



JAMHURI YA MUUNGANO WA TANZANIA

THE NATIONAL POVERTY ERADICATION STRATEGY

VICE-PRESIDENT'S OFFICE
DAR ES SALAAM

JUNE, 1998

PRINTED BY THE GOVERNMENT PRINTER, DAR ES SALAAM- TANZANIA

**THE NATIONAL POVERTY
ERADICATION STRATEGY**

TABLE OF CONTENTS

	<u>Page</u>
PREFACE	(V)
1.0. INTRODUCTION	1
1.1. Background	1
1.2. THE SITUATION OF POVERTY IN THE COUNTRY	1
1.2.1. Definition of Poverty	1
1.2.2. Extent of Poverty	2
1.2.3. Distribution of Poverty	5
1.2.4. Gender	5
1.2.5. Causes of Poverty	6
1.3. PREVIOUS EFFORTS IN ERADICATING POVERTY	10
1.4. THE NEED AND RATIONALE FOR A POVERTY ERADICATION STRATEGY	13
1.5. CHALLENGES AND OPPORTUNITIES FOR POVERTY ERADICATION	14
1.5.1. Challenges Facing Poverty Eradication Initiatives	14
1.5.2. Existing Opportunities	17
2.0. GOALS, OBJECTIVES, POLICIES AND STRATEGIES	19
2.1. The Overall Goal of the National Poverty Eradication Strategy	19
2.1.1. Specific Goals	20
2.2. PRIORITY AREAS	23
2.2.1. Policies and Strategies for Creating Enabling Environment for Poverty Eradication	24

	<u>Page</u>
2.2.2. Policies and Strategies for Creating Capacity for Poverty Eradication	27
2.2.3. Sectoral Policies and Strategies for Poverty Eradication	37
2.2.4. Overall Strategies for Implementing the National Poverty Eradication Strategy	45
3.0. IMPLEMENTATION OF THE NATIONAL POVERTY ERADICATION STRATEGY ...	46
3.1. Institutional Framework for the Implementation of the Strategy and the Roles and Responsibilities of Stakeholders	52
4.0. MONITORING, EVALUATION & RESEARCH	56
4.1. Monitoring of Strategy Implementation	56
4.2. Indicators for Monitoring Poverty Eradication	57
4.3. Operations Research	57
5.0. CONCLUSION	58

PREFACE

Soon after independence in 1961, Tanzania declared war against three development enemies: ignorance, disease and poverty. Various plans and programmes were formulated and implemented aimed at expanding and strengthening social services, such as education, health, water, communication and transport, agriculture and the economy at large.

In its endeavour to eradicate poverty, the Government put priority in formulating and implementing policies that put man at the centre of the development process. By the early 1980s, over 90% of Tanzanians were able to read and write, and over 90% of school age children were able to enroll in primary schools. In the health sector, health facilities and staff expanded significantly. Water supply in both urban and rural areas greatly improved.

However, these achievements were negatively affected by economic difficulties which faced this country from late 1970s and 1980s. These difficulties which still hamper Government efforts to combat poverty include:-

- (a) Collapse of commodity prices in the international market for exported goods, which in turn affected farmers income and the country's foreign exchange earnings thus weakening the ability to import basic requirements.*
- (b) Increase in the price of petrol and petroleum products, which adversely affected the country's balance of payments thereby forcing the Government to depend on foreign loans and grants.*
- (c) Breakdown of the East African Community (EAC) which necessitated heavy expenditure on establishing services that were formally provided by the Community.*
- (d) War of aggression by Idi Amin which led to unbudgeted expenditures in repulsing him and thus fueled inflation.*

- (e) *Extended drought periods which slowed down production in various sectors of the economy. This led to hunger and a decline in revenue earnings on the part of the Government.*

Although various steps were taken to address these problems and strengthen the economy as a basis for eradication of poverty in the country, poverty has continued unabated. About 50% of all Tanzanians live in poor conditions, while 36% live in abject poverty.

Besides, efforts to address poverty had little achievement due to various other reasons. These include low level of peoples' participation in different stages of planning which resulted in lack of support and hence made the plans unsustainable. Also these efforts were implemented as campaigns and not as part of the overall development plans and therefore could not be sustained after the campaigns were over. There was also lack of guidelines to guide all stakeholders and the absence of a coordination mechanism for poverty eradication initiatives.

During the World Social Summit held in Copenhagen in 1995, Tanzania joined other nations in their commitment to eradicate poverty. Following this commitment, Tanzania has a new resolve to reduce abject poverty by 50% by the year 2010 and total eradication of abject poverty by 2025. In order to implement this resolve, the Government has formulated a National Poverty Eradication Strategy. The objective of this Strategy is to provide guidance to all stakeholders to identify, formulate, implement and evaluate their poverty eradication programmes.

The National Poverty Eradication Strategy emphasizes the importance of economic growth and improvement in social services. The Strategy has both macro and sectoral targets, has identified priority areas and roles and responsibilities of various stakeholders in poverty eradication as well as coming up with a coordination mechanism. The basis for this Strategy are the macro economic, social as well as sectoral policies.

The war against poverty is for every one. The Government's role in ensuring that its people are free from poverty and live a decent life include putting in place an enabling environment for all stakeholders to effectively participate in poverty eradication activities. The Government will also strengthen good leadership and coordination mechanisms for poverty eradication initiatives.

The Government recognizes the role of the private sector in poverty eradication. The private sector has a role of creating employment opportunities by increasing investments. Also, the private sector needs to invest in the provision of social services to expand these services. It also has a role in the provision of credit facilities. The private sector has a role also to disseminate information on poverty eradication efforts.

Non-Governmental Organizations (NGOs) have the ability to contribute effectively in poverty eradication efforts given the fact that their activities are based at the grassroots. Therefore, the Government will continue to motivate these institutions to implement their programmes separately or in collaboration with the Government. NGOs will have the role of sensitizing people and expand participation of beneficiaries in poverty eradication activities, assist communities especially women to formulate their development plans, and seek collaboration with donors in implementing poverty eradication programmes.

The National Poverty Eradication Strategy recognizes the important role of donors in availing resources for poverty eradication. Therefore, donors and other stakeholders will be involved in the implementation of poverty eradication plans and programmes.

People are the main stakeholders in bringing about decent living conditions. It is their role, therefore, to denounce poverty and endeavour to eradicate it. It is the role of the people themselves at different levels to identify resources at their disposal and direct these into poverty eradication programmes. They also need to evaluate implementation of their programmes. The Government will assist their efforts according to its resource ability.

The war against poverty has been going on for some time now. Although considerable achievements were made, poverty is still a problem. Many Tanzanians today are demoralized by their low living standards. The average income for a Tanzanian is not adequate to meet basic needs. Malnutrition especially for children, poor education and diseases such as malaria, cholera, dysentery, anaemia are still serious problems to many Tanzanians.

Environmental degradation arising from unfavourable use of land, forestry and oceans is a result of poverty and its continuation is a threat to future generations. Thus, the challenge ahead is to eradicate poverty so as to build Tanzania which provides conducive living to current as well as future generations.

Tanzanians in general have enormous experience that shows that with determination we can attain our target. The victory against Idi Amin, achievements during 1970s especially in education and health, the prevailing peaceful atmosphere in the midst of economic difficulties which under normal circumstances are a potential source of division in a society, are just few examples that show that we have the ability to achieve our resolve.

The problem of poverty is not only a result of inadequate resources but also a failure of society to recognize its extent, to put greater determination in identifying potentials that could be used to fight it, and over dependency to Government and donors. Despite the fact that the Government has a role to create an enabling environment for poverty eradication, it is the duty of individuals to resolve and work towards eradicating poverty.

Our past experience and experiences elsewhere have shown that considerable achievement is made when people themselves led by their institutions are effectively participating in decision making. Thus the Government is putting paramount importance to the participation of the beneficiaries in poverty eradication.

The Government has formulated the National Poverty Eradication Strategy. The Strategy provides an overall guidance to all stakeholders and a framework for coordination and supervision of the implementation of policies and strategies for poverty eradication. It is expected that all stakeholders will utilize this framework to consolidate their efforts to eradicate abject poverty in our society. The Office of the Vice President has a role to coordinate and supervise poverty eradication programmes implemented by various sectors, including development of poverty monitoring indicators.

Poverty eradication is a war we have to win so that this generation as well as future generations can lead a more descent life. It is possible if each one of us take part as an active member in this war.

Preparation of the National Poverty Eradication Strategy involved many stakeholders at different stages. A committee of experts prepared the initial draft which was discussed in zonal workshops whose participants were drawn from central and local governments, district and urban councillors and representatives from Non-Governmental Organizations, from each district in Mainland Tanzania. The draft was also discussed in a women's workshop representing all regions of Mainland Tanzania. Two other workshops for this purpose were organised, one for the Members of Parliament and another for the donor community. There was also a national workshop which was attended by executives from the Government, private sector, training and research institutions, and Non-Governmental Organizations. After this participatory process a final draft was submitted to the Government in October, 1997 for approval.

I would like to take this opportunity to thank all those who participated in the process of formulating the National Poverty Eradication Strategy. Special thanks should go to the United Nations Development Programme (UNDP) for their financial and technical assistance. Thanks should also go to other donors for their useful comments during the initial stages and their indication to support the implementation phase. Many thanks should go to the Members of Parliament of the United Republic of Tanzania for their comments that improved the draft Strategy during its preparations.

Since it is not easy to mention all those who participated, I would like to give my thanks to all institutions and groups who participated in the process of finalization of the National Poverty Eradication Strategy.

It is my hope that all stakeholders will read, adopt and implement their roles as individuals or groups in the national resolve to eradicate poverty. It is possible, play your part.

Dr. Omar Ali Juma
VICE PRESIDENT OF THE UNITED REPUBLIC OF TANZANIA

THE NATIONAL POVERTY ERADICATION STRATEGY

1.0 BACKGROUND

1.1 Introduction

Soon after independence in 1961, Tanzania declared war against three closely related evils - poverty, ignorance and disease. Extensive programmes related to poverty eradication were initiated which included, inter alia, programmes to expand education, health services and water supply as well as improvement of physical infrastructure and development of agriculture and the economy as a whole.

People have always been at the centre of the government's efforts in pursuit of poverty eradication. In spite of some implementational shortcomings, considerable achievements were made in improving human welfare in the first twenty years of independence.

However, the economic difficulties experienced beginning in the early 1970s through the 1980s eroded most of the early gains. Tanzania is now faced with mass poverty in both rural and urban areas. This has prompted the Government to formulate the National Poverty Eradication Strategy. The formulation of this Strategy has evolved an extensive consultative process involving different stakeholders at national to district levels.

1.2 The Poverty Situation in Tanzania

1.2.1 Definition of Poverty

Poverty at its broadest level can be conceived as a state of deprivation prohibitive of decent human life. This is caused by lack of resources and capabilities to acquire basic human needs

as seen in many, but often mutually reinforcing parameters which include malnutrition, ignorance, prevalence of diseases, squalid surroundings, high infant, child and maternal mortality, low life expectancy, low per capita income, poor quality housing, inadequate clothing, low technological utilization, environmental degradation, unemployment, rural-urban migration and poor communication.

1.2.2 Extent of Poverty

There are many indicators used to measure poverty and its manifestation. The indicators used here are those that reflect the realities of poverty in Tanzania.

i) Illiteracy

One of the signs of poverty in the country is the low level of literacy and numeracy. The literacy level is now estimated to be 68% down from 90% achieved in the 1980s. This testifies to the worsening trend of poverty and to the reversal of gains made earlier in human development efforts. Among low income families, the literacy rate is 59% which is 9% lower than the national average. Gross enrollment rate for primary school pupils is 77.8% (1996), down from 90% in the 1980s.

ii) Inadequate Clean and Safe Water Supply

Availability of clean and safe water supply and sanitation services is one of the basic indicators of human development. Water for the majority of Tanzanians is not within easy reach. Only about 11 percent of households have water services at the door. About 38 percent have to walk up to 15 minutes in order to reach a water source; while about 27 percent of households spend up to 30 minutes walking to a source of water. The rest have to spend more than 30 minutes to get to a source of water. Women and girl-children are the most adversely affected by lack of water because culturally and traditionally they have the role of fetching water.

iii) Poor Health Services

Inadequate health services reflect the extent of poverty of the country. For example, according to Health Statistical Abstract (1997) the ratio of population per health facility is 7,421; there is one hospital bed per 1000 people and one physician per 23,188 people, while about 30% of the people live more than 5 kms from the nearest health centre.

iv) High Mortality Rate

According to the Health Statistical Abstract 1997, the average life expectancy at birth of a Tanzanian is 50 years compared to a life expectancy of 77 years in developed countries and 62 years in other developing countries. The infant mortality rate (IMR) is 96 per 1,000 live births compared to 7 in developed countries. The under-five mortality rate is 158, while maternal mortality stands at 200-400 per 100,000 live births. Comparable figures for developed countries are: under-five mortality rate of 9 per 1,000 and maternal mortality rate is 95 per 100,000 live births. These high mortality rates for Tanzania are a clear expression of poverty

v) Malnutrition

Many Tanzanians suffer from malnutrition particularly under-nutrition. Also many are affected by micro nutrient deficiencies due to nutritional illiteracy especially as it relates to best use of fruits and vegetables and proper methods of planning cereal-based diets. According to Tanzania Demographic Health Survey (1996), malnutrition among under-fives show the prevalence of stunting to be 43.4%, underweight 30.6% and wasting 7.2%. Adult malnutrition especially maternal malnutrition is widespread. Indicative of maternal malnutrition is the high prevalence of low birth weight.

vi) Environmental Degradation

Environmental degradation which is caused by over exploitation of land perpetuates poverty. Poverty has led to small holder farm households and pastoral groups to intensify exploitation of land with the aim to survive. This has led to widespread soil erosion. Furthermore, in the absence of alternative energy sources, firewood remains the dominant source of domestic fuel all over the country. Cutting trees for fuel wood has led to widespread deforestation and drought, hence increasing the danger of desertification.

vii) Unemployment

High incidence of unemployment is among key distinguishing features of poverty. Largely because of poverty, the economy cannot generate enough employment opportunities to meet the needs of the labour force. Poor living conditions of the rural areas serve as centripetal force to push the youth to urban areas where most of them remain unemployed. The near 30% of youth unemployment reflects, in part, the inability of the economy to create sufficient employment opportunities for the growing population, but also the inability of the rural areas to create gainful employment opportunities and incentives to retain youths after graduation from primary education. Alongside this situation is the growing problem of street children who are a manifestation of worsening poverty.

viii) Low Incomes

Another manifestation of poverty is low level of income. Estimates show that the poverty line for Tanzania is Tshs. 73,877 (1995) per annum. More than 50% of the population of Tanzania have incomes below the poverty line. Although the economy has been growing at an average annual rate of 4% since the mid 1980s, this rate of growth is insufficient to generate an income level considered adequate to meet basic needs.

Many Tanzanians live in poor quality houses. A survey conducted in 1995 had shown that 70% of the population in Dar es Salaam city live in squatter settlements. Arusha and Mbeya municipalities have 70% of their population living in similar situation. Mwanza had 40% of its population living in squatter settlements.

1.2.3 Distribution of Poverty

Poverty is not uniformly distributed geographically or within the population. Distinctions can be noted in rural urban poverty situation, gender and agro-ecological zones. Surveys have shown that 50 percent of all Tanzanians are poor; while 36 percent of the poor live in very poor conditions. There is also sufficient evidence to indicate that poverty is more prevalent in rural areas relative to urban areas. Almost 60% of the rural population is poor compared to 39% of the urban population.

1.2.4 Gender

Tanzanian women are poorer than men despite the fact that women are the major actors in productive and reproductive activities. Of the total population, approximately 51.6% (1995) are women. They comprise about 54% of the economically active population in rural areas. About 98% of the economically active population in rural areas are engaged in agriculture, producing about 60% to 80% of all domestic food supplies and cash crops, and shouldering most domestic work. Despite their contribution to society, Tanzanian women do not receive adequate remuneration for their work. Traditional and cultural barriers still block women access to and control of land and other property. Although women contribute most of the labour in productive activities, they have little access to the income generated as men continue to dominate decision making not only within the household but also at national level.

Tanzanian women have limited access to employment opportunities in the formal sector. As a result, many have had to adopt survival strategies through the informal sector where many operate without support of extension services or credit. Many of the activities in the informal sector have increased the burden on women.

In education, the girl child has limited opportunity to pursue education. Despite special focus on girl's education, enrollment in primary schools is still lower than that of male pupils because of parental preference for boy's education. Only 27.3% of Form V students and 24.3% of Form VI students are women. This lower representation of women continues up to university level.

1.2.5 Causes of Poverty

Poverty is caused by both internal and external factors. Whereas the internal causes can be clustered into economic and social factors, the external causes relate to international trade, the debt burden and the refugee problem.

1.2.5.1 Internal Causes of Poverty

Internal causes of poverty include all factors that adversely affect economic growth with equity. Some of the factors are outlined hereunder:-

i) Economic Policies

For many years the country pursued fiscal and monetary policies which, though promoted equity, did not promote economic growth.

ii) Insufficient Support to the Agricultural Sector

Though agriculture is the backbone of the economy, the support given to the sector over the years has not been commensurate with its relative importance. This is reflected in poor rural infrastructure and lack of modernization of the sector. Smallholder farmers who dominate the sector remain virtually inaccessible to credit and other forms of relevant support to improve productivity. The inability to modernize the technologies used in the sector, poor rural infrastructure, the non availability of critical farm inputs, the inefficiency of the marketing system and significant post harvest losses have all contributed towards the poor performance of the agricultural sector, hence towards the poverty of the country.

iii) Inadequate Support to Rural Industries

The establishment in rural areas of small scale, agro-based industries could have complemented the agricultural sector in the utilization of slack labour, in adding value to agricultural commodities and providing a basis for technological development. By not developing small scale and cottage industries in the rural areas, the rural sector has had to continue to depend on peasant farming systems, hence perpetuating poverty.

iv) Disruption of Local Institutional Structures

The erosion of democratic institutions such as local councils and cooperatives denied the participation of the people in the management of the economy and in the process their contribution to development activities were marginalized. Even with the reintroduction of the local government and co-operative societies, lack of capacity and inappropriate set up of the co-operatives limited their contribution to development efforts in general.

v) Low Level of Technology

The use of poor or inappropriate technology leading to low productivity in all sectors has also contributed to the perpetuation of poverty.

vi) Poor Gender Division of Labour

Poor division of labour between men and women at the family level especially in rural areas is also another cause of poverty. Women are the ones who shoulder most of the work, a situation which leads to low income hence perpetuating poverty. It has been observed that in work places, many women are employed in low paid positions.

vii) Laziness and Irresponsibility

Lack of self-motivation to perform one's duties due to laziness and being irresponsible contributes to poverty. If every person could do productive work and strive for self-motivation, poverty would be eradicated. Loitering and misuse of time is prevalent in urban areas where many people are either unemployed or irresponsible.

viii) Diseases

Tanzania is still struggling with common and communicable diseases which have been eradicated in many places in the world. These diseases include malaria, diarrhoea, pneumonia, anaemia, etc. These are the main causes of deaths in Tanzania especially for under-fives. Explosion of diseases such as cholera and typhoid which have been occurring frequently has impact in Government expenditure both on curative and preventive measures, hence intensifying poverty in the country.

HIV/AIDS epidemic has also contributed to the incidence of other diseases such as TB, skin diseases etc. HIV/AIDS incidence fall more on youth who are the main labour force in the economy. It is estimated that up to December 1995 Tanzania had about 1.2 million people with HIV/AIDS. If this trend continues to the year 2000, people with HIV/AIDS will reach 3.6 million. Despite contributing to communicable diseases, HIV/AIDS also increases the extent of poverty in the communities. Many families have been rendered poor through loss of bread-winners. The epidemic has created the problem of orphans both in the rural and urban areas estimated at 200,000 by December 1995. This number is expected to increase to 800,000 or more by the year 2000.

In terms of gender, women bear the brunt of the problem. They have the main responsibilities of taking care of the sick in the family, thus denying them opportunities to generate income and raise their living standards.

ix) Big Families

Having many children in one family shows that there are more dependants relative to those who are able to work. Such a situation increases the burden of the family in overcoming poverty.

1.2.5.2 External Causes of Poverty

Several external factors have limited the ability of the country to combat mass poverty. These factors include the debt burden, unequal exchange in international trade and of late the refugee problem.

i) Debt Burden

One of the major factors that contribute to perpetuate poverty is the debt burden which has continued to drain resources from poor countries to the rich countries. In Tanzania debt servicing is currently about 39 percent of the recurrent budget. This is so huge that it inhibits the Government ability to adequately provide social and other services to the public.

ii) Unequal Exchange in International Trade

Unequal exchange in international trade has limited the ability of developing countries to break out of the poverty cycle. The country has continued to rely on unprocessed agricultural commodities as the main export crops. But the prices of agricultural products in comparison to those of industrial products have remained unfavourable. This trade relationship has put a severe limit on the ability of the country to break out of the poverty cycle.

iii) Refugees

For years Tanzania has been receiving refugees from neighbouring countries. These have been in manageable proportions. However, with the recent ethnic turmoil in Rwanda and Burundi, the country has experienced an influx of refugees never seen before. The two regions of Kagera and Kigoma are now hosting a refugee population of over 700,000 people. The refugee problem has resulted in the depletion of natural resources like water and trees, and the destruction of social infrastructures like dispensaries and schools which were used to host them. The refugee problem has aggravated poverty in the two regions by accelerating environmental degradation and the depletion of food and natural resources.

1.3 PREVIOUS EFFORTS IN ERADICATING POVERTY

After independence, Tanzania inherited an economic structure which grossly neglected the social welfare of the local population and one which was sternly poised to serve external interests set up by the colonial regime. Employment opportunities were extremely limited. About 5 percent of the population were employed but mainly as labourers in foreign-owned plantation estates. Another 5 percent were employed in urban areas as clerks, nurses and housekeepers. A majority, about 90 percent

of the population, worked on their own land as subsistence farmers. The manufacturing sector was small, foreign-owned and its products were mainly processed primary commodities for export. The health sector was under-developed and poorly served; and most government hospitals were urban-based. Education opportunities were limited.

Thus, soon after independence, dramatic state interventions were initiated to reduce economic and social inequalities in resource distribution and control. National campaigns "**Uhuru na Kazi**" and "**Uhuru ni Kazi**" were launched to extol the virtues of work as a basis for development and self dignity. It was also a strategy of enhancing employment opportunities.

To increase rural incomes and ensure food security, the government embarked on policies and various slogans for promoting agriculture. The slogans accompanying those policies included "**Siasa ni Kilimo**", "**Chakula Ni Uhai**", "**Kilimo cha Kisasa**", "**Kilimo cha Umwagiliaji**" etc. Plans were implemented aimed at improving small holder agriculture through better farm management practices and the use of improved technologies. Emphasis was placed on expanding and improving the delivery of services to the agricultural sector. These included the provision of extension services, increasing the availability and use of agricultural inputs, improving the crop marketing system and increasing access to agricultural finance. These efforts could not be sustained due to lack of the necessary infrastructure and absence of institutions like local government and co-operatives which would have managed the services.

Also, the Government implemented various policies in the social services sectors for promoting education, health and water. These policies included Universal Primary Education (UPE), Education for Self-Reliance, Adult Literacy Education, "**Mtu ni Afya**", Primary Health Care for All, Water is Life, Water for All, and others. Successes were recorded in implementing these policies. In education, several indicators showed that Tanzania

had made tremendous progress in eradicating illiteracy. For example, over 90 percent of school-age going children were able to enter Standard I in primary school and literacy rate of 90 percent was achieved. Success in the health sector included the increased number of rural and urban health centres, construction of regional and district hospitals in most regions and construction of training centres for medical and health staff. Mother and child health care services also increased. In the water sector, various donor agencies co-operated with the government in delivering water supply services, especially in the rural areas. These services included provision of clean piped water, construction of shallow and deep-water wells and construction of dips for livestock.

However, these gains could not last long, among other things, due to the following shortcomings:-

- Poor involvement of people themselves at different stages of planning led to most of the projects being unsustainable after completion.
- Lack of capital for most of the rural people.
- Lack of skills to run these programmes/projects especially technical skills, environmental management and protection, evaluation as well as finance management.
- All these initiatives were top-down in their nature, thus lacked people's support.
- Previous efforts to eradicate poverty were of campaign type and not part of socio-economic development plans and programmes. Therefore, they could not be sustained after the campaigns.

Many stakeholders such as government ministries, NGOs and donors implemented their programmes in accordance to their individual perception and priority. There was no guidance and coordination of these efforts.

The National Poverty Eradication Strategy aims at providing a guidance for stakeholders and the poor themselves to identify, implement and evaluate their own programmes, and enable different stakeholders to put poverty eradication programmes as part of their overall development plans and programmes.

1.4 THE NEED AND RATIONALE FOR A NATIONAL POVERTY ERADICATION STRATEGY

Although the government has had poverty eradication as a policy objective since the 1960s, there was an implicit assumption that poverty eradication could be achieved as an outcome of economic growth and general distribution policies. Policies which the country implemented did not promote sound economic growth. Based on that and the government's commitment to eradicating poverty, the government has been adopting various structural and economic changes to enhance more people's participation in the economic growth and hence eradicate poverty.

At the international level, there is renewed effort to jointly attack mass poverty. The international community is committed to directing more resources towards poverty eradication. Individual countries need national policies on poverty eradication as a tool to guide the international community in supporting national initiatives. Tanzania, as a member of the international community is expected to have its national strategy on poverty eradication.

As indicated in the previous section, over the years, efforts have been undertaken to eradicate poverty, and various stakeholders have been active in implementing poverty eradication programmes. These include the government at various levels,

NGOs, community-based organizations and the private sector. What has been lacking in these efforts is a clear coordination mechanism and a framework for operation. The outcome has been duplication of efforts with consequent inefficient use of resources. Under this situation, it is prudent to have a poverty eradication Strategy that provides a framework and sets a coordination machinery for poverty eradication among the various stakeholders.

Recently, the government has adopted and is implementing policies covering the social services like water, health, education and housing. There are also national policies for agriculture, tourism, employment, environment, women, community development, energy, and mining. Although all these policies can be said to address in one way or another poverty issues, poverty eradication as a cross-sectoral initiative is not adequately covered in any of those policies. While the strategy is to mainstream poverty issues in these sectoral policies, a specific National Poverty Eradication Strategy is required to bring coherence, consistency and eliminate contradictions in policies in addressing issues of poverty eradication.

1.5 CHALLENGES AND OPPORTUNITIES IN POVERTY ERADICATION

Poverty eradication initiatives will be successful only if it is able to capitalize on existing and potential opportunities to address the priority areas identified for poverty eradication and the extent to which it can meet challenges and overcome key constraints.

1.5.1 Challenges Facing the Poverty Eradication Initiatives

The challenges facing the process of poverty eradication include people's perceptions of poverty and their ability to address it, lack of accountability and transparency, the rapid growth in population and rural-urban migration, poor economic infrastructure and the devastating nature of HIV/AIDS. The following is a discussion of these challenges:

i) **Dependency Syndrome**

Contrary to national drive of building a self reliant nation, the dependency syndrome is prevalent among Tanzanian society. Many people depend on the Government for their development while the Government has been relying on donor assistance to finance its development programmes. This dependency syndrome is widespread not only in rural areas but perhaps more so in urban areas. This is a major challenge to poverty eradication initiatives as it requires radical changes in attitudes and behaviour and people's responsibilities for their own well being and social progress. People have to understand that the prime actors in poverty eradication are the people themselves. The government's role is much more facilitatory and complementary to the peoples efforts.

ii) **Accountability and Transparency**

Poverty eradication requires good administration and management of resources. In turn, this requires a coherent system of accountability and transparency as well as behavioral integrity. Since local governments have the role of delivering services directly to the people, accountability and transparency need to be more effective at that level.

iii) **Creating Capacity to Cope with Changes in Global Trade Policies and Practices**

To overcome the problem of unfavourable terms of trade and unfair competition Tanzania has to diversify its exports to include processed and manufactured goods and explore alternative markets for its products.

iv) Providing Social Safety Nets

The current social and economic structural changes will negatively affect some societal groups such as the children, the elderly, people with disabilities and women with low or no income. To protect these vulnerable groups, some social safety nets need to be put in place. Such safety nets include having mechanisms for identifying the target groups, strategies to reach them as well as providing them with financial or material support such as school fees, health care etc.

v) Population Growth

The population of Tanzania is estimated to be growing at a rate of 2.8 percent per annum. This rate of population growth is unsustainable by the current rate of economic growth of 3.6 percent per annum and thus affecting the delivery of social services and greatly contributing to environmental degradation. Sustained efforts will be required to control the rate of growth of population, including promoting reproductive health systems and provision of family planning services as provided in the National Population Policy.

vi) Poor Transportation System

Poverty eradication requires production and marketing efficiency. Many parts of the country have limited or no reliable trunk and access roads which can be used to transport crops from production points to the markets.

vii) Insufficient Numbers of Extension Workers and Change Agents at the Grassroots Level

Poverty eradication requires existence of sufficient numbers of extension staff and change agents at the grassroots level. These include agricultural extension workers, primary school teachers, community development workers and health workers. The

current numbers of extension workers is not only insufficient but their contribution and expertise is not sufficiently acknowledged by the society.

viii) Participation and Social Mobilization

The success of poverty eradication initiatives requires direct involvement of the poor at all stages of planning, implementation, monitoring and evaluation. In the past, efforts tended to engage the poor as peripheral agents in the development process. It is important to ensure the inclusion of all stakeholders in the development process to eradicate poverty.

1.5.2 Existing Opportunities

Despite the constraints identified above, Tanzania has the capacity to eradicate poverty. There are considerable opportunities that can be taken advantage of in the implementation of poverty eradication programmes. Such opportunities include:-

i) Government Commitment to Eradicate Poverty

Since Independence in 1961, poverty eradication has dominated the country's political and development agenda. The call of the 1960s to eradicate poverty, disease and ignorance is a demonstration of that resolve. The current initiatives, therefore, have an opportunity to evaluate past strategies, assess their impact and build on lessons learned from those efforts in the design and implementation of new development programmes.

ii) Peace and Stability

The existing peace and stability allows for the participation of the people in decision making process, design, implementation, monitoring and evaluation of poverty eradication programmes.

iii) Natural Resources

Tanzania is endowed with rich natural resources which can be utilized to eradicate poverty. These include ample arable land, a wealth of mineral resources and game reserves. There is also abundance of untapped water sources which could be used for irrigation, generation of electricity and for domestic use.

iv) Multiparty Democracy

The current multiparty democratic process creates and strengthens among Tanzanians culture of self expression and reaching consensus on critical national development issues. It also provides an opportunity for people's views and concerns to be heard at the highest level of leadership; and for these views to be reflected in policy formulation and design of development programmes.

v) Economic Reforms and Market Liberalization

Economic reforms and market liberalization has brought many changes in the country. One of the major changes is the withdrawal of the government from direct production, processing, manufacturing and marketing; while at the same time promoting private sector participation in production and distribution. Besides availing wide opportunities for poverty eradication, these changes will allow the government to focus and direct its attention and resources towards poverty eradication programmes

vi) Supportive International Community

During the recent international conferences, an agreement was reached to support poverty eradication initiatives worldwide. This encouraged increased flow of international resources to meet the needs of poor countries and to ensure urgent implementation of existing debt-relief agreements. It is

anticipated that with the on-going government efforts to establish accountability and transparency, there will be renewed donor confidence and continued donor support to eradicate poverty.

vii) **Participation of Non-Governmental Institutions**

Non-Governmental Institutions such as Non-Governmental Organizations (NGOs), Community Based Organizations (CBOs) and Grassroot Organizations (GROs) have a long experience and capability to work with grassroots communities. Therefore if adequately involved they can greatly contribute to the success of poverty eradication initiatives.

viii) **Enhanced Information Dissemination Mechanisms**

There is now good communication media (radio, television, newspapers and magazines) that can be used to raise people's understanding and awareness of poverty issues, including information on opportunities that exist for them to enrich their livelihoods. The media will certainly enhance efforts for social mobilization and integration in programme planning and implementation.

2.0 GOALS, OBJECTIVES, POLICIES AND STRATEGIES.

2.1 The Overall Goal of the National Poverty Eradication Strategy

Considering the limited capacity of the Government, the Poverty Eradication Strategy aims at involving the people, especially the poor in identifying, planning, implementing, monitoring and evaluating poverty eradication programmes. The role of the Government, donors, NGOs, the private sector and other stakeholders will be to support those initiatives. In view of the above, the overall goal of the National Poverty Eradication

Strategy is to provide a framework to guide poverty eradication initiatives in order to reduce absolute poverty by 50% by the year 2010 and eradicate absolute poverty by the year 2025. This goal will be achieved through:-

- i) Providing a coordinating mechanism for the implementation of poverty eradication initiatives.
- ii) Creating an enabling environment for effective poverty eradication efforts.
- iii) Empowering the poor to participate effectively in poverty eradication programmes
- iv) Ensuring full participation of women in poverty eradication initiatives.
- v) Providing clearly defined roles and responsibilities of different stakeholders in implementing poverty eradication plans and programmes.
- vi) Promoting equality of opportunity for men and women to lead a decent and productive life.

2.1.1 Specific Goals

In order to measure progress achieved in eradicating poverty, some specific goals are indicated. The goals focus on improved economic growth and people's income as a basis for poverty eradication, provision of education, water, health, housing, infrastructure and employment by the year 2010. Relevant sectors have set their respective sector targets in eradicating poverty.

2.1.1.1 Economic Growth

- i) The Rolling Plan and Forward Budget (RPF) for 1996/97 - 1998/99 has projected an average economic growth of 6% per annum. However, in the medium long term period the target is to have the economy growing at a rate of 8 - 10% per annum.
- ii) Increase the share of the manufacturing sector in the GDP from the current 8.4% to 20% by the year 2010.
- iii) Diversify the structure of the economy to reduce dependency on the agricultural sector and enhance agro-industries.

2.1.1.2 Increase Peoples Incomes

The target is to increase the average income to a level equivalent to the income levels in the current medium income countries which is USD 300- 500 per annum by 2010.

2.1.1.3 Education

- i) Achieve universal primary education
- ii) Expand secondary education by strengthening existing Government secondary schools and construct new schools. Local authorities, NGOs, individuals and other institutions will be encouraged to establish private secondary schools. The target is to have at least one secondary school at each ward.
- iii) Raise the number of people who can read and write to 90 percent of all Tanzanians taking into account gender considerations.

- iv) **Expand and strengthen primary and technical education in order to enhance the ability of individuals' advancement.**

2.1.1.4 Water and Sanitation

- i) **Increase access to water up to a coverage of 90 % within a distance of 400 meters.**
- ii) **Increase access to sanitary services particularly to urban dwellers by at least 50 % of current status.**
- iii) **Discourage unnecessary tree cutting in order to prevent soil erosion.**

2.1.1.5 Health and Nutrition

- i) **Reduce the incidence of diseases and deaths and increase life expectancy by providing health services to mothers and children, to treat and prevent communicable diseases.**
- ii) **Increase access to health centers and reduce the average distance to a health facility in both urban and rural areas.**
- iii) **Reduce severe malnutrition among children under 5 years from the rate of 6 % to 2 % or less, and moderate malnutrition from 44 % to 22 %.**
- iv) **Reduce maternal mortality rate by half from 200-400 per 100,000 live births to 100-200 per 100,000 live births.**

2.1.1.6 Employment

- i) **Reduce the general level of unemployment to less than 10 %**

- ii) Reduce the rate of unemployment among women and youth.

2.1.1.7 Housing

Achieve decent housing for all.

2.1.1.8 Infrastructure

- i) Improve the existing roads so as to be passable throughout the year.
- ii) Strengthen districts and rural roads.
- iii) Sensitize regions, districts, NGOs and donors to mobilize and allocate resources to rural roads.

2.2 PRIORITY AREAS

The Government has already approved various macro and sectoral policies and strategies which focus on poverty eradication. Other macro and sectoral policies and strategies with similar focus are at different stages of formulation and approval. The Vice President's Office will closely monitor implementation of those policies and strategies in order to realise the target of eradicating poverty. The National Poverty Eradication Strategy has categorized these policies and strategies into three groups i.e. those creating enabling environment for poverty eradication, those building capacity for poverty eradication and sectoral policies and strategies for poverty eradication. The National Poverty Eradication Strategy does not intend to reproduce whole coverage of individual sectoral policies and strategies but capitalizes on those areas more focused to poverty eradication. The Vice President's Office will also make a close follow-up on implementation of other Government decisions which have a bearing on poverty eradication in the country.

2.2.1 Policies and Strategies for Creating An Enabling Environment for Poverty Eradication

Successful implementation of poverty eradication plans and programmes will require different sectors to adhere to principles of good governance, coordination and people's participation. The Vice President's Office will monitor the adherence to these basics at all levels.

2.2.1.1 Governance

Principles for Good Governance

- i) The conduct of government business, laws, procedures and guidelines will be transparent and pro-poverty eradication.
- ii) The Government (both local and central) will uphold rule of law.
- iii) The Government will uphold the principle of public accountability.
- iv) Local governments will be supported and strengthened to facilitate, plan, supervise, provide technical inputs and monitor poverty eradication.
- v) Every Tanzanian citizen will be responsible and pay necessary dues, taxes and levies as required by law and be law abiding.
- vi) All women and men will be entitled to equal right of access to land and other available productive resources.
- vii) There will be consistency in development policies.
- viii) Poverty eradication concerns should be incorporated in all development policies and plans.

Strategies to Promote Good Governance

- i) Improving and enforcing a system of accountability at all levels of government
- ii) Strengthening of public institutions responsible for public accountability and transparency.
- iii) Enacting and enforcing legislation to support implementation of poverty eradication programmes
- iv) Strengthening the media to ensure public awareness of government activities.
- v) Ensuring gender sensitivity in leadership participation.
- vi) Undertaking regular policy reviews to ensure harmonization of policies
- vii) Providing leadership education and training at grassroots level i.e. street, village and ward to enhance efficiency.

2.2.1.2 Coordination

Policy and Programmes co-ordination will be the main strategy to ensure effective implementation of poverty eradication initiatives.

Strategies for Coordination:

- i) Developing a coordination mechanism for poverty eradication.
- ii) Establishing poverty eradication networks at all levels.
- iii) Establishing clear lines of communication at national, regional, district and community level for poverty eradication.

2.2.1.3 Participation

Principles of Effective Participation

- i) Every individual and families will earn a livelihood through socially, culturally and legally acceptable work.
- ii) Individuals/families will have the right to demand and consume services related to poverty eradication.
- iii) Communities will identify and use resources to eradicate poverty in their localities.
- iv) Individuals, families and communities will use locally possessed resources in partnership with other people who have financial and human capital in pursuit of poverty eradication objectives.
- v) Individuals, families and communities will strive to increase, adopt and use improved technologies in pursuit of improved livelihood.
- vi) Every citizen will be legally permitted to carry out poverty eradication-related activities any where in the country as long as they do not contravene existing rules, laws, regulations and procedures.
- vii) To empower women to fully participate in decision making processes at all levels of leadership.

Strategies to Promote Effective Participation

- i) Undertaking high level advocacy on the need to eradicate poverty as a vital national issue.

- ii) Sensitizing and creating awareness of the problem as well as opportunities existing for its eradication using change agents.
- iii) Enhancing organizational, analytical and managerial skills of stakeholders i.e. communities, cooperatives, individuals, NGOs, CBOs, private sector, Local Governments etc. to address poverty.
- iv) Enabling the people and communities to mobilize own human and material resources to be able to prioritize, plan and implement poverty eradication initiatives.
- v) Strengthening local government capacity through technical and financial support and rationalization of their functions to enable them to effectively facilitate implementation of poverty eradication programmes.
- vi) Enhancing dialogue and coordination among stakeholders in planning and implementation of poverty eradication programmes.
- vii) Promoting women leadership skills particularly those in village councils, ward and district councils in order to enable them participate effectively and contribute towards decision making.
- viii) Promoting legal education for women and the community as a whole.

2.2.2. Policies and Strategies for Creating Capacity for Poverty Eradication

Poverty eradication requires enhanced economic capacity. Thus the following policies and strategies whose target is to enhance economic growth and equity will be pursued:-

2.2.2.1 Policies for Economic Growth

Growth targets for the economy will be achieved by implementing both macroeconomic as well as sectoral policies and strategies as stipulated in the respective sector policies. Macroeconomic policies to be pursued are as follows:-

- i) The Government will put in place an enabling environment for investment in productive as well as social services sectors.
- ii) The Government will collect its revenues in order to meet its recurrent obligations as well as mobilizing resources to support poverty eradication initiatives.
- iii) The Government will create enabling environment for the private sector to increase investments and create more employment opportunities.

2.2.2.2 Policies to raise people's income

- i) Credit schemes in the rural areas will be created and strengthened so as to provide credit for poverty eradication activities.
- ii) Informal sector activities will have access to loans through credit schemes to be established.
- iii) Government will encourage investment in smallscale mining as part of the effort to eradicate poverty.

Strategies to raise people's income

- i) To create, promote and strengthen credit provision in both rural and urban areas; this will include encouraging people to establish savings and credit schemes.

- ii) To strengthen other funds such as those for youth, smallscale businesses and women development so as to be able to provide loans for the target groups.
- iii) To negotiate with donors to allocate at least 20% of their assistance to poverty eradication initiatives.

2.2.2.3 Agricultural Development

The Government has already approved Agricultural Sector Policy, thus the sectoral policies and strategies have been taken into account during the formulation of the National Poverty Eradication Strategy.

Policies for Agricultural Development

- i) Agriculture will remain the main source of economic development and poverty eradication.
- ii) Food security at household and national level will receive priority in poverty eradication.
- iii) There will be renewed and greater support to promote agricultural productivity.
- iv) Investment in agriculture will be promoted and enhanced.
- v) Government will strengthen extension support, research and training services for farmers and livestock keepers.
- vi) Transportation and communication network will be strengthened in order to facilitate crop haulage to market centres and inputs delivery to farmers.
- vii) The land tenure system will encourage efficient use of land and prevent environmental degradation.

- viii) There will be equality of access to land and other productive resources by men and women.

Strategies for Agricultural Development

- i) Identifying and increasing access to new farm land by farmers and improving means of communication.
- ii) Establishing food preservation at district and household level.
- iii) Intensifying production on already cultivated land through improved technologies and inputs.
- iv) Increasing the availability of basic farm inputs and promote the use of organic fertilizers by farmers.
- v) Improving marketing services including marketing research for agricultural products.
- vi) Developing and promoting improved on-farm storage facilities to reduce post harvest crop losses.
- vii) Encouraging increased investment in small holder irrigation systems.
- viii) Increasing the availability of credit and other forms of financial support to the agricultural sector
- ix) Improving and speeding up the process of land surveying and issuing title deeds to individuals and communities.
- x) Developing and setting aside grazing land.
- xi) Improving the marketing research for agricultural and livestock product.

2.2.2.4 Development of the Industrial Sector:

The government has already approved Industrial Sector Policy, thus the following policies and strategies have been taken into account by the National Poverty Eradication Strategy.

Policies for developing the Industrial Sector

- i) The Government will provide an enabling environment for investment to the private sector to facilitate industrial development.
- ii) The government will provide an enabling environment for promoting rural industrialization.
- iii) Basic industries will be promoted.
- iv) The government will provide incentives for the indigenous to invest in the industrial sector.
- v) Industrial development will be undertaken by using environmentally friendly technologies.
- vi) Industrial development will focus on increasing productivity in existing industries.
- vii) The Government in collaboration with other developing countries will initiate discussions with the international community aimed at promoting international trade and exchange of technology.

Strategies for Industrial Development:

- i) Improving and rehabilitating existing potential industries in order to enhance performance and increased productivity.

- ii) Raising the level of production in industries by using modern technologies and expertise.
- iii) Promoting agro-processing industries in the rural areas.
- iv) Identifying potential areas for rural industrial development in each district.
- v) Promoting the informal sector.
- vi) Encouraging the financial sector to set up credit schemes for industrial development.

2.2.2.5 Mining Sector Development

The Mining Sector Policy is in the formulation process. However, adequate consultation were made during the formulation of the National Poverty Eradication Strategy. The following policies and strategies for the sector have been considered.

Policies for Development of the Mining Sector:

- i) The government will motivate the private sector to invest in mining.
- ii) The government will encourage foreign firms to invest in the mining sector.
- iii) The government will promote small scale miners by providing expertise and facilitate the acquisition of mining tools.
- iv) Citizens will be encouraged to engage in mining activities.

- v) **Availability of improved mining techniques and modern technologies will be given priority in order to increase the capacity of small scale miners to the mining sector.**
- vi) **Processing and refining minerals and gemstones will be undertaken as a means of strengthening the mining industry.**
- vii) **Considerations for environmental protection and preservation will go hand in hand with mining activities in order to prevent health hazards associated with mining practices.**
- viii) **The government will oversee, monitor and enforce legislation to ensure adherence to proper mining practices and associated commercial activities.**

Strategies to Develop and Strengthen the Mining Sector

- i) **Training on technologies and techniques will be given to miners and operators in minerals and gemstones trade.**
- ii) **Providing technical support and advice to smallscale miners.**
- iii) **Establishing programmes to disseminate information regarding mining and commercial activities on gemstones.**
- iv) **Strengthening exploration and mapping of areas with mineral wealth.**
- v) **Strengthening institutions, organizations and other stakeholders in the mining industry.**
- vi) **Simplifying and publicizing regulations and procedures for entry into the mining industry so as to encourage greater participation of smallscale operators.**

- vii) Enabling local government authorities to play a greater role in overseeing all mining activities and gemstones trade in their respective areas of jurisdiction.
- viii) Promoting local initiatives to establish miners co-operatives in mineral-rich areas.
- ix) Creating an enabling environment for smallscale miners to access and use appropriate machines, tools and supplies required in the mining industry and to process, refine and cut gemstones and other precious metals before marketing them.

2.2.2.6 Co-operatives

The Government has approved Co-operative Policy. Thus the following policies and strategies have been considered in the formulation of the National Poverty Eradication Strategy.

Policies for Promotion of Co-operatives:

- i) The government will support people's initiatives to establish and strengthen local co-operatives.
- ii) Co-operatives, in accordance with their respective constitutions, will perform their functions without interference from the government.
- iii) The government will protect co-operatives within the existing legal framework and provide necessary assistance to strengthen them.
- iv) The government will facilitate the establishment of co-operatives for special groups including women's groups, youth and those with disabilities.

Strategies to Promote and Strengthen Co-operatives

- i) Promoting and strengthening education on co-operatives in schools.
- ii) Providing education on co-operatives to grassroots organizations especially in rural villages.
- iii) Encouraging people to establish co-operatives.
- iv) Emphasizing the importance of co-operatives and encouraging participatory reviews and discussions of issues related to the constitution by all members and to be done in scheduled meetings.
- v) Creating legal awareness among members regarding accountability of leaders of co-operatives to members.
- vi) Co-operatives will be made to adhere to their constitutional mandate and follow operational procedures according to the existing legislation on co-operatives.

2.2.2.7 Promoting Infrastructure

Policies and strategies for infrastructure concerns roads, telecommunication and energy.

Policies to Promote Infrastructure:

- i) Infrastructure development will be a key component of poverty eradication.
- ii) There will be increased financial investment in infrastructural development in both rural and urban areas.

Strategies to promote infrastructure:

- i) Increasing the number of trunk and access roads in rural areas.
- ii) Improving and increasing telecommunication network in rural and urban areas
- iii) Increasing the rate of electrification generally and in rural areas in particular.

2.2.2.8 Resource Mobilization

The Government has made several statements in this area. These statements have been reviewed in order to improve the following policies and strategies:-

Policies For Resource Mobilization

- i) The Government will mobilize sufficient internal resources for poverty eradication.
- ii) The Government will allocate more resources to the local government authorities to allow them implement their mandates effectively.
- iii) The Government will encourage local and foreign investments to promote employment.
- iv) Various sources of revenue for poverty eradication initiatives will be identified and developed.
- v) Institutions responsible for assessment, collection and monitoring the use of resources will be strengthened.
- vi) The Government will continue negotiations with donor community in order to reduce debt burden to Tanzania.

- vii) The Government will collaborate with the international community in the implementation of international commitments on poverty eradication, and priority human and social development.

Strategies for Resource Mobilization

- i) Earmarking resources according to needs and priorities of the various target groups and communities.
- ii) Putting in place incentives for individuals, communities, and the private sector to mobilize local savings which can then be used to support poverty eradication programmes.
- iii) Broadening the tax base and strengthening the tax system towards additional revenue generation for poverty eradication programmes.
- iv) Strengthening the application of user fees and cost recovery for services and put into place a mechanism for protecting the most vulnerable groups.
- v) Conducting research on best modalities for availing credit facility to the grassroot organisations for poverty eradication.
- vi) Strengthening the national input fund, which provides agricultural input support to farmers at the grassroots level.

2.2.3 Sectoral Policies and Strategies for Poverty Eradication

The sectors which have a direct bearing on poverty eradication include education, health, water supply, employment, environment and settlement. The Vice President's Office will closely monitor the implementation of policies and strategies of

priority sectors in order to ensure that the goal of eradicating poverty is achieved. The following sectoral policies and strategies are targeted at poverty eradication:-

2.2.3.1 Education Promotion

The Government has already approved Education Policy. The following policies and strategies have been taken into account during the formulation of the National Poverty Eradication Strategy.

Policies to Promote Education:

- i) There will be equality of opportunity between men and women in school enrolment at all levels.
- ii) There will be special programmes to support the enrollment of women into training institutions.
- iii) Increased emphasis will be on quality education.
- iv) There will be increased emphasis on science and technology in training institutions.
- v) Primary and secondary school girls who become pregnant will be allowed to complete their education programme and be given family life education.
- vi) Government will design special mechanism to assist trainee teachers who are unable to meet training costs.

Strategies to Promote Education:

- i) Facilitating and encouraging private sector and NGO participation in the promotion of education.

- ii) Increasing government resource allocation to the education sector.
- iii) Introducing family life education in school curriculum for primary and secondary schools.
- iv) Encouraging communities to participate in the provision and maintenance of education infrastructure.
- v) Promoting Adult education programmes as a means of promoting adult literacy.

2.2.3.2 Health Sector Development

The Government has already approved the Health Sector Policy. The following policies and strategies have been considered during the formulation of the National Poverty Eradication Strategy:-

Policies to Promote the Health Sector

- i) There will be increased allocations of resource for the health sector development.
- ii) Increased resources will be allocated to preventive health services.
- iii) There will be increased emphasis on promoting and strengthening rural health facilities.
- iv) HIV/AIDs and other communicable diseases shall continue to receive priority in health sector programmes.

Strategies for the Promotion of Health Development

- i) Strengthening Local government capacity to assess, plan and implement health programmes.
- ii) Strengthening institutional capacity to implement health sector programmes, particularly primary health care.
- iii) Increasing training and development of health workers in rural areas.
- iv) Increasing the number of health facilities in rural areas.
- v) Expanding and strengthening health programmes targeted to the needy such as HIV/AIDs and TB victims.
- vi) Expanding the outreach programmes.

2.2.3.3 Water Supply and Sanitation

The Government has already approved the Water Policy. The following policies and strategies have been considered during the formulation of the National Poverty Eradication Strategy:-

Policies to Promote Water Supply and Sanitation Services:

- i) Communities will receive technical support to implement water supply and improve sanitation in residential areas.
- ii) There will be increased financial allocations for safe water supply and sanitation programmes.
- iii) Private sector will be encouraged to invest in water and sanitation to promote water supply and sanitation.

Strategies

- i) Expanding programmes for both water supply and sanitation services in urban and rural areas.
- ii) Promoting community efforts in implementing water and sanitation programmes.
- iii) Encouraging private sector participation in developing and implementing water and sanitation programmes.

2.2.3.4 Promotion of Employment

The government has already approved a National Employment and Informal Sector Policy which takes into account the important roles of the private and informal sectors in poverty eradication. The following policies and strategies have been considered in the formulation of the National Poverty Eradication Strategy:-

Policies for Employment Promotion

- i) Every Tanzanian capable of working should work.
- ii) Development programmes undertaken by the government, the private sector, NGOs and individuals will emphasize creation of jobs.
- iii) The government will facilitate the development of the informal sector so as to increase its capacity to create employment opportunities.
- iv) Men and women will have equal opportunities for employment.

Strategies for Employment Promotion

- i) Reviewing various labour laws in order to determine their adequacy in supporting and promoting poverty eradication programmes.
- ii) Increasing the number of development programmes especially those with potential for creating jobs as well as sustainable employment.
- iii) Allocating areas for informal sector activities.
- iv) Reviewing national legislations on urban sector development with a view to promoting informal sector activities.
- v) Providing appropriate training for operators in the informal sector.
- vi) Simplifying licensing procedures for small scale and micro-enterprise operators in the formal and informal sectors.
- vii) Promoting and strengthening investment in small scale industries especially agro-processing industries in rural areas.

2.2.3.5 Protection and Preservation of the Environment

The National Environmental Policy has been enacted by the Government. The following strategies have been adopted in the National Poverty Eradication Strategy:-

Policies for Protection and Preservation of the Environment

- i) Education programmes on environmental protection and preservation will be given to the public.

- ii) Environmental impacts associated with over population will be given due attention in poverty eradication initiatives.
- iii) Sound land use practices will be emphasized.
- iv) The use of environmental friendly technologies will be encouraged.
- v) All sectors will incorporate environmental protection in their operations.

Strategies for Environmental Protection

- i) Promoting and protecting existing fauna and flora by expanding biodiversity programmes.
- ii) Incorporating a component of environmental impact assessment in development initiatives.
- iii) Enacting laws that enforce environmental protection and preservation.
- iv) Designing incentive package such as user charges that encourage waste-recycling programmes.
- v) Establishing standards and programmes that monitor pollution and other environmental problems.
- vi) Establishing greater co-operation with neighbouring countries on matters of environmental protection and preservation.
- vii) Surveying and allocating land to villagers so as to ensure better land use and land management.

2.2.3.6 Promotion of Housing and Settlement

The Housing Sector Policy is in the process of formulation. However, adequate consultations were made during the formulation of the National Poverty Eradication Strategy to ensure that the strategies being proposed are consistent with the upcoming Housing Sector Policy.

Policies for Housing Promotion

- i) Procedures and laws governing the construction of houses will be reviewed to take into account current economic and social realities.
- ii) The concept of good housing will be promoted in both rural and urban areas.
- iii) Research on appropriate low cost housing will be strengthened.
- iv) The capacity to undertake surveys for plots and provision of infrastructure in the surveyed areas will be strengthened.
- v) Government to put in place an enabling environment for the private sector to participate in the development of settlements.

Strategies for housing promotion

- i) Simplifying and decentralizing procedures for obtaining title deeds to the district level.
- ii) Providing education through the media, NGOs, CBOs, change agents and extension workers on good housing.

- iii) Encouraging communities to establish construction societies as a means of facilitating the construction of good houses.

2.3. Overall Strategies for Implementing the National Poverty Eradication Strategy

The following overall strategies will be used to implement the National Poverty Eradication Strategy:-

- i) Ensuring that through the services of extension workers and change agents, public awareness is created about poverty and its causes and the resources available to eradicate it.
- ii) Undertaking capacity building measures to empower all stakeholders with the knowledge and skills required to organize, assess and implement programmes for poverty eradication with greater effectiveness.
- iii) Empowering individuals and households to mobilize resources for poverty eradication.
- iv) Setting realistic and measurable goals in order to facilitate monitoring and evaluation of programmes.
- v) Ensuring equality of access to and control of land between men and women.
- vi) Increasing social sector investment.
- vii) Encouraging public institutions, the private sector and other organizations to establish day care centers so as to allow women participate fully in development initiatives.
- viii) Increasing investments in the manufacturing sector as a way of diversifying the economic base and reduce reliance on agriculture.

- ix) Promoting and developing tourism as a way of raising national income.
- x) Putting in place programmes that encourage population growth rate that is commensurate with the growth of the economy.

3.0 IMPLEMENTATION OF THE NATIONAL POVERTY ERADICATION STRATEGY

In order to successfully implement the strategy, it is important to put in place an acceptable implementation framework. The roles and responsibilities of the various stakeholders should be clearly spelt out and made known to them.

3.1 Institutional Framework for the Implementation of the Strategy and the Roles and Responsibilities of Stakeholders

3.1.1 The Vice President's Office

The Vice President's Office will have the central role of monitoring and coordinating the implementation of poverty eradication efforts. The Vice President's Office will ensure that the Planning Commission and sectoral ministries undertake policy formulation analysis, monitor the implementation and evaluate the impact of poverty eradication programmes. The Vice President's Office will ensure that government's organs and other stakeholders interact on poverty eradication issues. The Vice President's Office will design poverty indicators and promote participatory methodologies in poverty eradication initiatives.

3.1.2 Poverty Eradication Advisory Committee

There will be a Poverty Eradication Advisory Committee under the Vice President's Office composed of executives from central ministries (Planning Commission, Finance and Prime Minister's Office), sectoral ministries (Agriculture and Co-operatives, Education and Culture, Health, Water, Labour and Youth Development, Community Development, Women Affairs and Children), representatives from the private sector, NGOs and donors. The committee will elect its chairman from among themselves.

The committee will advise on the implementation, supervision and coordination of poverty eradication programmes. Their advice will be based on the reports submitted to them by the Vice President's Office. The committee will meet after every four months.

3.1.3 Central Ministries

The ministries responsible for Planning, Regional Administration and Local Government, Finance, and Civil Service Department will have the following responsibilities:-

- The Ministry responsible for Planning will incorporate poverty eradication considerations into the national planning guidelines. It will develop macro policies which are consistent with poverty eradication initiatives as well as facilitate the implementation of those policies. In this respect the Planning Commission will work in close collaboration with the Vice President's Office.
- The Ministry of Finance will mobilize and allocate adequate financial resources to various stakeholders such as sectoral ministries, NGOs and District Councils to implement poverty eradication programmes.

- The Ministry responsible for Regional Administration will coordinate programmes of local government aimed at poverty eradication. In addition, the Ministry will support Local Government initiatives and support capacity building measures.
- The Civil Service Department in collaboration with the Local Government Service Commission will coordinate skills development and training programmes for poverty eradication.

3.1.4 The Sectoral ministries

In general, all ministries have the responsibility of mainstreaming poverty eradication in their policies, programmes and projects. However, the sectoral ministries of Agriculture and Co-operatives; Education and Culture; Health; Water; Natural Resources and Tourism; Industries and Trade; Community Development, Women Affairs and Children; Labour and Youth Development; and Communications and Transport have additional roles and functions. These will include:-

- Developing, implementing and monitoring the implementation of sectoral programmes related to poverty eradication;
- Developing and implementing programmes that promote social and economic infrastructures;
- Provision of technical support e.g. training, information dissemination and extension services in the implementation of poverty eradication programmes;
- Coordinating research development and extension services;

- Providing quality control of services and products;
- Ensuring accountability and transparency in carrying out their activities.

3.1.5 Regional Level

Regions, through the Regional Secretariat, will assist District Councils to translate policy directives into practical interventions and will be responsible for coordinating the planning and implementation of district level programmes. They will report to the Prime Minister's Office. The Prime Minister's Office will report to the Vice President's Office the implementation of poverty eradication programmes.

3.1.6 District Level

Local Government Authorities will plan and implement poverty eradication initiatives in collaboration with the people themselves and local institutions within their areas of jurisdiction. These authorities include village councils, Development Committees at ward level, District Councils, Town, Municipal and City Councils. The roles and responsibilities will include:-

- Building up strong leadership at the level of the village, ward and district to be able to carry out effectively poverty eradication programmes;
- Interpreting macro and sectoral policies according to local conditions;
- Building capacity at village and ward levels by providing technical support and skills development;
- Sensitizing communities on poverty eradication and other related policies;

- Coordinating district plans and NGO/CBO activities;
- Coordinating donor supported programmes;
- Mobilizing and allocating resources for implementation of *district plans*;
- Preparing periodic reports on poverty eradication projects/programmes.

3.1.7 Ward Level:

The Ward Development Committee will be responsible for:

- Providing technical support to communities and coordinating village plans.
- Coordinating all extension services delivered to all its villages
- Monitoring and evaluating poverty eradication activities with the technical support from other actors; eg. sectoral extension staff and NGOs.

3.1.8 Village Level:

By the virtue of being close to the people village governments form the nucleus of the poverty eradication strategy. As such the village government will be responsible for:

- Enacting by-laws that will encourage poverty eradication initiatives. These could be by-laws to protect the environment, enhance community participation and promote self-reliance.
- Sensitization and awareness raising among the people.

- Identifying and prioritizing needs of the people at the village level.
- Proposing possible interventions to address people's socio-economic needs.
- Mobilizing resources, financial, material and labour for implementation of village plans and identifying resource gaps.
- Coordinating and monitoring NGOs/CBOs activities in the respective villages.
- Maintaining social service facilities available in the village such as schools, health centres, water supply etc.

3.1.9 Households, Families and Communities

The family, household and community are the main actors in poverty eradication. Each family, household or community will therefore be responsible for:-

- Identifying and prioritizing household's/community needs
- Designing and implementing poverty eradication programmes according to their priorities.
- Mobilizing locally available resources, that is, financial, material and human.
- Implementing, monitoring and evaluating family/household/community poverty eradication programmes.
- Encouraging and promoting women in decision making.

3.2 Roles and Responsibilities of other Stakeholders

3.2.1 Donor Communities

In recognition of the important role played by donors in poverty eradication programmes, donor support will be required in the following areas:

- Providing supplementary financial, technical and other support in the implementation of poverty eradication policies and programmes.
- Providing support for capacity building to stakeholders including NGOs and CBOs.
- Participating in monitoring and evaluating of poverty eradication programmes.

3.2.2 Non-Governmental Organisations

NGOs are important agencies in poverty eradication programmes due to the fact that they are close to the people and sometimes formed and managed by the communities. Their role and responsibilities will therefore be:-

- Building local capacity and empowering communities through establishing sustainable development projects with a view of enabling self reliance among the people.
- Collaborating and coordinating with other stakeholders in programme design and implementation in order to avoid overlapping of activities.
- Participating in monitoring and evaluation of activities.
- Mobilizing and enhancing community participation in poverty eradication programmes.

- Assisting the people particularly women in designing strategies to contribute in their own development programmes.
- Mobilizing community resources such as material and human needed for poverty eradication programmes.
- Collaborating with donors in poverty eradication programmes.

3.2.3 Private Sector

In a free market economy, the private sector has a major role to play in poverty eradication.. This includes:-

- Providing employment opportunities.
- Providing education and health services.
- Increasing quality and overall production of goods and services.
- Mobilization of savings and investment in poverty eradication programmes.
- Provision of credit facilities.
- Involvement in the marketing of agricultural inputs and outputs and information thereon.
- Collecting and disseminating information related to poverty eradication programmes.

3.2.4 The Trade Unions

Traditionally Trade Unions in Tanzania have been in the forefront in advocating for the workers' rights in terms of remuneration and other rights. However, with the poverty eradication in mind Trade Unions have to shift from promoting workers welfare to production and productivity; and their role will be:

- Ensuring increased production and productivity at work places.
- Ensuring quality production and services.
- Ensuring equitable redistribution of income accrued through the labour market.
- Ensuring that workers are educated on their obligations and rights.

3.2.5 Cooperatives and Associations

Since the poor are unable to provide collateral and do not have adequate resources, cooperatives are important instruments in resource mobilization and distribution. Their role will include:-

- Mobilizing local savings and expand credit facilities.
- Mobilizing members to establish crop processing facilities.
- Demanding fair prices for their products so as to increase the members' incomes.
- Collecting, storing and disseminating necessary information on marketing.
- Procuring of agricultural produce and supply of inputs.

- Providing extension services to their members to ensure increased productivity.

3.2.6 Grassroots Self Help Groups

Since unity is strength, self help groups are units formed by women, youths, people with disabilities and others for the purpose of providing mutual support to each other. Such groups will have the following roles:

- Mobilizing people's participation in community development activities.
- Planning, implementation and monitoring of poverty eradication programmes.
- Implementing income generating self-help projects.
- Mobilization of savings among the members and extending of credit to each other.

3.2.7 Extension Workers and Change Agents

Extension support at grassroots level is essential in enhancing the participatory process and partnerships. Change agents and extension workers will have the following roles:

- Building the capacity of families and communities in the implementation of poverty eradication programmes.
- Providing technical expertise to communities in the implementation of poverty eradication programmes.
- Providing animation to families and communities in the planning and implementation of poverty eradication programmes
- Creating awareness among the people on poverty issues.

4.0 MONITORING, EVALUATION AND RESEARCH

During the implementation of the poverty eradication strategy there will be a need to monitor such implementation for the purposes of determining impact and effectiveness. To this effect, research related to the implementation of the strategy will be emphasized.

4.1 Monitoring of Strategy Implementation

Monitoring of poverty eradication programmes will be undertaken at the national, regional, district and village levels.

4.1.1 National Level:

Poverty eradication at the national level will be monitored by:

4.1.1.1 The Poverty Eradication Division of the Vice President's Office.

The Division will coordinate and monitor poverty eradication programmes in the country. This will be accomplished mainly through getting reports from the ministries, regions and districts. The Division will produce an Annual Poverty Eradication Report indicating the implementation and attainment of the poverty eradication goals for the year.

4.1.1.2 Ministries

Ministries will have the responsibility of monitoring poverty eradication programmes of their respective sectors. The ministries will produce and submit annual implementation reports to the Vice President's Office.

4.1.2 Regional Level

At the regional level, poverty will be monitored under the existing structure. The region will submit an annual report on the achievement of the regional goals to the Vice President's Office through the Prime Minister's Office.

4.1.3 District Level

Since most of the implementation of poverty eradication programmes will be done at the district level, monitoring by the district will assume significant importance. The district, using the existing reporting structure will compile periodic reports on the implementation of poverty eradication programmes at the district level for submission to the regional secretariat.

4.1.4 Non-Governmental Organizations

Where NGOs and CBOs are active in the implementation of poverty eradication programmes they will be required to submit periodic reports to the district on the level of attainment of the goals set for the year.

4.2 Indicators for Monitoring Poverty Eradication

The Poverty Eradication Division in the Vice President's Office in collaboration with ministries and other institutions is designing and will periodically update poverty indicators. These indicators will be used for monitoring and evaluation of poverty eradication programmes.

4.3 Operations Research

The design and implementation of poverty eradication strategy will make use of research findings. Research will be carried out as an integral part of strategy implementation, and will be conducted in the following key areas:

- Carrying out poverty assessment at community level and assisting in the search for a comprehensive understanding of the nature, extent, causes and trend of poverty.
- Providing information on the implementation of poverty programmes.
- Defining appropriate indicators which will show the depth and dynamics of poverty at community level.
- Identifying appropriate measures that can be used in the eradication of poverty.

Research which will emphasize participatory approaches will be conducted by:

- Institutions and Universities where there is the technical capacity to undertake research.
- Research-oriented NGOs.
- International research organizations working in collaboration with local institutions.
- Private companies.

The role of the government at all levels will be to provide an enabling environment which promotes and encourages the undertaking and facilitates timely dissemination of research findings.

CONCLUSION

The National Poverty Eradication Strategy will be implemented by Ministries, Local Government Institutions, the private sector, NGOs and CBOs, various institutions and communities under the leadership of the Vice President's Office.