



REVOLUTIONARY GOVERNMENT OF ZANZIBAR

NATIONAL ACTION PLAN FOR THE ELIMINATION OF CHILD LABOUR 2009 - 2015

MINISTRY OF LABOUR, YOUTH, WOMEN AND CHILDREN DEVELOPMENT



Acknowledgement

The National Action Plan for the Elimination of Child Labour (NAP) is a significant document that underlines Government's continued commitment to promoting the welfare and well-being of children. The plan is a result of contributions from consultative meetings held with stakeholders at all levels. A sincere debt of gratitude is owed to the representatives from government line ministries, local government authorities, NGOs, CBOs, FBOs and other social and development partners who contributed to this effort.

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List of Acronyms

AIDS	Acquired immunodeficiency syndrome
ANGOZA	Association of Non-Governmental Organization in Zanzibar
ARVs	Anti-retroviral Drugs
CBO	Community Based Organization
CLU	Child Labour Unit
CRC	Convention of the Rights of the Child
FBO	Faith Based Organization
HIV	Human immunodeficiency virus
ILFS	Integrated Labour Force Survey
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
MKUZA	Mkakati wa kukuza Uchumi na kupunguza Umasikini Zanzibar
MLYWCD	Ministry of Labour, Youth, Women and Child Development
MOEVT	Ministry of Education and Vocational Training
MOF	Ministry of Finance
MOHSW	Ministry of Health and Social Welfare
MVC	Most Vulnerable Children
NAP	National Action Plan
NGO	Non-Governmental Organization
NSC	National Steering Committee
OCGS	Office of the Chief Government Statistician
OHS	Occupational Health and Safety
OVCs	Orphans and Vulnerable Children
VCT	Voluntary Counselling and Testing
WFCL	Worst Forms of Child Labour
ZANEMA	Zanzibar Employers Association
ZATUC	Zanzibar Trade Union Congress
ZCLSC	Zanzibar Child Labour Steering Committee

Foreword

Children are the future of our country. We must ensure their healthy development. A child's development can be compromised by his or her involvement in the worst forms of child labour and other forms of work that are likely to affect children's education, health and welfare.

The National Action Plan for the Elimination of Child Labour (NAP) is a seven-year action plan covering the period 2009 - 2015. The document outlines goals, strategies and actions aiming at promoting the welfare, development and protection of children in Zanzibar, by preventing their engagement in forms of work that are exploitative and detrimental to their health and development, including, in particular, the worst forms of child labour, and by withdrawing and rehabilitating working children from such activities.

The NAP constitutes an integral element of the Zanzibar Strategy for Growth and Poverty Reduction (MKUZA) and is linked to the sectoral development policies and programmes for education, health, women and children, most vulnerable children, and employment, to mention only a few, as well as the national efforts relating to the HIV/AIDS pandemic. With a similar NAP on the mainland, the Zanzibar NAP also forms part of Tanzania-wide efforts and a broader continental movement aimed at eliminating the WFCL from Africa by the year 2015.

The smooth and successful implementation of a multi-sectoral action plan such as this one requires the broad participation and collaboration of a wide range of actors in government, organized labour, employers' and private sector organizations, as well as our development partners. The roles and responsibilities expected of the different categories of actors have been outlined in this document. To ensure real, rapid and long-lasting impact, each organization or actor needs to mainstream the measures identified in this document in their regular programmes of work within the shortest time possible. I call upon all stakeholders and partners to play their part in ensuring the effective implementation of the National Action Plan for the Elimination of Child Labour as an important investment in the future of our society.

Rahma Mohamed Mshangama

Principal Secretary

Date

1.0 Introduction

There are various factors hindering the welfare and development of children in Zanzibar. One such factor is the involvement of children in the worst forms of child labour. The Revolutionary Government of Zanzibar recognizes the serious nature of child labour and its impact on the rights and welfare of children. Government has thus committed itself to eliminating the involvement of children in activities that negatively affect their well-being through the formulation of the present National Action Plan for the Elimination of Child Labour (NAP). This NAP aims ensuring that children are not involved in activities that are detrimental to their physical, social or psychological well-being.

A number of laws and policy measures have been put in place to ensure the sound development of children and their protection from abuse and exploitation. These include the New Education Policy, the Child Welfare Policy, and the Employment Act. However, for a number of reasons, among them weak implementation capacity and lack of coordination among the concerned agencies, poor awareness of the rights of children, and weak enforcement of laws and regulations, children are subjected to abuse and exploitation.

The NAP provides the framework for pulling together the different actors concerned with children's welfare and development, for implementing the child labour provisions of the Employment Act, and for providing a focus and thrust for the elimination of child labour in Zanzibar. The NAP will provide a concrete and coordinated platform for carrying out interventions that give effect to Government's commitment to the protection of children's rights. The NAP also constitutes the practical instrument for fulfilling Tanzania's obligations in respect of the relevant international conventions ratified, namely, ILO Conventions No. 138 on the Minimum Age for Admission to Employment and No. 182 on the Elimination of the Worst Forms of Child Labour, the UN Convention on the Rights of the Child (CRC), and the African Charter on the Rights and Welfare of the Child.

The NAP has been formulated through a long consultative process involving key stakeholders in the fight for children's rights and welfare. The measures outlined in this document represent a priority set of interventions agreed between the key partners. The immediate focus is on the prevention and elimination of the worst forms of child labour (WFCL), with a long term objective of eliminating all other forms of child labour.

2.0 Child Labour in Zanzibar

In developing this NAP it was important to determine what, within the Zanzibar context, should be regarded as 'child labour' and who should be included in the definition of 'a child'.

2.1 Who is a child?

The definition of who should be recognized as a child under this NAP is guided by the Zanzibar Employment Act of 2005, the CRC, the ILO Convention on the Minimum Age for Admission to Employment, and the ILO Convention on the Worst Forms of Child Labour. The Zanzibar Employment Act No 11 of 2005 prohibits the employment of children under the age of 15 years and protects young workers between the ages of 15 and 17 years from exploitation and hazardous work. The ILO conventions set the general minimum age for

admission to work or employment at 15 years, and the minimum age for *work that is likely to jeopardize the health, safety or morals of a child* at 18 years. In this regard, and in line with Article 1 of the CRC, for the purposes of this NAP a child is anyone under the age of 18 years.

2.2 Definition of child labour and worst forms of child labour

Work in and of itself is not necessarily harmful to children. The African Charter on the Rights and Welfare of the Child explicitly acknowledges that children have a responsibility to assist their families and communities, and learn skills in the process. It is acknowledged that work by children can be beneficial in imparting skills and a sense of responsibility that will help them in the future as adults. However, even activities that would be wholesome if done in moderation can become problematic when they interfere with a child's development. Household chores that take so long and lead to children missing out on school or that leave children with limited time for homework can be detrimental to children.

Thus *child labour* as used in this NAP refers to employment or work that is carried out by children that does not conform to the provisions of national legislation and international instruments such as ILO Conventions 138 and 182. The *Zanzibar Guidelines Against Child Labour*¹ of 2004 define child labour as any work undertaken by a child which results in harming the child physically, psychologically, morally or socially. It further elaborates that child labour constitutes any work or employment that could deprive a child of his or her education, and work that binds a child into slavery or bondage, isolating the child from his or her family. Thus child labour is *work that deprives children of their childhood, their potential and their dignity and that is harmful to their physical and mental development*. It is work that:

- a) is mentally, physically, socially or morally dangerous and harmful to children, or
- b) interferes with children's schooling by:
 - depriving them the opportunity to attend school,
 - obliging them to leave school prematurely, or
 - requiring them to attempt to combine school attendance with excessively long and heavy duty.

The worst forms of child labour as defined by Article 3 of the ILO Convention 182 consist of:

- a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

¹ Ministry of Labour, Youth, Women and Children's Development, *Muongozo wa kupambana na ajira za watoto Zanzibar*, 2004.

Categories a) – c) are often referred to as the “unconditional worst forms of child labour,” since they are so fundamentally at odds with children’s basic human rights that they are absolutely prohibited for all persons under the age of 18 years. Article 3 d) relates to *hazardous work* as defined by national legislation. Article 4 of the Convention requires each country to determine, publish and periodically review an official list of hazardous activities prohibited to children.

2.3 Incidence of child labour

According to the 2006 Tanzania Integrated Labour Force Survey (ILFS), Zanzibar has an estimated population of 375,965 children aged 5 – 17 years, which is approximately 40 % of the estimated total population of 931,780. Of the children aged 5 – 17 years in Zanzibar, 9.2% (34,442) are involved in child labour², with boys reporting a higher percentage (9.6%) than girls (8.8%); (17,760 and 16,682 respectively). Available evidence shows that children are involved in activities such as fishing, transport, construction, tourism, prostitution, domestic work, petty trading and agriculture.

A 2001 Rapid Assessment Report on the Worst Forms of Child Labour in Zanzibar identifies agriculture (mainly in clove plantations), seaweed farming, fishing, working in the hotel and tourism sector and child prostitution as the dominant areas or kinds of activities that children engage in. Discussions with key stakeholders also identified quarrying, stone crushing and domestic work as other areas in which child labour was evident.

2.4 Causes of child labour

Many of the causes of child labour are common across countries but some are country specific. In analyzing the problem of child labour it is important to identify those factors that underlie the supply of child labour (*supply* factors) and those that explain why some employers prefer to use children (*demand* factors). In Zanzibar, poverty, low awareness, parental irresponsibility, death of parents, lack of employment opportunities, and poor quality of education are among the supply factors. The weak enforcement of child labour laws and the ease with which children are exploited are some of the demand factors.

Poverty

Income poverty and lack of access to basic social services are significant causes of child labour. In contexts of extreme poverty children are prepared to engage in more harmful and detrimental forms of work than would otherwise be the case, and their families encourage such work. In Zanzibar poverty has been identified as the main reason why children engage in child labour, although there are other contributing factors. For example, children engage in child labour to supplement family income.

² This figure is based on the “all work full approach” definition which covers children in both economic work and housekeeping, and considers hours and hazardous occupations as well as general hazards. [National Bureau of Statistics, *Child labour in Tanzania: An analysis of findings of the Integrated Labour Force Survey 2006*, p. 79.]

The HIV/AIDS pandemic

The HIV/AIDS pandemic has made children's situation more precarious and has had an effect on child labour. Children whose parents are affected by the disease suffer in many ways. Often, educational opportunities are compromised for such children as they withdraw from school to care for ill family members, provide for siblings, and work to supplement family income.

Low quality of education

Inadequate educational infrastructure, shortage of qualified teachers, inadequate teaching and learning materials, unattractive teaching methods and environments, and limited access to post-primary education and training facilities have contributed to a low demand for education and to high drop-out rates. The limited relevance of the school curricula to local needs is also an important contributory factor. These factors encourage communities (parents and children) to value short term gains from child labour at the expense of education. The resulting large numbers of inadequately trained children entering the labour market find themselves in low-skill jobs in the informal economy.

Low returns for education

For the majority of children who do not go beyond Basic Education, the prospects for gainful employment are minimal. Such poor employment outcomes, in turn help to reinforce the perception of low returns to education, which contributes to low demand for schooling and high dropout rates.

Low community awareness and parental irresponsibility

General lack of awareness among the population on issues of child labour, including WFCL, is another reason for the continuing prevalence of child labour. At times parents allow or even encourage their children to engage in child labour because they are unaware of the hazards involved. This is compounded by limited knowledge of the relevant laws and regulations, as well as weak enforcement capacity (inadequate personnel numbers, logistics, and awareness of laws protecting children), leaving children unprotected and subject to abuse and exploitation. Family instability and large family sizes also contribute to child neglect, often forcing children to fend for themselves.

Employer preferences for children

Children are weak and have limited bargaining power. They are thus easy to manipulate and exploit. The problem is compounded by weak enforcement of the relevant laws and regulations protecting children from hazardous work and exploitation. In particular, labour laws are mainly applied to the formal sectors, leaving unregulated the informal and traditional sectors which are the main employers of children.

Low capacity of law enforcement agencies

A major factor resulting in the weak enforcement of laws relating to child labour is low capacity among law enforcement agencies. Besides inadequate resources, public institutions

mandated to ensure the protection of children (the police, magistrates, labour officers, social welfare officers) are not well informed of issues of WFCL and lack properly defined procedures for meeting the needs of child labourers.

2.5 Consequences of child labour on child welfare and development

The 2006 Tanzania Integrated Labour Force Survey documents a number of hazards that working children are exposed to. These include exposure to fumes, dust, heat, high temperature, noise, working underground, and handling dangerous tools, among others. The report also documents other problems that children experience from work, such as poor progress in school, with over 12 % of children (211,673) dropping out of school temporarily, and nearly 1 % (148,600) unable to attend school at all, physical, emotional and sexual abuse, poor health and injuries. As many as 8,000 children (0.5%) were suffering from permanent disability as a result of work.

3.0 National Responses to Child Labour

The 1984 Zanzibar Constitution provides protections for the rights of children, including rights to education, health and shelter. By ratifying the ILO Conventions on the Minimum Age for Admission to Employment (in 1998) and the Elimination of the Worst Forms of Child Labour (2002), the CRC (1991), and the African Charter on the Rights and Welfare of the Child (1990), the Government of Zanzibar has committed itself to improving the situation of children. The Zanzibar Child Protection Policy (2001) was developed, among other things, to give effect to the Government's commitment to the CRC. The policy therefore, places special emphasis on the child's basic rights as defined in the CRC.

The Government recognizes the problem of child labour and has put in place a number of measures to deal with it. These include the Employment Act, No. 11 of 2005, which has provisions prohibiting child labour. Sections 6 and 7 of the Act restrict child labour including specific provisions against the worst forms of child labour. Section 8 outlines conditions for employing children and clearly states that any person employing a child who attends or is required to attend compulsory education is punishable by law. The New Education Policy of 2005 establishes compulsory education of 10 years (ages 6-15 years).

The Zanzibar Strategy for Growth and Poverty Reduction (MKUZA) addresses the problem of child labour in Cluster 3 (Good Governance and National Unity) and sets goals promoting human rights. The prevalence of child labour and weak enforcement of laws and regulations governing employment are identified among problems that impede the realization of basic human rights. Moreover, many ongoing and planned interventions under MKUZA, relating to areas such as economic growth, reduction of income poverty, education, employment creation, microfinance and rural development, present excellent opportunities for addressing the main underlying causes of child labour in the medium to long term.

In 1994, United Republic of Tanzania signed a Memorandum of Understanding with the ILO's International Programme on the Elimination of Child Labour (ILO-IPEC). This marked the commencement of activities targeting the elimination of child labour, including awareness

raising, policy development and direct interventions for identifying, withdrawing and rehabilitating children involved in the WFCL in the most affected areas.

Despite Government's demonstrated commitment to protecting the rights of children, there are a number of factors that impede progress in this regard. In particular, the existing policies and laws are inadequate for tackling child labour, and there is a need for specific measures and institutional arrangements. This NAP will provide the necessary focus and impetus for putting the necessary measures in place, with a view to eliminating child labour in an efficient, timely and sustainable manner.

4.0 Process Followed in Developing the NAP

A detailed consultation process involving a wide range of stakeholders has been followed to obtain inputs for:

- determining the kinds of children's activities that place them at risk;
- identifying the extent and causes of the different forms of child work;
- assessing the seriousness of the risks involved in different activities, including which forms of work are most harmful for children and should be stopped as a matter of priority; and
- formulating sets of actions that identify the most appropriate ways to address detrimental forms of child work.

Guided by the inputs received from the stakeholders, the NAP focuses on a set of priority problems that need to be addressed urgently. A major emphasis is placed on preventive strategies against the WFCL, while also addressing the needs of children already involved in the WFCL. The following areas will receive priority attention:

- Strengthening and enforcing laws protecting children.
- Establishment of standard procedures and protocols for dealing with WFCL, including the identification, withdrawal and rehabilitation of children engaged in such activities.
- Broad-based sensitization and mobilization on child labour and issues regarding children's rights.
- Pursuit of universal basic education and expansion of post-basic education.
- Withdrawal of children below age 15 from child labour and protection of children aged above 15 from exploitation and hazardous work.
- Development of institutional capacities at all levels of government and civil society to ensure effective implementation of the identified measures to effectively eliminate child labour.

5.0 Key Issues Addressed, Objectives and Agreed Actions

This section outlines key issues to be addressed by the NAP, the objectives to be pursued, policy measures that need to be put in place, actions that need to be undertaken, implementing

agencies and timelines for each specific intervention. Implementing agencies will translate the respective measures into detailed action plans and put them into effect.

Overall Objective

The overall objective of the NAP is to reduce the incidence of WFCL to the barest minimum by 2015, while laying strong social, policy and institutional foundations for eliminating all other forms of child labour in the longer term. The overall objective will be realized through the pursuit of the following ten specific objectives. They are stated in the form of expected outcomes.

- Objective 1:** The relevant laws, policies and guidelines on child labour are regularly updated to ensure continuing adequacy, are widely known and respected in all social and economic sectors, and are effectively implemented.
- Objective 2:** The society is aware of the problem of child labour, its causes and consequences, and is mobilized to prevent and fight it.
- Objective 3.1:** The education and vocational training policies, laws and programmes are strengthened and are fully implemented to ensure quality basic education for all school-age children.
- Objective 3.2:** Children aged 16 and above in all parts of the country, particularly in deprived communities, have access to quality post-basic education and training.
- Objective 3.3:** Alternative forms of education are available to all out-of-school children, particularly in the most deprived areas, and children withdrawn from the WFCL are able to access the available services.
- Objective 4.1:** Clear institutional arrangements are in place to identify, withdraw, rehabilitate and socially integrate children engaged in “unconditional” WFCL and prevent others from becoming involved.
- Objective 4.2:** Effective measures are in place to prevent and eliminate hazardous child labour, including protection of working age children from hazardous activities and exploitation.
- Objective 5:** Vulnerable households are empowered to overcome the socio-economic difficulties that lead to WFCL.
- Objective 6.1:** The knowledge base on child labour is improved and utilized for awareness raising and advocacy, policy development, programme design and implementation, coordination, monitoring and evaluation.
- Objective 6.2:** Government, social partner, private sector, civil society and community organizations have the necessary institutional, technical and organizational capacities to effectively address child labour at all levels, with particular emphasis on WFCL.

5.1 Key Issue 1: Legislation and enforcement

Zanzibar has a number of laws, policies and guidelines on child labour. However, some updating is required to address gaps, knowledge of labour laws is inadequate, and enforcement of laws addressing WFCL is generally weak.

Objective 1

The relevant laws, policies and guidelines on child labour are regularly updated to ensure continuing adequacy, are widely known and respected in all social and economic sectors, and are effectively implemented.

Labour legislation review and updating

Issue 1.1

Although Zanzibar has an Employment Act and inspection guidelines for labour inspectors, the labour standards are not applied to the informal economy. The application of the Employment Act in the informal economy has been weak. There is a lack of explicit regulations and protections for children engaged mainly in informal sector activities such as domestic service, an area of child labour where exploitation and abuse appear to be widespread.

There is need to review and strengthen provisions made in the Employment Act to protect children aged 15 - 17 years from exploitation through the strict application of regulations and safety measures. ILO Convention 182 calls for ratifying countries to define the set of activities considered hazardous for children and to identify the sectors and geographical areas where such activities take place. Currently the Employment Act allows for children aged 15 - 17 years to be employed under the supervision of an adult but is silent about the kind of activities inappropriate for children to perform. Thus there is need for Government, through a consultative process involving employers' and workers' organizations and other stakeholders, to establish a list of what constitutes hazardous tasks or activities within each of the identified sectors. The framework should also define the kinds of activity, duration of working time and age categories of children that can be involved in the named activities.

Action to be undertaken

1.1 The MLYWCD will organize the formulation and enactment of the necessary legal instruments addressing the following issues:

- Application of labour inspection to the traditional and informal sectors of the economy
- Publication of the list of hazardous tasks or activities for which children may not be employed
- Regulation of domestic employment, including prohibition of the employment of children below the minimum age in this sector, and protection of domestic workers aged 15 and above from abuse and exploitation
- Protection of working children in all sectors where they are permitted to work
- Periodic reviews of child-labour-related legislation, particularly laws relating to the prohibition and elimination of the WFCL, to ensure their continuing adequacy.

Lead: MLYWCD; **Collaborating Agencies:** Ministries of Justice, Education, Health, Home Affairs, Finance, and Local Government, ZANEMA, ZATUC, CSOs; **Timeline:** 2009 -2010.

Disseminating knowledge on laws and regulations**Issue 1.2**

There is limited awareness of the relevant legislation (such as the Employment Act, the Education Act, the provisions of the Penal Code dealing with the “unconditional” WFCL, and laws on issues such as human trafficking and domestic violence) among different actors and among communities in general. Many do not understand the concept and legal provisions relating to child labour and the correct responses expected from the different actors when abuses are observed. This is the case even among the law enforcement agencies. This contributes in general to people showing little interest in ensuring respect for laws.

Actions to be undertaken

1.2.1 MLYWCD will, in collaboration with the Ministry of Justice, produce simplified versions of the relevant legal instruments, specifying the main protections, procedures and available remedies, for use in sensitization and social mobilization activities.

Lead: MLYWCD; **Collaborating Agencies:** Ministry of Justice, Ministry of Information, Ministry of Local Government; **Timeline:** 2009 -2010.

1.2.2 MLYWCD will design and organize a nationwide campaign against child labour, with particular emphasis on WFCL and on the provisions of the relevant laws, the protections children are entitled to, the roles and responsibilities of the mandated public institutions and the public at large in dealing with abuses, as well as acceptable alternatives to child labour, among other issues. [Cf. Activity 2.1.1]

Lead: MLYWCD (CLU and Department of Women and Children); **Collaborating Agencies:** Ministries of Justice, Information, Education, Health and Social Welfare, Local Government, ZANEMA, ZATUC, CSOs, Development Partners; **Timeline:** 2009 -2011.

Enforcement of laws on WFCL**Issue 1.3**

Public institutions mandated to ensure the protection of children are not well informed on issues of WFCL, are not well organized to carry out their responsibilities and the various laws dealing with WFCL abuse are not being followed and applied. There is also a lack of well-defined procedures for dealing with WFCL

Actions to be undertaken

1.3.1 MLYWCD will, in collaboration with the Justice Department, the Police, Health and Social Welfare, and ANGOZA, formulate and implement a programme of sensitization on laws relating to WFCL and the roles and responsibilities of the different law enforcement agencies. MLYWCD will also work with these partners to establish a mechanism to deal with cases of WFCL abuse.

Lead: MLYWCD and Justice Department; **Collaborating Agencies:** Ministries of Home Affairs, Health and Social Welfare, and Local Government, ZANEMA, ZATUC, ANGOZA; **Timeline:** 2009 -2011.

1.3.2 MLYWCD will, in collaboration with the Ministries of Home Affairs, Health and Social Welfare, and Local Government, establish and operationalize standard procedures, protocols and guidelines for the prevention of WFCL and for the identification, withdrawal, rehabilitation and social integration of children engaged in such activities. These will be integrated into, or closely coordinated with the existing guidelines for identifying and protecting Most Vulnerable Children. The protocols and guidelines will clearly define the roles and responsibilities of the concerned departments and civil society organizations. [Cf. Activities 4.1.1.2, 4.1.1.4]

Lead: MLYWCD (CLU and Department of Women and Children); **Collaborating Agencies:** Ministries of Home Affairs, Health and Social Welfare, and Local Government, ANGOZA, ZANEMA, ZATUC; **Timeline:** 2009 -2010.

5.2 Key Issue 2: Knowledge and awareness

Children are not well protected from engaging in child labour and their rights are easily abused

Objective 2

The society is aware of the problem of child labour, its causes and consequences, and is mobilized to, prevent and fight it

Low community awareness of WFCL and children's rights

Issue 2.1

There is a general lack of awareness among the general population of issues of child labour, WFCL and their effects on children, families and the society at large. This is part of a general lack of attention to children's rights, including the protection of children with disabilities. Some traditional practices and attitudes towards children tend to have negative impacts on the rights of children. Thus, for example, some parents have willingly given their children to work as domestic servants without knowing the nature and conditions of such work. Similarly, some parents encourage children to work in hazardous conditions with little consideration of their safety and welfare. And girls often bear a heavy burden with regard to household work such as cooking, cleaning, and caring for young children and the sick. Their

work is often financially unrewarded and invisible, and the participation of girls in child labour tends to be underestimated. Parents need to be aware that girls often spend substantial time on these activities, to an extent that jeopardizes their school attendance and performance.

Parents have a responsibility to protect their children from abuse and exploitation. The community at large also has the obligation to ensure that children's rights are not violated. Thus there is an urgent need for a nationwide sensitization and social mobilization campaign on child labour and its effects on children's welfare and development, the gender dynamics of child labour, and respect for the rights of children generally.

Children also have limited awareness of child labour and children's rights issues. They often lack the requisite life skills for protecting themselves against exploitation, have insufficient knowledge of the protections and remedies available to them under the law, and need to know how to respond in case of abuse.

Actions to be undertaken

2.1.1 MLYWCD (CLU and Department of Women and Children) will design and organize a nationwide community sensitization and mobilization programme to promote understanding in the communities on issues of child labour, its effects on children and its consequences in general and the fact that children have rights that should be observed and respected by all. The programme will also seek to raise community awareness on the rights of children with disabilities. In collaboration with the Ministry of Local Government, the CLU and the Department of Women and Children will assist Districts, Community and Civil Society Organizations in implementing the campaigns in the areas of their jurisdiction.

Lead: MLYWCD (CLU and Department of Women and Children); **Collaborating Agencies:** Ministry of Local Government, MOHSW, Ministry of Information, ZANEMA, ZATUC and CSOs; **Timeline:** 2009 -2010.

2.1.2 MLYWCD (CLU and Department of Women and Children) will work with the District Labour Officers, CSOs implementing activities for children in the districts, and Shehas to design and help communities (Shehias) to put in place community-run surveillance arrangements to prevent, withdraw and protect children from WFCL.

Lead: MLYWCD (CLU and Department of Women and Children); **Collaborating Agencies:** Districts, Shehias, Ministry of Local Government, MOHSW, CSOs; **Timeline:** 2009-2010.

2.1.3 Ministry of Education and Vocational Training (MOEVT) and MLYWCD will design and implement a child sensitization programme on child labour, children's rights and life skills against exploitation. The programme will include, among other things, the integration of topics about child labour, children's rights, and legislation and enforcement arrangements available for children in both school curricula and the programmes of teachers training colleges. As part of the programme, a brochure containing information about relevant laws addressing children's rights, protection procedures and remedies will be produced to help educate children and the general public on their rights. The brochure will be prepared in Swahili using simple language that can be easily understood by children.

Lead: MOEVT and MLYWCD (CLU and Department of Women and Children); **Collaborating Agencies:** Ministries of Justice, Information, Local Government, Health and Social Welfare, ZANEMA, ZATUC, ZATU, CSOs; **Timeline:** 2009 -2010.

Poor coordination and collaboration among partners dealing with child protection

Issue 2.2

There is insufficient collaboration among the institutions responsible for children's welfare and the protection of their rights. Currently there are fragmented programmes, with little collaboration and coordination among them. There is an urgent need for establishing mechanisms for information sharing, coordination and effective partnerships.

Action to be undertaken

2.2 MLYWCD, in collaboration with MOEVT and MOHSW, will put in place a mechanism for regular information sharing and coordination among all concerned agencies, with a view to ensuring effective child protection and the enforcement of children's rights. This will include quarterly monitoring meetings as well as annual stakeholder meetings to review progress towards the achievement of the NAP goals.

Lead: MLYWCD, MOEVT and MOHSW; **Collaborating Agencies:** all other concerned Government agencies, ZANEMA, ZATUC and CSOs; **Timeline:** 2009 -2010.

5.3 Key Issue 3: Education

Large numbers of school-age children are out of school

Objective 3.1

The education and vocational training policies, laws and programmes are strengthened and are fully implemented to ensure quality basic education for all school-age children

Issue 3.1.1

The New Education Policy of 2006 clearly stipulates that all children must be enrolled in primary school at age six and must remain in school until they complete their basic education, which consists of 6 years of primary school and four years of secondary education. The policy makes school compulsory for children between ages 6 and 15 or until they have completed form four. However, although enrolments rates are high, children drop out of school before completing the 10 years of basic education and secondary education. There are no legal provisions for enforcing compulsory basic education.

Actions to be undertaken

3.1.1.1 MOEVT will organize the formulation and enactment of the necessary legal instruments for enforcing compulsory basic education. These instruments will, among other things, clearly specify the responsibilities of Government at central and local levels, parents, communities and other stakeholders in ensuring that all children are able to enrol in primary school at the correct age, attend school regularly, and remain until at least they have completed Form 2.

Lead: MOEVT; **Collaborating Agencies:** MOF, Justice Department, Ministry of Home Affairs, MLYWCD, Ministry of Local Government and CSOs; **Timeline** 2009 – 2010.

3.1.1.2 Ministry of Local Government, Districts and Shehia units will enact bye-laws and put in place implementation measures to ensure that all children are enrolled at the right age and remain at school. These measures will include the establishment of proper school records for monitoring school attendance and performance. They will also include community sensitization activities to promote school attendance.

Lead: Districts, Ministry of Local Government and Shehia units; **Collaborating Agencies:** MOEVT, Ministry of Home Affairs, MLYWCD, MOHSW; **Timeline** 2010-2012.

Issue 3.1.2

The demand for education is low among poor and deprived households who value the perceived short-term gains from child labour as more rewarding than years of investment in education. Among reasons identified is the limited relevance of the education curriculum in addressing local needs in the community.

Action to be undertaken

3.1.2 MOEVT will, in collaboration with other stakeholders, undertake a review of school curricula (Primary and Secondary level) and make changes to enhance the relevance of school programmes to the local environment and the local economy.

Lead: MOEVT; **Collaborating Agencies:** MLYWCD, Ministry of Local Government, MOHSW, ZANEMA, ZATUC, ZATU, CSOs; **Timeline** 2009 -2012.

Issue 3.1.3

Many basic schools lack proper teaching and learning materials and have poorly constructed and furnished classrooms, which are not conducive to learning. Some of the school settings are not conducive to retaining children in school, especially for girls who need special facilities (such as toilets). There is also a shortage of trained teachers, especially in rural deprived areas. This has a considerable negative effect on learning experiences and outcomes for children.

Actions to be undertaken

3.1.3.1 MOEVT will establish and apply compulsory minimum standards for teaching and learning materials at the basic school levels throughout the country. As part of this intervention, MOEVT will also put in place an accelerated procurement and distribution plan for ensuring that all basic schools meet the minimum standards within the shortest possible time, with priority attention to schools in deprived communities.

Lead: MOEVT; **Collaborating Agencies:** MOF, Ministry of Local Government, Districts, Shehia units, CSOs; **Timeline** 2009 -2012.

3.1.3.2 MOEVT will establish a set of minimum standards for school infrastructure and execute an implementation programme that will ensure that schools meet the minimum standards set. The minimum standards will make sure that provisions are made for the construction of toilet facilities that meet the needs of girls and children with disabilities. The programme will also include provisions for ensuring that school infrastructure is adequately designed to meet the needs of disabled children to enable them be at school.

Lead: MOEVT; **Collaborating Agencies:** MOF, Ministry of Local Government, Districts; **Timeline** 2009 -2012.

Objective 3.2

Children aged 16 and above in all parts of the country, particularly in deprived communities, have access to quality post-basic education and training

Issue 3.2.1

A large proportion of pupils do not continue their education beyond the Basic Education Certificate, one of the reasons being the inadequate number of schools and training facilities catering to the needs of basic school leavers. Most secondary, vocational and skills training institutions are located in urban areas, and some rural children have limited access because of distances. Moreover, vocational education and skills training programmes are not sufficiently tailored to the needs of the local economies and labour markets. As a result, equipped with limited skills, many are poorly qualified for gainful employment and end up in unskilled activities in the informal sector and in some cases find themselves working under harsh and hazardous conditions. Such poor employment outcomes, in turn help to reinforce the perception of low returns to education, which contributes to low demand for schooling and high drop out rates.

Actions to be undertaken

3.2.1.1 MOEVT and MLYWCD will coordinate plans for the establishment of vocational education and training institutions at the district level, including formal apprenticeships to offer further education opportunities for grade 10 leavers and dropouts.

Lead: MOEVT and MLYWCD; **Collaborating Agencies:** other Government agencies; **Timeline** 2009 -2013.

3.2.1.2 MOEVT will work towards increasing placement of children who qualify to receive post-basic education by expanding secondary schools, increasing the numbers of teachers trained and recruited and constructing new secondary schools.

Lead: MOEVT; **Collaborating Agencies:** MOF, other Government agencies and Communities; **Timeline** 2009 and continuing.

3.2.1.3 MOEVT will, in collaboration with MOF, formulate and implement a scholarship scheme for qualified but needy children who complete basic school to continue their education.

Lead: MOEVT and MOF; **Collaborating Agencies:** other Government agencies; **Timeline** 2009 -2011.

3.2.1.4 MOEVT will undertake a review of the curricula of technical and vocational education institutions to carry out the changes needed to strengthen their relevance to local economies and the needs of the local market.

Lead: MOEVT; **Collaborating Agencies:** MLYWCD, other Government agencies ZANEMA, ZATUC, ZATU, CSOs; **Timeline** 2009 -2011

Objective 3.3

Alternative forms of education are available to all out-of-school children, particularly in the most deprived areas, and children withdrawn from the WFCL are able to access the available services

Issue 3.3.1

Although the MOEVT has introduced alternative education in areas affected by child labour and dropouts, the educational needs of out-of-school children aged 16 and above are not adequately met. With the current design of the alternative education system, many of the children who have never been to school or who have dropped out at an early age are too old to enrol or re-enrol in primary school. The system is designed to meet the needs of out-of-school children who are young enough to enrol in formal school, but inadequately addresses the needs of children 16 years and above.

Actions to be undertaken

3.3.1.1 MOEVT will, in close collaboration with key stakeholders, develop and implement training modules specifically targeting children not covered by the new alternative education system. The modules will be designed, in terms of content and duration, to enable the beneficiaries to acquire functional literacy and numeric skills, along with skills training to enhance the employment chances of the children. In support of this programme, MOEVT will train the required number of para-professionals as alternative education teachers.

Lead: MOEVT; **Collaborating Agencies:** MLYWCD, Ministry of Local Government, MOF, ZANEMA, ZATUC, ZATU, CSOs, other Private Sector partners; **Timeline** 2009 - 2012.

3.3.1.2 MOEVT will, in close collaboration of other partners, work towards strengthening the infrastructure for transitional/ alternative education.

Lead: MOEVT; **Collaborating Agencies:** MOF, Ministry of Local Government, Districts, Shehia units, CSOs, other Private Sector partners; **Timeline** 2009 -2012.

5.4 Key Issue 4: Withdrawal, rehabilitation and social integration

Large numbers of children are involved in WFCL

Objective 4.1

Clear institutional arrangements are in place to identify, withdraw, rehabilitate and socially integrate children engaged in unconditional WFCL and prevent others from becoming involved

Issue 4.1.1

By ratifying ILO Convention 182 on Worst Forms of Labour, the Government of the United Republic of Tanzania, including Zanzibar, has committed itself to prohibit and eliminate the worst forms of child labour. However, institutions charged with the protection of children from exploitation and the enforcement of laws relating to unconditional WFCL are inadequately equipped to carry out their responsibilities in a timely, efficient and effective manner. In particular, they are not well informed about the applicable laws and regulations and lack clear and well laid-out procedures and guidelines for rescuing, withdrawing and rehabilitating children in serious situations of abuse and exploitation.

Mechanisms for collaboration and coordination between agencies with complementary responsibilities for protecting and rescuing children from exploitation have not been put in place. There is a lack of inter-agency collaboration for the identification, withdrawal, rehabilitation and integration of children in the WFCL.

Actions to undertaken

4.1.1.1 MLYWCD will, in collaboration with other key stakeholders, formulate and implement a programme of sensitization on laws relating to WFCL, the roles and responsibilities of the different enforcement agencies, and mechanisms for dealing with cases of WFCL, primarily targeting institutions charged with the protection of children.

Lead: MLYWCD; **Collaborating partners:** Justice Department, Police, ZANEMA, ZATUC and ANGOZA; **Timeline:** 2009 -2010.

4.1.1.2 The Social Welfare Department (MOHSW) and MLYWCD will develop a mechanism for assisting and protecting children in special need or danger, especially victims of unconditional WFCL.

Lead: MOHSW and MLYWCD; **Collaborating partners:** Ministry of Home Affairs, the Police, Justice Department, Ministry of Local Government, CSOs; **Timeline:** 2009 -2011.

4.1.1.3 MLYWCD will work with other concerned partners to prepare standard procedures, protocols and guidelines for dealing with each of the unconditional WFCL prevalent in Zanzibar, as well as other forms of child labour that call for special action, including domestic services by under-age children.

Lead: MLYWCD (CLU and Department of Women and Children); **Collaborating partners:** MOHSW, Justice Department, Police, ZANEMA, ZATUC and ANGOZA; **Timeline:** 2009 -2010.

Objective 4.2

Effective measures are in place to prevent and eliminate hazardous child labour, including protection of working age children from hazardous activities and exploitation

Issue 4.2.1

There is general lack of awareness of what constitutes child labour, what hazardous work is and what work is acceptable for children at given ages. This has contributed to the engagement of children in activities that are inappropriate for their age.

Actions to be undertaken

4.2.1.1 MLYWCD will, in consultation with other stakeholders, prepare a list of hazardous activities in different sectors, specifying activities, ages and duration of time which children can spend working, publish the list (Action 1.1.1) and sensitize communities on its implementation.

Lead: MLYWCD (Labour Department/CLU and Department of Women and Children); **Collaborating Agencies:** MOHSW, Justice Department, Police, Ministry of Information, Ministry of Local Government, ZANEMA, ZATUC and ANGOZA; **Timeline:** 2009 - 2010.

4.2.1.2 MLYWCD will organize a programme of community sensitization and mobilization to persuade parents and employers to remove and prevent children working in hazardous conditions.

Lead: MLYWCD (Labour Department/CLU and Department of Women and Children); **Collaborating Agencies:** MOHSW, Ministry of Information, Ministry of Local Government, ZANEMA, ZATUC and ANGOZA; **Timeline:** 2009 -2010.

4.2.1.3 MLYWCD will formulate and implement a programme of work aimed at ensuring that the Occupational Safety and Health (OSH) measures systematically protect working children. This will include an extensive OSH outreach programme targeting selected sectors where children are known to be involved in hazardous activities.

Lead: MLYWCD; **Collaborating Agencies:** Ministry of Local Government, MOHSW, ZANEMA, ZATUC; **Timeline:** 2009 -2010.

5.5 Key issue 5: Empowerment of vulnerable households

Limited livelihoods opportunities for the poorest families and in the most deprived communities contribute to vulnerability to the WFCL. The most vulnerable groups as identified in MKUZA include women, widows, youths, orphans, the elderly, neglected children, people with disabilities, those infected and affected with HIV/AIDS and the poorest of the poor.

Objective 5

Vulnerable households are empowered to overcome the socio-economic difficulties that lead to WFCL

Economic empowerment of local communities

Issue 5.1

Poverty in the form of lack of basic income is a significant cause of child labour. Extreme poverty means that children are prepared to engage in more harmful and more detrimental forms of child labour than would otherwise be the case and their families condone or encourage such work. Structural factors may underline long-term chronic poverty, such as unequal access to land, education and other resources. Poverty may also be due to more short-term factors such as loss of a job or HIV infection and the subsequent death of the breadwinner. For a lasting impact on child labour, both long-term and short-term poverty must be addressed. Structural factors underlying chronic poverty are generally addressed in broad national strategies on development and poverty reduction.

In addition to the structural factors underlying poverty, lack of information on available opportunities, entrepreneurship skills, processing and marketing skills, financial services and social protection measures can also be a stumbling block to efforts aimed at addressing prevailing poverty in the vulnerable communities. Most vulnerable households have difficulties accessing and utilizing private and public social and economic services, including microfinance schemes, business development services and agricultural extension services. There are many private and public sector initiatives with great potential for assisting the poor in overcoming economic vulnerabilities.

Given the adverse effects of the HIV/AIDS epidemic at the household level and the increasing numbers of female-headed household, gender inequalities need to be adequately addressed. Research has shown that women are disadvantaged in accessing resources, ownership of resources and decision-making that affects the quality of their lives and that of their children.

Actions to be undertaken

5.1.1 MLYWCD (Department of Community Development) will, with other concerned government agencies and CSOs, develop and implement a plan to assist poor and vulnerable households, particularly in deprived areas, to access and make good use of livelihood support programmes such as microfinance, savings schemes and other sectoral development initiatives.

Lead: MLYWCD (Department of Community Development); **Collaborating Agencies:** NGOs; CBOs, FBOs, ZANEMA, ZATCU, Government Agencies; **Timeline:** 2009 -2011.

5.1.2 The MLYWCD (Departments of Women and Children and Community Development) will, in collaboration with other concerned stakeholders, organize and facilitate the initiation and implementation of community development projects aimed at ensuring that women have access to economic empowerment interventions and are equipped with the right skills. These interventions will, among other things, seek to promote gender equity in accessing resources and to empower women with knowledge on their rights.

Lead: MLYWCD (Department of Women and Children, Department of Community Development); **Collaborating partners:** Ministry of Trade and Tourism, Ministry of Information and Communication, CSOs, Private Sector; **Timeline:** 2009 – 2015.

Linking HIV/AIDS to poverty issues

Issue 5.2

The HIV/AIDS pandemic has made children's situation more precarious and is therefore a major factor contributing to child labour. In many of the families affected by the disease, children bear a heavy burden from the illness and death of parents and other adult breadwinners, and from having to step in prematurely as care givers and household heads. The growing number of home-based care programmes could play a role in lightening the burden borne by children affected by HIV/AIDS.

The government has made a commitment to provide voluntary counselling and testing services (VCT) and anti-retroviral drugs (ARVs) free of charge to all in need. More widespread use of ARVs has the potential to promote adult well-being and longer life, and to prolong the period during which caregivers are healthy and could earn income for their families. This in turn would reduce the number of HIV/AIDS orphans, as well as children needing to work.

Action to be undertaken

5.2 To address the immediate plight of children living in households affected by HIV/AIDS, MOHSW will, in collaboration with other key stakeholders, train field-workers for all home-based care programmes to recognize the problems children face in HIV/AIDS-affected households and to link them up affected children with the necessary assistance services. MOHSW and the concerned partners will also implement a sensitization and education programme on HIV/AIDS transmission and prevention with a view to preventing new infections and encouraging people to access the available VCT and ARVs services.

Lead: Ministry of Health (MOHSW); **Collaborating partners:** NGOs, CBOs, FBOs; **Timeline:** 2009 – 2015.

5.6 Key Issue 6: Coordination of public institutions and civil society organizations

Public institutions and civil society organizations charged with child development and protection of children from exploitation are inadequately informed, unorganized and ill-equipped to carry out their responsibilities effectively.

Objective 6.1

Knowledge base on child labour is improved and utilized for awareness raising and advocacy, policy development, programme design and implementation, coordination, monitoring and evaluation

Collecting and influencing utilization of data on child labour**Issue 6.1.1**

To effectively address the problem of child labour, data on the prevalence, magnitude and scope of the phenomenon need to be available and to be clearly understood to facilitate programme design and implementation. Currently, data on the different aspects of child labour are inadequate. There is a lack of information on the nature and context of child labour, including supply and demand dynamics. The 2006 Integrated Labour Force Survey provides very limited data on the number of children engaged in the various WFCL, including hazardous work. There are no district, regional or even national estimates of the incidence of different WFCL. Moreover, mechanisms for tracking the incidence of WFCL and progress towards their elimination are lacking. This problem is compounded by the under-utilization of available information in planning and implementation processes.

Actions to be undertaken

6.1.1.1 The CLU will liaise with the Department of Women and Children (MLYWCD) to include variables for collecting child labour information in their recently designed M&E system.

Lead: CLU and the Department of Women and Children; **Collaborating Agencies:** Office of the Chief Government Statistician; **Timeline:** 2009 and continuing.

6.1.1.2 The Office of the Chief Government Statistician (OCGS) will mainstream child labour factors into its regular surveys and censuses. OCGS will also liaise with other national and international agencies to promote and facilitate the integration of child labour factors into their regular data collection exercises, where relevant.

Lead: OCGS; **Collaborating Agencies:** CLU, Department of Women and Children, other concerned Government departments, international agencies, ZANEMA, ZATUC, CSOs; **Timeline:** 2009 and continuing.

6.1.1.3 MLYWCD and OCGS will work with other government agencies and research institutions to promote research on the various forms of child labour prevalent in the country and the utilization of research findings in policy making, programme development, implementation, advocacy, monitoring and evaluation.

Lead: OCGS and MLYWCD; **Collaborating Agencies:** Government departments, international agencies, universities and research institutions, ZANEMA, ZATUC, CSOs; **Timeline:** 2009 and continuing.

6.1.1.4 District Labour Officers will submit information on the child labour situation in their district as part of their Quarterly Inspection Reports. These quarterly district reports will include information obtained from the community child labour surveillance systems in the district. Similar quarterly reports will be submitted by the Child Labour Focal Persons in the key partner institutions, including the concerned line ministries, ZANEMA, ZATUC and the CSOs. The CLU will collate and analyze information from these quarterly reports for its monitoring reports to the Zanzibar Child Labour Steering Committee and the Child Labour Technical Group (see Section 6). As additional sources of information, the CLU will liaise with the MOHSW (Social Welfare Department) to access information collected through the MVC programme, with the MOEVT for data on school attendance and school drop-outs, and with the Department of Women and Children, the OCGS, research institutes and other relevant agencies. The information thus collected will also be analyzed and utilized for the preparation of the regular quarterly reports and an annual Zanzibar Child Labour Situational Report, for use in policy and programme development, monitoring and evaluation purposes.

Lead: CLU and District Labour Officers; **Collaborating Agencies:** Government departments, Community Child Labour Surveillance Committees; **Timeline:** 2009 and continuing.

Objective 6.2

Government, social partner, private sector, civil society and community organizations have the necessary institutional, technical and organizational capacities to effectively address child labour at all levels, with particular emphasis on WFCL

Institutional capacity building

Issue 6.2.1

Key implementing institutions from the central to the community levels have inadequate capacities to effectively address child labour issues. The CLU is understaffed, under-equipped, and requires technical training on child labour and related issues. Similarly, other agencies expected to play key roles in the implementation of the NAP require institutional and technical capacity building. To effectively implement the NAP, key agencies will need to translate activities falling within their mandate into detailed measures and mainstream them into their regular programmes. The various partners will require technical support to design and implement the interventions for which they have responsibility.

Action to be undertaken

6.2.1 The MLYWCD will assign at least five core staff to the CLU to work full time on NAP implementation. The unit will be reorganized to ensure an efficient internal structure, with each member assigned specific responsibilities. The NAP Coordinator in Pemba (see Section 6) will work as an associate member of the CLU to ensure the effective implementation of activities on the island. MLYWCD, with assistance from the Development Partners, will organize technical support and training for CLU staff on the coordination and implementation of the NAP.

MLYWCD, in partnership with the ILO and other Development Partners, will formulate and implement a programme of orientation and training for the different categories of key stakeholders and partners. This will include training on intervention planning, monitoring, coordination and skills for dealing with children in specific circumstances and with specific WFCL, among other issues. Technical support will also be extended to implementing agencies in translating the NAP into action within their respective agencies.

Lead: MLYWCD; **Collaborating Agencies:** Government departments (National, District and Shehia level), ZANEMA, ZATUC, International agencies, CSOs; **Timeline:** 2009-2011.

6.0 Coordination and Implementation of NAP

A Zanzibar Child Labour Steering Committee (ZCLSC) composed of key officials from the main NAP implementing agencies will be formed to provide policy guidance for the implementation of the NAP. The Committee will have the overall responsibility for ensuring that the objectives and targets set under the NAP are achieved by the government and the other responsible agencies. The ZCLSC will also be responsible for mobilizing resources to support the implementation of the programme. Membership will include: the Principal

Secretaries of the key concerned ministries (MLYWCD, MOHSW, MOEVT, Information and Communication, Good Governance, Local Government); the Directors of the Departments of Women and Children, Social Welfare, and Planning and Local Government; the Commissioner for National Planning, Sector Development and Poverty Reduction; the Officer-in-Charge of MLYWCD, Pemba; and representatives of ZATUC, ZANEMA, ANGOZA, and the Association for People with Disabilities. The Principal Secretary of the Chief Ministers Office will serve as the chairperson of the ZCLSC, with the Commissioner of Labour as the Secretary. The Principal Secretary of the MLYWCD will be Vice- Chairperson. The ZCLSC shall have two regular meetings per year, but may meet more regularly as and when the need arises. The ZCLSC will exchange, on a regular basis, information and experiences with the National Inter-Sectoral Coordinating Committee of Tanzania mainland

Each key NAP implementing partner will designate a Child Labour Focal Person to oversee and coordinate the implementation of the specific interventions assigned to the agency within the framework of the NAP. The different Focal Persons will constitute a Child Labour Technical Group at the central level. The Child Labour Focal Person will be responsible for preparing quarterly reports on the progress made by their respective agencies, relative to the indicators set in the NAP or additional ones that may be established for the purpose. The Child Labour Technical Group shall meet regularly on a quarterly basis, but may have additional meetings when needed.

The MLYWCD will restructure and strengthen the capacity of the CLU to ensure efficient coordination, implementation, monitoring and evaluation of the NAP. The unit will be led by a National Head who will have the overall responsibility of managing and coordinating the programme. The unit will be responsible for ensuring efficient and smooth collaboration with key institutions at the national, district and local levels, promoting participation and the flow of information among partners. The CLU shall serve as secretariat for both the ZCLSC and the Child Labour Technical Group, organizing their meetings, preparing reports and providing other information needed, and ensuring follow-up to their decisions. The CLU shall be responsible for preparing quarterly monitoring reports and an annual progress report on NAP implementation. It shall be responsible for the coordination of the focal points in the different key implementing agencies. To facilitate efficient and coordinated implementation of the NAP, the CLU shall prepare draft Terms of Reference, for consideration by the ZCLSC, for the ZCLSC, the Child Labour Technical Group, the Child Labour Focal Persons, and the District Labour Officers in carrying out their roles within the framework of the NAP.

At the district level, the MLYWCD will designate/post a District Labour Officer who will be responsible, among other things, for overseeing the implementation of the NAP in the district. Working with other partners at the district level (the District Education Officer, Social Welfare Officer, Women and Children Development Officer, Sheha) the District Labour Officer will facilitate efficient cooperation between all district partners whose mandate is relevant to the programme. The District Labour Officer shall also be responsible for preparing quarterly progress reports for submission to the CLU and to district government officials. The Chief Labour Officer in Pemba will appoint one core staff member to serve as coordinator of NAP activities in Pemba.

7.0 Reporting, Monitoring and Evaluation

Monitoring and evaluation will be used as an essential management tool for ensuring efficient, effective and timely implementation of the interventions contained in this NAP. Towards this end, an efficient planning, monitoring and evaluation system will be set up at the beginning of NAP implementation, taking into account the main indicators and targets set out in Annex 1. Efforts will be made to collect sex-disaggregated data. The monitoring and evaluation system will be maintained by the CLU in collaboration with the Monitoring and Evaluation Unit of the MLYWCD. Quarterly reports from key NAP implementing agencies and districts will form part of the monitoring and evaluation process. The CLU shall be responsible for producing yearly progress reports.

The CLU shall install a simple information management system to record all steps taken in key areas of the NAP. This system will allow the concerned organs (Government, the ZCLSC, the Child Labour Technical Group, the CLU itself) to monitor progress in identifying areas of concern and evaluating targeted programmes or actions.

Annex 1: Performance Indicators and Targets

Objective	Action	Lead Agency	Indicator	Target value/ Date	Means of Verification
Overall Objective <i>To reduce the incidence of WFCL to the barest minimum by 2015, while laying strong social, policy and institutional foundations for eliminating all other forms of child labour in the longer term.</i>			Incidence of economic activity among children 5 -14 years old	50% of baseline by 2010 < 5% by 2015	Socio-economic surveys, Reports on child labour, District child labour monitoring reports, National child labour monitoring reports, Integrated Labour Force Survey
			Incidence of hazardous child labour among 5 -17 years old	50% of baseline by 2010 < 5% by 2015	Social survey reports on child labour, District child labour monitoring reports, National child labour monitoring reports
			Number of children 5- 17 years in unconditional WFCL	80% of baseline by 2010 < 1% by 2015	Social surveys reports on child labour, District child labour monitoring reports, National child labour reports
			% of key districts and agencies with operational interventions under the NAP	50% by 2010 100% by 2012	District and Agency child labour reports
Objective 1 <i>The relevant laws, policies and guidelines on child labour are regularly updated to ensure continuing adequacy, are widely known</i>	1.1(a) Formulation, review and enactment of legal instruments for the application of child labour inspection to the traditional and informal sectors of the economy.	MLYWCD	Instruments enacted and in force	By end of 2010	Published legal instruments
	1.1(b) Publication of a list of hazardous tasks/activities for which children may not be employed	MLYWCD	Instruments enacted and in force	By end of 2010	Published legal instruments

<i>and respected in all social and economic sectors, and are effectively implemented.</i>	1.1(c) Formulation and enactment of regulations on domestic employment	MLYWCD	Instruments enacted and in force	By end of 2010	Published legal instruments
	1.1(d) Formulation and enactment of regulations protecting working children .	MLYWCD	Instruments enacted and in force	By end of 2010	Published legal instruments
	1.1(e) Periodic reviews of child labour related legislation	MLYWCD	Each key instrument is reviewed regularly and findings published	At least every 5 years	Findings of review
			Recommendations for amendments acted on	Process towards amendments launched within 12 months of publication of recommendations	Draft Bills and other instrument National Child labour progress reports
	1.2.1 Preparation of simplified versions of relevant legal instruments in Swahili language	MLYWCD	Simplified version in Swahili of key instruments produced	By end of 2010	National Child labour progress reports
	1.3.1 Sensitization on WFCL laws, agency roles and responsibilities and mechanisms for dealing with WFCL abuse	MLYWCD Justice Department	Sensitization activities designed and launched	By end of 2010	National Child Labour Progress Reports
			Agency roles and responsibilities outlined and agreed by all	By end of 2009	National Child Labour Progress Reports
			% of Implementing agencies with mechanisms in place	50% by 2010 100% by 2012	Agency Child Labour implementation Report National Child labour Progress Report

			Number of WFCL cases dealt with	Average of 50 cases per year	Agency Child Labour Implementation Reports National Child Labour Progress Report
	1.3.2, 4.1.1.3 Development and deployment of standard procedures, protocols and guidelines for dealing with WFCL	MLYWCD	Proportion of unconditional WFCL for which standard procedures, protocols and guidelines have been developed and deployed	50% by 2010 100% by 2012	National Child Labour Progress Report
			% of key implementing agencies applying agreed standards, procedures and protocols for dealing with different forms of WFCL	50% by 2011 100% by 2013	National Child Labour Progress Report
Objective 2 <i>The society is aware of the problem of child labour, its causes and consequences, and is mobilized to prevent and fight it</i>	2.1.1 Nationwide community sensitization programme to promote understanding on issues of child labour and children's rights	MLYWCD	Sensitization programme designed and launched	By end of 2009	National Child Labour Progress Report
			% of districts covered by sensitization programme	At least 40% by 2010 At least 80% by 2012	District Child Labour Progress Report National Child Labour Progress Report
	2.1.2 Community-run child labour surveillance arrangements	MLYWCD	Surveillance systems designed and agreed upon by stakeholders	By end of 2009	National Child Labour Progress Report
			% of districts with at least 50% of communities covered by local surveillance systems	40% by 2010 80% by 2012	District Child Labour Progress Report National Child Labour Progress Report

	2.1.3 Child sensitization programme on child labour issues, child rights, life skills against exploitation, legislation and enforcement arrangements	MOEVT MLYWCD	Curriculum and materials designed and are in use in primary education	By end of 2011	National Child Labour Progress Report
			% of districts with at least 50% of primary schools using the developed curriculum and materials	40% by 2012 100% by 2015	District Child Labour Progress Report MOEVT Annual Reports National Child Labour Progress Report
	2.2 Establishment of mechanism for information sharing, collaboration and coordination	MLYWCD	Information sharing, collaboration and coordination mechanisms designed and agreed upon by implementing partner agencies	By end of 2009	National Child Labour Progress Report
			% of implementing partners participating regularly in the mechanism	50% by 2010 90% by 2012	National Child Labour Progress Report
Objective 3.1 <i>The education and vocational training policies, laws and programmes are strengthened and are fully implemented to ensure quality basic education for all school-age children</i>	3.1.1.1, 3.1.1.2(a) Formulation and enactment of necessary legal instruments for enforcing compulsory basic education	MOEVT	Instruments enacted and in force	By end of 2011	Published legal instruments
	3.1.1.2(b) Design and implementation of community sensitization campaigns on laws enforcing compulsory education	MOEVT	Sensitization campaigns carried out	40% of districts covered by 2010 100% of districts covered by 2012	Agency Child Labour Implementation Reports National Child Labour Progress Report
	3.1.2 Review of primary and secondary curricula	MOEVT	Reviewed curricula in place and used	By end of 2012	Officially approved curricular

	3.1.3.1(a) Formulation and execution of compulsory minimum standards for teaching and learning materials at basic school level	MOEVT	Minimum standards for teaching and learning materials formulated and officially approved	By end of 2012	Official documents setting out and issuing minimum standards
	3.1.3.1(b) Design and execution of an accelerated procurement and distribution plan to cover schools in deprived areas	MOEVT	Accelerated procurement and distribution programmes formulated and officially approved	By end of 2012	Officially approved programme document
	3.1.3.2 Establishment of a set of minimum standards for school infrastructure	MOEVT	Minimum standards for school infrastructure formulated and officially approved	By end of 2012	Official documents setting out and issuing minimum standards
Objective 3.2 <i>Children aged 16 and above in all parts of the country, particularly in deprived communities, have access to quality post-basic education and training</i>	3.2.1.1 Establishment of vocational education and training institutions at district level	MOEVT MLYWCD	% of districts with at least one vocational and/or training institution	60% by 2009 100% of districts covered by 2014	District Child Labour Progress Reports MOEVT Child Labour Progress Report National Child Labour Progress Report
			% of basic education leavers going on to vocational education / training institutions or tertiary institutions	50% by 2012 90% of by 2015	MoEVT enrolment reports
	3.2.1.2(a), 3.2.1.3 Expansion of access to secondary schools (placement, scholarships to needy students)	MOEVT	Gross Enrolment Rates at the Secondary School level	10% above baseline by 2011 50% above baseline by 2015	MOEVT Child Labour Progress Report National Child Labour Progress Report
	3.2.1.2(b) Recruitment of teachers	MOEVT	Number of qualified teachers recruited	20% above baseline by 2012 At least 40% above	MOEVT Child Labour Progress Report National Child Labour Progress

				baseline by 2015	Report
	3.2.1.4 Review of curricula of technical and vocational education	MOEVT	Approved curricula in place and in use	By end of 2012	Official approved curricular
Objective 3.3 <i>Alternative forms of education are available to all out-of-school children, particularly in the most deprived areas, and children withdrawn from the WFCL are able to access the available services</i>	3.3.1.1(a) Design and implementation of training modules that meet the needs of out-of-school children.	MOEVT	Number of training modules designed and launched	20% by end of 2010	MOEVT and MoEVT Child Labour Implementation Reports National Child Labour Reports
	3.3.1.1(b) Train para-professionals		Number of para-professionals trained.	20% by end of 2011 40% by end of 2013	Training programme reports
Objective 4.1 <i>Clear institutional arrangements are in place to identify, withdraw, rehabilitate and socially integrate children engaged in unconditional WFCL and prevent</i>	4.1.1.1 Formulation and implementation of programmes for sensitization on laws relating to WFCL		Implementation programme in place	By end 2010	Sensitization plans Sensitization materials
	4.1.1.2 Establishment of mechanisms for assisting and protecting children in special need or danger	MLYWCD	Institutional arrangements agreed and in place	By end of 2010	Meeting reports and records of agreed protocols National Child Labour Progress Reports
	4.1.1.3(a) Preparation of defined guidelines for identification of children in need or in danger	MLYWCD	Standard guidelines agreed for identification of children in need or danger	By end of 2010	National Child Labour Progress Report

<i>others from becoming involved</i>	4.1.1.3(b) Formulation of standard procedures, protocols and guidelines for each of the unconditional WFCL	MLYWCD	Proportion of prevalent unconditional WFCL for which standard procedures, protocols and guidelines have been developed and deployed	50% by 2010 100% by 2012	National Child Labour Progress Report
Objective 4.2 <i>Effective measures are in place to prevent and eliminate hazardous child labour, including protection of working age children from hazardous activities and exploitation</i>	4.2.1.1 Preparation and publication of a list of hazardous activities	MLYWCD	Official list of hazardous activities established by appropriate legal instrument	By end of 2010	Legal instrument published
	4.2.1.2 Community sensitization and mobilization to remove children from hazardous activities	MLYWCD	Sensitization and mobilization programmes completed and launched	By end 2009	National Child Labour Progress Reports
			% of districts covered by sensitization programmes	At least 40% by 2010 At least 80% by 2012	District Child Labour Progress Report National Child Labour Progress Report
	4.2.1.3 Review of OSH measures to protect working children and implementation of OSH outreach programmes	MLYWCD	Review findings published	By end of 2010	OHS programme document National Child Labour Progress Report
			% of relevant sectors covered by OSH	50% by 2012 90% by 2014	National Child Labour Progress Report
			% of districts with communities covered by OSH outreach programmes	40% by 2012 80% by 2014	District Child Labour Progress Report National Child Labour Progress Report
Objective 5 <i>Vulnerable households are empowered to overcome the socio-economic difficulties that lead to WFCL</i>	5.1.1(a) Facilitation of access to livelihood support programmes	MLYWCD	% of districts covered by facilitation services	40% by 2011 80% by 2014	National Child Labour Progress Report
	5.1.1(b) Facilitation of soft loans provided by microfinance institutions	MLYWCD	% of districts covered with facilitation services	40% by 2011 80% by 2014	National Child Labour Progress Report
	5.1.2 Facilitation and implementation of community development projects	MLYWCD	% of districts covered by facilitation services and community development projects	40% by 2011 80% by 2014	National Child Labour Progress Report
	5.2 Training HIV/AIDS field	MOHSW	% of HIV/AIDS fieldworkers trained	40% by 2011	Agency Child Labour Progress

	workers to recognize the problems children face in HIV/AIDS affected households			80% by 2014	Report National Child Labour Progress Report
Objective 6.1 <i>Knowledge base on child labour is improved and utilized for awareness raising and advocacy, policy development, program design and implementation, coordination, monitoring and evaluation</i>	6.1.1.1 Department of Women and Children to include child labour information within their M& E system	CLU	Child Labour issues integrated in the M& E system	By end of 2009	Agency Child Labour Progress Report Agency Monitoring and Evaluation Reports National Child Labour Progress Report
	6.1.1.2 Mainstream child labour factors into regular surveys and census	OCGS	Regular surveys and census cover child labour issues	2009 and continuing	Surveys and census reports National Child Labour Progress Reports
	6.1.1.3 Promote research on child labour issues and utilization of findings for policy formulation and implementation	OCGS	Major social, cultural, demographic and economic research in Zanzibar cover child labour issues whenever relevant	2009 and continuing	Research Reports
			Policies informed by research findings on child labour	2009 and continuing	Policy documents
	6.1.1.4 Preparation of District Inspection Reports with information on child labour situation in district	CLU District Labour Offices	% of districts with reports on the child labour situation in their respective areas	60% by 2010 100% by 2012	Child labour reports District Child Labour Progress Reports National Child Labour Progress Report
Objective 6.2 <i>Government, social partner, private sector, civil society and community organizations have the necessary institutional, technical and</i>	6.2.1(a) Strengthening capacity of CLU	MLYWCD	No. of CLU Staff working full time to support NAP implementation	5 by end of 2009	
	6.2.1(b) Orientation and training of key stakeholders and partners	MLYWCD ILO	% of key collaborating agencies/partners with staff receiving orientation and/or training under the NAP	50% by 2010 90% by 2012	Agency Implementation Reports National Child Labour Progress Reports

<i>organizational capacities to effectively address child labour at all levels, with particular emphasis on WFCL</i>					
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