

**REVOLUTIONARY GOVERNMENT OF ZANZIBAR**

# **ZANZIBAR FOOD SECURITY AND NUTRITION POLICY**

**April, 2008**





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## ABBREVIATIONS

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ANGOZA	Association of Non-Governmental Organizations in Zanzibar
ASP	Agricultural Sector Policy
CAADP	Comprehensive Africa Agricultural Development Programme
CBOs	Community-Based Organizations
CESCR	International Covenant on Economic, Social and Cultural Rights
CGC	Chief Government Chemist
CMO	Chief Minister's Office
CRC	Convention on the Rights of the Child
CWG	Communications Working Group
DAO	District Administration Officer
DES	Daily Energy Supply
DHS	Demographic and Health Survey
DMD	Disaster Management Department
DMT	District Management Team
DPO	District Planning Officer
FAO	Food and Agriculture Organization of the United Nations
FBOs	Faith Based Organizations
FDIs	Foreign Direct Investment
FNPP	FAO Netherlands Partnership Programme
FSN	Food Security and Nutrition
HIV/AIDS	Human Immune Deficiency Virus / Acquired Immune Deficiency Syndrome
HR	Human rights
IDD	Iodine Deficiency Disorder
IMCI	Integrated Management of Childhood Illnesses

ISSC	Inter-Sectoral Steering Committee
M&E	Monitoring and Evaluation
MALE	The Ministry of Agriculture, Livestock and Environment
MDG	Millennium Development Goal
MFIs	Micro Finance Institutions
MKUZA	Mkakati wa Kukuza Uchumi na Kupunguza Umasikini - Zanzibar
MMP	Monitoring Master Plan
MoEVT	Ministry of Education and Vocational Training
MoFEA	Ministry of Finance and Economic Affairs
MoHSW	Ministry of Health and Social Welfare
MoISC	Ministry of Information Sports and Culture
MoLYWCD	Ministry of Labour, Youth, Women and Children Development
MoRASD	Ministry of State Regional Administration and Special Departments
MS(PO)CAGG	Ministry of State (President's Office) Constitutional Affairs and Good Governance
MS(PO)RASD	Ministry of State (President's Office) Regional Administration and Special Departments
MSME	Micro, Small and Medium Enterprises
MTEF	Medium-Term Expenditure Framework
MTTI	Ministry of Tourism, Trade and Investment
MWCEL	Ministry of Water, Construction, Energy and Land
NEPAD	New Partnership for Africa's Development
NFSND	National Food Security and Nutrition Division
NGO	Non-Governmental Organization
NLUP	National Land Use Plan
OCGS	Office of Chief Government Statistician

PEM	Protein Energy Malnutrition
PER	Public Expenditure Review
PS	Permanent Secretary
RAAWG	Research, Analysis and Advisory Working Groups
RGoZ	Revolutionary Government of Zanzibar
RtF	Right to Food
SACCOS	Savings and Credit Cooperatives
SME	Small and Medium Enterprises
SP	Agricultural Sector Strategic Plan
STC	Stakeholders Technical Committee
SWOC	Strengths, Weaknesses, Opportunities and Challenges
TC	Technical Committee
TMA	Tanzania Meteorological Authority
ToR	Terms of Reference
TWG	Technical Working Group
URT	United Republic of Tanzania
VAD	Vitamin A deficiency
WFS	World Food Summit
WFSfyl	World Food Summit: five years later
WG	Working Group
ZFSN	Zanzibar Food Security and Nutrition
ZFSNP&P	Zanzibar Food Security and Nutrition Policy and programme
ZFSNSA	Zanzibar Food Security & Nutrition Situational Analysis
ZNCCIA	Zanzibar National Chamber of Commerce, Industries and Agriculture
ZPRP	The Zanzibar Poverty Reduction Plan
ZSGRP	Zanzibar Strategy for Growth and Reduction of Poverty

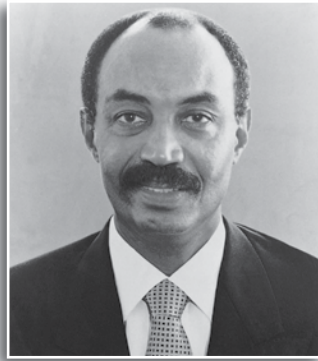


## PREAMBLE

Over the past few years, the Revolutionary Government of Zanzibar (RGoZ) has been taking various initiatives on fighting food insecurity and malnutrition, improving life conditions and reducing poverty of the people. In 2000, RGoZ launched the Zanzibar Development Vision 2020 for the aim of eradicating absolute poverty and attaining sustainable development. As a development framework to implement Vision 2020, the Zanzibar Poverty Reduction Plan (ZPRP, 2002-2005) was launched in 2002, followed by its second generation - the Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP or MKUZA, its Kiswahili acronym) - which was launched in 2007.

Where ZPRP made no mention of food security and nutrition as key poverty reduction issues and lacked comprehensive initiatives to address the complex and multi-dimensional issues of poverty and food insecurity, MKUZA puts emphasis on tackling food security and nutrition from a cross-sectoral perspective stressing the interrelating nature between poverty reduction and food security. In view of the above, MKUZA recommended the formulation of a Food Security and Nutrition Policy to effectively address the cross-sectoral issues of food security and nutrition and to characterize and prioritize food insecure and vulnerable groups. The ZFSN Policy is the result of analysis of the food security and nutrition situation, poverty related literature, extensive review of sector policies as well as findings from field level consultations and regional and national consultative workshops involving a wide range of stakeholders.

The Government is now focusing on addressing broad food security and nutrition concerns as well as linkages between food security and nutrition and poverty reduction and development as articulated in the Zanzibar Strategy for Growth and Reduction of Poverty. Equally the Policy aims at creating a conducive environment to enable all Zanzibaris to access at all times safe, nutritious and adequate food for an active and healthy life. The Policy is based on a number of principles that guide the implementation process to meet its objectives, including the recognition of the human right to adequate food and nutrition and to a standard of living conducive to an active and healthy life, principles of equity and empowerment, as well as a clear focus on resource-poor households and communities.



**Hon. Amani A. Karume**

President of Zanzibar

and

Chairman of the Revolutionary Council

The Revolutionary Government of Zanzibar fully recognises that successful implementation of this Policy will require active participation of all stakeholders from various sectors at different levels of policy implementation. Hence the importance of a strong inter-sectoral coordination and partnership with reaffirmation of the concept of food security and solidarity aimed at reducing by half, by the year 2015, the number of people who are undernourished and deprived of the basic necessities of life. This is an enormous challenge, and one to which the Government is fully committed. We trust that all stakeholders will commit themselves to the implementation process of the Policy so together we can make hunger and poverty a history.

I would like to commend the entire team of officials from various institutions, particularly the members of the Inter-Sectoral Steering Committee (ISSC) and the ZFSN Policy and Programme Formulation Team, under the leadership and coordination of the Ministry of Agriculture, Livestock and Environment for their determined efforts for finalizing the ZFSN Policy. I would further like to extend my gratitude to the Food and Agriculture Organization of the United Nations (FAO), particularly the FAO-Netherlands Partnership Programme (FNPP) for their technical and financial support throughout the formulation process. Finally, I would like to thank all stakeholders - government departments, NGOs, public and private sector organizations and individuals - who contributed their valuable inputs during various stages of consultation, which has helped making this Policy a comprehensive document.

## I. BACKGROUND

Food and nutrition insecurity is strongly prevalent in both rural and urban areas of Zanzibar, where in particular the ability of households to achieve an adequate and appropriate level of food consumption throughout the year is a critical problem.

Poverty is a well-known cause of hunger, but at the same time lack of sufficient and adequate (nutritious) food undoubtedly causes poverty. 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<sup>1</sup> of the World Food Summit (WFS). The United Nations Millennium Declaration reflected the WFS target by making hunger eradication part of the first Millennium Development Goal (MDG). Specifically, this Goal establishes a target 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.

Zanzibar, as part of the United Republic of Tanzania (URT), is firmly committed to implement international conventions and commitments as mentioned above and as such to achieving food security and nutrition for all. In the WFS+5 (WFS: five years later)<sup>2</sup>, the URT was among the governments that reaffirmed “the right of everyone to have access to safe and nutritious food”. Being party to the International Covenant on Economic, Social and Cultural Rights (CESCR) as well as to the Convention on the Rights of the Child (CRC) further demonstrates its commitment towards the implementation of the right to adequate food and the fundamental right of everyone to be free from hunger. Endorsement of regional initiatives as the Comprehensive Africa Agricultural Development Programme (CAADP) under the 2002 NEPAD initiative puts Tanzania’s emphasis on coordination of efforts towards food security and provides a framework for partner countries to promote national, household and individual food security.

<sup>1</sup>United Nations Millennium Declaration (2000):  
<http://www.ohchr.org/english/law/millennium.htm>

<sup>2</sup>World Food Summit: five years later (2003):  
<http://www.fao.org/DOCREP/MEETING/004/Y6948E.HTM>

Zanzibar's commitment to fight food and nutrition insecurity is further reflected by the development and implementation in recent years of a number of national policy frameworks, programmes and initiatives towards ensuring food security and adequate nutrition for its population. In accordance with Vision 2020 and the first generation of the Zanzibar Poverty Reduction Paper, in 2002 and 2004 respectively RGoZ adopted the Agricultural Sector Policy (ASP) and Agricultural Sector Strategic Plan (SP), thus initially focusing on agricultural productivity as a key aspect of food security. The Government is however increasingly acknowledging the multidimensional nature of food security as shown in the recently launched Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP or MKUZA, the Swahili acronym). MKUZA addresses linkages between food security and nutrition and poverty reduction in terms of food production (productivity increase), food access (strengthening of incomes of the food insecure and poor as well as creation of food safety nets) as well as adequate food utilisation (promoting nutritional status of individuals).

The Zanzibar Food Security and Nutrition (ZFSN) Policy is formulated in response to an earlier detected need for a multi-sectoral food security and nutrition policy framework. The policy is thus directly linked to the MKUZA and plays an important role in building, maintaining and protecting food security and nutrition in Zanzibar. Moreover, the policy intends to assist the Revolutionary Government in ensuring that food and nutrition security is adequately prioritized and addressed in future development plans at both national and district levels, highlighting the important actions that need to be taken by the agricultural, health and other sectors and providing a framework for inter-institutional coordination of implementation, monitoring and evaluation.

## II. ZANZIBAR FOOD SECURITY AND NUTRITION SITUATION ANALYSIS

In 2006, the Government of Zanzibar undertook a comprehensive situational analysis of existing food security and nutrition issues in Zanzibar to help improve the understanding of food and nutrition insecurity and vulnerability conditions as important dimensions of poverty<sup>3</sup>. This section draws heavily on the findings of the Zanzibar Food Security & Nutrition Situational Analysis (ZFSNSA). These findings highlight food security and nutrition problems in Zanzibar on national, household and individual levels, identify and characterize particularly vulnerable groups and the risk factors these groups face. This information provides guidance on targeted multi-sectoral policy options and future interventions to address the underlying causes of food insecurity, malnutrition and vulnerability in the country.

### **National level food security situation**

At national or regional levels, food and nutrition insecurity relates to demographic, socio-economic, environmental and political conditions, and mainly concerns food availability, stability of both supplies and prices of basic food stuffs. In Zanzibar national level food security is characterized by:

- Generally low and unsustainable domestic production and productivity levels (including agriculture, livestock and fisheries). The farming system is characterized by smallholders where production is typically of a subsistence nature and insufficient to meet national demand. About 70 percent of the agricultural labour force is made up of women who generally have inadequate capacities and limited access to productive resources necessary for improvement of productivity. Food items locally produced include paddy, maize, sorghum, cassava, sweet potato, banana and pulses as well as fish as the most important source of animal protein.
- A high dependence on importation of basic food stuffs. An estimated 41 percent of Zanzibar's annual food requirements are accounted for by food imports. Major food items that are imported from Mainland Tanzania and abroad include rice, sugar, wheat flour and livestock products. The great reliance on food imports implies that food availability in Zanzibar is highly determined by external factors as import rules and regulations, exchange rates as well as (inter)national price developments.

- Efforts to improve domestic production are hampered by wide spread environmental degradation, including deforestation, reduced biodiversity and the transformation of coastal and mangrove zones.

There is a great potential for increasing both crop yield, livestock and fisheries output as well as diversifying production for local consumption and export as most of the constraints to reach stable and sustainable production levels are related to low capacity (finance, knowledge, skills, technology) to exploit available resources intensively and efficiently. Efforts to realize the existing potential and as such to decrease vulnerability to food unavailability depend on overcoming a number of challenges to domestic food production, including high levels of subsistence farming, high level of productive labour migration (youth) from rural to urban areas, climatic variations and environmental degradation, inequity with respect to access to productive resources (especially for female headed households / women groups), land management in view of the expansion of human settlement, post harvest losses and the high prevalence of diseases, including HIV/AIDS and malaria. Table 1 below highlights the nature of the vulnerable food security and nutrition situation at the national level in Zanzibar as well as key contributing factors to this situation.

**Table 1: Key contributing factors to vulnerability to food insecurity at national level**

<b>Current FSN situation</b>	<b>Key contributing factors to vulnerability to food insecurity</b>	<b>Vulnerable group(s)</b>
Low domestic food production and productivity	<ul style="list-style-type: none"> <li>• Limited land accessibility for agricultural investment</li> <li>• Encroachment of farming areas (tourism / human settlement)</li> <li>• Limited support services</li> <li>• Low adoption level of (innovative) production technologies</li> <li>• High prevalence of pests and diseases, pre and post harvest losses</li> <li>• Low participation of men and youth in domestic food production</li> <li>• High level of productive labour migration</li> <li>• Inequitable access and control over productive resources</li> <li>• Inappropriate marketing system</li> <li>• Heavy dependence of rain fed agriculture system</li> <li>• HIV/AIDS and other diseases, with profound implications on quantity and quality of national labour force</li> </ul>	Whole population, especially small holder farmers and livestock keepers and fishers in coral rag zones and marginal areas; people living with HIV/AIDS in urban and peri-urban areas and female headed households particularly in Southern District in Unguja
Heavy reliance on food import	<ul style="list-style-type: none"> <li>• Fluctuating import prices and poor quality of imported food stuffs</li> <li>• Inadequate control mechanisms of food quality and standards</li> </ul>	Whole population, especially poor households in urban and coral rag zones

<b>Current FSN situation</b>	<b>Key contributing factors to vulnerability to food insecurity</b>	<b>Vulnerable group(s)</b>
Reduced biodiversity due to environmental degradation, deforestation; and the changing nature of coastal and mangrove zones	<ul style="list-style-type: none"> <li>• Increased human settlement following growing population and tourism development encroaching on forest and farming areas</li> <li>• Poor agricultural soil management techniques resulting in erosion and soil deterioration</li> <li>• Social economic transformation of coastal environment due to tourism development</li> <li>• Coral harvesting for construction purposes</li> <li>• Destructive fishing techniques</li> <li>• Illegal dumping of waste and litter</li> <li>• Uncomplimentary environmental related legislations and regulations</li> <li>• Weak enforcement mechanisms on environmental management and conservation of natural resources</li> </ul>	Urban and rural landless, seaweed farmers and fishers, small holder farmers, people living in areas with low agricultural potential

### **Household level food security and nutrition situation**

Livelihoods in Zanzibar are categorized into three major zones whose main characteristics with regards to vulnerability to food insecurity and malnutrition are briefly described below:

- In the **Fertile agricultural zones** the mainstay of the households is crop production, livestock and clove related agricultural labour. Additional income earning activities include fishing, petty trade, seaweed farming and making bricks, aggregates and lime. Vulnerability to food insecurity in these zones is more transitory and is most prevalent during short rain seasons (vuli rains).



- Being located in the coral areas with patchy arable land the **fishing zones** are characterized by marginal land with limited potential for crops and livestock production. There is not much diversification of income generating activities as most of these areas are prone to environmental degradation. The households in these zones are highly vulnerable to acute, chronic and transitory food insecurity and malnutrition.
- The Urban and Peri-Urban zones have limited agricultural activities due to lack of access to land for cultivation. The majority of persons in these areas depend on income earned from services, (petty) trade and casual labour opportunities. Vulnerability of the people in these areas is related to issues of food price fluctuations and exposure and susceptibility to contagious disease outbreaks and high level of HIV/AIDS infections.

At the household or community level food security and nutrition is particularly linked to the ability of households to obtain an appropriate and nutritious diet, e.g. through a combination of home production, stocks, purchases, barter, gifts, borrowing or food aid. Highlights of household level food security and nutrition in Zanzibar are as follows:

The majority of Zanzibar households are smallholders engaged in subsistence farming, livestock and some in artisanal fishing with (as described in the previous section) production and productivity levels being generally low.

Generally, roles and responsibilities are distributed unequally within the household. As described in the previous section about 70 percent of the agricultural labour force is made up of women, who are also responsible for child care, housekeeping activities, etcetera. This has implications on the productivity levels in the agricultural sector and the level of access to food from own production.

The level of dependence on food purchases for fulfilling basic food requirements is high across all livelihood zones of Zanzibar (broadly categorized as fertile agricultural, fishing and (peri-) urban zones), with the highest dependency rates found in the peri-urban areas of Unguja (80 percent) and Pemba (60 percent) as well as the fishing zones of Unguja (65

percent). This heavy reliance is related to low production and productivity levels as well as to household consumption preferences for foods including rice that are not locally produced to a level to meet local demand

- Inefficiency of the current agricultural marketing system inflicts increased vulnerability to food insecurity and malnutrition to both small scale producers and consumers. Small scale farmers usually are exploited by the middle men as they are forced to accept which ever price is being offered by the buyer, especially at the time when they run out of cash, the situation that hinders their income earning potentials. Similarly, the end consumers are charged exorbitant prices for the commodities which could otherwise be fairly priced if an efficient marketing mechanism is in place.
- Poverty levels are prominent in both rural and urban areas (with an overall food poverty level of 13 percent and a basic needs poverty level of 49 percent)<sup>1</sup> due to low resources inadequate employment and lack of income generating activities, clearly affecting the ability and flexibility of household to achieve an adequate level of consumption. The rural areas are more vulnerable to both food poverty (16%) and basic need poverty (55%) as compared to urban areas where poverty levels are 9% and 41% for food and basic need poverty respectively. Female headed households in Zanzibar (national average 21% and 24% in urban areas) are amongst the poorest and most vulnerable households. They are for example often involved in low quality and low pay income earning activities due to their low access to skills development.
- The incidence of vulnerability to food insecurity and malnutrition broadly differs per livelihood zone. Risk factors include the incidence of food and income poverty (depending on availability of income generation opportunities), as well as potential for agricultural production (due to e.g. erratic rainfall, poor soil conditions and low capacity). The most vulnerable populations are found in Micheweni, Wete and Chake Chake district of Pemba and West, Town and North A districts of Unguja. Rural areas, particularly the coastal plain and coral rag areas are described as highly disadvantages areas. Table 2 highlights the nature of the vulnerable food security and nutrition situation at household level in Zanzibar as well as key contributing factors to this situation. Specific vulnerable groups are also defined.

<sup>1</sup> The food poverty line measures the proportion of Zanzibar's population with a per capita income of less than TSH 12,988 per month. The basic needs poverty line measures the proportion of Zanzibar's population with a per capita income of less than TSH 20,891 per month.

**Table 2: Key contributing factors to vulnerability to food insecurity and malnutrition at household level**

<b>Current FSN situation</b>	<b>Key contributing factors to vulnerability</b>	<b>Vulnerable groups</b>
Low and unstable household production	<ul style="list-style-type: none"> <li>• Climatic conditions such as drought, floods, erratic rainfall (including a high level dependency on rain-fed agriculture)</li> <li>• Limited access to land and extension services</li> <li>• Low levels of education</li> <li>• Insufficient marketing infrastructure</li> <li>• Inequitable distribution of household and child care roles</li> </ul>	<p>Small holder farmers, particularly female headed households, mainly in coral rag zones and marginal areas;</p> <p>Rural landless, particularly women</p> <p>Small scale entrepreneurs and petty traders mainly in urban and peri-urban areas;</p>

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<b>Current FSN situation</b>	<b>Key contributing factors to vulnerability</b>	<b>Vulnerable groups</b>
High incidence of poverty and decreasing purchasing power	<ul style="list-style-type: none"> <li>• Low diversification of income sources and hence limited opportunities to improve livelihoods, further aggravated by variations in ecological environments</li> <li>• Low access to income generating opportunities both in rural and urban areas</li> <li>• Seasonality of income generating sources particularly in agriculture</li> <li>• High level of unemployment</li> <li>• Inadequate entrepreneurship skills</li> <li>• Lack of sufficient safety nets including pension and strained social support networks</li> <li>• Limited access to productive assets (including arable land, equipment)</li> <li>• Instable income earning sources</li> <li>• Devaluation of the Tanzanian Shilling</li> <li>• Rising domestic prices</li> <li>• Low access to and control over household resources among women</li> </ul>	<ul style="list-style-type: none"> <li>• People living below food and basic need poverty, especially people living with HIV/AIDS, female, elderly and orphans both in urban and rural area</li> <li>• Rural Poor, especially firewood collectors, clove pickers, seaweed farmers, fisher folk in coral rag and plantation zones</li> <li>• Urban poor, especially unemployed youth and seasonal workers, female headed households and housewives</li> </ul>

## **Individual level food security and nutrition**

Biological utilization relates to individual level food security and nutrition and is the ability of the human body to effectively convert food into energy and absorb the micronutrients contained in foods. Individual food security and nutritional status thus directly involve the individual's food consumption and health status. The main findings with respect to individual food security and nutritional status in Zanzibar are as follows:

- High levels of malnutrition as reflected by the high prevalence of micronutrient deficiencies and protein energy malnutrition (PEM). The Demographic and Health Survey (DHS 2004/05) indicates that under nutrition in children is significantly present in Zanzibar with 23 percent of under-fives being stunted, 6 percent wasted and 19 percent underweight.

The prevalence of micro-nutrient deficiencies in under-five children is further shown by a high level of anaemia (75 percent, DHS 2004/05) and vitamin A deficiency (VAD) (41 percent, MoHSW, 2004). For women in reproductive age (15-49 years) the prevalence of anaemia is 63 percent (DHS 2004/05) and VAD is 37 percent.

The Iodine Deficiency Disorders (IDD) Study by MoHSW (2001) indicated that the prevalence of goiter in school age children is 26 percent, while the household iodated salt utilization is 64 percent. More profound cases of goiter were observed in Pemba (32 percent) compared to Unguja (21 percent).

- Besides under nutrition, 27 percent of women of the reproductive age are observed to be overweight or obese (DHS, 2004/05). This situation is taken as a predisposition of chronic diseases related to diet and nutrition including diabetes, hypertension, cardio-vascular diseases, cancer and dental cases. It is alarming to note that of all cases reported in Mnazi Mmoja hospital, 27 percent is related to hypertension (MoHSW, 2005).
- Although breastfeeding in Zanzibar is common practice, with 98.4% children being breastfed (IMCI, 2002), *exclusive* breastfeeding (0-6 months) is almost non-existent. A study on VAD (2004) indicated that exclusive breastfeeding infants aged 0-6 months is zero, whereas earlier

study by IMCI (2002) revealed that only 21% infants aged 0-3 months old are exclusively breastfed. Furthermore, the mean age at introduction of solid foods other than breast-fed milk is 3.7 months. Non-exclusive breastfeeding precipitates malnutrition in infancy as reflected in prevalence of underweight, stunting and other growth related failures in subsequent growth phases.

- High prevalence of diseases, including HIV/AIDS, malaria, acute respiratory infections and fever impacting upon overall well-being of people (with under-fives and women particularly vulnerable) and contributing to low productivity in food production and negatively affecting household earning capacity while increasing public and private health expenditures. HIV infection should be regarded as amongst the underlying causes of high levels of malnutrition at individual and household levels as it strikes the most productive and economically active members and thus undermines ability of individuals and households to work and feed themselves. Likewise, AIDS can contribute to malnutrition by reducing appetite of the individual concerned, interfering with nutrient absorption and making additional demands on the body's nutritional status. An additional element contributing to individual and household level food security is the fact that the disease has distinct gender impacts. This is partly due to women being more prone to the disease than men.
- Poor and inadequate sanitation facilities (one third of the households - mostly in rural areas - do not have toilets) which increases vulnerability to diseases and ill health.
- Although the Revolutionary Government of Zanzibar is currently making strong efforts in ensuring availability of and access for all to safe drinking water, coverage for safe water is still inadequate. In addition, proper use of safe water should be promoted.

In addition to poverty, inadequate caring practices, unsanitary environments and limited nutritional knowledge, and low diversity in food intake are among the immediate causes of malnutrition. Main staple foods in Zanzibar are rice and cassava, the latter being known for its low nutritional value. According to Ministry of Health experience, cereals, roots and tubers form over 80 percent of the average per person Daily Energy Supply (DES) with fats and oils accounting for 10 percent of DES. Fish and legumes are the main source

of protein. The contribution of livestock products to the food basket of the Zanzibar population is not significant in that annually per capital consumption of red meat and milk is estimated at 3-4 kg and 1 liter respectively (which do not meet nutritional standards). Approximately 65 percent of the population does not eat meat on a regular basis. Table 3 outlines vulnerabilities to FSN on household and individual levels.

**Table 3: Key contributing factors to vulnerability to food insecurity and malnutrition at individual level**

<b>Current FSN situation</b>	<b>Key contributing factors to vulnerability</b>	<b>Vulnerable groups</b>
Prevalence of protein energy malnutrition (PEM)	<ul style="list-style-type: none"> <li>• Poor health status e.g. HIV/AIDS (0.6 percent) malaria (40 percent), leading to low productivity as well as increased private and public medical expenditure.</li> <li>• Inadequate food intake (unequal intra-household food allocation)</li> <li>• Inappropriate feeding habits</li> <li>• Low nutrition education</li> </ul>	Under-five children and women of reproductive age in vulnerable households
Prevalence of over nutrition	<ul style="list-style-type: none"> <li>• Inappropriate food eating habits and excessive food intake above the recommended daily allowance (RDA).</li> <li>• Low energy expenditure (less exercise) observed mainly in women of reproductive age and elderly group.</li> </ul>	Women of reproductive age in wealthy households Elderly aged group

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<b>Current FSN situation</b>	<b>Key contributing factors to vulnerability</b>	<b>Vulnerable groups</b>
High prevalence of micronutrient deficiencies	<ul style="list-style-type: none"> <li>• Low levels of education and nutrition knowledge and poor food preparation and consumption practices (e.g. overcooking, eating foods with low level of micro-nutrients and tendency of consuming foods that inhibits the absorption of micro-nutrients).</li> <li>• Fluctuating seasonal availability of foods</li> <li>• Poor health status</li> <li>• Inadequate sanitation facilities and inadequate access to and use of safe drinking water</li> </ul>	<p>Adult women and under-five children of poor rural households, especially firewood collectors, clove pickers, seaweed farmers, fisher folk, seasonal workers in urban areas</p> <p>Pregnant and lactating women mostly in rural areas</p>

### **III. LINKAGES TO DEVELOPMENT GOALS AND SECTOR POLICIES**

The previous section has clearly outlined the complex and multi-dimensional nature of food security and nutrition. Over the last few years, the Revolutionary Government of Zanzibar (RGoZ) has been placing an increased emphasis on poverty reduction and the improvement of daily life conditions of the Zanzibar population, including food security and nutrition. Some key and overarching policy frameworks have been developed, including the Zanzibar Development Vision 2020 and the Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA). The Zanzibar Food Security and Nutrition Policy is formulated within the context of these frameworks, which guide the development agenda and initiatives of the Government as well as in the context of international commitments and conventions and a series of national policies and strategies designed to establish an enabling environment for sustainable development. The ZFSNP does not intend to replace, duplicate or overwrite existing policies and initiatives. It rather aims at maximizing synergies, filling gaps and recognizes respective relationships to food security and nutrition issues. As such, this chapter describes the linkages with the overarching policy frameworks of Vision 2020 and MKUZA as well as to targets set by sector policies.

#### **Overarching Policy Frameworks: Vision 2020 and MKUZA**

Zanzibar's overall Development Vision 2020 articulates a long term focus on attaining sustainable human development with an immediate objective to reduce the number of people below the food poverty line in both rural and urban areas by 15 percent in 2010. Poverty in the Vision is defined to include both lack of income as well as lack of accessibility to the basic needs of the Zanzibari people and the framework guides to achieve the objective above through increased agricultural production and productivity so as to enhance food security, increase agro-export and farmer income through modernization and commercialization of agriculture. The Vision further underscores the importance of provision of vocational training for the youth, women and the community as a whole to better prepare them for self-employment, so as to transform the non-formal sector effective and competitive for economic growth and poverty reduction. Promotion of good governance is also enshrined in Zanzibar's long term development Vision, calling for a truly democratic and pluralistic society, accountability and transparency.

MKUZA is the second generation of the national development framework to implement Vision 2020 and is in line with MDGs and other international agreed commitments and targets. The focus is on reduction of both income and non-income poverty and ensuring the attainment of sustainable growth. MKUZA elaborates on tackling food security from a cross sectoral perspective stressing the symbiotic linkages between poverty reduction and food security. A twin track approach to food security<sup>1</sup> is clearly reflected in MKUZA that is structured along the three clusters of growth and reduction of income poverty; social services and well-being; and good governance. MKUZA also upholds democratic governance (the principle of transparency, full participation and consultation in the decision making process, with particular attention to local governments) and promotes the fulfillment of Human Rights, including the Right to Food, by inclusion of HR principles of non-discrimination, empowerment and accountability. Food security and nutrition goals as set out in MKUZA and that concur with the Human Right to Food are shown in table 4 below

<sup>5</sup>The twin track approach typically focuses on increased agricultural production and productivity on the one hand, distinguishing between subsistence and productive agriculture, and strengthening safety nets of vulnerable groups through improved social well being, social security and increased incomes on the other. FAO Twin Track approach to Hunger Reduction (2003). [www.fao.org/docrep/006/J0563E/J0563E00.HTM](http://www.fao.org/docrep/006/J0563E/J0563E00.HTM)

**Table 4: Relevant Goals relating to FSN and HR as set out in MKUZA**

**Table 4: Relevant Goals relating to FSN and HR as set out in MKUZA<sup>2</sup>**

<b>CLUSTER 1</b>	<b>CLUSTER 2</b>	<b>CLUSTER 3</b>
<p>Promoting growth and reduction of income poverty, where reduction in food insecurity and poverty measures is addressed through:</p> <p><b>Goal 1:</b> Create an Enabling Environment for Growth</p> <p><b>Goal 2:</b> Promote sustainable pro-poor and broad based growth</p> <p><b>Goal 3:</b> Reducing income poverty and attaining overall food security</p>	<p>Addressing food security and nutrition issues of human capability in terms of survival and access to social services through:</p> <p><b>Goal 1:</b> Ensuring equitable access to demand driven quality education, which is gender and environmentally responsive;</p> <p><b>Goal 2:</b> Improved health status including reproductive health, survival and well-being of children, women and vulnerable groups;</p> <p><b>Goal 3:</b> Increased access to clean, safe and affordable water;</p>	<p>Advocating active participation process and fostering of human rights to food through:</p> <p><b>Goal 1:</b> Ensure inclusiveness of people in the governance and in development processes</p> <p><b>Goal 2:</b> Improved service delivery and institute civil service reform</p> <p><b>Goal 4:</b> Improve public safety and security - as related to food security &amp; food safety</p>

<sup>2</sup>Table 4 only includes the goals most relevant to FSN

	<p><b>Goal 4:</b> Improved sanitation and sustainable environment;</p> <p><b>Goal 6:</b> Improved food security and nutrition among the poorest, pregnant women, children and most vulnerable groups;</p> <p><b>Goal 7:</b> Strengthening and expanding social security and safety nets for the disadvantaged and most vulnerable population groups;</p>	<p><b>Goal 5:</b> Increase capacity of government institutions and actors</p> <p><b>Goal 7:</b> Strengthen legal framework to support economic growth</p> <p><b>Goal 8:</b> Strengthen institutions of oversight and accountability, including improving access to information</p> <p><b>Goal 9:</b> Provision of timely and reliable information and data for M&amp;E of government activities and governance initiatives</p>
		<p><b>Goal 10:</b> Inculcate good governance practices at all levels</p> <p><b>Goal 11:</b> Promote and facilitate enjoyment of human rights</p>

### **Current Policies, Strategies and Plans related to Food Security and Nutrition in Zanzibar**

This section presents an overview of those policies, strategies and plans that most immediately relate to addressing the underlying causes of food insecurity, vulnerability and malnutrition. The section identifies existing policy gaps related to measures to be undertaken to address these problems

at national, household and individual levels (annex 1 provides a complete overview of the results of the policy gap analysis). Successful implementation of the ZFSN Policy will be achieved in close collaboration and coordination with the implementation of these sector policies, strategies and plans.

### **The Agricultural Sector Policy (2002)**

The overall goal for the Zanzibar Agricultural Sector Policy (ASP) is to promote sustainable development of the agricultural sector for economic, social and environmental benefits for its people. The policy has among its objectives to attain household and national food security and improve nutritional status of the people particularly children and lactating mothers.

For effective implementation of the policy, a clear operational plan (the Agricultural Sector Strategic Plan (SP)) has been formulated in 2004. The plan comprises a set of innovative actions designed for the commercialization of the agricultural sector so as to increase agricultural production and productivity, rural incomes, attaining national and household food security and support overall economic growth.

The policy and its operational plan comprehensively address issues that have a direct link with increased food availability as well as household resource levels and as such contribute significantly to the food and nutrition status of the country. Despite this, the growth of the agriculture sector still is at marginal level implying that much effort is needed to promote effective implementation of the Agriculture Sector Policy. The FSN Policy intends to build upon strategic areas identified in ASP and SP in improving smallholder agricultural production and productivity and - through policy dialogues - to set up measures towards their operationalization to achieve projected goals and benchmarks.

### *Health Policy (2002)*

One of the goals of Zanzibar's Health Policy is to improve and sustain the nutritional status of Zanzibari people, particularly that of women and children. To achieve this goal the policy aims to ensure the availability, safety storage and distribution of food throughout the country and to initiate nutrition education.

It is observed that Zanzibar does not have a defined, published policy regarding food safety and quality. There are, however, several laws of relevance to food safety and quality, institutions involved and the regulated food products or sectors. These are summarized in the table below.

**Table 5: Laws of relevance to food safety and quality**

<b>Law or Regulation</b>	<b>Food Regulated</b>
1. Food protection decree (chapter 73 of the laws of Zanzibar, 1931)	Milk and dietary products
2. Public Health Rules (Aerated water and Ice factories), 1998	Manufacture of aerated water and ice
3. Public Health Act, 1998	Consolidation of public health regulations
4. Quarantine Rules (chapter 74 of Zanzibar Laws, 1931)	Food imports
5. Food drugs and cosmetic Act 2006	All foods

*National Environmental Policy and Programme of Zanzibar (1992)*

Environmental sustainability is critical to the pursuit of food security and nutrition and economic development that depends on appropriate and sustainable use of the environment and the management of natural resources. The National Environmental Policy and Programmes of Zanzibar guide the framework for environmental management in management of water resources, management of deeper soils, coastal zone management, coral rag management, all of which endeavor to sustain adequate food security and nutritional status. The policy recognizes the essential link between sustainable development and sound environmental management in addressing food insecurity and malnutrition.

*National Land Use Plan (1995)*

Access to arable land is an important prerequisite for food security and nutrition for many rural families. The National Land Use Plan (NLUP) for Zanzibar recognizes that agriculture forms one of the largest land consuming

sectors in Zanzibar, absorbing about 60 percent of total land area. The plan advocates security of land tenure system that provide access to and control of land resources which plays a very significant role in food production thus ensuring food availability and accessibility at household levels.

It is obvious that the security of farming land is very important for supporting food security and nutrition in Zanzibar. However, the current National Land Use Plan does not guarantee security of tenure which should motivate farmers to invest and manage their farm properly. The additional policy inadequacy in NLUP is lack of land zoning resulting into encroachment of potential agricultural land. Moreover, there is a laxity on enforcement of existing land legislation that was enacted to implement NLUP.

#### *National Water Policy (2004)*

Water is vital to health, safety and socio-economic development of people. The Zanzibar Water Policy recognizes the right to adequate clean and safe water as an essential element in reducing poverty and ensuring food security and nutrition through i) protection of water resources for quality and use in accordance with water and environmental conservation principles, and ii) the development and provision of water supply and sanitation in a sustainable manner, with a demand responsive outlook. The policy provides guidance on accessing clean and safe water for its people while considering nature conservation.

#### *Small and Medium Enterprise (SME) Policy (2006)*

The overall objective of the SME policy is to create conducive environment for promotion of the small and medium enterprises with the aim to increase employment and income earning opportunities, as well as production and capacity in competitive production. The policy seeks to assist, build and strengthen the current Government initiatives in promotion of national economy and reduction of poverty with the involvement of private sector. As such the policy has direct link to food security and nutrition issues in promoting household food accessibility through increased opportunities for self employment, creation of stable small enterprises and increased diversification of livelihood options.

#### *Trade Policy (2006)*

Zanzibar's trade policy seeks to facilitate smooth running of all trade related activities in Zanzibar. It aims at strengthening private sector participation in the trade of goods and services in Zanzibar and ensures that the trade related



initiatives are implemented in coordinated manner. The trade policy links with the Zanzibar Food Security and Nutrition Policy on tariff and taxation issues. The trade policy advocates the tariff and taxation relief on imported goods including food stuff as well promoting price stabilization. Another important linkage is the area on standard and quality control. The policy puts more emphasis on standard and quality control on imported and exported foods items and products, and thus the strengthening of Government Chemist is given due priority. Lack of Board of Standards has been identified as a gap within the trade policy.

#### *Zanzibar Industrial Policy (1998)*

The Industrial Policy seeks to address critical issues facing the industrial sector and provides for the optimal exploitation of the existing strength in natural resources, particularly agriculture, marine products and forestry. As such it creates a favourable environment for employment creation and income generation. The policy addresses issues of low investment opportunities which deter improvement of agricultural and other related productive sectors.

#### *Zanzibar Investment Policy (2005)*

Zanzibar Investment Policy provides the major structural and institutional changes with respect to increased private investment promotion. The policy takes into consideration the trade development requirements of having an efficient Freeport and Export Processing Zones and as such improves import-export marketing efficiency. In addition, the policy considers the need for improving the service sector and provides linkage to tourism industry with promotional services, training for hotels and catering, conservation and site development. Basically, the policy provides opportunities for rural landless and urban unemployed youth to benefit from investment sector.

#### *Zanzibar Tourism Development Policy (2004)*

Zanzibar is experiencing a steady development of its tourism sector. The sector occupies the bigger proportion of the total Foreign Direct Investments (FDIs) and domestic investments. In order to regulate the development of the tourism sector, the Government of Zanzibar introduced the Zanzibar Tourism Development Policy in 2004 and formulated the Tourism Master Plan that laid down a framework of measures for sustainable development of tourism in Zanzibar. The policy seeks to stress on quality, while considering the environment impact, and offer institutional and market incentives to those who are involved in the production of essential services for the tourism industry.

### *Zanzibar Education Policy (2006)*

Zanzibar Education Policy seeks to promote acquisition and appropriate use of all forms of knowledge and skills for full development of human personality and improvement of quality of life of the society. It aims at transforming the Zanzibar society into a human capital able to meet the challenges of changing socio-economic environment as such contributing to achievement of national goals of economic growth and attainment of household food security. The education policy is therefore, directly linked to food security and nutrition issues as it impacted on food accessibility through increased competitiveness, entrepreneurship and quality of labor force, resulting into improved employability and self employment and thus increased opportunities for income generation

### *Zanzibar Vocational Education and Training Policy (2005)*

Technical and vocational training is a necessary ingredient towards poverty reduction as it provides opportunity for self employment and enhances the attainment of food security and nutrition at household level. The overall objective of the Zanzibar Vocational Education and Training Policy is to provide a framework for learning opportunities to youth with the aim of creating employment opportunities and fostering entrepreneurship values and skills. In this way, the policy links with food security and nutrition in promotion of household food accessibility and resource levels through improving human resource capabilities.

### *Zanzibar Information Policy (2005)*

The overall objective of Zanzibar Information Policy is to inform the Zanzibar society on socio-economic changes and development trends with particular attention on the fight against poverty and in the provision of basic social services such as education, health and safe drinking water. As such the policy has strategic impact on food security and nutrition as it promotes effective communication on various FSN related policies and programmes as well as concerns of communities related to poverty, food insecurity and malnutrition and on good governance.

### *Zanzibar National HIV/AIDS Strategic Plan (2004/5 - 2008/9)*

The National HIV/AIDS Strategic Plan underlines strategic actions towards control and prevention of any further spread of the disease. The Strategy Plan has identified five thematic areas for interventions of which health care and

support to people living with HIV/AIDS is directly related to food security and nutrition through strengthening the community home-based care of people living with HIV/AIDS.

*Zanzibar Land Husbandry Improvement Strategy and Action Plan (2003)*

The Zanzibar Land Husbandry Improvement Programme (ZLHIP) outlines the integrated participatory approach towards improving soils and land husbandry practices that could improve and sustain agricultural production and productivity and overcome escalated threats of soil degradation and mismanagement of land resources. The strategic action plan proposed links very well with goals and strategies of food security and nutrition policy as it set to attain a sustainable levels of agricultural production and productivities and as such improves local food production and enhance availability.

*Other sector policies, plans and initiatives impacting on food security and nutrition*

Given the multidisciplinary nature of food security and nutrition issues, there are several other policies and plans that influence food security and nutrition including those on finance, social welfare, gender, transport, telecommunication, community development and science and technology. While these sectoral policies and plans impact on food security and nutrition their implementation has not adequately addressed issues of food security and nutrition. This has mainly been contributed by a lack of a comprehensive framework and multi-sectoral coordination. In addition, there has not been any attempt to monitor the impact of these policies on food security and nutrition.

The incumbent overview of sector policies that impact on FSN revealed the existence of policy and institutional gaps in enforcing relevant regulations and operationalization of endorsed policies as far as they relate to FSN issues. Ultimately the ZFSN Policy intention is not to duplicate or overwrite existing sector policies but is meant to clearly address these gaps that are elaborated in Annex 1.

#### IV. STRATEGIC INTENT OF THE ZFSN POLICY

##### **Vision and Mission of the ZFSN Policy**

The vision of the ZFSN Policy is directly in line with the vision of the MKUZA envisaging sustainable access for all citizens to safe, nutritious and culturally acceptable food to meet nutritional requirements for a healthy and active life. This vision fully recognizes the *right* of all Zanzibari to have permanent access to adequate, safe and nutritious food that is culturally acceptable.

The mission that the ZFSN Policy underwrites is to promote sustainable and permanent availability, equitable accessibility and utilization of safe and nutritious food for all through integrated and well-coordinated multi-sectoral measures/initiatives at all levels of Government directly involving civil society and the private commercial sector.

##### **General Objective and Goals of the ZFSNP**

The overall objective of the ZFSN Policy is to create a conducive environment that enables all Zanzibari to have equitable access at all times to safe, nutritious and culturally acceptable food in sufficient quantities for an active and healthy life, and to provide special protection of vulnerable population groups from the effects of emergency situations on their food security and nutrition situation.

The goals of the policy are:

1. Improved food availability through enhancing domestic food production, more efficient food marketing and trade.
2. Increased purchasing power and access to food for all resource poor households.
3. Improved utilisation of adequate, nutritious, safe and high quality food to all members of the household.
4. Reduced vulnerability to food insecurity and malnutrition for resource-poor population groups through well-targeted social protection measures and effective national emergency preparedness and food emergency measures.
5. Improved and sustainable management of the environment and of land and marine resources.

## **Policy Implementation Principles**

The ZFSNP is based on the following principles that will guide the implementation process to meet its vision, mission and objectives:

- i. Every person has the right to adequate food and nutrition and to a standard of living conducive to an active and healthy life, as stipulated in the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights, and other international agreements, and re-affirmed in MKUZA;
- ii. Interventions prioritized are based on the Zanzibar Food Security and Nutrition Situation Analysis (ZFSNSA), and address the therein identified high priority causes that affect resource-poor households and communities;
- iii. Implementation of measures designed to attain the overall objective and goals of the ZFSN Policy are further defined in the ZFSN Programme and these are fully in line with the priority areas identified in the MKUZA.
- iv. Based on identified needs, and in line with MKUZA priority areas, the implementation of measures to attain the ZFSN Policy goals will be accompanied by programmes to strengthen institutional capacities at all levels of government
- v. Implementation of the ZFSN Policy will be in full coordination with all relevant sector policies and strategies, focusing on measures not adequately covered in those policies in order to reduce food insecurity and vulnerability and malnutrition particularly among the most affected population groups.
- vi. ZFSNP is nationally owned. While RGoZ will provide leadership in its implementation, special efforts will be made to strengthen public-private partnerships to achieve common goals and to strengthen the capacity of civil society and the private commercial sector to contribute to food security and good nutrition of all Zanzibaris, in ways which full respect all human rights;
- vii. The ZFSN policy measures and programmes based on these will be fully consistent with pro-poor growth strategies and will focus on providing social protection for vulnerable population groups through food and non-food safety net programmes.
- viii. The implementation and achievements of the ZFSN Policy and compendium Programme will be monitored as part of the MKUZA Monitoring Master Plan and with special focus on ZFSN Policy

- objectives and goals and guiding implementation principles.
- ix. Policy implementation will be guided by Human Rights principles that include:
- (a) full respect for **human dignity and the rule of law**;
  - (b) mechanisms in place to hold public institutions with responsibilities for the achievement of food security and good nutrition **accountable** for their performance and for the use of public resources;
  - (c) **no discrimination** with respect to age, gender, social status, religion, color and racial background;
  - (d) due concern for equitable outcomes of implementing policy measures and other actions towards achieving permanent and sustainable food security and good nutrition;
  - (e) effective and equal **participation** and **empowerment** of all Zanzibaris and/or their representatives in the formulation, implementation and monitoring of policy measures, programmes, projects and other actions; and
  - (f) **transparency** in decision making and public resource allocation and use.

## Strategic Areas of Policy Interventions

### **Goal 1: Improve national food availability through the enhancement of domestic food production and productivity and more efficient food marketing and trade**

The sector policies for agriculture, trade, and small and medium enterprises (SME) outline several relevant food security related policy measures to increase agricultural production and marketing. Nevertheless these policies and strategies generally have an agricultural growth orientation, and thus have no explicit focus on food security. It is therefore necessary to integrate, emphasise and complement those policy fields and strategic actions to ensure sustainable increase in local production of food that is diversified, affordable and healthy. A number of operational targets are set to improve food availability through enhancing domestic food production and productivity. In addition, the policy advocates for the improvement of efficiency in food marketing and trade.

***Policy strategy 1.1: Ensure efficient and sustainable increase in domestic food production and productivity***

***Priority areas for intervention***

- Advocate and promote investment in agricultural areas, including crop, livestock and fisheries with high potential for growth.
- Promote policy dialogue towards implementation of agricultural sector investments and access to productivity-enhancing, environmentally sustainable technologies (e.g. agro-processing and value addition), targeting small-scale producers, particularly women.
- Provide effective linkages between technological generation, service providers and recipients. A more strategic approach to extension support for increasing agricultural production based on the comparative advantage within the agro-ecological potential needs to be adopted.
- Advocate and facilitate rapid land reforms that will reinforce the Zanzibar farmers' security of land tenure, offer a stimulus for increasing investment on land, and also as collateral for credit.
- Enhance effective implementation of the Agriculture Sector Policy, Agriculture Strategic Plan and Zanzibar Irrigation Master Plan to increase intensity and yields.
- Exploit the potential of smallholder farmers in development and promotion of backyard farming including home gardening, improved poultry and small scale dairy keeping.
- Exploit the potential and positive impacts on rural and urban employment and income opportunities to generate on-farm and off-farm employment and income expanding investment in regional development programs, specifically targeting youth.
- Identify and promote more sustainable livelihood options for resource poor farmers in ecologically fragile areas.

***Policy strategy 1.2: Increase efficiency in (domestic) food marketing and trade***

***Priority areas for intervention***

- Formulate National Marketing Policy and Strategy to address among other things poor physical infrastructure, lack of know-how and capital investment, the existing weak institutional arrangement and provide a framework to coordinate and regulate the operations of wholesale and retail

markets.

- Improve market infrastructure such as roads, transport, markets, and communication systems to ensure smooth movement of agricultural products from production areas to the final markets, both internally and externally.
- Establish mechanisms for effective coordination of marketing institutions.
- Review outdated and obsolete regulations.
- Make concerted efforts for the promotion, production and commercialization of agricultural products.
- Raise awareness for the production of commodities with comparative advantages.
- Support development of appropriate technology for agricultural commodities.
- Strengthen institutional capacity to establish and enforce quality control.
- Ensure produce inspection for both local and export markets.
- Promote both foreign and local investment in agro-processing and agro-based industries for the potential agricultural products.
- Encourage formation of marketing interest groups and associations.

## **Goal 2: Increased purchasing power and access to food for resource-poor households**

The lack of food security reflects inadequate income (through e.g. inadequate employment opportunities) and purchasing power of individuals and households. To enhance household economic access to food, a number of policy strategies are set to promote employment creation and income growth for the poor and unemployed women, men and youth.

***Policy strategy 2.1: Increase diversification of rural and urban based economic activities to expand livelihood options and reduce vulnerability to risks of food insecurity and malnutrition***

***Priority areas for intervention:***

- Promote linkages of practices in agriculture, trade, manufacturing and tourism to local economic activities and enhance exploitation of potentials in key economic growth sectors.
- Identify and promote viable economic activities according to agro ecological potentials and encourage specialization of economic activities based on the



potentiality.

- Improve sustainable access to micro-credit to small-holders, in particular women and youth.
- Promote technical and vocational skills to reflect the comparative advantages of the locality with emphasis on women, people with disabilities and youth.
- Develop and promote adoption of appropriate micro-enterprise technologies.
- Develop special employment schemes (such as food for work and cash for food) to capture particular interests and needs of different vulnerable groups such as people with disabilities, people living with HIV, youth and women.

***Policy strategy 2.2: Promote credit availability to rural and urban micro-entrepreneurs***

***Priority areas for intervention:***

- Formulate effective micro-credit policy which links well with other development policies such as the Vision 2020, ZSGRP and other sector related policies, taking into consideration the existing gender disparity on credit accessibility.
- Develop appropriate legal framework for the operations of Micro Finance Institutions (MFIs), including Savings and Credit Cooperatives (SACCOS), promoting participation of especially youth and women.
- Promote dialogue for establishment of micro-finance window with commercial banks for on lending to small and micro-enterprise sector.
- Promote skills to credit beneficiaries especially women and youth on credit management, saving mobilization, basic accounting, financial management, cash flow management, life skills, technical and marketing issues.
- Develop / strengthen special credit programmes for women.

***Policy strategy 2.3: Development of Micro Small and Medium Enterprises (MSME) to enable the poor to take advantages of economic growth***

***Priority areas for intervention:***

- Promote micro, small and medium enterprises with high growth potential (in agriculture, tourism and trade sectors) and significant opportunities for self employment.

- Initiate small business development services including business incubation system, and develop programmes for providing managerial, technical and information support to MSME.

Removal of constraints hindering development of MSME

### **Goal 3: Improved utilization of adequate, nutritious, safe and high quality food to all members of the household**

Utilization of food for nutrition, consumption of food rich in macronutrients (calorie, protein, fats and oils), micronutrient-rich food supplementation and nutrition education and information transfer, particularly for the vulnerable people (poor women, children, people living with HIV/AIDS and disabled) play a significant role in the improvement of the overall nutrition situation. Over and above, prevention and control of diseases and programmes relating to water, sanitation and other health development services need to be addressed. To address the above the following policy strategies will be implemented:

#### ***Policy strategy 3.1: Ensure use of clean and safe drinking water and improved sanitation***

##### ***Priority areas for intervention***

- Promote proper utilisation of clean and safe drinking water.
- Promote proper sanitary practices.

#### ***Policy strategy 3.2: Ensure effective public health and nutrition education interventions***

##### ***Priority areas for intervention***

- Promote effective implementation of health policy with special emphasis on health education, child care and physical exercises.
- Strengthen analytical capacities, harmonization of standards and quality assurance mechanisms.
- Promote nutrition education to enhance quality and proper utilization of safe food taking into account the different concerns of man and women.
- Promote dialogue to enforce appropriate regulatory mechanism to assure quality food supply.
- Promote proper use of local available food stuffs such as cereals, legumes, root crops, vegetables and fruits.
- Strengthen effective food supplementation and fortification

**Goal 4: Reduced vulnerability to food insecurity and malnutrition for resource-poor population groups through well-targeted social protection measures and effective national emergency preparedness and food emergency measures.**

The effects to vulnerability to food insecurity and malnutrition inflicts upon the lives of the vulnerable population including those most vulnerable groups without coping mechanisms in times of emergency as well as the elderly working population after retirement age. The policy recognizes the need to mitigate the impact of these shocks by protecting the most vulnerable groups as well as providing effective mechanisms for social protection for retired workers from both formal and informal sectors.

***Policy strategy 4.1: Strengthen disaster management, emergency relief and FSN information Systems***

***Priority areas for intervention:***

- Develop national emergency response system including annual crop assessment, monitoring, surveillance, and early warning systems as well as food and relief distribution.
- Build the capacity of responsible institutions to carefully plan and adopt an effective targeting mechanism for food assistance, responding to potential disaster/crisis/shocks to the needy in a timely manner.
- Establish a food security early warning system to generate information on weather, crop production forecast, and food price forecasts that are important for responding to prevailing shocks.
- Provide humanitarian assistance during emergency situations to vulnerable households.
- Promote public assistance programs primarily aimed at transferring resources to enable vulnerable people to re-invest / re-engage in their livelihoods after the occurrence of any shocks.

***Policy strategy 4.2: Strengthen social protection and safety nets to the needy and vulnerable groups***

***Priority areas for intervention:***

- Support targeted public assistance programs with a view to provide basic

support targeted at the poor and vulnerable groups. This includes school feeding, school gardening, home rationing and supplementary feeding programmes for vulnerable groups to reduce malnutrition and related illnesses.

- Advocate community self-support schemes for vulnerable population including elderly, orphans , people living with HIV/AIDS and people with disabilities.
- Promote formation of sector specific retirement groups and extend coverage of social protection to informal sectors.
- Mobilize communities to engage in and contribute to different insurance schemes.

### **Goal 5: improved management of the environment and of land and marine resources**

The ZFSN Policy recognizes the relevance of integrated sound management of natural resources and environment in sustaining both agriculture and supportive livelihood options that will ensure food and nutrition security of the populace. Despite the existence of policies related to land use, environment and agriculture, there has been wide spread environmental degradation which is mainly attributed to increased human settlement, untamed over-exploitation of natural resources, improper disposal of waste and continued depletion of soil fertility. To address above issues the following strategies will be implemented:

#### ***Policy strategy 5.1: Enhance institutional coordination and management of environment and natural resources***

##### ***Priority areas for intervention:***

- Promote harmonization of environmental related legislations and regulations.
- Enhance enforcement mechanisms for environmental management and conservation issues.
- Foster community involvement in management and conservation of natural resources.

***Policy strategy 5.2: Enhance improved land husbandry management practices***

***Priority areas for intervention:***

- Promote implementation of measures foreseen in the Zanzibar Land Husbandry Improvement Strategy and Action Plan of 2003

## V. CREATING AN ENABLING ENVIRONMENT FOR ZFSN POLICY IMPLEMENTATION

### **Legal Framework**

The Ministry of Agriculture, Livestock and Environment (MALE) has been given the mandate of Food Security and Nutrition by The Revolutionary Council of the RGOZ and as such has taken the lead to formulate the Zanzibar Food Security and Nutrition Policy and Programme, in full consultation with other sector ministries and non-governmental stakeholders. Food security is a multi-dimensional concept, and thus some of the issues related to food security and nutrition fall outside the legal mandate of MALE but belong to the mandates of other Ministries. The existing regulatory framework for issues related to nutrition, food quality and inspection lies within the mandate of the Ministry of Health and Social Welfare (MoHSW) whereas responsibilities on issues related to trade, consumer protection and marketing are within the legal mandate of the Ministry of Tourism, Trade and Investment. Other pertinent issues of FSN also fall within partial or full responsibilities of other Ministries such as emergence response (under CMO), land and water resources (under MWCEL), district planning and administration (under MS(PO)RASD), and Human Rights to Food (under MS(PO)CAGG). The current legal mandate of MALE, relating to agricultural production related issues including the legal mandate on environment and cooperatives, has not been expanded to cover the requirements for effective implementation of all FSN issues in line with the directive from the Cabinet.

Besides a clear need for strong collaboration and inter-institutional coordination to address FSN issues effectively, ZFSN Policy implementation will require the establishment of the legal mandate (by means of a Food Security and Nutrition Bill) for coordination of FSN issues to be put under the auspices of the Inter-Sectoral Steering Committee (ISSC) representing all key Ministries that embrace FSN issues. The National FSN Division will be legally established within MALE that will operate under the technical guidance of Stakeholders Technical Committee (STC) and overall supervision of ISSC. The Division will provide overall coordination of the implementation of FSN policy and programme and will be drawing staff from MALE and other key Ministries. Secondment to the NFSND of key technical staff from various ministries will be mandated by the same law that establishes the NFSND. In this way, the existing legal mandates of all other

key Ministries on FSN issues will be sustained, but the implementation of FSN policy and programme will be coordinated through the National FSN Division established under MALE.

### **Institutional Framework**

Given the multi-dimensional nature of food and nutrition security, several ministries and institutions need to work together and ensure that diverse sectoral and multi-sectoral policies relate appropriately and make contributions to the immediate and longer term food security and nutrition policy objectives. The institutional SWOC<sup>7</sup> analysis was conducted as part of the ZFSNP&P formulation process to assess the current situation on institutions that bear the collective responsibilities over FSN issues. The analysis was set to determine the institutional strengths and weaknesses in fulfilling their roles on FSN and to foresee the Opportunities and challenges to be expected in assuming the responsibilities of implementation of FSN Policy. The general outcome of SWOC analysis showed the existence of policies and guidelines related on FSN issues and overall favorable policy environment. However, there is existence of capacity gaps in implementation of FSN issues both at national and sub national levels. At national level, the main gaps have been identified as weak institutional capacities in terms of facilities and staff qualifications, weak implementation capacities for sector policies, weak enforcement of respective legislations and inadequacy in budgetary allocations. Other national issues rose during SWOC analysis includes lack of coordination between and among institutions dealing with FSN and ambiguous and unclear regulatory framework with regards to food quality control and marketing. The main weaknesses identified at sub national level includes inadequate human and physical resources, lack of comprehensive district development plan and incomplete decentralization process.

The FSN Policy recognizes the multi-sectoral nature of FSN issues and as such, its objectives are set to be achieved through effective sectoral coordination and active participation of various stakeholders with clearly defined roles and responsibilities.

### **Roles and responsibilities of stakeholders**

The implementation of FSN Policy will involve a wide range of actors

<sup>7</sup> An assessment of institutional strength, weakness, opportunities and challenges

operating in different sectors and at different levels. The most key actors to be involved in the implementation of FSN Policy are Government Institutions, Civil Society Organizations (Community-Based Organizations - CBOs - and Faith Based Organizations - FBOs), the Donor Community and the Private Sector.

### **(a) Government institutions**

Various Government Institutions have roles to play in creating an enabling environment for implementation of the ZFSN Policy, as issues identified in the policy touch in one way or another in their current mandatory areas. This calls for a strong inter-sectoral collaboration and coordination as a necessary condition for effective and efficient policy implementation. The following Ministries are identified as key actors in FSN implementation in accordance to their roles and mandatory areas:

#### ***Ministry of Agriculture, Livestock and Environment (MALE)***

The ministry is the leading institution in coordination of the Policy implementation. The current mandatory areas with regards to FSN include responsibilities over local agricultural production and productivity issues and regulatory framework for environment, natural resources and cooperatives. As such the Ministry will assume a coordinating role on policy implementation, and evaluation and will be working very closely with all key ministries and institutions which are responsible for implementation of FSN Policy.

#### ***Ministry of Tourisms, Trade and Investment (MTTI)***

With regards to FSN, the Ministry is responsible for regulation concerned on food importation, marketing and consumer protection. The FSN Policy recognises the role of food importation as main contributor to the overall national food availability, as such the Ministry responsibilities on ensuring food safety and consumer protection adjoin important areas of FSN policy implementation. The Ministry is also partially responsible for regulatory framework on food marketing, the efficacy of which is considered by FSN Policy as an important label in reducing food insecurity and malnutrition to most vulnerable producer and consumer groups.

<sup>7</sup>An assessment of institutional Strengths, Weaknesses, Opportunities and Challenges



### ***Ministry of Labour, Youth, Women and Children Development (MLYWCD)***

The ministry is mandated to safeguard labour regulations with regards to investments and enterprises related to income generation which are important areas envisaged in FSN Policy in ensuring food accessibility at household level. The Ministry's functional responsibilities also touches upon community mobilizations, gender mainstreaming and care to vulnerable groups especially women and children, all of which are identified as core areas in FSN Policy implementation.

### ***Ministry of State Regional Administration and Special Departments (MoRASD)***

The FSN Policy recognises the role of districts for implementing policy and programme as such the MoRASD assumes a prominent role in mainstreaming FSN in district development planning. The Ministry also responsible for ensuring effective performance of district and community authorities in supervision, monitoring and evaluation of the district and community level FSN issues.

### ***Ministry of Health and Social Welfare (MoHSW)***

The ministry of Health and Social Welfare is responsible for all nutritional and health related aspects of FSN Policy. In recognition of this role, the ministry is mandated with the tasks of identification of the nutrient rich foods, conducting food analysis and enforcing food safety regulations. In addition the Ministry's activities in FSN areas includes provision of nutrition counseling, conduction of health and nutrition education sessions, promotion of hygiene and sanitation, and provision of nutritional support, care and treatment to HIV/AIDS affected and infected as part of social safety nets as identified in FSN Policy.

### ***Ministry of Water, Construction, Energy and Land (MWCEL)***

The FSN Policy recognizes that effective land administration including implementation of the Land Use Plan is a significant contributing factor in addressing both food availability and accessibility as it will improve local agricultural productivity and ensure access to credit facilities. The Ministry responsible for Land has therefore a prominent role in implementing FSN Policy as it guarantee the effective implementation of land legislation including protection of potential agricultural land from encroachment and destruction ensuing from other challenging development activities. The

ministry is also responsible in facilitating availability of clean and safe water for human, and livestock consumption, and in regulating energy tariffs for sustainable livelihood development and as such contributes towards effective implementation of FSN Policy in promoting livelihoods and ensuring food and water safety.

### ***Ministry of Finance and Economic Affairs (MoFEA)***

The ministry of Finance and Economic Affairs have overall responsibilities over National Planning and Budgetary issues and is custodian of overarching National Policies such as Vision 2020 and ZSGRP (MKUZA). As FSN Policy is basically derived from MKUZA as overarching framework guiding implementation of food security and nutrition goals, The Ministry assumes important roles on implementation of FSN Policy on the issue of regulating rural and urban financial services for promoting agriculture and other micro- enterprises sectors; allocating adequate financial resources for FSN Policy implementation through and other frameworks and in encouraging private sector investment in agriculture and other micro-enterprise sectors through taxes incentives and other related tariffs aimed to improve business environment. As coordinating institution for MKUZA, the Ministry also provide framework for Monitoring of FSN in line with MKUZA Monitoring Master plan.

### ***Ministry of Education and Vocational Training (MoEVT)***

The ministry is responsible for all technical and vocational training and as such is entitled to provide guidance in provision of appropriate vocation training to address the concerns of food security and nutrition interventions as outlined in FSN Policy. The Ministry is also responsible for ensuring effective coordination of school feeding and school gardening activities as part of social safety net in addressing issues of malnutrition in children.

### ***Ministry of Information Sports and Culture (MoISC)***

The Ministry is responsible for mass media and is entitled for providing necessary support for effective communication that is necessary for raising awareness and creating an environment that facilitates active participation of both men and women in FSN Policy and programme interventions. The Ministry assumes important role in supporting implementation of ZFSNP Comprehensive Communication Strategy that will lay down approaches to be used to reach and interact with different target groups/stakeholders in a planned and coordinated manner.

### ***Chief Minister's Office - Disaster Management Department (CMO-DMD)***

The DDM has a central role in coordination of different efforts in response to emergence situations and ensuring that food emergencies reach beneficiaries in appropriate time as embodied in FSN Policy. The Department is also institutions home of FSNIT that is charged with collection and dissemination of FSN information including provision of Early Warning to respective stakeholders and as such link international and internal agencies in food-aid support and other emergency services.

### ***Ministry of Communication and Transport***

The Ministry has a significant and supportive role in accelerating growth of both urban and rural based economies through provision of efficient transportation and communication infrastructure that foster linkages between production, distribution and marketing centres for food and related inputs needed for improvement of productive and service sectors. The Ministry also assumes important role in facilitating trade, especially exportation and importation of foodstuff and other commodities, which are important in ensuring national food availability.

### ***Other government bodies***

There are several other government bodies that have a partial role in FSN. These include Office of Chief Government Statistician (OCGS – deals with data collection, analysis and M&E), Ministry of Good Governance (representing Human Rights and Good Government Commission) and Tanzania Meteorological Authority (TMA - provides climatic data and information on FSN related issues).

### **(b) Private Sector**

The policy recognizes the important roles of private sector (NGO's and civil society organizations) in advocacy, advisory, training and other services on food security and nutrition.

### **(c) Development Partners**

Zanzibar appreciates the contribution and support of its development partners particularly multilateral and bilateral donors. These will play an important role in providing financial and technical assistance to support FSN policy as part of MKUZA implementation.

## **Implementation and coordination mechanism**

A Food Security and Nutrition Bill will be drafted by MALE as per provision of ZFSN Policy and submitted to the House of Representatives to legislate the institutional mandates with respect to the implementation of the ZFSN Policy and for budgetary authorizations linking the ZFSN Policy and Programme to the Mid-Term Expenditure Framework and annual budgeting cycle.

In order to effectively monitor the implementation and achievements of the ZFSN Policy (and compendium programme) in line with MKUZA, a strong and elaborate coordination mechanism will be put in place that is part of the MKUZA Monitoring Master Plan but can operate independently to safeguard the focus on ZFSN Policy objectives and goals (see also figure 1 below). The RGoZ will review and assess the functionality and the operations of the proposed structures (by 2010), in order to determine whether modifications are needed or not, and to see whether institutional ties with the MKUZA structure needs strengthening or not. The following institutions will provide the overall implementation framework at all levels:

### ***Inter-Sectoral Steering Committee (ISSC)***

There is the Inter Sectoral Steering Committee (ISSC), whose membership will consists of high level representatives of key Ministries (PS level) with a bearing upon food security and nutrition, as well as representatives of the private sector (Chamber of Commerce), and NGOs.

The ISSC will comprise of the following members:

- Principal Secretary, Ministry of Agriculture, Livestock and Environment (MALE)
- Principal Secretary, Ministry of Finance and Economic Affairs (MoFEA)
- Principal Secretary Ministry of Education and Vocational Training (MoEVT)
- Principal Secretary, Ministry of Health and Social Welfare (MoHSW)
- Principal Secretary, Ministry of Water, Construction, Energy and Lands (MWCEL)
- Principal Secretary, Ministry of Tourism, Trade and Investments (MTTI)

- Principal Secretary, Chief Minister's Office - (CMO)
- Principal Secretary, Ministry of Regional Administration and Special Departments (MoRASD)
- Principal Secretary, Ministry of Labour, Youth, Women and Children Development (MLYWCD)
- Principal Secretary, Ministry of Communication and Transport (MoCT)
- Executive Director, Zanzibar National Chamber of Commerce, Industries and Agriculture (ZNCCIA)
- Secretary General, Association of NGOs in Zanzibar (ANGOZA)

The PS MALE will be the chair of the ISSC and the National FSN Division (NFSND) will perform the secretariat functions of the ISSC. The ISSC will be the main decision making body and is responsible for providing overall guidance to ZFSN Policy and Programme implementation and operationalisation. In particular, the ISSC will:

- Safeguard effective inter-sectoral communication and policy coordination by meeting on a quarterly basis, in order to promote synergy effects, guide implementation of various activities and avoid duplications of interventions;
- Provide guidance on ZFSN Policy implementation according to defined priorities and implementation strategies and in developing key FSN strategies;
- Solicit technical advice on specific food security and nutrition issues from the Stakeholders Technical Committee (STC);
- Direct the National Food Security and Nutrition Division (NFSND) to prepare relevant reports for consideration by ISSC (e.g. work and budget plans, monitoring reports, position papers on specific FSN issues etc.);
- Approve FSN budget proposals that promote efficient allocation and utilization of resources for the achievement of policy goals and targets and provide guidance on resource mobilization;
- Monitor the ZFSN Policy implementation and make adjustments if necessary;
- Report to the MKUZA poverty monitoring system (i.e. MKUZA IMTC).

### ***Stakeholders Technical Committee - STC***

The Stakeholders Technical Committee (STC) will serve as an advisory body to the ISSC with the main aim to ensure effective and coordinated implementation of the ZFSNP&P. Members will include directors and/or programme coordinators of the key institutions as mentioned in the ISSC membership list above. Additionally, technical agencies like OCGS, TMA and Chief Government Chemist (CGC) will be invited to STC meetings on an *ad hoc* basis if need arises.

The Director for Policy and Planning (MALE) will be the chair of the STC and reports to the ISSC. The National FSN Division (NFSND) will perform the secretariat functions. The STC will meet once every three months and be specifically responsible for:

- Safeguarding inter-institutional coordination, guiding implementation of activities, promoting synergies and avoid duplication;
- Reviewing FSN budget plans, providing recommendations to ISSC to ensure FSN issues as highlighted in ZFSNP&P to be mainstreamed into all sector budget plans (MTEF);
- Monitor the food security and nutrition situation and evaluate progress made under ZFSNP&P implementation; advise the ISSC accordingly on improving programme design and implementation in line with policy;
- Interact with the MKUZA poverty monitoring system (i.e. MKUZA / MKUZA TWGs) as well as with NFSND
- Report to ISSC.

### ***National FSN Division - NFSND***

MALE has been given the mandate for handling food security and nutrition issues in Zanzibar by the Government and as such will coordinate the day to day implementation of ZFSNP&P. The Division will be housed in the Policy and Planning Department of MALE and performs under the technical guidance of the STC and the overall supervision of the ISSC. The Head of Division who will be responsible for day to day coordination of the Division's activities needs to be contracted, and officers from key ministries should be seconded to the NFSND to ensure inter-institutional coordination and harmonization of efforts. To this effect specific emphasis should be made to ensure that the seconded officers from key ministries are effectively involved in day to day activities to ensure multi-sectoral commitments are sustained in policy implementation.

The NFSND will undertake technical work needed for decision making by the ISSC and assists the STC with its technical deliberations. NFSND will interact continuously with the STC and reports directly to the ISSC. Main responsibilities include:

- Daily coordination of food security and nutrition related matters;
- Keeptrack with new developments / challenges in the area of ZFSNP&P implementation on national and sub-national levels;
- Prepare annual work plans and budgets in line with ZFSN policy and programme and work closely together with the Sector Reviews and the Cluster PER working groups under the MKUZA MMP in order mainstream FSN issues as highlighted in ZFSNP&P into relevant sector budget plans (MTEF); This includes FSN issues in cluster 1 and 2 WG and RtF in cluster 3 WG;
- Liaise closely with the District Management Team (DMT) in coordinating and monitoring district level implementation of ZFSNP&P;
- Ensure mainstreaming of FSN priority issues in district level development plans and budgets. This includes providing training, sensitization and other capacity building activities as relevant and required to district and community levels;
- Receive and review monitoring reports of food security programmes and projects and prepare quarterly updates on the FSN situation and the progress of ZFSNP&P implementation.

### ***DMT - District Management Team***

District Management Teams (DMT) are responsible for providing support to district and community (Shehia) development plans and budgets, including implementation of activities, review, appraisal and provision of recommendations. Currently, these DMTs operate on a sectoral basis, with a rotating secretary depending on the issue concerned. Membership includes the heads of sectors and the District Planning Officer (DPO) with the District Administration Officer (DAO) as permanent chair, reporting directly to Regional Administration Officer and subsequently to the MoRASD.

For ZFSNP&P implementation this structure shall be strengthened by expanding the current ToRs with implementation of food security and nutrition interventions. The District Planning Officer will act as a secretary to DMT meetings and as such will be the liaison officer for FSN issues at

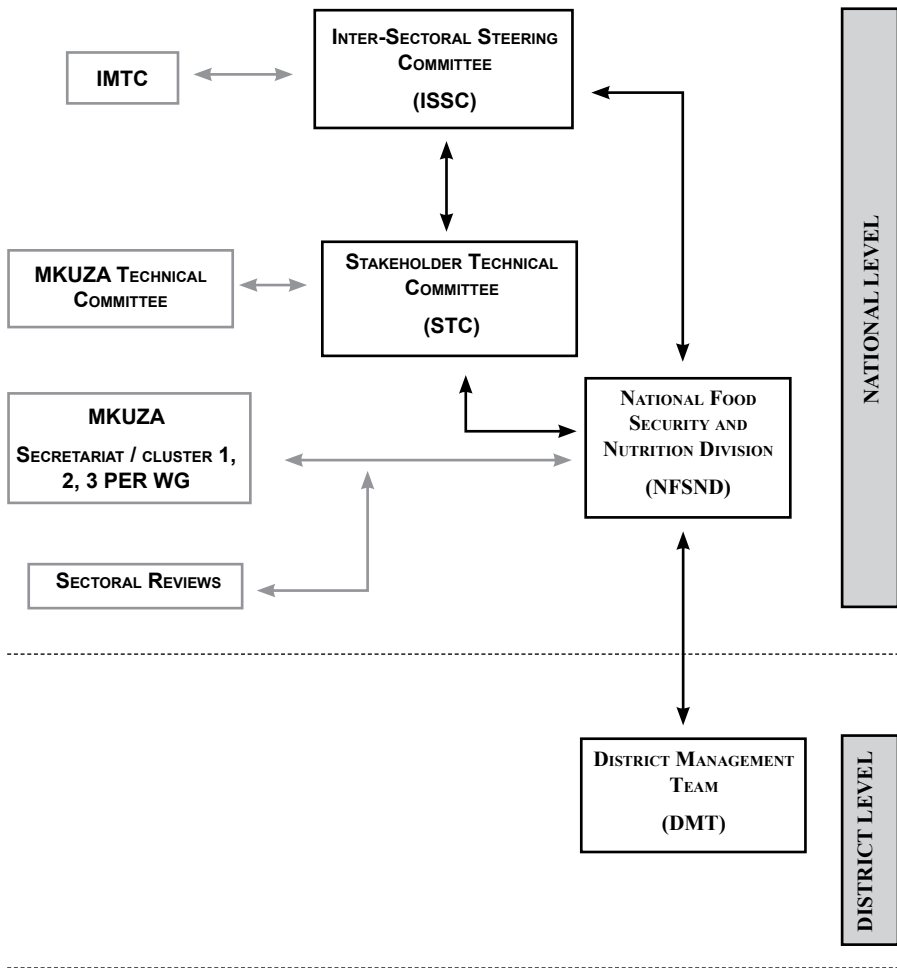
district level. Responsibilities of the DMT with regards to food security and nutrition will include:

- Identify capacity building needs at district and community levels;
- Support the identification of FSN issues and adequate integration into district development plans;
- Provide technical guidance to ZFSNP implementation at district and community levels, ensuring compliance with project requirements and identification of eligible beneficiaries;
- Prepare M&E reports of the implementation and progress of FSN interventions;
- Report to MoRASD through regional office and liaise closely with NFSND to ensure inter-institutional coordination.

The Government is currently in the process of Local Government Reforms towards decentralization. The structures proposed might change when reforms are implemented. Three years after the implementation of the ZFSN Policy, the entire institutional framework of the Policy will be reviewed by the ISSC in order to assess the effectiveness of the institutional arrangements and the need for any changes or modifications in order to ensure optimal conditions for Policy implementation and monitoring.



**Figure 1: ZFSN Policy implementation structure and its linkages to existing national structure**



## VI. MONITORING AND EVALUATION

The Monitoring and Evaluation (M&E) activities associated with the ZFSN Policy will be designed to monitor and assess the implementation process as well as the impact of the Policy. In this, monitoring will be guided by the policy implementation principles spelled out in Section IV, including the human rights principles mentioned therein. The impact of the policy measures set forth in the Policy will be monitored and assessed over time against targets and benchmarks that are established in the ZFSN Programme and in line with the Policy goals.

The M&E system for the ZFSN Policy will be linked to the M&E framework laid out in the MKUZA Monitoring Master-plan. The overall responsibility for the monitoring and evaluation process of the ZFSN Policy implementation will be vested under the Inter-Sectoral Steering Committee (ISSC) which will receive progress and monitoring reports from NFSND. The national level implementation will be monitored through respective line ministries and district level implementation will be monitored through MORASD. In this regard the NFSND will receive progress and monitoring reports from the line ministries and MORASD (through District Management Teams who will undertake physical monitoring at respective district and community levels)

Finally, Monitoring and evaluation of the work of ISSC, STC, NFSND and DMT will be guided by four main criteria:

- Implementation Schedule - adherence to the implementation schedule that will be set up in FSN Programme in respect to time frame, financial requirements, attainment of objectives etc.
- Consistency with National Development goals - adherence to the overarching national policies and other sectoral policies that have an impact or are impacted by FSN issues.
- Cohesiveness- attention to linkages between priority areas in the Policy and specific actions within each area to ensure there is consistency.
- Stakeholders' performance - performance of various actors at national and district levels in relation to fulfilling their mandate, executing their roles and responsibilities and effectiveness of their plans and activities in delivering services and attaining the stated FSN goals and policy objectives.

## ANNEX 1: Food Security and Nutrition Related Policy Gap Analysis Matrix

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
<b>NATIONAL LEVEL</b>					
Low agricultural production	Low investment in the agricultural sector	Highly motivating incentive packages to attract investment in agricultural sector	Trade Policy, SME Policy, Investment Policy and Agriculture Sector Policy	The existing investment packages do not offer stimulus to agricultural investments. Thus both foreign and local investments are not forthcoming in the agricultural sector.	Advocate promotion of agricultural potential areas for investment Policy dialogue in prioritizing agricultural sector investments
		Technological packages with appropriate management practices linked by strong extension and input services	Agric. Sector Policy (ASP)	Low level of adoption of improved / innovative technological packages	Provide effective linkages between technological generation, service providers and recipients.
		Legal rights to guarantee sustainable and productive farming practices.	National Land Use Plan <sup>8</sup> (NLUP)	No significant investments due to lack of legal rights, insecurity in land tenure, resulting into lack of collateral for credit.	Advocate land reforms that will reinforce the Zanzibar farmers' security of land tenure and offer a stimulus for increasing investment on land.

<sup>8</sup>The National Land Use Plan (NLUP) for Zanzibar is a major policy and plan document which is a primary technical instrument for coordinating land development in the isles.

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
	Pre/post harvest losses	Concrete measures to prevent excessive losses and wastage	Trade Policy, SME Policy, ASP	About 40% of agricultural produce is being lost annually resulting into reduced output and income thus threatening availability and accessibility of food at household level.	Promotion of organized marketing facilities, processing, preservation techniques, and storage, etc
	Inadequate rural credit facilities	Sound monetary policy enabling environment for operation of a sustainable credit system.	Investment Policy, Fiscal Policy, NLUP	Main creditors provides only short and medium term credits to commercial sectors only, Small scale producers lack collateral accepted by commercial bank Lack of policy to govern micro finance sector	Support policy dialogue on micro finance Promote capacity building on micro finance development

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
	<p>Low participation of men and youth in domestic food production</p>	<p>Inadequate productivity enhancement that could make food production profitable enough to attract men and youth  Mechanism to support rural production infrastructure that could stimulate increase incentive to local food production activities</p>	<p>Agriculture Sector Policy, Women Protection and Development Policy, SME Policy</p>	<p>Local food production depends mainly on women labour, which is already constrained by other household and child care chores. This subsequently results in low production and productivity levels and as such lowered the household capacity to own enough food from their farming activities and increase dependency on food purchases. With inadequate income, the household finally face inadequate food intake and increase the risk for food and nutrition insecurity.</p>	<p>Facilitates implementation of ASP and SP with specific emphasis on improvement programmes for food crops with potentials to specific agro ecologies  Promote rural employment opportunities to enable youth to increase income and divert the resources to production activities</p>

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
	Heavy dependence of rain fed agriculture	Water conservation strategy and sustainable use of conserved water for irrigation purposes to reduce dependency on rain fed agriculture	Water Policy, NLUP, ASP, Environmental Policy, Irrigation Master Plan	Undermine the opportunities for agric diversification, thus resulting into stagnated cropping intensity and yields.	Facilitate policy dialogue to operationalize SP and Irrigation Master Plan with emphasis on adoption of cost effective, environmental friendly irrigation technologies for both lowland and upland crops
			Gender Policy, Youth Policy	Rain fed agriculture is less labour intensive and does not offer significant employment opportunities than irrigated agriculture.	Exploit the potential and positive impacts on rural employment and income generation.
Heavy reliance on food imports	Low level of production at household level	Efficient exploitation of rural and urban agricultural related potentialities	ASP, NLUP, Water Policy	High vulnerability to food shortages especially in case of shocks (internal or external).	Exploit potentials for increasing local production while addressing specific constraints in rural and urban areas.
Poor quality imported food	Inadequate food quality and control mechanisms	Food safety and quality assurance	Trade Policy, Health Policy, Agricultural Sector Policy	Consumption of poor quality food leads to increased vulnerability to ill-health hazards.	Strengthen food safety and quality assurance system
	Lack of quality control standards	Harmonization of local standards and control mechanism	Trade Policy, Health Policy, Agricultural Sector Policy		

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
Environmental degradation	Increased human settlements, overexploitation of natural resources, disposal of waste; soil fertility depletion, etc.	Socio-economic impact of development sectors (e.g. tourism, housing)	NLUP Environmental policy ASP	Encroachment of agricultural land in the expense of tourism development and housing.	Advocate land zoning and enforce the respective laws.
		Waste management outside municipalities			
		Clear institutional arrangements (framework) in terms of defined responsibilities		Depletion of environmental sanitation and natural resource base due to conflict of interests.	Enhance institutional coordination and proper management of environmental resources with clear defined responsibilities.
Increasing food prices	Inflation and currency devaluation High tariff and taxation	Price stabilization mechanism	Trade Policy	Reduced capacity of food insecure groups to attain their basic food requirements and as such increase their vulnerability to food insecurity and malnutrition	Design mechanisms for price stabilization for the major imported food stuff

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
<b>HOUSEHOLD LEVEL</b>					
Low household income	High rate of unemployment/	Employment creation policy and strategy  Effective strategies to link with local economic activities of surrounding communities	Youth Policy  SME  Tourism Policy	Low access to income generating opportunities results into weak purchasing power to meet household nutritious food intake requirement.  Increased expansion of tourist activities inevitably depletes at least part of the productive resources of local residents, especially land and fishing grounds. As benefits accrued from expansion do not economically benefit the local communities, this increases the vulnerability to food and nutrition insecurity	Exploit potentiality for increasing employment and income generating activities  Promote measures to link tourism to local economies of the surrounding communities
	Low diversification of income sources	Capitalization of comparative advantages offered in different agro- ecological zone	SME  ASP	Increased income sources provide household capacity to self- employment, and thus increasing capacity to combat food insecurity and malnutrition.	Design extension packages to reflect the diversity of agro ecological zones and encourage specialization of production activities based on potentiality



CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
	Limited access to productive resources	Comprehensive measures to strengthen rural and urban micro-finance services	ASP NLUP SME National Water Policy Environmental Policy	Access and control to productive resources empower the vulnerable groups to overcome production constraints and thus decrease their vulnerability to food insecurity.	Formulation of micro credit policy and promote advocacy on measures to access credit from commercial banks  Capacity building to credit beneficiaries
	Low level of education and inadequate productive /self employment skills.	Functional literacy to formal school graduates	ASP NLUP SME Vocational Education and Training Policy	Approximately 20% of the youth populations (aged between 15-24 years) are unemployed, resulting into reduced output and income thus threatening availability and accessibility of food at household level.	promote technical vocational skills to reflect comparative advantages of the locality with emphasis to youth
	Inequitable distribution of household and child care roles	Legal and institutional recognition of men's role in child care  Measures to break through social-cultural barriers to equitable household and child care roles	Women Protection and Development Policy  Child Survival, Protection and Development Policy	Inadequate time available for productive activities resulting to low production and productivity levels. Too much energy spent on household and child care coupled by inadequate food intake precipitate the chances of under-nutrition to women	Promote enhancement of gender roles in household production and upkeep with focus on shared responsibilities  Promote legal and institutional recognition of men's role in child care

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
	Inadequate social protection measures	Comprehensive coverage of the most disadvantaged and vulnerable groups	Health Policy Women Protection Policy Children Survival Welfare and Development Policy Youth Development Policy HIV/AIDS Strategic Plan	Inadequate access to basic social services increases the risks to food insecurity and malnutrition related consequences.	Stabilize food access for emergency relief and promote social safety net to the needy and vulnerable groups

<b>CONSTRAINT/ PROBLEM</b>	<b>UNDERLYING CAUSES</b>	<b>SPECIFIC ISSUES NOT ADDRESSED</b>	<b>RELATED SECTORAL POLICY</b>	<b>LINK TO UNDERLYING CAUSES</b>	<b>ZFSN AREA OF INTERVENTION</b>
Inefficient marketing system for agriculture and micro-enterprise sectors.	Ineffective measures to address agricultural and micro-enterprise marketing	Efficient mechanism that will protect both traders and consumers and simultaneously safeguard the interests of the producers.	ASP Trade Policy SME Policy	Uncoordinated marketing mechanism results into unfair pricing to both local producers and consumers in the benefit of “middlemen”; thus undermine efforts to maximize household production potential.	Formulate marketing policy and strategy and foster mechanisms for effective coordination of marketing institutions  Encourage formation of marketing interest groups
	No coordinating institutions for promoting local and external markets of locally produced products.	Coordinated efficient marketing system as an incentive to promote local and external marketing enterprises.	ASP Trade Policy SME Policy	Inadequate marketing information and capabilities of exploiting external markets leads to slowed economic growth and slim the chances of increasing employment and income generating activities	
Unstable household production	Unpredictable climatic conditions	Food security information system	ASP Environmental policy	Un predictable weather results into uncertainties which lead to low production	Strengthening Disaster management and early warning mechanisms

CONSTRAINT/ PROBLEM	UNDERLYING CAUSES	SPECIFIC ISSUES NOT ADDRESSED	RELATED SECTORAL POLICY	LINK TO UNDERLYING CAUSES	ZFSN AREA OF INTERVENTION
	Poor nutritional status and ill-health hazards	Clear implementation of related policies	Health Policy Environmental Policy HIV/AIDS Strategic Plan	Reduce productive labour force hence reduce potential for food production	Promote sanitary practices, nutrition and health education  Promote HIV prevention and support to infected / affected families
High levels of malnutrition	Inadequate food intake Poor maternal and child care Poor and inadequate sanitation facilities Poor availability of and access to safe drinking water	Structured measures on food security and nutrition issues	Health Policy Education Policy Women Protection Policy Children Survival Welfare and Development Policy Environment Policy Water Policy ASP HIV/AIDS Strategic Plan	Poor health status of individual leads to increased economic burden to households in terms of effecting mitigating measures to address the situation and lack of efficient productive capacities to improve household welfare	Promote sanitary practices, nutrition and health education  Mainstreaming HIV/AIDS into FSN programmes







