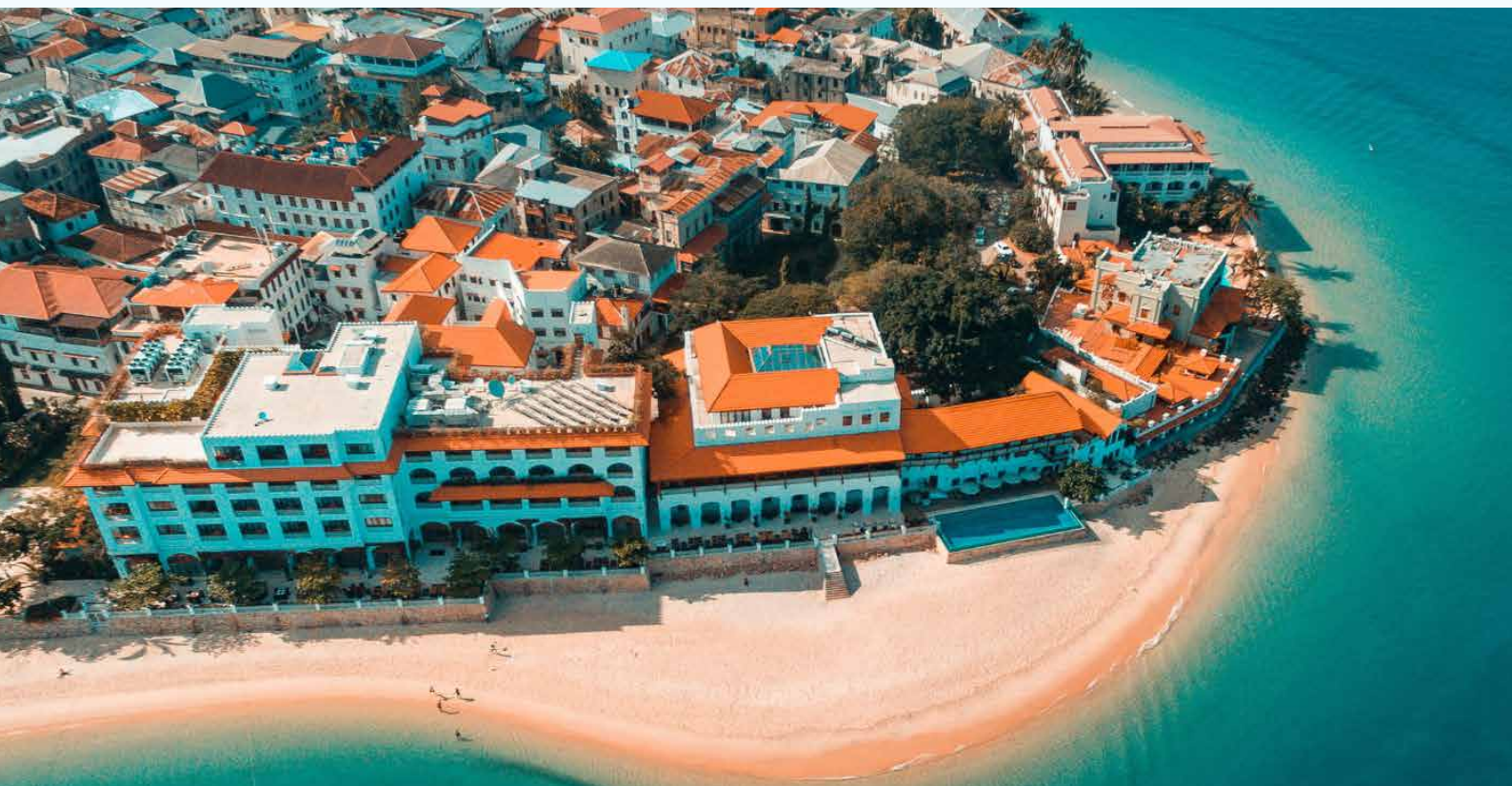




REVOLUTIONARY GOVERNMENT OF ZANZIBAR  
MINISTRY OF BLUE ECONOMY AND  
FISHERIES



# ZANZIBAR BLUE ECONOMY POLICY

OCTOBER 2022



The Blue Economy Policy was prepared by the Ministry of Blue Economy and Fisheries in Zanzibar, edited by UNWOMEN and United Nations Development Programme (UNDP) and published with the support of the UNDP in Tanzania.

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MINISTRY OF BLUE ECONOMY  
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# ZANZIBAR BLUE ECONOMY POLICY

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OCTOBER 2022

## FOREWORD

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The realignment of the Blue Economy Policy of Zanzibar comes against the backdrop of the global COVID19 pandemic which has disrupted our economy and livelihoods, affecting local, regional and global supply chains. The Revolutionary Government of Zanzibar under the dynamic leadership of His Excellency the President of Zanzibar and the Chairman of the Revolutionary Council, Dr. Hussein Ali Mwinyi, has been aggressively pursuing our economic recovery plan by enhancing the potential of our Ocean to transform our country to a better future. For us, the Ocean will always be part of our lives and that Blue Economy is about sustainable development based on our ability to sustain our livelihoods from the Ocean.

The President's vision which has been explicitly imprinted on the CCM Election Manifesto of 2020 – 2025, is about blending the Blue Economy agenda with the Zanzibar Development Plan (ZADep) designed to alleviate poverty and improve the standard of living of Zanzibaris. This is underscored by the Zanzibar Development Vision 2050, which is our flagship development plan that places Blue Economy at the center of our economic recovery and industrial development measures, environmental conservation, climate adaptation, and social inclusion.

The realigned Policy is therefore designed to coordinate and manage the sustainable development of the ocean around us and its endowments for economic prosperity of our people. Our key aspirations are based on how we can transform our Fisheries; Aquaculture; Tourism; Energy; Oil and Gas Development; Maritime Transport and Ports Infrastructure; Maritime Trade; and related services towards a new dawn of development for Zanzibar.

It is my expectation that the newly realigned Policy will focus on sustainable growth, harvesting, processing and marketing of fisheries, seaweeds and aquaculture products through innovation, improved capacity, awareness, entrepreneurship and infrastructure development. It will also guide in the implementation of sustainable blue investments, financing and empowerment of local communities in addressing their needs. The Policy provides new avenues of engagement of deep-sea fishing with modern fish ports and fleets, storage and processing infrastructure. The Policy addresses offshore Oil and Gas exploration and production potential, while stressing on the need to ensure enhanced marine biodiversity conservation and climate adaptation. In the end, Blue Economy in Zanzibar is about equity, benefits, quality products, access to capital and markets, and more opportunities for diversification.



HON. SULEIMAN MASOUD MAKAME  
MINISTER OF BLUE ECONOMY AND FISHERIES

## ACKNOWLEDGEMENTS

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The process of realigning the Zanzibar Blue Economy Policy with priorities defined in the CCM Election Manifesto of 2020 – 2025 was implemented within the scope of the vision set out by His Excellency the President of Zanzibar and the Chairman of the Revolutionary Council, Dr. Hussein Ali Mwinyi. The Policy focuses on Fisheries, Aquaculture, Tourism, Marine and Maritime Governance, Offshore Renewable Energy, and Oil and Gas Development. The Policy drivers include the need to accelerate blue investments, public awareness, knowledge, and innovation about the Blue Economy, access to capital, markets, instruments and empowerment of the local communities.

It is the resolve of the Revolutionary Government of Zanzibar to ensure that the accelerated growth of ocean-based economic activities change and modernize the entire landscape of the economy; that the banking facilities have engaged the sustainable blue financing systems; that there is increased dialogue with development partner groups, regional economic commissions, regional seas programs, and the UN bodies committed to helping Zanzibar develop effective and sustainable Blue Growth pathways; and that the Development Partners and the Private Sector have begun to interact with the Revolutionary Government of Zanzibar in supporting initiatives for sustainable fisheries and fish processing facilities, aquaculture development, tourism and heritage, maritime trade and services, ports infrastructure, energy, conservation of marine ecosystems and biodiversity, and climate adaptation.

In this context, we are extremely grateful to His Excellency the President of Zanzibar and Chairman of the Revolutionary Council, Dr. Hussein Ali Mwinyi, for his support, guidance, and encouragement throughout the policy development process. We would like to express our deep gratitude to the United Nations Development Program (UNDP) for their dedicated support in resources and in ensuring a successful completion of the Blue Economy policy and strategy realignment processes. We are grateful to the support given by the Uongozi Institute, UNEP, European Union, Norway, and UN Women in ensuring their active support and participation in the policy development dialogue. We thank all the stakeholders from the development partners group, public institutions, private sector, NGOs, and the local communities who fully participated in various dialogue sessions and who greatly contributed towards the policy realignment process.

Finally, special thanks to the technical team of the Ministry of Blue Economy and Fisheries, comprising Directors and technicians, including experts from various backgrounds working alongside the Department of Blue Economy Development and Coordination, for their dedicated efforts in successfully completing the policy realignment process.



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## ABBREVIATIONS AND ACRONYMS

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AIMS	Africa's Integrated Maritime Strategy
AU	African Union
BE	Blue Economy
CBD	Convention on Biological Diversity
CCM	Chama cha Mapinduzi
CEDAW	Convention on Elimination of all Forms of Discrimination Against Women
CMORDBS	Centralized Marine and Oceanographic Research Database System
COVID 19	Corona Virus Disease 2019
CSO	Civil Society Organization
EEZ	Exclusive economic zone
FDI	Foreign Direct Investment.
GDP	Gross Domestic Product
HIV/AIDS	Human Immuno-Deficiency Virus/ Acquired Immune Deficiency Syndrome
ICT	Information and Communications Technology
IMO	International Maritime Organization
IOC	Indian Ocean Commission
IORA	Indian Ocean Rim Association
IUU	Illegal Unreported and Unregulated
KMKM	Kikosi Maalum cha Kuzuia Magendo
MCS	Monitoring, Control and Surveillance
MCAs	Marine Conservation Areas
MCSS	Multi-Client Seismic Survey
MDAs	Ministries, departments and agencies
MEA	Multilateral Environmental Agreements
MIS	Management Information Systems
MPA	Marine Protected Area
MSMEs	Micro, Small and Medium enterprises
MSP	Marine Spatial Planning
MTEF	Medium-Term Expenditure Framework
MW	Megawatt
NDR	National Data Repository
NGOs	Non-Governmental Organizations
O&G	Oil and Gas



PFRS	Policy Framework and Reform Strategy
PHL	Post-Harvest Loss
PPP	Public-Private Partnership
PSA	Production Sharing Agreement
PSE	Priority measures of Strong Enforcement
R&D	Research and Development
RE	Renewable Energy
RGoZ	Revolutionary Government of Zanzibar
RO-RO	Roll On/Roll Off
SDGs	Sustainable Development Goals
SEA	Strategic Environmental Assessment
SME	Small and Medium Enterprise
SIDS	Small Island Developing States
SST	Sea Surface Temperature
SUZA	State University of Zanzibar
SWM	Solid Waste Management
TEU	Twenty-foot Equivalent Unit
UNCLOS	United Nations Convention on the Law of the Sea.
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Program
UNEP – NC	The Nairobi Convention Regional Seas Program of UNEP
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
URT	United Republic of Tanzania
USD	United States Dollar
WTO	World Trade Organization
ZADEP	Zanzibar Development Plan
ZAFIRI	Zanzibar Fisheries and Marine Resources Research Institute
ZDV 2050	Zanzibar Development Vision 2050
ZPDC	Zanzibar Petroleum Development Company
ZPRA	Zanzibar Petroleum Regulatory Authority

# ZANZIBAR



## CHAPTER 1: INTRODUCTION

### 1.1 BACKGROUND

Zanzibar is a semi-autonomous part of the United Republic of Tanzania (URT) consisting of the two main islands of Unguja and Pemba and 53 other small islets. Zanzibar's maritime area is larger than its land area. The archipelago shares her maritime waters with mainland Tanzania. Tanzania's Exclusive Economic Zone (EEZ) area is 241,541 km<sup>2</sup>, with the ocean domain within Tanzania's jurisdiction being 91 times larger than Zanzibar's total land area of 2,654 km<sup>2</sup>.

Zanzibar, like any other small island developing state, is characterized by small land size, with implications of pressure on resources, and limited economic diversity; remoteness and isolation, leading to economic insularities and a narrow resource and export base; and exposure to global environmental challenges and external economic shocks, including climate change impacts and vulnerability to natural disasters. At the same time, the islands of Zanzibar are blessed with a unique coastal and marine biodiversity and cultural richness. The maritime environment supports fisheries, aquaculture, trade, salt harvesting, seaweed farming, and tourism. There is also a potential for oil and gas development alongside the development of renewable energy.

About two-thirds of Zanzibar's Gross Domestic Product (GDP) is directly connected to the Blue Economy (BE). Nearly 99% of its international trade by volume is seaborne. Emerging sectors such as oil and gas, industrial fisheries, deep sea mining and offshore renewable systems are also taking root. This suggests availability of considerable untapped ocean-based economic opportunities, thereby reinforcing the need to harness the sea resources through Blue Economy to reduce poverty, create employment, improve growth and exports as well as to strengthen food and energy security.

### 1.2 RATIONALE FOR BLUE ECONOMY

For centuries, ocean-based activities have been at the center of domestic and international economic interests for Zanzibar – a traditional maritime hub. In recent times, the 2030 Agenda and the formulation of a Sustainable Development Goal 14 have served to reignite the urge to conserve and sustainably utilize our ocean. The development of Blue Economy sectors directly benefits local communities by opening up pathways out of their current state of poverty.

A robust Blue Economy seeks to promote inclusive economic growth, social development and environmental sustainability. Responsible production and consumption; gender and social inclusion; the preservation or improvement of livelihoods; and the environmental sustainability of freshwater and marine ecosystems are key components. The focus of the Revolutionary Government of Zanzibar is on the empowerment of, and sustainable investments in, all levels of the ocean economy.

### 1.3 SCOPE OF THE POLICY

This Policy establishes a framework for ocean protection, catalyzing investments and accelerating social empowerment, while addressing the question of long-term sustainability of coastal and ocean space. The Policy focuses on interventions while laying the foundation for better coordination across diverse sectors by:

- Creating a better understanding of the potential benefits of the sustainable use of coastal and marine resources;

- Providing guidance on the implementation of Blue Economy interventions;
- Highlighting research, innovation, capital, tools and markets;
- Enhancing the capacity to effectively protect the ocean from unsustainable economic practices; and;
- Promoting social inclusion, gender equality and equity, while optimizing the contribution of women to ocean-based economic growth and poverty reduction.

## 1.4 POLICY LINKAGES

There are various global, regional and national inter-sectoral linkages which are vital for effective policy implementation and coordination of key intervention measures in support of Blue Economy initiatives. These include *inter alia* the following:

### INTERNATIONAL AND REGIONAL POLICY LINKAGES

- i) *Sustainable Development Goals (SDGs)*  
Goal 14 calls for the conservation and sustainable use of oceans, seas, and marine resources for sustainable development, and is interlinked with SDG 1 (End Poverty); SDG 2 (End Hunger); SDG 5 (Gender Equality); SDG 6 (Clean Water and Sanitation); SDG 7 (Affordable and Clean Energy); SDG 8 (Decent Work and Economic growth), SDG 9 (Industry, Innovation and Infrastructures) and SDG 13 (Climate Action).
- ii) *The UN Convention on the Law of the Sea (UNCLOS)*  
UNCLOS sets out the legal framework for conservation and sustainable use of all areas of the oceans and their resources. These include maritime rights and obligations of states, including with regard to maritime space and resources.
- iii) *African Union (AU) Agenda 2063*  
Promotes Africa-wide socio-economic transformation. Under the Agenda 2063, the Blue Economy is aligned with Goal 6 ('Blue/Ocean Economy for accelerated economic growth') and Goal 7 ('Environmentally sustainable climate and resilient economies and communities') of Aspiration 1.
- iv) *2050 Africa's Integrated Maritime Strategy (AIMS 2050)*  
Provides a framework for the sustainable exploitation of Africa's maritime domain. The overarching vision of the 2050 AIM Strategy is to foster increased wealth creation from Africa's oceans and seas by developing a sustainable thriving blue economy in a secure and environmentally sustainable manner.
- v) *African Union Blue Economy Strategy*  
Aims to guide inclusive and sustainable Africa-wide growth in coastal and marine sectors through advancing knowledge on sustainable fisheries, aquaculture, tourism, energy, maritime transport, energy, minerals, marine research, environmental sustainability, climate adaptation and social inclusion.
- vi) *Lomé Charter*  
Addresses maritime safety and security and promotes sustainable resource utilization by preventing and suppressing IUU fishing, marine pollution, and maritime crimes while promoting early warning systems, coordination, training and capacity building, and sustainable development of the coastal and marine biodiversity.

- vii) *Indian Ocean Rim Association (IORA) Blue Economy Declarations*  
IORA promotes sustainable growth, job creation, environmental protection and optimal financing for Blue Economy development among IORA Member States.
- viii) *The Indian Ocean Commission-Regional Blue Economy Action Plan*  
This serves as a framework for regional cooperation in addressing knowledge and capacity building in blue economy, communications, the reduction of marine pollution, climate adaptation, and the creation of regional blue tourism in the islands of the western Indian Ocean region.
- ix) *Policy Framework and Reform Strategy for Fisheries and Aquaculture in Africa (PFRS)*  
This is an African Union instrument which focuses on fisheries and related opportunities for livelihoods enhancement, based on the recognition that the sustainability of the fisheries depends upon better maritime governance.
- x) *Convention on the Elimination of all forms of Discrimination against Women (CEDAW)*  
This convention is an international legal instrument that requires countries to eliminate discrimination against women and girls in all areas, and promotes women's and girls' equal rights.

## NATIONAL POLICIES AND STRATEGIES

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- i) *Zanzibar Development Vision 2050*  
Focuses on raising living standards and social wellbeing to achieve upper middle- income status by 2050, and on the sustainable use of coastal and ocean resources. The Vision's link to the blue economy is based on effectively managing ocean and ocean resource development for significant contribution to economic prosperity.
- ii) *Zanzibar Development Plan (ZADEP) 2021-2026*  
Aims to use the comparative advantages of Zanzibar as an island nation to transform livelihoods with the motto "*Blue Economy for inclusive sustainable growth and development*".
- iii) *CCM Election Manifesto (2020 - 2025)*  
Advocates Blue Economy implementation for socio-economic development across sectors such as fisheries, aquaculture, maritime transport, conservation of coastal and marine biodiversity, marine spatial planning, oil and gas development, energy, and tourism.
- iv) *Zanzibar National Forest Policy (1995)*  
Focuses on biodiversity conservation and soil and watershed protection, especially the conservation of mangroves, and coastal and marine species.
- v) *Agricultural Sector Policy (2002)*  
The Policy's emphasis on the empowerment of local communities in sustainable agriculture is fundamental to a sustainable blue economy.
- vi) *Information and Communications Technology (ICT) Policy (2003)*  
With the objective of transforming Zanzibar into an information-based, digital economy society for investment and development at its core, the ICT Policy plays a major role in the blue economy.

- vii) *Zanzibar Water Policy (2004)*  
Promotes access to clean and safe water and ensures the protection of water sources and catchment areas including fragile coastal and groundwater aquifers.
- viii) *Zanzibar HIV/AIDS Policy (2004)*  
Aims to prevent new HIV infections and provides support to infected populations in communities.
- ix) *Zanzibar Information Policy (2005)*  
Promotes community awareness and knowledge, including on blue economy development activities.
- x) *Zanzibar Youth Development Policy (2005)*  
Promotes awareness, capacity development and entrepreneurship among youth. This includes innovation and entrepreneurship, and access to capital, equipment, and markets in Blue Economy sectors.
- xi) *Trade Policy (2006)*  
The Policy is crucial in supporting the industrial transformation of blue economy sectors, for example anchovy and seaweed processing facilities, and catalyzing the establishment of industrial infrastructure and services to support blue economy growth.
- xii) *Zanzibar Education Policy (2006)*  
The Education Policy has a significant role in mainstreaming ocean governance and in highlighting the blue economy in curriculum development.
- xiii) *Zanzibar Health Policy (2006)*  
Regulates health and sanitation standards for marine commodities, including in export.
- xiv) *Employment Policy (2008)*  
Promotes employment in Blue Economy sectors to lift local communities out of poverty.
- xv) *The Zanzibar Food Security and Nutrition Policy (2008)*  
Promotes equitable access to safe and nutritious food and endorses product certification.
- xvi) *Transport Policy (2008)*  
Advocates maritime infrastructure development linked to the priorities of the Blue Economy, particularly the development and modernization of maritime infrastructure, services, trade, safety and security.
- xvii) *Zanzibar Energy Policy (2009)*  
Emphasizes safe, sustainable and affordable energy systems, including offshore renewable energy (RE), for sustainable development.
- xviii) *Zanzibar Good Governance Policy (2011)*  
Aligns Blue Economy governance with Sustainable Development Goals.



- xix) Disaster Management Policy (2011)*  
Focuses on disaster management with emphasis on erratic rainfall patterns, food shortages, marine accidents, fire outbreaks, terrestrial and marine degradation, depletion of mangrove forests, and the control of hazardous waste.
- xx) Zanzibar Local Government Policy (2012)*  
Promotes local-level good governance and socio-economic programs of the Government.
- xxi) Zanzibar Environmental Policy (2013)*  
Focuses on environmental management through an appropriate governance framework on coastal and marine environment.
- xxii) Zanzibar Public-Private Partnership (PPP) Policy (2014)*  
Promotes blue investments, financing, and modern infrastructure and public services through Public-Private Partnership (PPP).
- xxiii) Zanzibar Cooperative Development Policy (2014)*  
Promotes community empowerment, gender mainstreaming and cooperative development.
- xxiv) Zanzibar Climate Change Strategy (2014)*  
Addresses climate-induced risks and vulnerabilities related to the coastal and marine environment including sea level rise, beach erosion, coral bleaching, sea surface temperature rise, and climate-related diseases, and outlines adaptation plans.
- xxv) Zanzibar Oil and Gas (Upstream) Policy (2016)*  
Focuses on the exploration and development of oil and gas (O&G) resources. Offshore O&G is linked to other blue economy areas such as Marine Spatial Planning (MSP), fisheries and tourism.
- xxvi) Zanzibar Gender Policy (2016)*  
Aims to eliminate all forms of discrimination among women and men; addresses gender gaps in access to marine resources, financial services and labour markets and promotes women's empowerment across blue economy sectors, including seaweed farming, fisheries, aquaculture, maritime transport, O&G development and tourism.
- xxvii) Zanzibar Investment Policy (2017)*  
Recognizes the importance of socio-economic development in the marine sector, and outlines the potential for industrial development across blue economy sectors.
- xxviii) Zanzibar Occupational Safety Policy (2017)*  
Promotes safe and healthy workplace conditions towards achieving increased national productivity.
- xxix) Zanzibar Land Policy (2018)*  
Promotes sustainable land use for present and future needs of coastal zone and marine domain management.



- xxx) *Zanzibar Tourism Policy (2018)*  
Promotes sustainable tourism with an emphasis on preserving cultural heritage and the environment.
- xxxi) *Zanzibar Industrial Policy (2019)*  
Promotes inclusive, sustainable and environmentally safe industrial development in Blue Economy sectors.
- xxxii) *Zanzibar Maritime Strategy for International Maritime Organization (IMO) Instrument (2019)*  
Seeks the enforcement of International Maritime Organization (IMO) instruments for maritime safety and security in coastal zones while ensuring compliance and engagement of seafarers in empowerment and capacity building programs.
- xxxiii) *Zanzibar Marine Oil Spill Response Contingency Plan (2019)*  
Addresses human and ecosystem health concerns in the context of vessel-related marine oil spills and discharge.
- xxxiv) *Zanzibar Integrated Solid Waste Management Strategy (2019)*  
Addresses the challenges of Solid Waste Management (SWM) for a safe environment in the context of protecting the ocean against land-based pollution sources.
- xxxv) *Zanzibar Small and Medium Enterprise (SME) Policy (2020)*  
Entrepreneurship in the context of the Blue Economy is based on support to the local entrepreneurs through training and capacity building, access to innovative and affordable technologies, access to capital and markets, and in transforming the contribution of the youth to the economy.
- xxxvi) *Zanzibar Fisheries Policy (2022)*  
Promotes sustainable economic development, competitive and efficient fisheries and aquaculture sectors that contribute to food security and nutrition, managing environment and improve social wellbeing.
- xxxvii) *National Fisheries Policy for the Exclusive Economic Zone (2022) - of the United Republic of Tanzania*  
Promotes sustainable management and responsible fishing practices in the EEZ, including the elimination of Illegal, Unreported and Unregulated (IUU) fishing, in collaboration with regional partners, as well as the conservation of marine biodiversity and marine ecosystems.
- xxxviii) *Zanzibar Economic Empowerment Policy (2022)*  
Enhances enabling environment for community economic empowerment in order to improve production, efficiency, productivity and marketing.

## CHAPTER 2: SITUATIONAL ANALYSIS

### 2.1 BACKGROUND

The Blue Economy leverages the diverse and exciting opportunities that the ocean offers for the dynamic development of our society, as well as the wellbeing of our people. Despite strong economic growth and favourable investment policies and trade, local communities have so far however not fully benefitted from these opportunities. The Revolutionary Government of Zanzibar is reorienting its Blue Economy agenda, and mobilizing the country and the people towards rapid and resilient economic recovery. The focus is to coordinate and manage the sustainable development of the ocean and its endowments for economic prosperity.

With five priority areas at its centre, Zanzibar's Blue Economy aims to exploit new ocean- based opportunities while safeguarding and restoring marine ecosystems with reduced biodiversity loss, increased climate change adaptation, and low social risks. Each of the five priority areas is associated with opportunities and challenges. These are discussed below.

### 2.2 FISHERIES AND AQUACULTURE

The importance of the fisheries and aquaculture sector cannot be understated, both as a means of food security and of livelihood and employment.

The **Fisheries** sub-sector employs around 63,000 fish workers of whom 17.4% are women. Zanzibar's annual per capita fish consumption is 23 kg. In 2020, the GDP share of the fisheries sector to overall economic output in Zanzibar was 4.9% compared to its highest peak of 6.6% in 2012. The total fish catch in 2020 was 38,107 tonnes worth TZS 205,350 million, equivalent to USD 89 million, representing a growth rate of 3.5% compared to 3.3% in 2019. The sector has proved to be crucial in alleviating poverty and supporting livelihoods through the creation of jobs. The entire value chain of the fisheries sector employs 78,859 people which is equivalent to 8.5% of total Zanzibar's work force.

Most of the fishing activities in Zanzibar are small-scale (artisanal), taking place along territorial waters and using traditional methods. However, both national and international demand for fisheries products is rising. The potential of our Exclusive Economic Zone (EEZ) to attract more international fisheries fleets is huge and there are opportunities for investors (both foreign and local) in empowering our artisanal fishers to meet the ever - increasing demand of sea food in country, while addressing the country's transformation towards industrial fishing.

The **Aquaculture** sub-sector in Zanzibar includes fish, sea cucumbers, crabs, octopus, and oysters species. The dominant sector is seaweed farming. In 2020, seaweed exports represented 17.8% of Zanzibar's total exports value. Potential growth areas include ponds, cages and intertidal zones. A Government hatchery program provides fingerlings of multiple species.

The challenges facing the fisheries and aquaculture sectors include:

- Lack of awareness, innovation, tools, access to capital and markets for fishers and aquaculture communities;
- Unsustainable and illegal fishing practices with inadequate mechanisms for monitoring and enforcement;
- High post-harvest losses (PHL) with inadequate fisheries data management;
- Climate-induced ecosystem changes including biodiversity loss, species extinction, species migration and decline in seaweed production due to high sea surface temperatures;
- Limited inputs supply for aquaculture and fisheries support; and
- Limited marine sector Research and Development.

## 2.3 MARITIME TRADE AND INFRASTRUCTURE

In 2019, the total volume of international seaborne trade was 11.08 billion tons valued at USD 19 trillion, with 70-80% being seaport based.

Given Zanzibar's strategic location in the Western Indian Ocean region, seaborne trade offers great potential. Zanzibar has three main commercial ports: the Malindi Port on Unguja Island, and the Mkoani and Wete Ports on Pemba Island.

Malindi Port is the main commercial, multipurpose port that handles about 95% of seaborne trade<sup>1</sup>. It also processes approximately 2.7 million passengers annually. Port congestion and lack of a dedicated cruise ship terminal are major problems. Given lack of space, the port also uses the Stone Town area for auxiliary storage<sup>2</sup>.

The average ship turnaround time at Malindi Port is 7-10 days as against industrial average of 0.97 days, adding to ship-based congestion.

Mkoani Port has no container handling facilities while berthing facilities at Wete Port are only accessible to dhows and small Roll-On/Roll-Off (RO-RO) vessels. Infrastructure expansion is being undertaken at both sites.

The challenges before the maritime trade and infrastructure sector include:

- Inadequate port infrastructure and related facilities;
- Insufficient port management systems and capacity; and
- Limited export linkages and capability.

1 With overall berth length of 383 meters long, Malindi Port handles about 80,000 TEUs and 464,780 tons of cargos annually.

2 The Stone Town is recognized by UNESCO as a world heritage site. It is however also a highly busy, congested and polluted area. The Ports' use of the Stone Town for container storage adds to the problem of traffic congestion and pollution

## 2.4 OFFSHORE RENEWABLE ENERGY AND OIL & GAS DEVELOPMENT

### OFFSHORE RENEWABLE ENERGY

Growth in the economy and population has greatly increased energy demand in Zanzibar. It is estimated that between 2013 and 2020, energy consumption increased by 59.3%. For sustainable and inclusive economic growth, reliable power supply is key. In the context, marine-based RE offers promising and viable energy alternatives<sup>3</sup>.

The major challenges in the sector are:

- High initial investment; and
- Inadequate technical capacity.

### OIL AND GAS (O&G) DEVELOPMENT

Africa's oil reserves account for 8%, and natural gas for 7%, of world reserves. Opportunities exist to develop O&G resources along with better Blue Economy governance. The Government has started a Multi-Client Seismic Survey (MCSS) process, covering offshore areas to acquire data necessary for O&G exploration licensing<sup>4</sup>.

Major challenges in O&G development include;

- Inadequate institutional capacity;
- Insufficient public awareness on O&G opportunities;
- Inadequate local entrepreneurship for O&G services;
- Lack of a National Data Repository; and
- Inadequate O&G revenue governance.

## 2.5 SUSTAINABLE TOURISM

Tourism is the world's fastest growing economic sector accounting for 10% of the world's jobs and 10.3% GDP in 2019. It is particularly significant for the social and economic development of small island territories like Zanzibar.

The tourism sector of Zanzibar provides 35,000 direct and about 70,000 indirect jobs. In 2019, Zanzibar received 538,264 tourists; the contribution to the national GDP was 29.2%<sup>5</sup>. In 2020, due to the COVID-19 pandemic, the number of tourist arrivals nearly halved and the GDP share dropped to 15.9%.

Zanzibar intends to increase the number of tourist arrivals to 800,000 by 2030 and tourism expenditure to USD 420 from around USD 100 (2019) per person-day. However, Zanzibar lacks a tourism branding strategy. There is also huge concern that the tourism sector is not sustainable. It puts pressure on natural resources, especially on fresh water resources and mangroves. It also leads to competition over coastal areas among different categories of users, including hoteliers, local fishermen and seaweed farmers. Waste management, beach erosion, and noise pollution around coastal areas are key issues.

3 The Government has conducted feasibility studies on the generation of electricity using solar and wind energy in five onshore sites, Makunduchi, Bambi and Matemwe in Unguja; and Micheweni and Muwambe in Pemba. Potentially, these five areas could generate up to 40MW power.

4 The RGoZ and RAKGas have entered a Production Sharing Agreement (PSA) covering Pemba-Zanzibar Block. Initial exploration has shown the presence of favourable rocks and structures with a huge potential for commercial hydrocarbons production.

5 Zanzibar Tourism Satellite Account: Estimating the contribution of Tourism to the Economy of Zanzibar. A report by the United Nations Economic Commission for Africa; 2022.

The sector faces multiple challenges including:

- Loss of cultural diversity;
- Conflicts over land use and marine activities;
- Ineffective environmental management; inequitable benefit sharing; and
- Lack of recognizable branding.

## 2.6 BLUE ECONOMY GOVERNANCE

Blue Economy governance involves a number of components that include the following:

### MARITIME SECURITY AND SAFETY

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The governance of maritime safety and security includes addressing illegal, unreported and unregulated fishing (IUU). Maritime safety is a cross cutting issue affecting all Blue Economy areas. In the recent past, Zanzibar has witnessed some serious maritime safety incidents. Therefore enhanced maritime safety and security matters are an urgent requirement.

Key challenges include:

- Lack of resources to combat IUU fishing;
- Inadequate resources to address challenges of narcotics, timber and wildlife smuggling;
- Protection of ports from security threats;
- Inadequate resources to respond to maritime accidents;
- Limited capacity for protection of the marine environment; and
- Inadequate capacity and resources to address safe O&G exploration.

### MARINE SPATIAL PLANNING (MSP)

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The Government is currently mainstreaming integrated ocean governance and marine spatial planning (MSP). MSP is the main overarching tool to meet sustainability, inclusivity, and equity goals and cross-sector integration across Blue Economy sectors. It provides an opportunity for Blue Economy implementation, allowing equitable sharing of ocean resources while reducing conflict among stakeholders.

Key challenges include:

- Lack of awareness and technical capacities on MSP;
- Lack of institutional capacity for cross-sector frameworks for MSP implementation.
- Inadequate resources to carry out a comprehensive MSP consultation process; and
- Risk of conflicts among stakeholders over common resource usage.

### SUSTAINABLE BLUE ECONOMY FINANCING

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Pre-requisites for sustainable Blue Financing include effective governance, favorable investment climate and Blue Economy knowledge. The sources of the capital include governments, philanthropy, international financial institutions, multilateral agencies and private finance.

Key challenges in Blue Economy Financing include:

- Inability to attract investments in the context of specific SIDS challenges;
- Unable to empower SMEs through conventional micro-financing systems;
- Difficulties in dealing with cultural and religious sensitivities attached to the issue of 'interest';
- Uncertain flows of development assistance and foreign direct investment (FDI);
- Inadequate traditional sources of finance for Blue Economy projects;
- Increasing fiscal deficits affecting sustainable Blue Economy sectors;
- Lack of direct funding mechanisms to support ocean-related environmental and social impact investments;
- Incapable of organizing informal industries (small-scale fisheries and aquaculture groups) and spreading awareness about the benefits of growth; and
- Inadequate presence of the private sector to support informal Blue Economy sectors.

## **RESEARCH, INNOVATION AND DEVELOPMENT**

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R&D can unveil and harness the ocean's untapped potential and revitalize Blue Economy sectors.

Key challenges are:

- Limited capacity, resources, and expertise for innovative research;
- Lack of funds for ocean research; and
- Lack of an integrated Blue Economy research and knowledge sharing system.

## **REGIONAL COOPERATION AND INTERNATIONAL ADVOCACY (BLUE DIPLOMACY)**

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Blue Economy governance requires cross border cooperation to sustainably share ocean resources. Blue Diplomacy is therefore required in order to:

- Promote action-oriented strategies with people and Blue Economy resources at the center;
- Promote collaboration for sustainable Blue Economy partnerships;
- Mobilize finance from public and private sources;
- Promote shared access to technologies and innovations;
- Share best practices in Blue Economy and Ocean Governance;
- Ensure capacity building with gender equality;
- Strengthen science and research to inform policy and decision making;
- Strengthen Blue Economy governance mechanisms; and
- Promote synergies within the region and at global dialogue platforms.

Key challenges before regional cooperation and international advocacy are:

- Limited capacity to engage in global Blue Economy negotiations; and
- Lack of adequate financial resources.

## **BLUE ECONOMY AND PUBLIC HEALTH**

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Public health in the context of Blue Economy is tied to sanitation standards, particularly for fisheries and aquaculture, the mainstay of food security. An integrated “farm-to-table” approach towards food safety, incorporating best practices in fisheries and aquaculture, is needed.

Key challenges include:

- Lack of cold storage facilities for small-scale fisheries and aquaculture communities;
- Lack of awareness and knowledge on safety and sanitation standards; and
- Absence of a competent regulatory authority.

## **BLUE ECONOMY, HIV/AIDS AND COVID-19**

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Seafarers in maritime transport and small-scale fishers are particularly vulnerable to HIV/AIDS, and their families too are at high risk.

Another major public health challenge, COVID-19, has greatly impacted the global economy, disrupting local and global supply chains, in turn slowing Blue Economy growth.

Key challenges include:

- Lack of cross-sector coordination in addressing HIV/AIDS and COVID-19;
- Lack of adequate data on the impact of COVID-19 on the Blue Economy ; and
- Inefficient knowledge sharing on HIV/AIDS and COVID-19 risks.

## **BLUE ECONOMY, WOMEN AND EMPOWERMENT**

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Women are significantly represented in the coastal tourism and fisheries workforce and are the mainstay of family and community sustenance. Yet they are in the lowest-paid, lowest- status and least protected jobs. Evidence suggests that women in Zanzibar spend 87% of their time in unpaid activities at home, compared with 23% spent by men. 75% of women do not have access to land and have poor access to credit and entrepreneurial opportunities. About 53% of the poor live in female headed families. The unemployment rate for women is over 25%. While women dominate the low-value fish processing sector, their work is across the value chain but lacking formal recognition, and consequently, they lack social and economic empowerment.

In the context, Zanzibar’s Blue Economy initiatives to empower women and youth through access to entrepreneurship training and credit are critical.

The key challenges include:

- Limited access, including transport access, to fish markets;
- Poorly regulated and low-wage work;
- Lack of good infrastructure leading to post-harvest losses;
- Low representation in tourism; and
- Low credit access.



However, in general good governance in Blue Economy, or “Blue Governance”, is based on participatory decision-making and policy formulation, and good management of marine and coastal environments. The sustainable use of ocean resources requires a multipronged approach involving ecosystem conservation and management; environmental regulation; social inclusion; enhanced public awareness on marine issues; and cross-sector ocean management.

The general challenges facing blue governance include:

- Lack of integrated planning, cross-sector policy coordination and implementation;
- Overlapping and conflicting jurisdiction among various institutions; and
- Lack of integration and communication among Blue Economy management information systems.

## CHAPTER 3: POLICY INTENT AND GUIDING PRINCIPLES

### 3.1 POLICY INTENT

#### 3.1.1 VISION AND MISSION

##### **Vision**

'Zanzibar to become the leading hub for Blue Economy in the Western Indian Ocean Region.'

##### **Mission**

'To use a robust, transparent and implementable set of interventions for Blue Economy.'

#### 3.1.2 POLICY OBJECTIVES

This policy aims at promoting sustainable development, environmental stewardship and improved livelihoods through the coordinated and sustainable utilisation of the ocean and other blue resources.

Specifically the policy seeks to;

- i. Strengthen coordination between multiple sectors within the Blue Economy framework;
- ii. Promote and improve social inclusion through local community empowerment, with a focus on women, youth, and those with special needs involved in Blue Economy activities;
- iii. Ensure safety and security of the maritime domain in coordination with relevant national maritime security agencies;
- iv. Improve food and nutritional security through sustainable management of blue resources; and
- v. Mobilize resources to harness the potential of ocean and its components to optimize GDP through sustainable Blue Economy initiatives.

### 3.2 GUIDING PRINCIPLES

Certain guiding principles enshrine the values that guide the Blue Economy Policy at all levels. Promoting a holistic and cross-sector approach based on inclusiveness and evidence-based decision making, accountability and transparency, these principles are aligned with legal and strategic policy frameworks at the national, regional and international level.

The Blue Economy approach in Zanzibar builds on the following guiding principles:

- i. **Sustainable Development and Livelihoods:** Blue economy sectors, which provide livelihood and food security to millions, thereby enhancing quality of life, public health, equity, political stability as well as the wellbeing of future generations, shall be sustainably developed.
- ii. **Sustainable Marine Ecosystems:** The biodiversity, productivity and integrity of sensitive coastal ecosystems will be promoted.
- iii. **Ecosystem Based Management:** Alignment between land and ocean-based activities supported by appropriate MSP will be sought to ensure the wellbeing of current and future generations.

- iv. **Science-Based Precautionary and Adaptive Decision-making:** Marine management decisions will be built on scientific and evidence-based information on the natural, social and economic processes affecting the environment.
- v. **Climate Resilience:** The principle of climate resilience will be followed in Blue Economy-related value chains to enhance adaptive capacity while maintaining productivity.
- vi. **Integrated Blue Governance:** The sustainable use of marine resources and shared ocean spaces will be incentivized, and promoted through comprehensive planning and management.
- vii. **Duty of Care and Accountability:** The accountable, responsible and transparent use of the marine environment will be promoted with a view to safeguarding the health, safety and well-being of present and future generations.
- viii. **Inclusive and Transparent Decision-Making:** Decisions shall be made in a transparent and inclusive manner to minimize dispute and promote regional and international cooperation.
- ix. **Benefit Sharing:** The rights over and responsibilities toward common marine resources accrue to all citizens. Community interests and intergenerational equity will inform the oversight of marine resource utilization.
- x. **Research and Innovation:** Local and international research and innovation, geared towards harnessing the untapped potential of the coasts while safeguarding and promoting employment, sustainable socioeconomic growth, and the health of marine and coastal ecosystems, including shared trans-boundary resources, will be promoted.
- xi. **Equity:** Transparent and equitable rules and frameworks for assessing and proportionately distributing the conservation burden among all Blue Economy stakeholders will be endorsed and promoted.
- xii. **Gender equality, Youth and People with Special needs:** Education, training and job opportunities will be made available on priority to women, youth and those with special needs.
- xiii. **Education:** Special attention will be paid to mainstream education in order to promote Blue Economy-related awareness and training, capacity building and research and development. The engagement of private and community-based institutions in knowledge-based development, education and the more formalized economic sectors will be endorsed in Blue Economy activities.

## CHAPTER 4: SECTOR SPECIFIC STRATEGIC INTERVENTIONS

Based on policy issues and goals, and informed by policy intent and guiding principles, strategic interventions are needed across the five priority areas of the Blue Economy, in order to operationalize successful implementation. These are outlined in the following sections.

### 4.1 FISHERIES AND AQUACULTURE

#### ENHANCING SUSTAINABLE FISHERIES

##### ***Policy Issue***

Unsustainable fishing occurs within Zanzibar's territorial waters due to congestion and overcrowding in near-shore fishing grounds. Weak Monitoring, Control and Surveillance (MCS) systems, coupled with climate change impacts, have resulted in over-exploited fish resources, environmental degradation and biodiversity loss.

##### ***Policy Statement***

The Government shall enhance awareness and capacity building, effective coordination, and appropriate enforcement mechanisms, and build a strong MCS system, for sustainable management of fisheries integrating climate change adaptation and mitigation actions.

##### ***Implementation Strategies***

- i. Facilitate an integrated approach to coastal zone management and MSP, aimed at maintaining and enhancing the functional integrity of the coastal and marine resource systems while enabling sustainable economic development through rational, inclusive decision-making and planning;
- ii. Strengthen, transform and modernize the Zanzibar fishing industry for sustainable development of the ocean;
- iii. Design and implement awareness, education and training programmes focused on sustainable fishing, conservation practices, value-addition, climate change adaptation and mitigation as well as improving coastal livelihoods; and
- iv. Strengthen financial capacity and credit worthiness along the fisheries value chain.

#### TRANSFORMING INVESTMENTS AND CAPACITY IN DEEP-SEA FISHING

##### ***Policy Issue***

The potential of deep-sea fishing has not been fully exploited due to a lack of resources and community capacity, integrated investment planning, fishing infrastructure, storage and processing facilities, as well as limited research and data availability.

##### ***Policy Statement***

The Government shall promote investments in deep-sea fishing infrastructure, increase partnerships in R&D, and enhance awareness and capacity around the deep sea fishing industry while strengthening local fishers to sustainably exploit resources in the EEZ.

##### ***Implementation Strategies***

- i. Design and implement awareness, education and training programmes for local communities, focusing on industrial fishing in the EEZ areas;

- ii. Strengthen, organize, transform and modernize the local fishing industry beyond the current artisanal and near shore fishing grounds and into EEZ areas;
- iii. Promote investments in deep sea related infrastructure and support entrepreneurship in the management of fisheries in EEZ areas; and
- iv. Strengthen the deep-sea fish value chain through sustainable finance.

## **VALUE ADDITION AND POST-HARVEST LOSS MANAGEMENT (PHL)**

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### ***Policy Issue***

The Blue Economy development process is hampered by significant post harvest loss (PHL), particularly in the fisheries, anchovy and seaweed industries. These lack quality control systems, infrastructure, and processing and storage facilities and technologies.

### ***Policy Statement***

The Government shall strengthen institutional capacity, improve quality control systems, and promote handling, processing, value addition and storage infrastructure.

### ***Implementation Strategies***

- i. Invest in awareness and innovation designed to stem PHL;
- ii. Mainstream technology, infrastructure and know-how in addressing PHL;
- iii. Strengthen procedures for quality control, assurance and product inspection;
- iv. Improve fishery market infrastructure and facilities; and
- v. Promote private sector investment in handling, storage, processing, branding and marketing.

## **FISHERIES AND AQUACULTURE RESOURCES MANAGEMENT**

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### ***Policy Issue***

Weak enforcement mechanisms in the protection of Marine Conservation Areas (MCAs) negatively impact the coastal and marine environment. Limited technical and scientific research capability has dented the institutional capacity to address pollution, biodiversity loss and environmental degradation. Best practices in the sector are inhibited by low expertise, the absence of financial resources and by outdated management plans.

### ***Policy Statement***

The Government shall ensure efficient and sustainable fisheries and aquaculture resource use to preserve the integrity of sensitive coastal and marine ecosystems through strengthened protection and conservation of MCAs and improved fisheries and aquaculture data management for effective planning and evidence-based decision making.

### ***Implementation Strategies***

- i. Promote management of MCA systems and enhanced human resource capacity;
- ii. Strengthen sustainable fisheries and aquaculture regulatory regimes;
- iii. Promote the Priority measures of Strong Enforcement (PSE) approach for effective MCS systems for fisheries in the territorial waters while creating incentives and opportunities for local communities; and
- iv. Strengthen traditional fisheries and aquaculture management practices in the territorial waters.

## FISHERIES AND AQUACULTURE INPUTS AND EQUIPMENT

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### ***Policy Issue***

Zanzibar's fisheries and aquaculture sub-sectors are constrained by lack of modern equipment and technological inputs. Most fishermen lack modern fishing boats and gear and also credit access due to lack of collateral. Anchovy processors and seaweed farmers do not have adequate infrastructure, equipment, and markets for "blue bio trade" investments. Sea cucumber growers suffer harvest theft.

### ***Policy Statement***

The Government shall promote credit facilities; modernization of hatchery services; aquaculture security; enhanced capacity to apply 'Blue Bio Trade' principles; and the supply of necessary fishery and aquaculture inputs to communities.

### ***Implementation Strategies***

- i. Strengthen capacity of aquaculture hatchery to improve fish seed availability;
- ii. Promote "Blue Bio Trade" principles on trade and investment in marine biological resources consistent with social, economic and environmental sustainability;
- iii. Promote credit support, sustainable loans, and financial investment for communities in fisheries and aquaculture;
- iv. Promote the investment of fish feed manufacturing industries and facilities; and
- v. Promote safety and security management systems in local administrative units.

## ECOSYSTEM CHANGES DUE TO CLIMATE CHANGE

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### ***Policy Issue***

Sea surface temperatures (SST) rise, sea level rise, coral bleaching and ocean acidification habitats, and coastal erosion, with deeply negative impacts on fisheries and aquaculture.

### ***Policy Statement***

The Government shall promote climate change adaptation practices in the fishery and aquaculture sectors through mainstreaming of climate-resistant seaweed varieties; support farmers with deep sea know-how and equipment; conserve critical habitats; and facilitate credit support in deep sea fishing boats and gears.

### ***Implementation Strategies***

- i. Support seaweed farmers and artisanal fishers to harvest and fish in deeper waters;
- ii. Promote credit support, sustainable loans and financial investment for communities in fisheries and aquaculture;
- iii. Promote climate adaptation measures to protect and conserve critical habitats and marine biodiversity; and
- iv. Promote research on the impacts of climate change on fisheries and aquaculture.

## RESEARCH IN FISHERIES AND AQUACULTURE

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### ***Policy Issue***

Persistent challenges of lack of adequate funds to carry out scientific research related to marine environmental and biodiversity issues, marine resources, social inclusion and gender mainstreaming in fisheries and aquaculture, have resulted in an inadequate availability of scientific data to inform planning and decision making.

### ***Policy Statement***

The Government shall promote investment in marine scientific research, including in value addition, climate adaptation, conservation of marine resources and social inclusion.

### ***Implementation Strategies***

- i. Promote inter-institutional and multi-disciplinary collaboration in ocean science, climate change, biodiversity and marine environment.
- ii. Address research areas related to social inclusion in Blue Economy priority areas.
- iii. Promote data application and nature-based solutions towards sustainable utilization of the marine domain.
- iv. Integrate scientific data in science-to-policy decision making processes.

## 4.2 MARITIME TRADE AND INFRASTRUCTURE

### PORT INFRASTRUCTURE AND RELATED FACILITIES

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#### ***Policy Issue***

Shortage of ports, inadequate port infrastructure, including limited berthing facilities for maritime transport and fisheries and, consequently, low port efficiency, are major issues that hinder the implementation of the Blue Economy agenda.

#### ***Policy Statement***

The Government shall promote investments and enhanced performance in ports infrastructure and services, including the development of new port facilities, and dedicated fish ports infrastructure with fish processing and storage facilities.

#### ***Implementation Strategies***

- i. Integrate the PPP approach to develop new ports and improve the operational efficiency of existing port infrastructure and services;
- ii. Create an enabling environment for PPP investment in fish port infrastructure and related processing and storage;
- iii. Promote assessment studies to identify, formalize, transform, and develop traditional harbour points and landing sites;
- iv. Develop and operationalize offshore service centres; and
- v. Introduce automated vessel tracking systems in territorial waters to ensure adequate communications between port traffic control and marine vessels.



## PORT MANAGEMENT AND CAPACITY

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### ***Policy Issue***

Current port management systems have been overwhelmed by a multi-fold increase in maritime trade and are marked by lengthy port administrative procedures, insufficient application of electronic systems, low institutional capacity and poor ancillary service facilities.

### ***Policy Statement***

The Government shall accelerate the transformation of port management systems while investing in capacity enhancement and proper enforcement processes using electronic systems for modernized operations.

### ***Implementation Strategies***

- i. Establish modern port management systems using a PPP investment approach;
- ii. Ensure efficient and adequate enforcement mechanisms;
- iii. Harmonize customs procedures by establishing a one-stop border-clearing agency at the port of entry with modern information systems for administrative clearance in areas including customs, health and technical standards and taxation;
- iv. Promote technology transfer to develop the infrastructural capacity of the maritime sector through cooperation with development partners and key stakeholders in the form of technical assistance, information sharing and training; and
- v. Promote port-readiness in the competitive domain of international ship registration.

## EXPORT CAPABILITY

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### ***Policy Issue***

For the past decade Zanzibar has experienced declining export trends. The economy is overdependent for foreign exchange on cloves production and tourism, with low strategic emphasis on seaweed production, industrial fish and aquaculture processing and PPP investments in manufacturing and trade in Blue Economy sectors.

### ***Policy Statement***

The Government shall improve policies and administrative procedures to facilitate strategic investments in ocean-based industrial sectors such as fisheries, aquaculture, seaweed production, and related processing, storage and packaging facilities for exports.

### ***Implementation Strategies***

- i. Facilitate and promote investments in Blue Economy industrial processing facilities;
- ii. Promote the establishment of and investment in industries related to ocean-based economic activities and services;
- iii. Improve local productivity and manufacturing industries for fishery and aquaculture products;
- iv. Promote the establishment of Blue Economy-related warehousing infrastructures and facilities;
- v. Establish free ports and transshipment hubs to enhance Zanzibar's innovative leadership in maritime trade and services domain; and
- vi. Build alliances with shipping liners' associations to enhance export capabilities.

## 4.3 OFFSHORE RENEWABLE ENERGY AND OIL & GAS DEVELOPMENT

### ADOPTION OF OFFSHORE RENEWABLE ENERGY

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#### ***Policy Issue***

Capacity gaps exist in R&D in offshore Renewable Energy systems, particularly offshore RE sources such as wind, tidal and wave energy. Investments in offshore solar and wind energy systems are lacking. Without adequate technical capacity and financial support, RE adoption is slow.

#### ***Policy Statement***

The Government shall develop offshore RE sources including wind, solar, tidal and wave energy through investment in capacity building, R&D, sustainable financing of RE development, environmental conservation and climate adaptation.

#### ***Implementation Strategies***

- i. Promote R&D in RE systems at the local and regional level;
- ii. Enhance PPP in investments in offshore RE systems;
- iii. Facilitate cross-sector coordination through PPP using stakeholder consultations and collaborative ventures in developing central and “off grid” RE;
- iv. Enhance local experts’ capacity in addressing RE through knowledge and awareness, training and education, and strategic and feasibility studies;
- v. Enhance research on ocean-based RE through sustainable financing mechanisms;
- vi. Operationalize financing mechanisms for regulated and sustainable RE investments;
- vii. Enforce protection and conservation of coastal forests and critical habitats; and
- viii. Promote public awareness on RE benefits through coastal and marine protection.

### FINANCIAL AND TECHNICAL CAPACITY IN RENEWABLE ENERGY

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#### ***Policy Issue***

Zanzibar lacks financial capacity to meet RE development needs on its own. It also lacks technical expertise in designing, installing, operating and maintaining RE systems. The implementation framework therefore depends on development assistance and PPP.

#### ***Policy Statement***

The Government shall ensure cross-sector collaboration in financial sourcing and technical capacity for RE development.

#### ***Implementation Strategies***

- i. Enhance dialogue with development partners on key offshore RE priority areas;
- ii. Facilitate cross-sector coordination using PPP to attract investment; and
- iii. Develop a dedicated, multi-stakeholder offshore RE unit.

## OIL & GAS INSTITUTIONAL CAPACITY

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### ***Policy Issue***

Despite dedicated institutions such as Zanzibar Petroleum Regulatory Authority (ZPRA) and Zanzibar Petroleum Development Company (ZPDC) for O&G upstream exploration, there is inadequate institutional capacity, resources, skills and expertise for upstream exploration.

### ***Policy Statement***

The Government shall ensure improved petroleum governance and enhance the capacity of existing institutions in regulatory and exploration activities, including transforming the role of ZPDC to include downstream activities.

### ***Implementation Strategies***

- Enhance institutional capacity in managing and promoting O&G sector;
- Transform the role of ZPDC to include downstream activities; and
- Promote policy, institutional and regulatory adjustments for capacity enhancement.

## AWARENESS IN OIL & GAS SECTOR

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### ***Policy Issue***

Despite outreach programs, public awareness on O&G development is limited.

### ***Policy Statement***

The Government shall increase public awareness and community consultation on O&G development plans and activities.

### ***Implementation Strategies***

- Develop communication strategies on O&G development;
- Conduct and disseminate Strategic Environmental Assessment (SEA) studies on O&G development; and
- Enhance community consultative processes on O&G development.

## LOCAL CONTENT POLICIES IN THE OIL & GAS SECTOR

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### ***Policy Issue***

Local entrepreneurs and local service providers lack adequate financial capital and expertise to provide standard services for supporting O&G operations.

### ***Policy Statement***

The Government shall establish a viable local content policy and improve regulatory mechanisms with specific guidelines to ensure organized capacity enhancement, financial and resources empowerment, and participation of local entrepreneurs and service providers in O&G operations.

### ***Implementation Strategies***

- Develop a local content policy, guidelines and related tools;
- Enhance community consultative processes; and
- Formulate capacity and empowerment mechanisms to address local content.

## **NATIONAL DATA REPOSITORY AND DATA MANAGEMENT**

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### ***Policy Issue***

Zanzibar does not have a permanent and secured data storage area. Data is stored in temporary storage facilities, hence compromising quality and data safety.

### ***Policy Statement***

The Government shall establish a secured National Data Repository (NDR).

### ***Implementation Strategies***

- i. Establish a secured site for the construction of the NDR;
- ii. Develop a backup plan for data retrieval and storage;
- iii. Enhance data safety and security, and protection of the NDR; and
- iv. Formulate NDR capacity building in data security and storage.

## **OIL & GAS REVENUE MANAGEMENT**

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### ***Policy Issue***

Zanzibar lacks an 'O&G Revenue Governance Model' and management system.

### ***Policy Statement***

The Government shall ensure the establishment of a viable legal framework to guide the management of O&G revenues.

### ***Implementation Strategies***

- i. Establish a viable institution with vibrant management system that will ensure O&G revenue management;
- ii. Develop a revenue transparency model to guide decision making and revenue utilization for socio-economic development; and
- iii. Formulate public awareness programs on O&G revenues management.

## **4.4 SUSTAINABLE TOURISM**

### **CULTURAL EROSION**

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#### ***Policy Issues***

Local communities in rural coastal areas face growing vulnerability due to the changing landscape of their traditional lifestyle, exacerbated by external influences.

### ***Policy Statement***

The Government shall ensure the preservation of traditional norms and cultural values under the banner of sustainable tourism for all, focusing on community welfare, eco-tourism practices and integrated coastal zone management.

### ***Implementation Strategies***

- i. Promote traditional cultural festivals and local customs in the Blue Economy;
- ii. Enhance tourist awareness of local customs in rural coastal areas; and
- iii. Ensure full protection of children from any form of exploitation.

## **ENVIRONMENTAL PROTECTION OF MARINE HOTSPOTS**

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### ***Policy Issues***

The management of coastal and marine ecosystems in tourist hotspots is ineffective, coupled with poor waste management, mismanagement of fresh water resources and inadequate protection of endangered flora and fauna.

### ***Policy Statement***

The Government shall develop and promote resilient tourism that ensures sustainable environmental management, including the management of water resources, social resources and the integrity of coastal and marine ecosystems.

### ***Implementation Strategies***

- i. Promote integrated, resilient tourism suitable for Zanzibar;
- ii. Ensure extended tourism investment in coastal communities;
- iii. Establish and operationalize the 'Zanzibar Ecotourism Plan' in order to maintain the environment and traditional values; and
- iv. Promote awareness of the environment and social management of resources ensuring sustainable development and protection of endangered species.

## **RECOGNITION OF 'TOURISM FOR ALL' INITIATIVES**

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### ***Policy Issues***

There is insufficient recognition of the 'Tourism for All' initiative. As a result, local communities are unable to reap the benefits of tourism. The tourism industry is characterized by a high level of 'leakages'. Security around tourist sites is also a challenge. Beaches lack life-guards and first aid services are not reliable. Uncoordinated beach boys' services pose additional security threats.

### ***Policy Statement***

The government shall put in place measures necessary for inclusive and resilient tourism.

### ***Implementation Strategies***

- i. Promote inclusive safety and security management in tourist sites through MSP;
- ii. Promote climate resilient infrastructure and the diversification of tourism products, activities and services to realize tourism benefits for all; and

- iii. Encourage respectable environmental and social performance by improving transparency, accountability and monitoring capacity.

## ZANZIBAR TOURISM BRAND

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### ***Policy Issue***

There are no officially organized tourism branding mechanisms for Zanzibar. This leads into the irregular branding and ad-hoc marketing of 'Destination Zanzibar'.

### ***Policy Statement***

The Government shall develop Zanzibar Tourism branding to market its uniquely diversified tourist attractions.

### ***Implementation Strategies***

- i. Operationalize a Zanzibar Tourism Master Plan to address challenges in tourism;
- ii. Operationalize an inclusive Zanzibar Tourism Promotion Plan;
- iii. Promote mechanisms to sustain Zanzibar as a suitable tourism destination; and
- iv. Develop and implement an overall Zanzibar tourism industry capacity building plan.

## 4.5 BLUE ECONOMY GOVERNANCE

### BLUE ECONOMY COORDINATION

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#### ***Policy Issue***

Blue Governance is an integrated planning framework involving the management of all Blue Economy components.

#### ***Policy Statement***

The Government shall usher in Blue Governance through cross-sector Blue Economy coordination, linking relevant institutions to implementation and progress metrics.

#### ***Implementation Strategies***

- i. Enhance knowledge, awareness and capacity in Blue Economy governance;
- ii. Develop a Blue Economy integrated planning and development system;
- iii. Review cross-sector policies, legal and institutional frameworks; and
- iv. Establish an ocean governance strategy compliant with international agreements.

## MARITIME SAFETY, SECURITY AND ENVIRONMENTAL CHALLENGES

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### ***Policy issue***

The lack of capacity and resources, environmental pollution, vulnerability to climate change, and maritime security threats hamper marine management in Zanzibar.

### ***Policy Statement***

The Government shall facilitate institutional coordination for marine safety and security.

### ***Implementation Strategies***

- i. Strengthen maritime security collaboration at all levels;
- ii. Enhance law enforcement and surveillance capacity of regulatory agencies;
- iii. Provide naval assets to monitor the sea;
- iv. Involve local communities in enhancing security in maritime waters, and
- v. Strengthen disaster preparedness through response and recovery measures, including early warning systems.

## **MARINE SPATIAL PLANNING (MSP)**

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### ***Policy issue***

The management of competing resource demands from multiple stakeholders in Zanzibar's coasts and marine areas requires marine spatial planning (MSP).

### ***Policy Statement***

The Government shall put in place MSP processes to enhance the functional integrity of the coastal and marine resources while enabling sustainable economic development.

### ***Implementation Strategies***

- i. Promote awareness-raising, technical capacity and expertise on MSP;
- ii. Harmonize cross-sector legal and institutional frameworks for MSP;
- iii. Conduct comprehensive MSP consultation and research; and
- iv. Implement and enforce MSP.

## **SUSTAINABLE BLUE ECONOMY FINANCING (BLUE FUND)**

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### ***Policy issue***

Zanzibar is at the cusp of Blue Economy growth. New sectors within the Blue Economy require funding through innovative international public financing instruments.

### ***Policy Statement***

The Government shall strengthen an enabling environment to attract blue finance for investments through information sharing and appropriate partnership leveraging.

### ***Implementation Strategies***

- i. Develop innovative financing mechanisms to support Blue Economy at all levels;
- ii. Establish a Blue Fund for Blue Economy projects, including blue carbon finance initiatives;
- iii. Initiate fiscal reform and other incentives to improve Blue Economy financial systems; and
- iv. Promote State and non-State PPP and Blue Economy financing.

## RESEARCH AND DEVELOPMENT (R&D)

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### ***Policy Issue***

Limited resources for R&D have resulted in inadequate scientific data for evidence-based policy making including in areas of social inclusion and gender mainstreaming, related to Blue Economy.

### ***Policy Statement***

The Government shall commission and develop R&D initiatives in the Blue Economy.

### ***Implementation Strategies***

- i. Strengthen R&D capacity to match future development needs;
- ii. Establish a knowledge-based Blue Economy information and data management system with Zanzibar's research and information institutions and taking advantage of Information and Communications Technology (ICT) opportunities;
- iii. Introduce Blue Economy-based programs in the national education system;
- iv. Develop Blue Economy-based R&D partnerships; and
- v. Synergize natural and social sciences for livelihoods and ecosystem safety.

## REGIONAL COOPERATION AND INTERNATIONAL ADVOCACY (BLUE DIPLOMACY)

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### ***Policy issue***

There is limited capacity for regional and global negotiation on Blue Economy and Ocean Governance.

### ***Policy Statement***

The Government shall promote regional and global cooperation for capacity building in Blue Economy.

### ***Implementation Strategies***

- i. Strengthen multilateral partnerships to improve Blue Economy and Ocean Governance;
- ii. Empower local authorities to implement Blue Economy initiatives at all levels; and
- iii. Broaden equitable and inclusive participation in the governance of Blue Economy activities.

## BLUE ECONOMY AND PUBLIC HEALTH

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### ***Policy issue***

There is limited expertise for addressing fisheries and aquaculture products safety and sanitation standards. A competitive safety authority is required.

### ***Policy Statement***

The Government shall enhance quality and safety of fishery and aquaculture products.

### ***Implementation Strategies***

- i. Establish and empower a competent quality assurance authority for Blue Economy products;
- ii. Provide for cold storage and preservation facilities; and
- iii. Broaden phyto-sanitary compliance through capacity building among Blue Economy partners.



## **BLUE ECONOMY, HIV/AIDS AND COVID-19**

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### ***Policy issue***

HIV/AIDS prevalence and the current COVID-19 pandemic have exposed and deepened Blue Economy vulnerabilities.

### ***Policy Statement***

Community programs and public health initiatives to combat HIV/AIDS and pandemics are necessary as part of Blue Economy recovery strategies.

### ***Implementation Strategies***

- i. Facilitate preventive measures on HIV/AIDS and pandemics in Blue Economy sectors; and
- ii. Enhance education and cooperation for sustainable Blue Economy recovery.

## **BLUE ECONOMY AND EMPOWERMENT OF WOMEN, YOUTH AND PEOPLE WITH SPECIAL NEEDS**

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### ***Policy issue***

Despite the significant contributions of women, youth and people with special needs to various Blue Economy sectors, they are considerably under-represented in policy and decision making processes. Gender mainstreaming has not been successfully integrated.

### ***Policy Statement***

- i. The Government shall ensure full recognition for women, youth and people with special needs in the Blue Economy sectors and enhance their participation in Blue Economy value chains.

### ***Implementation Strategies***

- ii. Strengthen capacity for women, youth and people with special needs in the Blue Economy;
- iii. Enhance inclusion of women, youth and people with special needs in Blue Economy initiatives;
- iv. Promote innovation in Blue Economy sectors for women, youth and people with special needs;
- v. Enhance market access for women, youth and people with special needs in the Blue Economy;
- vi. Improve financial access for women; youth and people with special needs in Blue Economy initiatives; and
- vii. Enhance protection of women; youth and people with special needs in the Blue Economy.

## CHAPTER 5: INSTITUTIONAL MECHANISM FOR COORDINATION

Successful implementation of Blue Economy activities will be carried out through Public-Private Partnerships (PPP). Each institution will be assigned roles and responsibilities for the implementation of Blue Economy interventions. Moreover, the Blue Economy related inter- ministerial Steering Committee shall be established to guide the blue economy coordination.

### 5.1 IMPLEMENTATION MECHANISM

The implementation of this policy shall be undertaken by a Blue Economy institution created within the Ministry responsible for Blue Economy. The institution shall act as the central coordinator of all Blue Economy activities, taking ownership and responsibility for implementing the Blue Economy Policy, Strategy and Intervention Plan. It shall coordinate and oversee the development of various sectors, Ministries, Departments and Agencies (MDAs), institutions, industries and associated programmes relevant to Blue Economy. It shall also be responsible for the development of a Blue Fund and establish a transparent, inclusive and participatory budgeting process.

The institution shall be multidisciplinary in its composition, with members who have expertise in key Blue Economy sectors. Capacity building in all areas relating to maritime sectors and Blue Economy shall be prioritised. Research institutions such as ZAFIRI, SUZA, Institute of Marine Sciences at the University of Dar es Salaam, and others, shall play a leading role in creating an enabling environment for marine and maritime studies and scientific research.

Blue Economy Policy implementation shall be supported by the following MDAs and stakeholders, with roles and responsibilities as described in the following sections.

### 5.2 MINISTRY RESPONSIBLE FOR BLUE ECONOMY

- Promote and support implementation of Blue Economy initiatives;
- Ensure efficient, transparent and accountable management of Blue Economy revenues;
- Facilitate the mainstreaming of fisheries and aquaculture activities and issues;
- Create a conducive environment for, and incentivize, artisanal fishers and smallholder seaweed and mariculture farmers to access technologies;
- Facilitate market links and promote value addition programmes for marine products;
- Enhance capacity of artisanal fishers and local investors to engage in deep sea fishing;
- Safeguard the rights of fishers and fish landing sites from potentially adverse impacts of integrated economic activities;
- Facilitate local participation and local content related to Blue Economy;
- Facilitate capacity development in O&G; and
- Promote O&G exploration and manage petroleum data.

### 5.3 MINISTRY RESPONSIBLE FOR FINANCE

- Mobilise and allocate resources for the implementation of Blue Economy programs;
- Implement accounting standards and procedures for Blue Economy activities;
- Extend favourable terms and conditions to local investors;

- Align financial and procurement regulations to support private enterprises;
- Support microfinance institutions to empower MSMEs;
- Integrate Blue Economy activities into national development plans and strategies;
- Facilitate and coordinate Blue Economy research and dissemination;
- Collect, compile and publish national statistics on blue activities in alignment with the key performance indicators highlighted in Zanzibar Development Vision 2050; and
- Advise MDAs on national economic agendas, strategies and goals.

#### **5.4 MINISTRY RESPONSIBLE FOR ENVIRONMENT**

- Conserve and protect artisanal and deep sea fishing from pollution and degradation, in collaboration with other partners;
- Conserve and rehabilitate MPAs and other marine conservation units; and
- Protect marine migratory species from the adverse effects of ocean mining.

#### **5.5 MINISTRY RESPONSIBLE FOR TRADE, INDUSTRIES AND MARKETS**

- Align trade, industry and Blue Economy policies for an enabling investment environment;
- Enhance markets for blue products and formalise related businesses; and
- Facilitate financial and technical support to MSMEs and businesses in the Blue Economy.

#### **5.6 MINISTRY RESPONSIBLE FOR TOURISM**

- Implement sustainable tourism focusing on the protection and conservation of beach layouts, coral reefs, lagoons and the marine environment;
- Facilitate linkages between MDAs and tourism stakeholders;
- Address tourist safety and security issues; and
- Utilize sustainable tourism for employment creation and foreign exchange earnings.

#### **5.7 MINISTRY RESPONSIBLE FOR LOCAL GOVERNMENT AUTHORITIES**

- Enhance local market infrastructure to support local business and entrepreneurship;
- Enforce environmental policies through a combination of incentives (such as recognition for investors and local communities) and disincentives (such as penalties and fees); and
- Empower local coastal communities in coastal security and conservation.

#### **5.8 MINISTRY RESPONSIBLE FOR SPECIAL DEPARTMENTS OF THE RGOZ**

- Invest in capacity building (particularly, Kikosi Maalaum cha Kuzuia Magendo (KMKM) for maritime security and rescue operations);
- Coordinate with relevant URT agencies to strengthen maritime security;
- Manage follow-up programmes with relevant MDAs on development activities on Zanzibar's islets; and
- Mobilise community support to ensure corporate social responsibility.

## **5.9 MINISTRY RESPONSIBLE FOR ENERGY**

- Enhance energy security to safeguard against possible technical, capacity failure and reliability for Zanzibar from the mainland;
- Promote indigenous energy sources in Zanzibar; and
- Promote grid integration for offshore renewable energy sources in Zanzibar.

## **5.10 MINISTRY RESPONSIBLE FOR GENDER**

- Empower women in marine activities;
- Create an enabling environment to support women in local business; and
- Ensure the full participation of women in managing their development programs.

## **5.11 MINISTRY RESPONSIBLE FOR YOUTH**

- Empower and build capacity among youth for development;
- Support the implementation of Blue Economy initiatives;
- Ensure the full participation of youth in managing their development programs; and
- Create an enabling investment environment in support of youth development.

## **5.12 MINISTRY RESPONSIBLE FOR MARITIME TRANSPORT AND INFRASTRUCTURE**

- Ensure the enforcement/implementation of applicable maritime laws;
- Prevent oil spill pollution through the Zanzibar Maritime Authority;
- Improve maritime infrastructure across the islands; and
- Ensure functional capacity to handle maritime directives for investors.

## **5.13 MINISTRY RESPONSIBLE FOR HEALTH**

- Ensure control of HIV/AIDS and other communicable diseases among fishing and seafarers communities;
- Ensure proper and functional sanitation conditions for fish processing facilities and other blue bio-trade products.

## **5.14 MINISTRY RESPONSIBLE FOR NATURAL RESOURCES**

- Protect mangroves and wildlife corridors from the adverse effects of anthropogenic pressure.

## **5.15 MINISTRY RESPONSIBLE FOR DISASTER MANAGEMENT**

- Support implementation marine related disaster preparedness plans.

## **5.16 MINISTRY RESPONSIBLE FOR LANDS**

- Coordinate in coastal zone management plans for blue economy industries and support marine spatial planning.

## **5.17 MINISTRY RESPONSIBLE FOR EMPOWERMENT**

- Ensure communities are facilitated with soft micro-entrepreneurship loans and grants to support their blue economy initiatives.

## **5.18 MINISTRY RESPONSIBLE FOR INVESTMENT OPPORTUNITIES**

- Ensure sustainable blue investments and public private partnership initiatives in Blue Economy.

## **5.19 MINISTRY RESPONSIBLE FOR PLANNING**

- Ensure coordination and implementation of the Zanzibar Development Plan (ZADEP) priority projects on Blue Economy.

## **5.20 MINISTRY RESPONSIBLE FOR SPORTS**

- Ensure coordination and implementation of safe blue economy sports related activities.

## **5.21 MINISTRY RESPONSIBLE FOR INFORMATION**

- Ensure mobilization and awareness on blue economy related interventions among stakeholders.

## **5.22 MINISTRY RESPONSIBLE FOR TECHNOLOGY**

- Ensure support in the application and adoption of technology in the ocean economy.

## **5.23 RESEARCH AND DEVELOPMENT (R&D) INSTITUTIONS**

- Conduct research on Blue Economy-related activities;
- Share research finding with policy decision-making bodies;
- Conduct joint research with Blue Economy Ministries, and regional and international entities;
- Provide advice on sustainable harvesting of marine resources;
- Establish a Centralized Marine and Oceanographic Research Database System (CMORDBS) and a data sharing ecosystem, and
- Support the availability of modern marine-based data collection equipment.

## 5.24 PRIVATE SECTOR

- Advocate and support all RGoZ initiatives and policies related to the Blue Economy;
- Collaborate with the RGoZ and other stakeholders to expand investment opportunities; and
- Support processing, market diversification and product value addition among local business and enterprises.

## **CHAPTER 6: IMPLEMENTATION AND COMMUNICATIONS**

### **6.1 IMPLEMENTATION FRAMEWORK**

The implementation framework of the Blue Economy Policy, which is aligned with Zanzibar Development Vision 2050, will have the following key elements: implementation plan, monitoring and evaluation framework, policy review requirements, budgetary resources, and an effective communication strategy. Planning and budgeting will be coordinated with other relevant institutions, and reflected in the Medium Term Expenditure Framework (MTEF) and sector strategic plans.

### **6.2 MONITORING AND EVALUATION (M&E)**

A monitoring and evaluation system to track and evaluate Blue Economy implementation with key performance indicators and data collection tools based on national and international indicators on sustainable development shall be developed.

### **6.3 POLICY REVIEW**

The Ministry responsible for Blue Economy shall conduct a Blue Economy Policy review, compliant with required guidelines, after five years of policy implementation. Monitoring and evaluation outcomes and stakeholder feedback shall inform the review for necessary course correction.

### **6.4 BUDGET AND FINANCIAL RESOURCES**

The Ministry responsible for Finance shall mobilize funding in collaboration with multilateral institutions to support Blue Economy implementation at all levels. Moreover, the Ministry responsible for Blue Economy shall coordinate preparation of a specific format for budgetary requirements, allocation and resource mobilization, and work with all the relevant stakeholders and development partners to meet implementation targets.

The following parameters shall be considered for financial resource planning: sources of financing; funding agencies/organizations; human resources; tools, equipment and implementation facilities; estimated period of implementation; actual cost required for implementation; other resources required; cost structure; responsible institutions; and total budget.

### **6.5 COMMUNICATIONS STRATEGY**

The Ministry responsible for Blue Economy shall prepare a specific Communications Strategy for Blue Economy policy implementation, which will include information and communication sharing, distribution of Blue Economy policy documents across sectors, and implementation targets and goals. The Communications Strategy will harmonize the implementation efforts among Government, NGOs and Development Partners. It will be designed to enhance national, regional, and global recognition of Zanzibar's Blue Economy Policy and will reiterate the roles and responsibilities of all stakeholders. It will be implemented in both English and Kiswahili to ensure universal access and outreach.







REVOLUTIONARY GOVERNMENT OF ZANZIBAR  
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