

**Zanzibar Programme
on
Food Security**

2006-2010

1st draft - 03 February 2010

Table of Content

1.	The Food Security Programme	1
2.	Food Security in Zanzibar	1
3.	Context of the FS Programme	2
4.	Opportunities for Improving Food Security in Zanzibar	3
5.	Objectives and Goals of the Food Security Programme	4
6.	Strategy of the Food Security Programme	4
6.1.	Community Activities	4
6.2.	Policy Development	5
6.3.	Targeted Development of Food Security Interventions	5
6.4.	Cross-Cutting Issues	5
6.5.	Regular Updating of the Programme	5
7.	Implementation and Management	6
7.1.	Direct Food Security Activities	6
7.2.	Overarching FS-influencing Policies and Practices	7
7.3.	Interventions by Government Entities	7
7.4.	Monitoring	7
7.5.	Sequencing	8
7.6.	Implementation Tools	9
8.	Budget	9
9.	Risk Analysis	9
10.	Funding Mechanism	10
11.	Sustainability Considerations	10
	Annex 1: Terms of Reference	11
	Annex 2: Hierarchy of Interventions of the Zanzibar Programme on Food Security	14
	Annex 3: Indicative Community Projects	19
	Annex 4: Possible Topics for Semi-annual Food Security Fora	20

List of Acronyms

AIDS	Acquired Immuno Deficiency Syndrome
ASSP	Agricultural Services Support Programme
CBO	Community Based Organisation
CMO	Chief Ministers Office
FAO	Food and Agriculture Organization of the UN
FFS	Farmer Field School
FIVIMS	Food Insecurity and Vulnerability Monitoring System
FS	Food Security
HBS	Household Budget Survey (2006 – to be completed)
HEA	Household Economy Assessment
HH	Household
HIV	Human Immunodeficiency Virus
MACEMP	Marine Conservation and Environmental Management Project
MALE	Ministry of Agriculture, Livestock and Environment
MDG	Millennium Development Goal
MEVT	Ministry of Education and Vocational Training
MEYWD	Ministry of Employment, Youth, and Women Development
MFEA	Ministry of Finance and Economic Affairs
MHSW	Ministry of Health and Social Welfare
MTTI	Ministry of Tourism, Trade and Investments
MWCEL	Ministry of Water, Construction, Energy and Lands
NGO	Non Government Organisation
PADEP	Participatory Agricultural Development and Empowerment Project
RGoZ	Revolutionary Government of Zanzibar
TASAF	Tanzania Social Action Fund
ToR	Terms of Reference
Tsh	Tanzanian Shillings
USD	United States Dollars
ZAC	Zanzibar AIDS Commission
ZGPRS	Zanzibar Growth and Poverty Reduction Strategy

1. The Food Security Programme

This present plan is a first operationalisation of the ZGPRS, within the field of food security.

It includes

- A strategy and process for how to initialise work on obtaining food security, at national and especially at household level
- A strategy for how to complete a food security policy
- An institutional set-up for the RGoZ's future, coordinated and effective efforts within the field of Food Security

2. Food Security in Zanzibar

Food security of Zanzibar is an all-important issue that influences economic development as well as social stability, both at national and at household level. While national food sufficiency may be obtained without the achieving full household food security, focus on the latter will ensure the overall food security through increased local production and consumption. It will also contribute strongly to general poverty reduction and to increased productivity.

The current situation, as indicated by the selected highlights below, is grave but holds promise¹;

- Economic growth rates are insufficient to keep up with population growth
- Monetary incomes are low in most areas and the general level of poverty is high. The household budget survey of Zanzibar (2005) indicates that the incidence of basic needs poverty in Zanzibar is 50.5 percent and 13.8 percent of the population is living below the food poverty line
- Many of the poorest households, especially female headed ones, have an extremely low level of income flexibility that prevents them from coping with food and expenditure shocks
- Over the last few years, the access of households to food has been deteriorating with increasing inflation levels and growth in food prices
- Overall domestic production trends of staple foods, fruits, and vegetables as well as levels of fish catches have remained at rather low and unstable levels over the past years
- Major food items have to be imported from mainland as Zanzibar is producing only an estimated 57 percent of its expected annual requirements
- Overall crop production per unit area is low, caused by lack of funds, low diversity, and poor standards of farming and management
- Agriculture relies highly on rains and this makes production vulnerable to adverse rainfall patterns. In recent years, prolonged droughts and floods have occurred,
- An estimated 65 percent of the population does not eat meat on a regular basis
- Fishery is predominantly artisanal, characterized by the high use of traditional fishing equipment; fish is the most important source of animal protein and about 99 percent of the average annual fish catch of 20,000 tonnes is consumed locally.
- High land pressure is exerted by the rapid population growth of 3.1% per year
- A high population density has resulted in fast growth in the semi urban areas surrounding the urban districts.
- Employment is insufficient and often seasonal
- 23 percent of all children are malnourished and 7 percent are suffering from severe malnourishment
- Vitamin A deficiency rates range from 28 percent in the central district to 58.6 percent in South²
- Prevalence of anaemia in children under five years old is 75 percent. Among women it is 63 percent.

¹ This section lends extensively from the Food Security Analysis by MALE (2006)

² (of Unguja, from where data are available)

- Prevalence of HIV/AIDS is estimated at below 0.6 percent (2002), but the infection rate has been rapidly increasing over time

Summing up, the ZGPRS states *'food and nutrition insecurity has proven to be a factor that deepens deprivation and lessens the ability of the poor to exit poverty and participate in economic activities'*

3. Context of the FS Programme

Specifically, full household food security will be a strong factor in achieving MDG 1 of eradicating extreme poverty and hunger, and Zanzibar's overall Development Vision 2020 Objective, which is *to eradicate absolute poverty and attain sustainable human development*. It will also meet the key challenge pointed to in the ZGPRS: *'.. is a lack of comprehensive framework for enhancing food security'*.

Such a comprehensive framework is suggested here. As Food Security is a very broad and crosscutting issue, depending on actions in trade, credit, health, education, finance etc., a *multi-sectoral framework* is called for.

The implementation of the Programme is one important element of meeting the ambitious goals of the ZGPRS. It contributes to several key interventions of the ZGPRS, mainly in cluster 1 (Growth and Reduction of Income Poverty), but also in cluster 2 (Social Well-Being) and in cluster 3 (Good Governance).

It will specifically, contribute significantly to achievement of operational targets for Cluster 1, Goal 3 of the ZGPRS:

- Reduced overall unemployment for both men and women from 7% in 2005 to 4% in 2010
- Increased youth training and employment
- Increased farm and non farm income generating activities in rural areas
- Reduced susceptibility of vulnerable groups to food insecurity and HIV AIDS
- Strengthened food insecurity warning and response system,

and to achievement of some goals under cluster 2:

- Improved health and reproductive status, survival and well being of children, women and vulnerable groups
- Increase access to clean, safe and affordable water especial to poor women and men and most vulnerable people.
- Improved sanitation and sustainable environment
- Improve food and nutrition security among the poorest, children and most vulnerable groups
- Strengthening and expanding social security and safety nets for the disadvantaged and most vulnerable population groups
- Enhance entrepreneurial skills among youth.

The Hierarchy of Interventions provided in Annex 2, gives a comprehensive list of how this plan relates to the ZGPRS interventions.

While the Programme as such will be the main instrument in achieving overall food security, fulfilment of this goal depends critically on actions in other areas. Some key issues in this category are listed below:

Issue	Importance for FS	Necessary outcomes <i>(Most of which are listed in the ZGPRS)</i>
Water for irrigation	Irrigation will increase yields of several crops and mitigate risks of drought-induced disasters	Improved water management – for irrigation
Drinking water	Clean water is key to food utilisation (reduction in waterborne diseases)	Improved water management – also of drinking water

Issue	Importance for FS	Necessary outcomes <i>(Most of which are listed in the ZGPRS)</i>
Land tenure	Insecure land tenure leads to reluctance to invest in food production on that land. People losing land will join the growing number of food insecure city dwellers	A secure tenure system
Zoning of land	Without enforced zoning agricultural and coastal land may be lost to other purposes. This will reduce food production and decrease rural household food security as well as national food security	Zoning regulations
Trade	Open trade without monopolies (government or private), tariffs (formal or informal) or other restriction will lead to lower food prices, and increased export potential. Lower prices improve food access and export may generate income.	Trade policies as implemented are pro-poor and help further food security
Market information	Price and other market information can be a powerful tool for small producers in attempting to obtain fair prices	Market information to small producers, e.g. seaweed or clove farmers
Vocational training, including marketing	People with skills will find more and better qualified jobs, leading to increased income and better food access	Employment policy should include interventions for improved vocational training and low-income wage employment
Deep sea fishing	Fish resources are abundant not very far off the coast. Communities may exploit these and connect to establish freezing facilities and possibly even export. This could lead to lower fish prices on the islands, and improved income in fishing communities as well as increased national income	Deep sea fish resource exploitation leads to improved livelihoods in existing fishing villages
Credit	Investment by poor people is hampered by lack of access to affordable credit.	Make micro-credit more available to food insecure and vulnerable groups.
Tax	Taxing of direct food production (as happens currently) deprives producers of means for savings and investment, which could improve food security. Other taxes may have similar effects.	Revisions of the tax system to encourage food production and lower food prices.
Watershed protection	Drinking water for some towns and villages depend heavily on watershed, as does some irrigation systems. Damage to watershed thus reduces food security	Ensure watershed protection, with community involvement
Energy prices	Rising energy prices (as may be expected with the increasing world fossil fuel prices) reduces available income, and hence food access. High energy prices also leads to increased use of fuel wood, potentially damaging forests and watersheds.	Invest in long-term economically viable energy supplies, e.g. wind and biomass.

The points above may, together with the Food Security Analysis, provide some inputs into a comprehensive food security policy.

4. Opportunities for Improving Food Security in Zanzibar

Strong positive effects on household and national level food security may be obtained by improved policy and implementation, as indicated above and in the ZGPRS. Broader political interventions offer great opportunities for providing frameworks for food security improvement. Some of these are listed in Section 3, and the full range is given in the ZGPRS. Special emphasis may be directed towards the issue of food prices and income levels. Tanzania as a whole has sufficient food. Through improved distribution and economic access to this food, Zanzibar's food security may be greatly enhanced.

Zanzibar is endowed with abundant natural resources, most of which are not exploited fully. Rainfall is abundant, but rainwater harvesting for use in the drier periods is not developed, even when small-scale interventions are neither costly nor technically difficult. Most coastal fisher communities are only exploring fishery immediately near the coast or within coral reefs, even if abundant fish resources exist a bit further ashore. This is due to

absence of a bit larger and more seaworthy vessels and better porting facilities. Many agricultural crops, and livestock produce less than they could, due to fairly simple technical and management shortcomings.

The harvests from fields, the ocean and forests are sometimes too abundant. Then they spoil. With adequate storage and processing, production and incomes could be greatly enhanced.

The RGoZ expresses commitment to resolve the food security and general poverty and has many technically qualified staff.

Recently a number of development activities have demonstrated strong capacity of communities to identify development constraints and ways to overcome these. This potential may be exploited to overcome short- and long-term food insecurity. Even the capacity to deal with disasters and acute food security problems may be partly obtained through these means, because they build stronger, more resilient communities.

The RGoZ, with the ZGPRS, has a tool to tackle the broader financial and social issues, influencing food security.

5. Objectives and Goals of the Food Security Programme

Overall objective:

MDG 1: *Eradicate extreme poverty and hunger*

Immediate Objective 1: *To reduce the number of people below the food poverty line, in rural and urban areas, before 2010. Goal: Reduce by ..%.*

Immediate Objective 2: *To improve food security policy development and management. Goal: To be set by RGoZ. Suggestion: Policy by 2007*

Outcomes should be; increased food availability, increased food production, increased and improved food consumption, use and utilisation – all within food insecure groups.

A detailed Hierarchy of Interventions is given in Annex 2.

6. Strategy of the Food Security Programme

The Programme deals with acute, chronic, hidden and future food security issues. It does not prescribe in which ways the people and government of Zanzibar should deal with these, but expects them to decide so within the management structures of the Programme, at national and community levels.

6.1. Community Activities

The community activities are the core of the Programme. The Programme will support work directly with food insecure communities, in urban and rural areas, to augment their own initiatives to improve their food security, through improved production, income and consumption.

The interventions at community level will be community-specific. Existing and new community groups, committees and associations will decide them. Existing groups may not include the most disadvantaged members of the community, which this plan aims at reaching. The existing groups may be persuaded to reach out to more disadvantaged groups, or groups of disadvantaged may be formed. This latter process will be supported.

Previously existing and newly formed groups may need initial capacity enhancement in management, which can be provided by ongoing projects or outsourced to capable NGO's, Private Sector entities or undertaken by government officers. These agents will be termed 'field agents' and will need to have proven experience and proven effectiveness.

The implementation will require scaling-up of activities of successful field agents. While some agents possess capacities for enlarging their scope and coverage, other will need assistance on this issue.

Once sufficient capacity is achieved, and the groups have leaders and internal controls they will be 'graduated' and have capacity to develop and seek funding for their own Food Security Community plans.

The mechanism will be funding proposals. The Shehia authorities will screen the proposals, for inclusion of most disadvantaged groups and for community own contribution and assess whether the proposal target households not already benefiting from other programs or projects. The Shehia may suggest revision, if the proposal is not optimal in any of these respects.

A list of indicative community projects is given in Annex 4. Projects that only indirectly and very generally alleviate food insecurity or have other funding channels (such as major infrastructure projects) cannot be considered.

A peer review process may screen the proposals for technical feasibility, peers being similar community groups from other villages, already experienced. The implementation unit may resolve possible disagreements between reviewers and proposing community.

Funding limits and procedures will from this point follow TASAF II procedures.

When a proposal receives funding the community groups themselves will implement the activities, through own efforts or by contracting of service provision. Service provision may come from government offices, NGO's or private sector.³

Peer learning among the community groups on technical and social issues will be strongly supported as a key element in building social capital necessary for economic and social actions. It will take place through exchange visits, stakeholder meetings, Food Security Fora etc.

6.2. Policy Development

The programme will generate invaluable field lessons and experiences for poverty reduction in general and food security more specifically.

The collection of these will be ensured through a) peer learning activities among field agents, b) reporting of these agents, c) collated reporting by the monitoring agent, d) studies of selected issues, partly arising from the aforementioned activities (See Section 7, below).

A FS policy, setting medium and long-term goals, and specifying how FS will be included in policies in related fields, will be developed as part of the 1st year implementation of this Programme. It will be based in the action points identified in the FS Analysis (2006) undertaken by MALE w. FAO support. Like this initial work, the further process will be based on broad stakeholder consultations, and lessons from the field. Lead will be taken by (Chief Ministers Office?, MALE?). A Senior Level Committee or similar could oversee it.

6.3. Targeted Development of Food Security Interventions

Some existing or arising issues will require further study or development. Aim of these studies or developments will be to provide tools that directly improve food security.

Examples could be South-South exchanges to learn fishery management, rice intensification, soil fertility, urban food security improvement, or studies of the impact of taxes on food security. Care should be taken not to overlap with identical activities within line ministries or NGO. The FS Commission/Committee should coordinate (but not manage) projects within livelihoods, including or bordering on food security⁴.

6.4. Cross-Cutting Issues

The procedures of TASAF, together with the overall aim of the Programme, are adequate to ensure environmental considerations are dealt with.

There should however, be mechanisms in place to ensure that community activities favour women (who are currently disfavoured in key aspects of food security, such as credit, assets ownership, education etc.). Mechanisms to ensure the activities reach especially vulnerable groups, such as people living with disabilities or HIV/AIDS, or orphans, should also be developed.⁵

6.5. Regular Updating of the Programme

This present Programme is not final. It will need learning from its own activities and it will need regular updates, based on these experiences and according to evolution of policies that strongly influence FS. The mechanism will be regular 6-monthly comprehensive stakeholder consultations in the form of Food Security Fora⁶. These will include government, NGO's and communities active under the plan, and also invite development

³ In line with the strategy of the ASSP and the approach of MACEMP

⁴ Such as the current PADEP or MACEMP

⁵ Here the Programme differs from TASAF, which specifically targets only 'able bodied persons'

⁶ Possible topics are indicated in Annex 4

partners. They will provide insights and recommendations for the recurring updates of the plan⁷. The FS Commission/Committee will authorize the updates.

One issue needing consideration is the question of how to deal with cross-community issues.

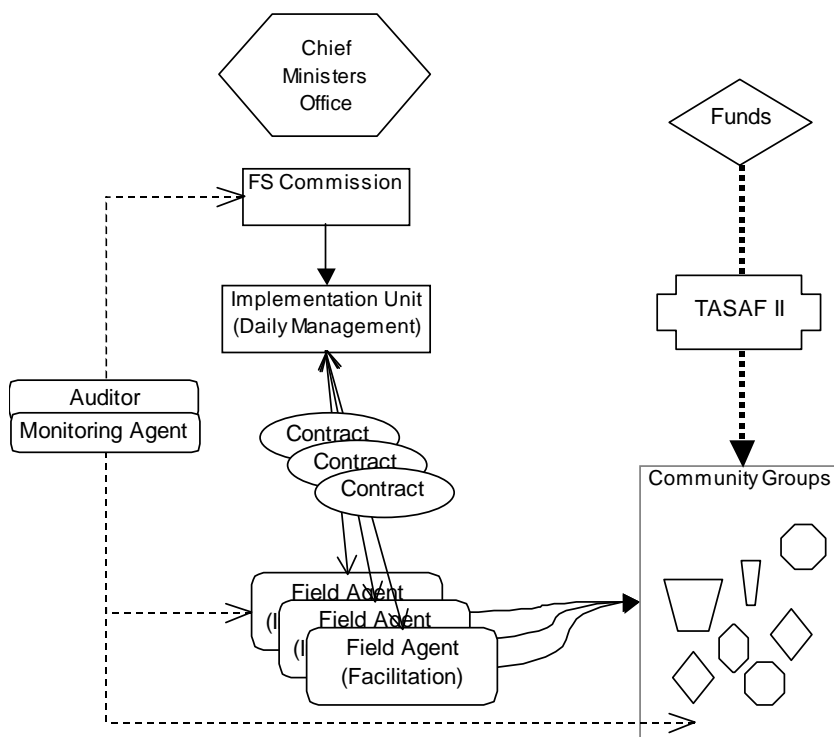
7. Implementation and Management

Overall policy guidance and implementation oversight will be responsibility of an entity decided by the RGoZ, in line with implementation procedures for the ZGPRS (not currently decided). A preferred option may be a Food Security Commission or Committee, under the Chief Ministers Office and authorized by law given by the House of Representatives. This will have representation of all relevant ministries and organisations, such as MALE, MHSW, MEYWD, MWCEL, MTTI, MFEA and relevant NGO's including Chamber of Commerce. It may have cross-representation from other, relevant government commissions, such as ZAC.

This body will oversee the completion of the FS Policy, the regular updating of this present Food Security Programme and provide guidance to the implementation.

This body may also initiate planning for and research on future food security issues⁸ for Zanzibar, given its development path and resources.

The overall set-up may be illustrated by the below organigram:



7.1. Direct Food Security Activities

Day-to-day implementation will be coordinated by an Implementation Unit (based in Chief Ministers Office), staffed with a small number of qualified staff, experienced in broad aspects of food security. This team needs to very professional, staffed with persons

⁷ One suitable format may be further detailing of the Hierarchy of Interventions in Annex 2. Annual goals could be set, and discussions could centre on how to achieve them.

⁸ Many of which are pointed out in the Food Security analysis (2006)

committed to and experienced in food security, with fair representation of women⁹. Expected size is 3-5 professionals and a small support staff.

The initial step of implementation will be the mapping – from HEA, HBS – of the most food insecure districts. The Implementation Unit will undertake this. Concurrently the field presence of prospective field agents will be mapped. From the overlay, geographical areas with many food insecure persons, but absence of field agents can be identified.

When mapping of food insecurity is completed the Programme will call for proposals from all prospective field agents, through a public invitation.

The Implementation Unit will screen the incoming proposals for a) geographical coverage, b) likely effectiveness, and produce a ranked list for approval of prospective field agents. The screening process will be public in that the result will be available to any applicant. The auditor will be requested to audit the process.

The monitoring agent - selected in open bidding – will provide regular monitoring reports, including lessons learned. The gathering will focus of experiences obtained by the field agents and gaps identified. As part of this process the Implementation Unit will organize peer learning among the field agents and outstanding field workers from the community groups.

7.2. Overarching FS-influencing Policies and Practices

The FS Commission/Committee will be represented in all government bodies relevant to obtaining full household and national food security. The items listed in section 3 provide some guidance to which these bodies may be, at present and in the future. The FS Commission/Committee will seek to ensure that any intervention of the ZGPRS is carried out in ways that not only increase production and income in general terms but also does so in ways that benefit food insecure households and communities. A few examples are: deep-sea fishing, tourism, trade.

The FS Commission/Committee may call attention to any of these issues, in ways conducive to them being resolved.

7.3. Interventions by Government Entities

Several FS-related interventions in the ZGPRS are clear responsibilities of individual Government entities. Examples may be; improved soil fertility, improved price transparency and higher prices for seaweeds (MALE, MTTI), or programs that empower youth training and income generating activities (MEYWD), The FS Commission/Committee will follow in how far these are being implemented and how far the interventions benefit food insecure groups. It will point out possible bottlenecks and suggest ways to address these, to the Chief Ministers Office.

District administrations are not foreseen to have additional roles, aside from those they already have under TASAF, in relation to this programme.

7.4. Monitoring

An independent, contracted academic organization, NGO or company will conduct outcome monitoring. This will include field activities, policy development and government interventions. Special attention will be give to the issue of whether the community support reaches and benefits the most vulnerable groups. The Monitoring Agent will report to the FS Commission/Committee and directly to development partners, who may request this. The monitoring will be closely coordinated with financial monitoring, i.e. auditing.

The monitoring agent will provide regular monitoring reports, including lessons learned and point to critical implementation issues, or issues arising from FS-influencing 'outside' spheres (trade etc.).

The Monitoring will provide data and lessons learned, as well as conceptual ideas to the emerging food emergency early warning system and for the overall ZGPRS monitoring system, yet to emerge.

The monitoring reports will arrive in time before and serve as inputs to the semi-annual food security fora.

⁹ It could – at least initially – be staffed with officers seconded from relevant ministries and departments

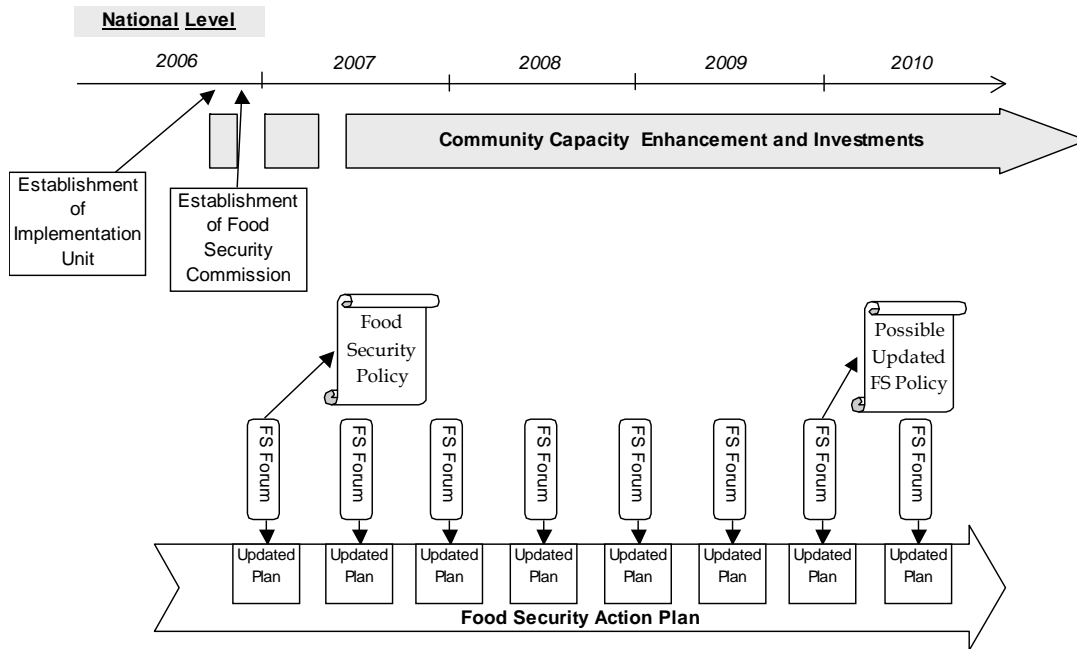
The monitoring agent will collaborate and coordinate closely with the agencies responsible for overall monitoring of the ZGPRS and TASAF and avoid duplication of efforts. All monitoring reports and data will be made available, also for FIVIMS.

A GIS-based overview will be maintained, of which communities receive which funding, under this plan as well as under separate projects, such as PADEP or MACEMP, a well as under general TASAF support

The FS Commission/Committee may commission more in-depth studies of lessons or critical issues.

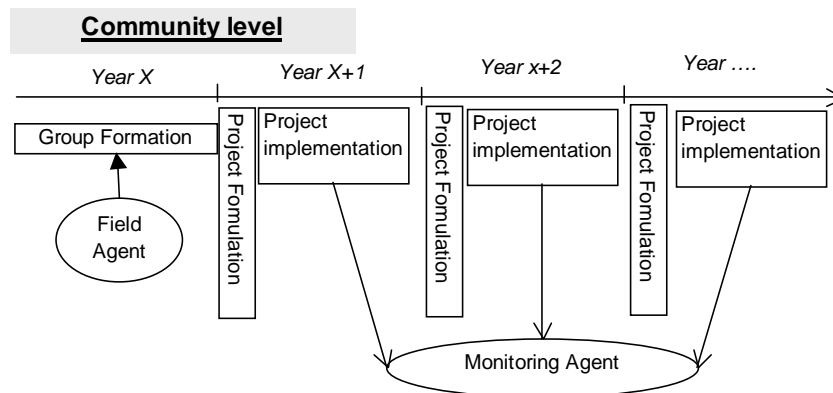
7.5. Sequencing

The implementation outlined above leads to sequencing looking like this:



At **national** level the first step will be to establish the implementation unit. It will initiate field activities and contract monitoring agent. The FS Commission/Committee will be established and start conducting regular FS Fora. The Food Security Policy will be completed within the first year (anticipated) and may be updated towards the end of the ZGPRS.

At **community** level a generic sequence may look like this:



In the first year (that activities take place in that community – not necessarily the first year of the Programme), facilitation of group formation takes place, most likely supported by a field agent. Once a community group is formed, it can prepare and submit proposals annually. The implementation will be monitored.

7.6. Implementation Tools

Tools, by which to identify suitable projects and service providers to assist with any given project should be provided to communities. The implementation unit may develop these tools, possibly jointly with TASAF, PADEP or others, and with inputs from all stakeholders. This may be in the form of a (regularly updated) handbook, with description of projects (costs, community contributions, benefits, planning considerations) and service providers with experience in assisting in any such projects. The handbook should be physical as well as available on Internet. (Please see Annex 1 for ToR for the development of this handbook). Field agents may need capacity enhancement in specific issues, such as future food security/sustainability issues or other. The Implementation Unit will spot these issues and suggest proper ways to deal with them.

8. Budget

(Very tentative...)

	USD	%
Community investment	7.650.686	85,1
Community Capacity Enhancement	288.705	3,2
Peer learning	382.534	4,3
Monitoring	382.534	4,3
Audit	229.521	2,6
Management	59.000	0,7
Total	8.992.980	100,0

9. Risk Analysis

Identified risks are

- Natural disasters
- Political disturbances
- Incompetence among field agents
- Incompetence in management
- Misuse of funds
- Organizational high-jacking of the programme's activities

While natural disaster may temporarily provide difficulties for the implementation, these are bound in time and location. Programme implementation will actually lead to less vulnerability.

Political disturbances are unlikely in the realities of Zanzibar.

Agents with proven competence will help implement the Programme at field level. The activities of these will further be independently monitored and any problems rectified.

The suggested management structure at its highest level involves all stakeholders. At the level of daily management it employs professionals. Hence the risk of poor management is deemed low, and the ability to rectify, high.

The risk of misuse of funds is strongly reduced by a) execution mainly through a tested mechanism, b) strict audit requirements, linked to the monitoring

In brief the strategy of the Programme minimizes risks.

Overall coordination and oversight is delegated to a cross-ministerial body. Gate-keeping functions by any single institution (be it at national, provincial or lower levels) are avoided.

The implementation of the Programme at field level does not involve any new institutions or new social or technical approaches, other than those that may be developed by any field

agent in collaboration with the community groups, during the course of the implementation. This avoids the risk of operating in 'pilot' or testing mode.

Overall, the Programme mechanisms and management are designed to ensure optimal independence of the implementers and transparency and accountability in the implementation.

10. Funding Mechanism

The RGoZ and development partners will jointly fund the Programme. The RGoZ will have to initiate activities.

The Programme will use TASAF as its funding mechanism and adhere to RGoZ and TASAF procedures in its fund dispersal and financial management. In accordance with these procedures, the communities will contribute towards any investment project in their community

More food insecure communities will be requested to provide a smaller proportion of matching funds, based on a formula that includes their food poverty rate versus the average food poverty rate.¹⁰ If funding is not sufficient for all communities in any given year, priority will be given to those in the most food insecure districts – as identified by the HBS and the HEA.

Next years funding will depend on success with this years. Success will be measured as; benefits to most vulnerable groups, financial responsibility and accountability to the community.

11. Sustainability Considerations

This Programme will have impact mainly at community level. It is also here its sustainability will be chiefly experienced.

Individual community members will acquire skills they can make use of – and in many cases, their children can apply – for many years to come. The skills will be in agriculture, forestry, fishery, management of the natural resources, and in trades and job skills.

Furthermore thousands of food insecure people will gain increased confidence and energy to take on further challenges in their life. The energy will be physical, through improved food intake and improved health, but also psychological, through experiencing successful planning of projects and completion of those.

Hundreds of new savings groups will have been initiated and strengthened, easing access to capital for many more of the poorest and providing buffers against shocks such as drought, health crises, or death in the family.

Government staff will have been strengthened through practical involvement in successful field activities, and will have acquired new skills. This will strengthen them as individuals, but also their host institutions and the capacity of those. The same will be true for NGO and project staff.

These community groups will strongly enhance social cohesion in their communities, not least by increasing visibility and self-esteem of the disadvantaged members of the community.

The peer learning process will assist in creating larger social networks that can be of great importance in further social development and in future food crises situations.

The institutional development at RGoZ level will enhance the capacity to work targeted on minimizing food security as a persistent and participatory process, contributing to good governance.

¹⁰ From very poor communities the FS Commission may decide to accept contributions in kind, or contributions in the form of food for work.

Annex 1: Terms of Reference

Terms of Reference for Food Security Commission/Committee (Draft)

The Food Security Commission/Committee (FSC) of the Revolutionary Government of Zanzibar is the government's main instrument in ensuring effective and efficient implementation of the Zanzibar Food Security Programme.

The FSC will;

- Conduct public consultations with all stakeholders (communities, civil society, government entities) every 6 months to review progress and update the Programme
- Actively engage in development of policy and implementation guidelines for all interventions in the ZGPRS that are FS related.
- Maintain an overview of different projects and programmes, which influence Food Security and the outcomes of these.

Members of the Food Security Commission/Committee should

- be strong representatives of their parent institution (Ministry, NGO or other)
- have extensive experience on food security issues, including direct field experience
- strive to find solutions to food security problems and involve their own capacity in achieving progress

The Chairman of the Food Security Commission/Committee should

- have working experience from at least 2 of the involved ministries. Concerned immediately with household food security
- be at least PS level

Terms of Reference for Implementing Unit (Draft)

- Identify geographical areas with and without field agent presence
- Prepare a detailed implementation matrix (which communities, which activities, timing, budget etc.) and other management instruments.
- Prepare and supervise contracts for field agents
- Prepare and supervise contracts for monitoring agent
- Report semi-annually to FS Commission/Committee on outputs, activities, financial matters, contract implementation.
- Organize peer learning and experience gathering among community groups and field agents, ensuring that all aspects of food security, including future food insecurity, are well understood and available for communities as services
- Support field agents in scaling up and organizational adaptations to this process.
- Organize collection and analysis of lessons learned
- Coordinate implementation and monitoring with other field projects and programmes related to food security
- Suggest (to FS Commission/Committee) targeted studies to resolve pertinent FS issues, as they arise from implementation.
- Prepare and facilitate semi-annual Food Security Fora.

Members of the Food Security Implementation Unit should

- have extensive field and management experience on food security issues

- have extensive field experience working with communities
- jointly represent experience with different and wide aspects of the overall food security phenomenon
- have demonstrated capacity to work independently, in innovative but structured ways.

**ToR for
somebody doing
Community Project Handbook**

1. General background:

The RGoZ is implementing a comprehensive Food Security Programme

Part of this Programme is investment support for communities to implement local projects that improve food security.

The output of this present work is expected to help communities and their members and citizen by providing them with guidance on which FS-related issues they may want to address. With each issue the guidance may include experiences (from NGO's, projects, communities, departments) on possible solutions and action plans including their cost. The guidance will then provide contact institutions or persons who may be able to address the issues.

2. Objective:

The study aims at providing communities and their members a handbook from which useful information regarding local development works can be found in details. It is expected that the communities and their members will use the book according to their community reality.

3. Scope and method of work.

The Implementing Unit of the Programme on Food Security will closely coordinate the work. It will entail:

1. Develop a methodology to carry out the study and produce the handbook
2. Identify issues and possible solutions for local food security projects
3. Identify possible local investments and activities for each identified solution
4. Develop the template for the handbook, which details all required information (issues, possible solution, considerations about the solution, price examples, contact persons/organization, possibly illustrations)¹¹
5. Data collection from NGO's and projects to fill in the template
6. Suggest a template to present the information
7. Editing of information, in Kiswahili.
8. Testing with communities and NGO's/projects/departments, possibly in a form of a workshop
9. Refine template and revise information, according to the test
10. Finalize the handbook

¹¹ As an illustrative example: a community in a commune has problem with water. They intend to build a community pond, funded from the FS Programme. The handbook will then provide information on how other communities have done the similar activity, which considerations they went through (e.g. location of the pond, involvement of local people in contributing funds or labour, management of the pond, etc.), cost examples, maybe pictures of some examples, and a list of communities and organizations with experiences in building and managing such a pond.

4. Outputs:

The output is a Community Food Security Project handbook, which is tested and accepted by communities, citizens and by the Food Security Programme.

Annex 2: Hierarchy of Interventions of the Zanzibar Programme on Food Security

Overall <i>GOAL</i>	Target	Indicator	Means of Verification	Main Inputs	Corresponding ZGPRS Interventions ¹²
Eradicate extreme Poverty and Hunger.	Reduce the number of people whose consumption is less than the national poverty line, by xx, before 2010	Food poverty level, as defined by HBS	Population Surveys Monitoring Agent reports	Funds for establishment and enhancement of community groups and for implementing their food security activities. Funds for Programme management	MDG 1
Programme <i>OBJECTIVES</i>	Targets	Indicators	Means of Verification	Main Inputs	
1: To reduce the number of people below the food poverty line, in rural and urban areas, before 2010.	xx people, previously food insecure people, have sufficient food intake by 2010. Average food intake among the adults is at least 2.200 calories/day.	Food intake. Nutrition content.	Population Surveys Monitoring Agent reports Independent studies	Funds for community program operations	
2: To improve food security policy development and management.	Develop a realistic policy Establish functioning RGoZ Body to implement Policy	Quality of Policy Effectiveness of work of FS Commission/Committee	Policy Reports of FS Commission/Committee to ZGPRS	Time of RGoZ officials Funds for stakeholder consultations	- Develop and implement a food security and nutrition policy and strategy
Programme <i>OUTPUTS</i>	Targets	Indicators	Means of Verification	Main Inputs	
Re. Objective 1:					

¹² As presented in draft ZGPRS matrices, by May 2006

<p>1a: A number of effective community projects, leading to increased food production and income for food access as well as improved food use</p>	<p>xx projects</p>	<p>Projects reduce food insecurity, increase food production, increase income and food access, and improve nutrition and food use</p>	<p>Monitoring system FS Fora</p>	<p>Funds for community investments</p>	<ul style="list-style-type: none"> - Develop and implement small scale irrigation schemes - Diversify livelihoods by supporting seaweed farming, small scale livestock and artisanal fisheries - Initiate programs for small scale processing, storage and food handling - Develop community based initiatives to capture and transfer indigenous knowledge on agricultural practices (inc. IPPM) - Strengthen agricultural market intelligence and information system - Develop rural finance facilities and services and improve access to agro-inputs - Improve agriculture extension, support and research services and enhance access by women - Encourage private sector participation in agriculture. - Promote agro- processing schemes - Promote local and foreign deep sea fishing investments - Implement soil fertility initiatives and land husbandry strategy - Create conducive environment for promoting rural based investments - Initiate programs for small sale processing, storage and food handling - Promote linkages between farm and non farm sectors to increase incomes and diversify livelihoods - Build saving culture among the population - Enhance financial services in the rural areas - Expand and improve the skills of the workforce. - Advocate integrated production and pest management programs, - Review and enforce laws and regulations to control crops and livestock theft. - Promote use of appropriate farm technology - Promote and strengthen livestock investments - Promote and strengthen seaweed farming, - Promote commercial afforestation
---	--------------------	---	--------------------------------------	--	---

					<ul style="list-style-type: none"> - Initiate and support programs that empower youth training and income generating activities - Initiate and support programmes for HIV/AIDS and substance abuse peer education - Build an online information system to provide a comprehensive service to traders including detailed export market information - Provide training in documentation and trade procedures particularly for SME and informal sectors - Help in improving product design and quality - Build human capacity in trade negotiation - Facilitate the access of women and people with disabilities to export market - Enhance local human resource capacity of skilled and unskilled personnel in the hospitality industry - Empower women by generating employment opportunities - Expand non-formal education in partnership with community groups, CSO's and private providers. - Integrate literacy programme with CBO's based women- income generation activities - Develop alternative learning programmes for out of school youth - Scale up utilization of LLINs (long lasting insecticide nets)/ITN (Insecticide Treated Nets) and re- treatment of conventional nets - Strengthen and expand child survival, protection and development programs - Strengthen HIV/AIDS prevention education, with special focus on young people, women, and other population groups at high risk, including PwDs and OVC - Implement urban and rural water supply development programmes - Provide standpipes for poor communities. - Improve community managed water supply systems - Strengthen human resource capacity in water management.
--	--	--	--	--	--

					<ul style="list-style-type: none"> - Ensure adequate sanitation facilities at all public places including access to such facilities by people with disabilities - - Promote hygiene education into water and sanitation delivery - Promote community based environmental conservation programme - Promote community based nutrition interventions - Design and implement programs to address issues of disadvantaged and most vulnerable - Improve legal literacy among members of the public.
1b: An increased number of self-confident and capable community groups active in improving food security	xx groups	<p>Groups carry out food-security improving projects.</p> <p>Groups mutually supportive against environmental and social shocks</p>	<p>Monitoring system</p> <p>Peer learning events</p>	Funds for community group capacity enhancement	<ul style="list-style-type: none"> - Build strong community based initiatives in agricultural sector, - Improve human resource capacity in agricultural service delivery - Promote social justice and decent work agenda and improve social protection at work. - Mobilise communities to promote full enrolment of school going age children - Develop and implement a decentralization strategy for selected government ministries - Formulate a community development policy - Develop a mechanism to identify and remove barriers to accessing services by vulnerable persons - Support and strengthen civil society and community to participate in democratic processes - Increase capacity to coordinate good governance reforms and improve the engagement of civil society and private sector in development and implementation of the reforms - Raise awareness of the principles of good governance
Re. Objective 2:					
Programme OUTPUTS	Targets	Indicators	Means of Verification	Main Inputs	

2a: A comprehensive policy on Food Security	Policy includes interventions in the field, institutional ramifications, expected interventions by line ministries, and clear targets for all of this	Policy is actively being used by all government entities related to FS, and contributes towards improvements in FS	ZGPRS Monitoring, Monitoring under present plan, Outcomes of FS For a Regularly updated Food Security Programmes	Time of RGoZ officials, stakeholder meetings	<ul style="list-style-type: none"> - Implement Clove development and marketing strategy. - - Facilitate the access of women and people with disabilities to export market - Promote establishment of microfinance institutions - Review and implement legislation related to land - Improve process for land allocation and administration, - Create public awareness on policies and legislations related to land use, - Improve data collection system on land tenure issues. - Improve access of women to land - Finalize and implement SME policy - Review land regulations, - Establish land registry - Formulate and implement energy Policy and strategy - Promote access to alternative energy services (wind, solar, biomass or any other viable alternative to using wood) - Integrate the principles of sustainable development into all policies and programs - Enhance and promote investments in the productive and service sectors identified in the growth strategy e.g. Deep sea Fishing - Develop and implement cooperative policy and undertake cooperative reforms
2b: A well-functioning RGoZ management system for Food Security	A clearly mandated and well functioning management system	Improved FS management, at field and government level Quality of interventions	FS Programme Monitoring reports ZGPRS reporting	RGoZ Operational funds	<ul style="list-style-type: none"> - Develop and implement multi-sectoral programs for household food security - Establish an early warning and monitoring system for food security in collaboration with SADC and other initiatives - Develop a food emergency response mechanism

Annex 3: Indicative Community Projects

Acute food insecurity

<i>Rural</i>	<i>Urban</i>
Water harvesting	Capacity building for saving schemes, as insurance
Well digging	
Capacity building for saving schemes, as insurance	
Drought resistant crops	
Grain stores	
Drought tolerant livestock	

Chronic food insecurity

<i>Rural</i>	<i>Urban</i>
Water harvesting	Capacity building for investment
Well digging	Vocational training
Capacity building for investment	Urban gardens
Crop diversification	Small business establishment
Food processing	Market understanding
Household gardens	Direct market linkages with producers
Market understanding	Land tenure securing
Cropping skills	Sanitation awareness and investment
Fishing vessels and equipment	
Storage for marketing	
Off-farm employment	
Small business development	
Land tenure securing	
Watershed improvements	
Sanitation awareness and investment	

Hidden food insecurity

<i>Rural</i>	<i>Urban</i>
Vitamin A supplements	Vitamin A supplements
Iodine supplements	Iodine supplements
Nutrient and vitamin rich crops, for household gardens	Nutrient and vitamin rich crops, for household gardens
Nutritional awareness raising	Nutritional awareness raising
HIV/AIDS Awareness	HIV/AIDS Awareness

Annex 4: Possible Topics for Semi-annual Food Security Fora

Food Security Plan Implementation Issues

- Field efficacy; do the projects reach expected beneficiaries?
- Coordination with other community projects
- Functioning of the monitoring
- Are funds per community too small – or too large?
- Community building
- Linkages between communities and general issues, e.g. market information (e.g. on seaweeds) or credit, etc.
- Capacity enhancement needs

Lessons for Policy Makers

- What works in food security reduction at community level – and what does not?
- Efficacy of officials/government agencies in reducing local food security

Broader Food Security Issues

- Effects of tax, tenure, gender, health, trade and other policies and practices
- Tendencies pointing towards future food security problems or solutions