensitive and rights based and inclusive HIV/ AIDS prevention education to non – formal education centre facilitators.  
▪ Develop alternative and gender sensitive learning programmes for out-of – school youth |
| **G. Vocational Education and Training** | 2.1.8 Entrepreneurial skills among youth enhanced. | ▪ Inadequate vocational skills and entrepreneurial among school graduates | ▪ Reform vocational training programme to link with labour demand  
▪ Expand training infrastructure for skills development and upgrading |
## Operational Targets | Key Issues | Key Interventions
---|---|---

### H. Tertiary Education

| 2.1.9 Proportion of graduates of tertiary education institution increased | ▪ Limited capacity of the institutions  
▪ Courses offered do not match with the demand in the labour market  
▪ Low participation of women and PWDs in higher learning institutions. | ▪ Expand facilities in existing tertiary education institutions  
▪ Review curriculum of higher learning institutions to bring them in line with the national priorities  
▪ Promote education of women and people with disabilities in higher learning institutions. |

### I. Quality Education

| 2.1.10 Quality of education at all levels improved | ▪ Shortage of qualified teachers  
▪ Limited capacity and skills in gender and participatory approaches | ▪ Increase budget allocation for education development to at least 20% of government expenditure.  
▪ Provide quality and gender friendly teaching and learning materials |

## Goal 2 - IMPROVED HEALTH STATUS INCLUDING REPRODUCTIVE HEALTH, SURVIVAL AND WELL-BEING OF CHILDREN, WOMEN AND VULNERABLE GROUPS

### Operational Targets | Key Issues | Key Interventions
---|---|---

#### A. Infant and Child Health

| 2.2.1 Infant mortality reduced from 61/1000 in (2005) to 57/1000 in (2010).  
2.2.2 Mortality of children under five reduced from 101/1000 in (2005) to 71/1000 by 2010 | ▪ Infant and under five mortality rates are still high  
▪ Lack of comprehensive malaria programme | ▪ Increase immunization coverage for all antigens  
▪ Scale up the use of insecticide treated nets and re- treatment of conventional nets.  
▪ Improve malaria case management and management of other childhood illnesses.  
▪ Strengthen and expand coverage of delivery facilities, youth friendly services and treatment of STIs.  
▪ Strengthen and expand child survival, protection and development programmes |

#### B. Maternal Health and Reproductive Health

| 2.2.3 Maternal mortality reduced from 377/100,000 in 1999 to 251/100,000 in 2010 | ▪ Maternal mortality is still high | ▪ Strengthen the capacity of skilled of birth attendants including gender capacity |
### Operational Targets

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.2.4 Percentage of birth delivered in health facilities increased from 49% in 2005 to 60% in 2010.</td>
<td>▪ Improve community access to correct information and services</td>
</tr>
</tbody>
</table>

### C. Communicable Disease –

#### (I) HIV/AIDS

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
</table>
| 2.2.5 HIV prevalence among 15 – 24 years pregnant women reduced from 1% in (2005) to 0.5% in (2010) | ▪ Increased national capacity to ensure dissemination of information on reproductive health and right  
▪ Expand access to comprehensive emergency obstetric care considering situation of vulnerable groups |
| 2.2.6 The proportion of population with comprehensive correct knowledge of HIV and AIDS increased from 44% of women and 20% of men to 80% of the general population | ▪ Strengthening HIV/AIDS prevention education, with special focus on young people, women and other population groups at high risk, including PWDs and OVCs.  
▪ Improve access by communities to HIV/AIDS correct information and services from health workers  
▪ Develop and implement HIV/AIDS advocacy and communication strategy  
▪ Strengthen capacity of CSOs to respond more effectively to the HIV/AIDS pandemic. |
| 2.2.7 Stigma surrounding HIV and AIDS reduced from 76% (2005) to 60% in 2010 | ▪ Low community awareness on sexual and reproductive health and rights  
▪ Limited availability of comprehensive emergency obstetric care |

#### (II) Malaria

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
</table>
| 2.2.8 Incidence of malaria reduced from 45% (2004) to 35% (2010) | ▪ Improve case management particularly of children, OVC and pregnant women.  
▪ Scale up diagnostic service using RDT at primary level  
▪ Scale up community based activities. |

#### (III) Tuberculosis (TB)

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
</table>
| 2.2.9 The death rate reduce from 8% to 5% by 2010 | ▪ Deliver and expand the capacity of TB and PPTCT clinics  
▪ Strengthening of diagnosis services at all levels  
▪ Mobilise community to utilize available services |
### D. Non communicable Diseases (NCDs) e.g. diabetes, asthma, mental health, cervical and breast cancer

<table>
<thead>
<tr>
<th>2.2.10 Prevalence survey for key Non Communicable Diseases conducted by 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ Increased morbidity and mortality due to Non Communicable Diseases</td>
</tr>
<tr>
<td>▪ Lack of community awareness to health lifestyle</td>
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<tr>
<td>▪ Provide essential equipment and improve the supply of drugs and other supplies.</td>
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<tr>
<td>▪ Improve and strengthen institutional capacity (management, physical and human) for mental health illnesses, cancer…</td>
</tr>
<tr>
<td>▪ Promote community health and nutrition education</td>
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</tbody>
</table>

### Goal 3 - INCREASED ACCESS TO CLEAN, SAFE AND AFFORDABLE WATER

<table>
<thead>
<tr>
<th>Operational Targets</th>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.3.1 Access to clean, safe and sustainable water supply in urban areas increased from 75% in 2004/05 to 90% in 2010</td>
<td></td>
<td></td>
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<tr>
<td>▪ inadequate safe and clean water in both urban and rural areas</td>
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<tr>
<td>▪ Old water supply infrastructure</td>
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<tr>
<td>▪ Rehabilitation and regular maintenance of water supply and their sources.</td>
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<tr>
<td>▪ Strengthen public – private and NGO partnership in water provision</td>
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<td></td>
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<tr>
<td>▪ Improve community managed water supply systems</td>
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</tbody>
</table>

### Goal 4 - IMPROVED SANITATION AND SUSTAINABLE ENVIRONMENT

<table>
<thead>
<tr>
<th>Operational Targets</th>
<th>Key Issues</th>
<th>Key Interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Sewage and sanitation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.4.1 Proportion of households with access to basic sanitation increased from 67% (2005) to 83% (2010).</td>
<td></td>
<td></td>
</tr>
<tr>
<td>▪ Limited access to sanitation facilities</td>
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<tr>
<td>▪ Inadequate sewerage and drainage facilities</td>
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<tr>
<td>▪ Improve the treatment and disposal of solid, liquid waste</td>
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<td></td>
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<tr>
<td>▪ Establish Sanitation Authority and ensure it works efficiently</td>
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<tr>
<td>▪ Promote public private partnership in solid waste management</td>
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<td></td>
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</tbody>
</table>

| B. Environment |
| 2.4.2 Environmental degradation reduced |
| ▪ Environmental degradation |
| ▪ Inadequate understanding of environmental issues |
| ▪ Encourage aorestation |
| ▪ Promote the development and use of alternative sources of energy |
| ▪ Promote appropriate farming practices |
| ▪ Conserve marine ecosystem for sustainable fishing |
**Goal 5 - ADEQUATE AND SUSTAINABLE HUMAN SETTLEMENT PROVIDED**

<table>
<thead>
<tr>
<th>Operational Targets</th>
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</tr>
</thead>
</table>
| 2.5.1 Proper land use plan at local community and National levels reviewed and developed. | - Poor and unplanned human settlement in both rural and urban areas  
   - Inadequate human capacity and lack of credit facilities for human settlement | - Increase and improve access to adequate and affordable settlement  
   - Establish credit facilities for human settlement  
   - Work with non state actors to provide adequate shelters for people belonging to disadvantaged groups |

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**Goal 6 - IMPROVED FOOD AND NUTRITION SECURITY AMONG THE POOREST, PREGNANT WOMEN, CHILDREN AND MOST VULNERABLE GROUPS**

<table>
<thead>
<tr>
<th>Operational Targets</th>
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</tr>
</thead>
</table>
| 2.6.1 Level of under-nutrition among children under the age of five reduced.  
2.6.2 Level of under-nutrition among women and mothers reduced. | - Levels of malnutrition among under-five children still high  
   - Poor feeding practices  
   - Inadequate awareness on nutritional issues/diets  
   - High child mortality  
   - Prevalence of micronutrient deficiency among under-five children and pregnant women | - Promote sound feeding and weaning practices for infants and under five children  
   - Promote community based nutrition interventions  
   - Strengthen health education with focus on nutrition  
   - Strengthen and expand food support programmes for the most vulnerable including pregnant women and poor People living with HIV and AIDS |

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**Goal 7 - STRENGTHENS AND EXPANDS SOCIAL SECURITY AND SAFETY NETS FOR THE DISADVANTAGED AND THE MOST VULNERABLE POPULATION GROUPS**

<table>
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<tr>
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</thead>
</table>
| 2.7.1 Safety nets strengthened  
   - Welfare support for the most vulnerable strengthened and expanded | - Inadequate interventions to support the disadvantaged and most vulnerable | - Implement direct welfare support for the most vulnerable  
   - Establish and implement programmes to enhance economic empowerment of the disadvantaged and most vulnerable  
   - Strengthen networking with CSOs dealing with issue of disadvantaged and most vulnerable |
<table>
<thead>
<tr>
<th>Operational Targets</th>
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</thead>
</table>
| 2.7.2 Social security expanded | ▪ Large backlog of gratuity payment to retirees  
▪ Limited coverage of social security schemes | ▪ Initiate programme to settle the gratuity payment backlog  
▪ Encourage the establishment of community based social security programmes  
▪ Revisit and improve the elderly and orphans programme in shelters and other facilities |

**Goal 8 - PROMOTE AND PRESERVE HISTORICAL, CULTURAL, NATIONAL HERITAGE AND SPORTS FOR SOCIAL AND ECONOMIC DEVELOPMENT**

<table>
<thead>
<tr>
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</thead>
</table>
| 2.8.1 Culture and historical sites promoted and preserved by 2010. | ▪ Distortion of traditional culture  
▪ Inadequate maintenance of historical and cultural sites | ▪ Promote traditional cultural activities  
▪ Develop sustainable eco-tourism, culture and historical sites  
▪ Develop a system of training and retraining of staff of mass media, culture and sports  
▪ Promote and protect intellectual property rights. |
| 2.8.2 Sports gears, facilities and training improved by 2010 | ▪ Lack of promotion strategy of culture and sports | |
| 2.8.3 Kiswahili language at local and international level promoted by 2010. | ▪ Inadequate promotion of Kiswahili as national and international language. | ▪ Enhance the promotion of Kiswahili as national and international language. |
CLUSTER 3: GOOD GOVERNANCE AND NATIONAL UNITY

**Goal 1 - Ensure Inclusiveness in Governance and Development Processes**

<table>
<thead>
<tr>
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</table>
| 3.1.1 Decentralization of functions at the district level enhanced. | ▪ Partial decentralization practices  
▪ Jurisdiction of various government authorities is unclear | ▪ Develop and implement a decentralization strategy for selected government ministries  
▪ Review jurisdiction of central and local government authorities under existing laws. |
| 3.1.2 Public Private Partnership enhanced | ▪ Limited public participation in government issues  
▪ Inadequate inclusion of vulnerable groups in decision making process  
▪ Inadequate service delivery in public and private sector | ▪ Formulate a community development policy  
▪ Promote Public-Private-NGO Partnership in provision of services.  
▪ Increase the participation of vulnerable groups in the decision making process |
| 3.1.3 National heritage policy developed and implemented. | ▪ Inadequacy of laws and regulations regarding national heritage | ▪ Review and improve laws and regulations related to national heritage  
▪ Develop and implement national heritage policy. |

**Goal 2 - Improved Service Delivery and Institute Civil Service Reform**

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<tr>
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</table>
| 3.2.1 Services delivery at all levels enhanced. | ▪ Inadequate resource allocation for public service provision  
▪ Inadequate implementation of budget reform processes | ▪ Increase budget allocation of central government to public services delivery.  
▪ Enhance and implement civil service reform programme. |
### Goal 3 - RESPECT FOR THE RULE OF LAW AND ACCESS TO JUSTICE

<table>
<thead>
<tr>
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</table>
| 3.3.1 Working environment and capacity of the Judiciary in Zanzibar enhanced | • Law Review Commission is not effective.  
• There is limited access to copies of laws and case law.  
• Limited access to legal services by vulnerable persons.  
• Court administration and facilities are poor | • Improve law making and revision,  
• Improve consolidation, printing and distribution of legislation and regulations  
• Promote public awareness of the rule of law  
• Improve court performance, administration and facilities  
• Strengthen Judicial Services Commission  
• Strengthen the Chief Government Chemist laboratory  
• Reform the juvenile justice system and provide separate custody facilities for youth |

| 3.3.2 Working environment and capacity of Law Enforcement Agencies in Zanzibar enhanced | • Low integrity in professional ethics  
• Weak justice institutions  
• Poor law enforcement capacity | • Professionalise police investigative capacity and performance.  
• Strengthen the Attorney General’s Chamber, the Office of the Mufti and Commission for WAKF and Trust Property.  
• Strengthen the independent office of the DPP. |

### Goal 4 - IMPROVED PUBLIC SAFETY AND SECURITY

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</table>
| 3.4.1 Peace and tranquillity in Zanzibar enhanced | • Increased smuggling of goods, illicit drugs and firearms  
• Illegal immigration  
• Lack of port security boat for rescue and safety  
• Increasing rates of armed robberies, theft and sexual assault. | • Develop and implement an effective anti-smuggling campaign  
• Work with union to improve enforcement of immigration requirements  
• Increase regular patrols on coastal areas including night patrols  
• Prepare and implement Zanzibar Crime Prevention Programme and strategy. |
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</table>
| 3.4.2 Disaster Management and Early Warning System improved | Weak disaster management  
Inadequate skills and proper equipment for responding to and preventing emergencies | Support and strengthen the Disaster Management Unit and develop an early warning system  
Strengthen the Department of Fire and Rescue with human and material resource |
| 3.4.3 Consumer protection measures enhanced | Weak consumer protection management  
Weak regulatory authorities (licensing etc) | Improve the regulatory, investigative and enforcement capacity of the Consumer Protection Board |

**Goal 5 - INCREASE THE CAPACITY OF GOVERNMENT INSTITUTIONS AND ACTORS**

<table>
<thead>
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</table>
| 3.5.1 Government institutions and actors strengthened | Poor working conditions  
Lack of skills development programmes for staff in key areas  
Too much red tape | Upgrade existing physical structures and build new ones  
Improve procedures, processes and documentation in government institutions  
Implement Civil Service Reform Programme. |
| 3.5.2 HIV and AIDS mainstreamed in policies and programmes | HIV and AIDS not adequately mainstreamed in policies and programmes | Raise the awareness of the Members of the Representatives Council on the state of HIV and AIDS including their role in addressing the pandemic  
Institute regulation to address issues of HIV and AIDS, stigma and discrimination of People living with AIDS and orphans in communities and workplaces. |
## Goal 6 - COMBAT CORRUPTION & ITS MANIFESTATION AND STRENGTHEN LEADERSHIP ETHICS

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<tbody>
<tr>
<td>3.6.1 Equity and fairness in the society enhanced</td>
<td>▪ Increased incidence of corruption in private and public sector&lt;br&gt;▪ Financial mismanagement of public funds&lt;br&gt;▪ Poor investigation and prosecution capacity in corruption cases</td>
<td>▪ Establish Anti-Corruption and Leadership Ethics Authority.&lt;br&gt;▪ Speed up the adoption process of the anticorruption and leadership ethics draft legislation.&lt;br&gt;▪ Enforce the provisions in the Penal Act that deal with sexual harassment</td>
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## Goal 7 - STRENGTHEN LEGAL FRAMEWORK TO SUPPORT ECONOMIC GROWTH

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</thead>
<tbody>
<tr>
<td>3.7.1 Commercial laws, regulations, environmental policy and legislation reviewed</td>
<td>▪ Existence of various institutions responsible for issuing licenses to petty traders&lt;br&gt;▪ Commercial cases take too long to resolve in court</td>
<td>▪ Streamline business entry procedures.&lt;br&gt;▪ Implement and enforce environmental policy and legislation.&lt;br&gt;▪ Private sector participation in development improved.</td>
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### Goal 8 - Strengthen the Institutions Oversight and Accountability Including Improving Access to Information

<table>
<thead>
<tr>
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</table>
| 3.8.1 Transparency and accountability enhanced | ▪ Limited transparency and accountability for elected leaders  
▪ Misunderstanding of multi-party system has a negative effect on development                                                                                                                   | ▪ Increase civic education on democratic processes and institutions and multi-party political processes  
▪ Support and strengthen civil society and community to participate in democratic processes  
▪ Improve capacity of opposition members to be effective monitor of government activities and policies                                                                                     |
| 3.8.2 Public awareness and information sharing enhanced | ▪ Media lack desirable equipment and capacity  
▪ Limited access to information about government activities  
▪ Weak means of dissemination of information to the public                                                                                                                                  | ▪ Support the establishment of strong independent professional media  
▪ Develop and implement a national ICT policy  
▪ Review Zanzibar Broadcasting Act and other relevant legal instruments  
▪ Prepare and implement a Freedom of Information Act                                                                                                                                        |

### Goal 9 - Provision of timely and reliable information and data for monitoring and evaluating government activities and governance Initiatives.

<table>
<thead>
<tr>
<th>Operational Targets</th>
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</table>
| 3.9.1 Monitoring and evaluation of governance activities improved | ▪ No monitoring and evaluation system on governance initiatives in place  
▪ Poor record keeping and document preservation practices  
▪ Untimely surveys and research to provide adequate and reliable data  
▪ Weak capacity to facilitate data collection, analysis and dissemination                                                                                                                   | ▪ Develop a governance M & E framework  
▪ Increase the capacity to perform M & E across government  
▪ Improve record keeping and data management practices in key institutions  
▪ Improve Registrar General’s Office documentation capacity  
▪ Support and strengthen the Office of Chief Government Statistician  
▪ Establish mechanism to guide the use of research findings and undertake research                                                                                                           |
**Goal 10 - Inculcate good governance practices at all levels**

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<tr>
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| 3.10.1 leadership and commitment to good governance at all levels strengthened | ▪ Inadequate mainstreaming of good governance principles in national development policies  
▪ Ineffective coordination of good governance initiatives | ▪ Monitor government performance against governance indicators  
▪ Increase capacity to coordinate good governance reforms and improve the engagement of civil society and private sector in development and implementation of the reforms  
▪ Strengthen capacity of the Good Governance Coordination Department |
<table>
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<tr>
<th>Operational Targets</th>
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</table>
| 3.11.1 Human rights awareness and observance enhanced. | ▪ Abuse of human rights  
▪ Little awareness of human rights and how to protect them  
▪ Non adherence to international obligations with respect to protection and promotion of human rights  
▪ Inadequate participation in decision making organs and development activities for women, Youth and people with disabilities. | ▪ Ensuring Human Rights Commission is operational in Zanzibar.  
▪ Conducting human rights awareness campaign to all sections of society.  
▪ Domesticate international conventions on human rights  
▪ Provide public education programmes on human rights  
▪ Promote the participation of women, youth and people with disabilities in decision-making bodies at all levels and positions and expand their economic activities. |
| 3.11.2 Productive and decent work/employment for all enhanced. | ▪ Workplace discrimination  
▪ Weak enforcement of laws and regulations governing employment policies  
▪ Stigma and discrimination of People living with HIV and AIDS and orphans in community and workplaces. | ▪ Implement the National Guidelines on Child Labour  
▪ Develop regulations to implement labour laws  
▪ Establish legal regime that promotes and protects the rights of People living with AIDS in the workplace and community |
| 3.11.3 Fair treatment for all enhanced | ▪ Gender based violence/sexual harassment undermine women’s productive activities  
▪ Weak enforcement of existing laws that address gender violence  
▪ Discrimination against People living with AIDS | ▪ Improve justice system capacity to deal with sensitive cases involving violence against women, children and other vulnerable groups  
▪ Domesticate Convention of the Rights of the Children and mainstream children issues in policies and programmes  
▪ Conduct awareness training and best practice information on dealing with sensitive cases involving women, children and other vulnerable groups. |
Contact Information

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Fax: (024) 223 0546