



**THE REVOLUTIONARY GOVERNMENT OF
ZANZIBAR**

ZANZIBAR FISHERIES POLICY, 2014

(Final Draft prepared with the support of SmartFish)



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Foreword

The United Republic of Tanzania is composed of Tanzania Mainland and Zanzibar. Zanzibar consists of the two islands of Unguja and Pemba, with about 50 other small islets forming the Zanzibar Archipelago. Within the Union framework, the Revolutionary Government of Zanzibar has full mandate over the management of the fisheries located in its territorial waters (12 nautical miles) and internal waters (the waters extending westward out to the equidistance line between Tanzania Mainland and Zanzibar). The fisheries taking place in the territorial and internal waters of Zanzibar are managed under the two Departments of the Ministry of Livestock and Fisheries (MLF) of Zanzibar, namely the Department of Fisheries Development (DFD) and the Department of Marine Resources (DMR).

The fishery sector already plays an important strategic role in the social and economic development of Zanzibar. However, this sector could potentially play a greater role in the national economy provided that fisheries governance and management issues are more adequately addressed.

It is in this context that the MLF is currently engaged in the process of adopting a Strategy for improved fisheries governance and management in Zanzibar (hereafter called 'Fisheries Governance Strategy') and of up-dating/revising the Fisheries Policy of 2000. The Fisheries Policy, 2014, should be the major policy instrument for the implementation of the Fisheries Governance Strategy.

The EU-funded SmartFish Programme has been providing technical assistance to the MLF since mid-2013 to promote these two complementary initiatives. This intervention has notably included the holding of several multi-stakeholder workshops aimed at preparing an in-depth diagnosis-analysis of the fishery sector; designing a draft Fisheries Governance Strategy; a meeting of the Ministerial Technical Committee in relation to the Fisheries Governance Strategy; a series of meetings with a group of key resource persons (referred to as the Planning Team) from the MLF to identify the outlines of the Fisheries Policy of 2014; and a workshop for consolidating the first draft of the Fisheries Policy, 2014, that was held in Zanzibar on 26-27 June 2014.

The present document represents the consolidated version of the draft Fisheries Policy, 2014. This version incorporates inputs from the above-mentioned workshop and can be considered as a final draft version which shall be introduced into the national institutional adoption system as is the norm for such policy documents.

Acronyms

CHABAMCA	Changuu-Bawe Marine Conservation Area
DFD	Department of Fisheries Development
DFO	District Fisheries Officer
DMR	Department of Marine Resources
DPP	Department of Public Prosecution
DSFA	Deep Sea Fishing Authority
EEZ	Exclusive Economic Zone
FAD	Fish Aggregating Device
FETA	Fisheries Education and Training Agency
FMP	Fisheries Management Plan
GDP	Gross Domestic Product
GMP	General Management Plan (for MCA)
ICZM	Integrated Coastal Zone Management
IOTC	Indian Ocean Tuna Commission
IMS	Institute of Marine Sciences
IUU	Illegal, Unreported and Unregulated Fishing
KMKM	Zanzibar Navy
MBCA	Menai Bay Conservation Area
MCA	Marine Conservation Area
MCS	Monitoring, Control and Surveillance
MCU	Marine Conservation Unit
MIMCA	Mnemba Island-Chwaka Bay Conservation Area
MKUZAII	Zanzibar Strategy for Growth and Reduction of Poverty 2010-2015
MLF	Ministry of Livestock and Fisheries
MSY	Maximum Sustainable Yield
NGO	Non-Governmental Organization
OCGS	Office of Chief Government Statistics
PBZ	People's Bank of Zanzibar
PECCA	Pemba Channel Conservation Area
PSE	Priority measures for Strong Enforcement
SUZA	State University of Zanzibar
SWIOFC	South West Indian Ocean Fisheries Commission
TAFIRI	Tanzania Fisheries Research Institute
TUMCA	Tumbatu Marine Conservation Area
VFC	Village Fishing Committee
Vision 2020	Zanzibar Development Vision, 2020
SVFC	Seaweed Village Farming Committees
TRA	Tanzania Revenue Authority
WIOMSA	Western Indian Ocean Marine Science Association
ZAMP	Zanzibar Agricultural Marketing Policy
ZASEFA	Zanzibar Seaweed Farmers Association
ZAWA	Zanzibar Water Authority
ZBS	Zanzibar Bureau of Standards
ZECO	Zanzibar Electricity Corporation
ZFDB	Zanzibar Food and Drug Board
ZIPA	Zanzibar Investment Promotion Agency
ZMA	Zanzibar Maritime Authority

ZRB	Zanzibar Revenue Body
ZU	Zanzibar University

CHAPTER ONE: SITUATIONAL ANALYSIS AND MAJOR CONCERNS OF THE FISHERY SECTOR

1.1. Brief on the Fisheries Sector in Zanzibar

Fisheries in Zanzibar are essentially composed of artisanal fishing units, mostly operating in the inshore waters of both Unguja and Pemba Islands. The aquaculture sector consists primarily of small-scale seaweed farmers, whilst other forms of aquaculture are still in their infancy.

The main and most productive fishing grounds for inshore fisheries are habitats like coral reefs, mangrove creeks, sea grass beds, and sand banks. Other important fishery resources located further off-shore include small and medium pelagic fish species as well as tuna and tuna-like species.

Fishing in Zanzibar takes place along the entire coastlines (about 880 km length) of both islands, generally within a few kilometres from shore in depths less than 20-30 m. This inshore fishery is small scale and applies a variety of fishing techniques targeting a large number of species including coral reef species. An advanced artisanal purse seine fishery targeting small pelagics operates further off-shore in deeper waters, both in territorial waters of Zanzibar and in internal waters that are shared with Tanzania Mainland. Some fishing also occurs at depths of 100 m and deeper in the case of drift gillnetting and line fishing for large pelagics, especially on the northern part of Unguja Island.

The fishermen use traditional fishing gears and vessels including small boats, dhows, canoes and outrigger canoes. About 8,600 fishing craft were recorded during the last frame survey, in 2010, out of which only a few (10-15%) were fitted with outboard or inboard engines. The outrigger canoes mainly target nearshore species such as snappers, emperors, rabbitfish, and groupers whereas the dhows and bigger boats catch the larger fish such as marlin, kingfish, sailfish and tuna and the small and medium pelagics in deeper waters. Most of the fishing craft lack cooling facilities.

There are almost 30 gazetted sites, out of a total of 166 fish landing sites in Zanzibar. However, most landing sites that are utilized by fishing boats are natural sandy harbours. At the landing sites where tidal differences are large (about 3 m), fishing boats are forced to moor several hundred meters away from the anchorage site and access to the boats is difficult during high tides.

Important fishing activities also take place along the intertidal zones during low spring tides. Fisherfolk usually collect sea cucumbers, shells and octopus by hand or with the assistance of a stick. Harvesting of colourful shells is also an important contribution to both food and cash resources of many coastal families.

In total, the number of fishermen is currently estimated at 34,500, including 7,400 foot fishers. A significant number of occasional fishers should also be added to this figure.

Most fish catch is locally consumed on the same day as caught. Only a small amount of the pelagic catch and those landed late in the day are preserved using refrigeration. However, there are very limited fish processing activities in Zanzibar in spite of the recent support provided by the fisheries administration to construct fish markets in collaboration with the communities. The most common methods of fish processing are salting, sun drying and smoking.

In the landing sites or markets, fish is mostly sold through an auction process. Despite the large local demand of fish, distribution of fish to consumers is faced with some constraints including weak marketing channels and lack of storage facilities. This decreases the value of fish and may lead to some physical and economic post-harvest losses. Meanwhile, the price of fish is steadily increasing which may reflect the scarcity of the supply and the increased demand of fish, particularly from the tourism industry.

Contribution of the fishery sector to export is low. This results from the combination of several factors including the absorption of fish production by local markets, and the poor quality control system that makes it difficult to meet the international export standards. Only negligible amounts of fish are imported.

Aquaculture¹, apart from seaweed farming, is a relatively new initiative now taking place in Zanzibar. Species with possible rearing potential include milkfish, mullets, lobsters, oysters and crabs. There are abundant potential farming areas such as mangrove creeks and intertidal areas.

Seaweed farming is one of the most important economic mariculture activities for coastal residents (mostly women) in Zanzibar, where it was introduced three decades ago. Seaweed farming is nowadays an alternative source of income that increases the socioeconomic status of coastal communities. There were about 21,970 seaweed farmers in 2010.

1.2. Role of the Fisheries Sector in the Zanzibar Economy

The fishery sector plays a strategic role in the economic and social development of Zanzibar, as is recognized in the Zanzibar Development Vision, 2020. The contribution of the sector to the national economy can be appreciated in terms of income, employment and contribution to food security.

The economy of Zanzibar is dominated by the tourism industry. However, Zanzibar is still an agriculture-based economy, with agriculture being the second most dominant sector (about one quarter of GDP in 2006) followed by the fishery sector (excluding aquaculture) which accounted for about 7.1% of GDP in 2012.

Total fish production in Zanzibar was estimated at 29,000 MT in 2012, excluding self-consumption of fish by fishing communities. Official data have shown a steady increase of total fish production for the last 12 years with an annual rate of increase averaging 4.3%. The total value of fish production was estimated at TSh 103.1 billion (i.e. about USD 64 million) in 2012. In addition, about 15,000 MT (dried weight) of seaweed valued at about USD 5.9 million was produced and exported in 2013.

Direct employment in the fishery sector was estimated at 34,000 persons in 2012, to which should be added several thousand occasional fishers, and 4,000 people who are indirectly employed in fishing and related activities including boat construction, fish processing and marketing. About 23,000 families from 83 villages are reported to be currently involved in cultivating seaweed, and there are 144 mariculture groups in total.

The majority of the coastal communities depend directly on coastal resources for their livelihoods, and are engaged in fisheries and tourism, among other activities. A recent socio-

¹ According to FAO, aquaculture can be defined as the farming of aquatic organisms including fish, molluscs, crustaceans and aquatic plants such as seaweeds. Farming implies some sort of intervention in the rearing process to enhance production, such as regular stocking, feeding, protection from predators, etc. Farming also implies individual or corporate ownership of the stock being cultivated. (Article 6.19 General Principles, FAO Code of Conduct for Responsible Fisheries).

economic study showed that fishing was the most dominant economic activity within coastal communities (28.7% of the total respondents), followed by crop farming (24.2%), seaweed farming (14.4%), while tourism and other activities jointly accounted for 32.6% (MACEMP, 2009).

Fish is the major contributor of animal protein in the diet of the average person in Zanzibar, and is almost the only animal protein available to the lower income groups in the population. Based on a total population of 1.3 million (census 2012), the annual per capita consumption of fish is high (approximate 20 kg per capita per annum) when compared to the African average 9.4 kg per capita per annum.

1.3. Major Constraints faced by the Fisheries Sector

Total fish production in Zanzibar waters, which includes both territorial and internal waters, has shown a steady increase for the last 12 years, according to official data. This can be considered as an indicator of the dynamism of fishers and to a certain extent of the successful public policies in the fishery sector.

However, in the inshore zone, and particularly in the coral reef areas, there is a general trend of decline of overall fish production and individual catch rates of artisanal fishing units. This has mostly resulted from the combination of the overcapitalization of the sector, confinement of fishing activity to inshore and shallow waters within the reef ecosystem due to technological limitations, and poorly regulated fisheries due to some weaknesses in the system of governance and management.

Overcapitalization of the inshore fishery sector is apparent through the observed continuous increase of fishing capacity in terms of the number of fishing craft, the rate of motorization, the number of gears that can exert a substantial fishing effort such as seine nets and ring nets (purse seines), and technological innovation (e.g. slight increase of the average lengths of craft) as well as extended fishing areas.

Open access to resources, difficulties in transferring fishing capacity and effort further off-shore to deeper waters, a steady increase of fish prices (which continues to provide incentives for fishing despite a decline in individual catch rates), and low capabilities of fishing communities to diversify income-generating activities, are believed to have been the major factors that have contributed to overcapitalizing the inshore fishery sector.

In addition, fisheries are not adequately regulated, resulting in poor compliance by fishers with the few existing regulatory measures aimed at preserving the integrity of fishery resources and the coastal environment, even in the Marine Conservation Areas (MCAs). This situation has been exacerbated by the lack of effectiveness of public initiatives aimed at preserving the integrity of coastal ecosystems, with reference in particular to the promotion of Integrated Coastal Zone Management and the control of water pollution.

Therefore, and despite the lack of scientific evidence, inshore fisheries can be considered vulnerable because they are likely to be fully or over-exploited (at or above maximum sustainable levels which explains the apparent decline in catch per unit of effort) and because of the poor level of compliance with fishing regulations. Inshore fisheries can also be considered unstable because of the massive amount of fishing capacity in the inshore waters.

In parallel, fishers still have difficulties to access and exploit fishery resources further off-shore in deeper waters, in spite of several public interventions aimed at promoting fisheries using Fish Aggregating Devices (FADs) and targeting tuna and tuna-like species. Consequently, the deeper territorial and internal waters of Zanzibar still remain underexploited, which constitutes a loss for the national economy.

Another consequence of the inadequate management of inshore fisheries and the difficulty of developing fisheries further off-shore in deeper waters is that there might be little or no profitability (or wealth) being generated from fisheries at present, and existing profits are being steadily dissipated. Poverty within fishing communities is therefore believed to be gradually increasing as a result of limited or no growth in overall revenues among an increased number of fishers. In some areas, this situation has led to higher frequency of conflicts between fishers for accessing resources.

In the post-harvest sector, inadequate fish quality resulting from the lack of infrastructure and equipment, the existence of poor handling and storage practices and the lack of fish quality control is an issue. This situation has a negative impact on both fishers and consumers.

In the aquaculture sector, seaweed farming is faced with problems associated with market and price fluctuations. Little added value is generated locally due to the absence of processing units in Zanzibar. The other mariculture activities are still in their infancy, mainly due to the lack of an enabling environment to boost the development of commercial aquaculture.

CHAPTER TWO: POLICY LINKAGES

This section explores inter-sectoral linkages with regards to responsible development and management of the fisheries sector in Zanzibar and how these sectors have incorporated fishery and aquaculture issues in sectoral policies, or how sectoral policies have addressed the issues.

2.1. Zanzibar Vision 2020 and Zanzibar Strategy for Growth and Reduction of Poverty (MKUZA)

The Zanzibar Vision 2020 articulates the overall development goal for Zanzibar as the eradication of absolute poverty and the attainment of sustainable human development. The Vision's policy on fisheries is to strengthen the management of marine and coastal resources to support sustainable tourism development while conserving the richness of the environment. The Vision also recognizes the key role played by the fishery sector in the social and economic development of the country.

The first and second generation of the national development framework (MKUZAI and MKUZAI) are in line with international goals, commitments, and targets, including the MDGs. The focus is on the reduction of both income and non-income poverty; and ensuring the attainment of sustainable growth.

MKUZAII (2010-2015) has three clusters. The fishery sector is included in the first cluster which is primarily intended to address the growth challenges in Zanzibar. This cluster has one broad outcome, namely "achieved and sustained equitable pro-poor growth", along with four goals: (i) create an enabling environment for growth; (ii) promote sustainable and equitable pro-poor and broad based growth; (iii) reduce income poverty and attain overall food security; and (iv) create a vibrant private sector for economic growth.

MKUZAII recognizes that fisheries are of great importance to the economy of Zanzibar. It also stresses that recent Government efforts have been directed to the conservation of marine and coastal environments and that this has largely contributed to significant increases in fish catch. Despite this positive performance, MKUZAII highlights that marine resources further off-shore in deeper waters are still underutilized as most fisheries activities are carried out in inshore waters, which are unsustainably over-exploited. It also emphasizes that there is great potential for domestic fishers to expand their operations into the offshore waters of Zanzibar.

2.2. Strategy for Improved Fisheries Governance and Management in Zanzibar (Fisheries Governance Strategy, 2014)

Despite an apparent steady increase in fish production, the current status of fishery resources in reef areas and the social and economic performance of the fishery sector are not adequate for the achievement of the overall objectives stated by the Vision 2020 and MKUZAI.

Besides the complexity and difficulty inherent to the management of inshore fisheries that are of a small-scale, multi-gear and multi-species nature, and to the development of fisheries further off-shore in deeper waters, and the development of aquaculture, this situation has also resulted from a combination of a lack of consistency and coherency of certain elements of the fisheries governance framework and the insufficient application of good governance principles in implementing public action in the sector.

It is in this context that the Ministry of Fisheries and Livestock has prepared a Fisheries Governance Strategy early in 2014, with the support of the EU-funded SmartFish Programme. The Fisheries Governance Strategy should first be considered as a document aimed at providing policy guidance to improve the system of governance of the fishery sector in Zanzibar, with the underlying challenges including improving the overall governance framework (legislation, regulation, planning documents, institutions and management services) and facilitating the application of good governance principles for improvements in the management of the fishery sector.

The goal of the Fisheries Governance Strategy is to reach the general objectives assigned to the fishery sector that are stated in the Vision 2020 and MKUZAI. The Strategy can thus be considered as a document aimed at detailing how the fishery sector should be governed to satisfy these overarching objectives.

Experience has shown that good governance of the fishery sector should involve the full range of fishery stakeholders, and in particular the Fisheries Administration, fishers and related actors. But it should also bring together other public and private institutions that are directly or indirectly concerned with the management of the sector such as academic research institutions, Navy, maritime authority, local governments, Tourism Commission, Ministry of Environment, Ministry of Education, NGOs, etc. For this reason, the Fisheries Governance Strategy reflects a common vision based on consensus-building and its implementation will call for the involvement of various public and private institutions, with the Fisheries Administration (i.e. fisheries and aquaculture directorates within MLFD) being the leading institution.

The Fisheries Governance Strategy includes a number of guiding principles that should govern the development and management of the fishery and aquaculture sectors. It also provides for a road-map indicating actions that should be conducted over a 7 years period for improved fisheries governance and management, whilst highlighting priority actions and distinguishing short-to-medium and medium-to-long term actions.

The Fisheries Governance Strategy is currently in the process of being adopted by the Cabinet of Government.

2.3. Other Zanzibar Policies Interacting with the Fisheries Sector

Agricultural Sector Policy (2002)

The agricultural sector includes crops, fisheries and livestock production. The overall goal of the agricultural policy (2002) is to promote sustainable development of the agricultural sector for economic, social and environmental benefits to the people. The importance of fisheries

and marine resources is considered in this policy but there is a need for further elaboration. A number of issues were taken into consideration including: developing aquaculture, improving fish quality and value addition in the post-harvest fishery sector, and promoting integrated coastal zone management. However, this policy does not adequately address the salient issues of sustainable fisheries in the inshore waters and responsible development of fisheries further off-shore in deeper waters.

Agricultural Marketing Policy (2012)

The current Agricultural Marketing Policy underlines the low level of knowledge of farmers in terms of market information and shows the opportunities and potential benefits of both internal and external markets. Farmers, fishers and livestock keepers tend to be disconnected from the local tourism industry and are often not aware of the changing nature of food industry opportunities. The uptake of new agricultural crops and fishery products that are more marketable or of higher value is therefore very slow. This policy considers a situation that could be improved by better availability of information and extension services, as well as by stimulating the development of farmer and fisher organizations that may be better equipped to take advantage of market opportunities.

The policy advocates for specific and concrete actions that have direct linkages with the fishery sector in improving the current status. These actions address issues of quality, safety and availability of agricultural products, the market infrastructure, access to credit and other financial services, agro processing and value addition, transportation, regional and international trade and marketing issues.

Agricultural Statistics Strategy (to be done based on MLF feed-back – see Deputy PS)

Food Security and Nutrition Policy (2008)

The Zanzibar Food Security and Nutrition Policy (ZFSNP, 2008) acknowledges the role of agriculture including fishery products as an important source of animal protein and income generation for rural and peri-urban communities. The ZFSNP also states that increased food and nutrition security is largely dependent on sustainable development of the fishery sector. The main focus of fisheries in this policy is to increase the production of fish and fishery products.

Environmental Policy (2013)

The new Zanzibar Environmental Policy of 2013 has been developed to address sustainable development challenges. The policy introduces a national environmental response framework and strategies to be implemented by all key actors in the public, private, and community domains between 2013 and 2018. The policy addresses fundamental environmental issues which include: Environmental and Climate Change Governance; Terrestrial and Marine Resources and Biodiversity; Forest Conservation; Renewable and Efficient Energy; Environmental Pollution; Waste Management; Integrated Water Resources Management; Development of Environmental Quality Standards, Environmental and Social Impact Assessment; Environmental Information Systems and Awareness, Climate Change Adaptation and Mitigation; Sustainable Tourism; Gender, HIV/AIDS and Public Health.

The new environmental policy focusses on: (i) Ensuring the maintenance of basic ecological processes upon which all productivity and regeneration, on land and in the sea, depend; (ii) Promoting the sustainable and rational use of renewable (including fishery resources) and non-renewable natural resources (including marine oil and gas); (iii) Preserving the terrestrial and marine biological diversity, cultural richness and natural beauty of Zanzibar's lands; (iv) Ensuring that the quality of life of the people of Zanzibar is not harmed by destruction,

degradation or pollution of their environment and natural resources utilization; (v) Strengthening both institutional mechanisms for protecting the environment, and the capabilities of the institutions involved in environmental management; (vi) Incorporating and biding by the international obligations on multilateral environmental agreements and treaties that Tanzania has adopted or signed.

Forest Policy (1996)

The Forest Policy is one of the few sector policies in Zanzibar where effective environmental concerns are considered in detail in every policy sub-sector. The overall environmental goal of this policy is to protect and conserve forest resources including wildlife, flora and fauna, and enhance the role of forest resources in maintaining soil and water conservation. The policy also emphasizes the need to promote protection and restoration of mangroves that play a critical role in the healthy functioning of the aquatic ecosystems. The policy is however silent on the issue of the integration between mangrove forests and farming of marine resources such as crabs, fish and prawns/shrimp. There will be a need (through the Fisheries Policy) to encourage mangrove restoration and protection and to ensure that the development of mariculture activities such as the production of seaweeds, crabs, bivalves and fish will not affect forest ecosystems.

Water Policy (2004)

The Water Policy of 2004 recognizes the importance of environmental considerations in the development and implementation of water resources and sanitation management in the country. It clearly states that the development of water and sanitation programmes should be done in a way that is not harmful to the environment. However, issues related to the utilization of water resources for fisheries and aquaculture development has not been fully addressed and there is a need (through the Fisheries Policy) to create opportunity for collaboration on marine resources and water issues.

Disaster Management Policy (2011)

The focus of this policy is on disaster risk reduction and livelihoods support. The aim is to develop the required national capacity to coordinate and collaborate on comprehensive disaster management programs among the principal players at all sectoral levels. Issues discussed in the policy include erratic rainfall patterns, food shortages, marine accidents, fire outbreaks, terrestrial and marine degradation, depletion of mangrove forests, and waste management.

Energy Policy (2009)

The Energy Policy of 2009 aims in particular at satisfying the energy demand within the growth sectors of the economy in Zanzibar. The policy mentions the sustainable use of wood fuel, consideration of the environmental impact for fossil fuel exploration in the marine environment, and the potential for other renewable energy sources such as solar, wind and wave. The energy policy puts much emphasis on processing, storage, value addition and transporting agricultural products which includes fisheries and aquaculture products. However, the policy does not adequately address the energy demand in small processing industries in the fishery and aquaculture sector, in particular for seaweed farming.

Land Policy

Currently, there is no official land policy in Zanzibar. However, the National Land Use Plan (1995) recognizes the role of agriculture as a major land user, absorbing about 60% of total land area. The four major agro-ecological zones - namely Tree and Plantations, Coral, State Farms or Ranching, and Rice Cultivation zones - have been clearly described under this plan.

However, the plan does not recognize the possibility for diversification of aquaculture production in the coral rag areas and on the extensive adjacent shoreline. The plan rather promotes the extensive utilization of coral land for production of agriculture and livestock.

Tourism Policy (2005)

The tourism policy insists on the need to ensure environmental conservation and protection, and rational and efficient utilization of natural resources. The policy strongly supports sustainable tourism development that is consistent with best practices of environmental management.

Education Policy (2006)

The Education Policy of 2006 recognises the necessity of incorporating environmental education into the school curricula that includes environmental management and conservation of land, water and air. Environmental education however mostly focuses on the preservation of forests, beaches, coral reefs and the hazards of environmental pollution. Strong coordination between the Fisheries Administration and the Ministry responsible for Education is needed so as to easily mainstream education subjects relating to fisheries protection and management into the school curricula. In addition there is a need to conduct specific long and short training courses, for both professional staff, and students at different education levels.

National Health Policy (2011)

The National Health Policy is intended to provide general direction to health sector development in Zanzibar. The main objective of the health policy is to improve health services and social welfare of the people of Zanzibar. Clean environment, chemical waste, inadequate management of hospitals and existence of households without proper toilet facilities, pollution of water sources, air and sound environment, and increasing population are highlighted in the policy as major constraints to the improved health of communities in Zanzibar.

National HIV and AIDS Control

Apart from underlining strategic actions towards control and prevention of further spread of the disease, the HIV and AIDS Strategic Plan (2004/5-2008/9) identifies five thematic areas for interventions including health care and support to people living with HIV and AIDS. The Fisheries Policy includes actions aimed at further integrating HIV and AIDS education into fisheries and aquaculture extension system.

Local Government Policy (to be done based on MLF feed-back – see Deputy PS)

Community Development Policy (to be done based on Narriman feed-back)

Small and Medium Enterprises Policy (2006)

The overall objective of this policy is to create a conducive environment for the promotion of small and medium enterprises (SMEs) with a view to increasing employment and income earning opportunities. The policy emphasizes the need to improve international competitiveness of SMEs. The policy also highlights improving capacity in quality control and assurance in food processing, specifically for fish and fishery products.

Trade Policy (2006)

The Zanzibar trade policy emphasizes a community-based development approach with a view to encourage social cohesion in investment in the country, increased local involvement in nation building and adoption of modern practices and systems. Also the policy calls for improvement in both public and private sector performance. However, the tariff and taxation

relief on imported goods and food stuffs (including fishery products) discourages the production and consumption of local fishery products. With the establishment of the Zanzibar Bureau of Standards (ZBS), it will provide opportunity to ensure quality control of fishery products as well as of aquaculture inputs such as feeds and drugs.

Industrial Policy (1998)

The Zanzibar Industrial Policy of 1998 addresses among other things, crucial issues facing the industrial sector and provides for the optimal exploitation of natural resources particularly agricultural, marine and forestry products. However, this policy does not adequately address promotion of small-scale processing of fishery and aquaculture products. The Fisheries Policy (2014) encourages the development of semi-industrial processing units, in particular in the seaweed farming sub-sector.

Investment Policy (2005)

The Investment Policy is aimed at promoting private sector expansion and sustainable economic development. The policy identifies priority sectors for expansion of investment, which include agriculture, fish and marine products, manufacturing, trade and tourism. The policy also takes into account the trade development plans aimed at establishing an efficient Export Processing Zone (EPZ). The policy also considers the need for improving the service sector and provides linkages to the tourism industry. Finally, the policy provides opportunity for rural and urban dwellers to benefit from the investment sector.

Employment Policy (2008)

The Employment Policy of 2008 acknowledges the role of agriculture (including fisheries and aquaculture) as an important source of employment to the rural community, especially women and youths. As in the Employment Policy, the Zanzibar Fisheries Policy (2014) also emphasizes private sector investment in production and marketing of traditional and non-traditional products to increase national income and employment opportunities in the sector.

CHAPTER THREE: FISHERIES POLICY FRAMEWORK

3.1. Policy Vision

The contribution of the fisheries and aquaculture sector to human and economic development in Zanzibar is enhanced in a sustainable and efficient manner through well maintained ecosystems, adequately regulated inshore fisheries, successful off-shore fisheries and accelerated aquaculture growth.

3.2. Policy Mission

The Ministry in charge of fisheries is to promote sustainable fisheries and aquaculture including in the post-harvest sector through research, technical support, extension services, regulations, institutional building for co-management and stakeholder's participation, provision of statistics and information, control and surveillance services (MCS), promotion of investments and development of cooperation.

3.3. Policy Objectives

The objectives of the Fisheries Policy are in line with the objectives pursued by the Fisheries Governance Strategy and the overarching objectives stated in the Vision 2020 and MKUZAI. These objectives are as follows:

- (i) Ensure the sustainability of fishery resources and contribute to preserving the integrity and biodiversity of the habitats supporting fisheries which will *inter alia* contribute to sustaining the development of tourism and related activities;
- (ii) Enhance the social and economic performance of the fishery sector through improving the management of inshore fisheries, creating a conducive environment for the development of artisanal fisheries targeting moderately exploited species further off-shore in deeper waters, and accelerating aquaculture development; and
- (iii) Increase fish supply and improve quality of fish and fish products in line with the food security requirements of the population of Zanzibar and compliant to international standards.

3.4. Guiding Principles of the Fisheries Policy

The following national development priorities and general principles inform and guide the Fisheries Policy:

- **Sustainability.** The Fisheries Policy seeks to prevent the overexploitation of resources and potential detrimental social, economic and environmental impacts, whilst recognizing the difficulties associated with reaching the Maximum Sustainable Yield (MSY) level in multi-species and multi-gear artisanal fisheries, and hence the need to accept sustainable overfishing of certain fisheries. In cases of uncertainty, a precautionary principle is however applied and action is taken to reduce the risk of serious harm to fish stocks, habitats and the environment in general.
- **Conservation.** The Fisheries Policy seeks to promote the development of Marine Conservation Areas (MCAs) to ensure appropriate use of fisheries resources to preserve the integrity of sensitive coastal ecosystems and conserve marine biodiversity as well as to contribute to management efforts for inshore fisheries. The Policy will also contribute to national efforts promoting Integrated Coastal Zone Management (ICZM) and preventing pollution of marine and coastal ecosystems.
- **Research.** The Fisheries Policy seeks to ensure that demand-driven scientific research is the basis to drive development and management of the fishery and aquaculture sectors.
- **Equity.** Equity guides Government action in general and in relation to the specificities of the fishery sector. Intergenerational equity is sought through resource management and environmental protection. The ‘user pays’ principle is applied whereby users of common property natural resources such as fishery resources pay access fees and contribute towards the cost of managing fisheries for the benefit of future generations.
- **Poverty reduction.** Poverty reduction in fisheries should be closely linked to the improvement of fisheries management and related control of fishing capacity and effort in the inshore waters, and to the sustainable development of fisheries further off-shore in deeper waters. Consideration is also given to activities aimed at promoting pro-poor growth in fishing and related activities.
- **Gender equity.** The active participation and respective role of men, women and youth in the fishery sector is recognized and accounted for.
- **Decentralization.** In line with current practice, local governments and community-based organisations such as Village Fishing Committees (VFCs) play a key role in participating in fisheries management and development initiatives.

- **Participation.** Stakeholders should be closely involved in decision-making for sound development and management of fisheries and aquaculture. Public-private partnership arrangements should be encouraged for the delivery of fisheries management and development services.
- **Education.** The Fisheries Policy will place particular attention on education, awareness-raising and training of private and community-based institutions to promote the emergence of better educated and more formalized economic actors in fishing and related activities.
- **Value for money in fisheries management.** In a context of budgetary and human resources constraints, the Fisheries Policy will focus on actions deemed as priorities to ensure sound fisheries development and management. The application of the Priority measures for Strong Enforcement (PSE) approach in fisheries monitoring, control and surveillance will be given particular attention. The PSE approach consists of focusing MCS and enforcement efforts on a limited number of regulations considered as priority, based on ecological, social, economic and institutional considerations with an objective of 100% compliance. Efficiency of public action will also be addressed through prioritization of particular fisheries that should be subject to management initiatives as well as through promoting co-management arrangements with stakeholders to ensure the delivery of key fisheries management services.
- **Transparency and accountability.** These general good-governance principles should also guide public action so as to improve decision-making in fisheries development and management and to create a conducive environment for increased dialogue and partnership arrangements between the Fisheries Administration and public (e.g. Environment, Forestry, Water, and Academic Research), private and community-based institutions, and improved voluntary compliance with fishing regulations.

CHAPTER FOUR: FISHERIES POLICY STATEMENTS AND STRATEGIES

4.1. Key Elements of the Fisheries Governance Framework

The essence of State involvement in the management of the fishery sector is to ensure the optimization of economic and social benefits that can be derived from fishing and related activities, to the benefit of all, as well as to preserve the renewal capacity of fishery resources and the ecosystems that support them. To this end, there is a need for the Government to establish an adequate system of governance composed of a governance framework that is consistent and incorporates principles of good governance related to the way public action is conducted.

A governance framework can be defined as the set of policies, institutions, laws, regulations and services that influences exploitation, value addition and management of fisheries. To be consistent, a governance framework must take into consideration the particular needs for the effective management of the fishery resources, the international commitments and obligations of the country with regard to responsible fishing and conservation of marine resources, but it should also reflect the policy objectives of the country and the objectives assigned to the fishery sector.

Issue

There is some inconsistency and inefficiency with regards to certain elements of the fisheries governance framework which explains that, despite an apparent steady increase in fish

production, the current status of fishery resources in inshore waters and the performance of the fishery sector are not adequate for the achievement of the overall objectives stated by the Vision 2020 and MKUZAI.

Objective

To improve the fisheries governance framework for sustainable and responsible development and management of the fisheries sector in Zanzibar.

Policy Statement

The Government will strengthen key elements of the fisheries governance framework for sustainable and adequate development and management of the fishery sector, in line with Vision 2020 and MKUZAI.

Implementation Strategies

- (i) Promote the adoption of subsidiary legislation of the Fisheries Act of 2010, with particular reference to the adoption of Marine Conservation Regulations for improved governance of MCAs and the adoption of a new set of fishing regulations.
- (ii) Promote capacity-building of community-based and private fisheries and aquaculture institutions, including training activities, development of self-financing mechanisms for community-based institutions (Village Fishing Committees – VFCs and Village Seaweed Farming Committees - VSFCs), promotion of consultation mechanisms between community-based institutions sharing the same fisheries management area, and supporting the setting-up of national associations for fishers and related actors.
- (iii) Strengthen national fisheries cooperation through formalizing and consolidating technical and scientific cooperation between Zanzibar, mainland Tanzania and Union fishery institutions such as the Deep Sea Fishing Authority (DSFA) and Fisheries Research institutions on fishery issues of common interest, and establishing a ‘bilateral’ consultative fisheries commission between Zanzibar and mainland Tanzania to support the joint management of shared fisheries as well as the harmonization of fishing regulations in respective territorial and internal waters.
- (iv) Strengthen international and regional cooperation through promoting further involvement of Zanzibar fishery institutions in the existing mechanisms for international and regional fisheries cooperation, with reference in particular to scientific meetings held under the umbrella of the Indian Ocean Tuna Commission (IOTC) and South West Indian Ocean Fisheries Commission (SWIOFC).
- (v) Consider amending the Fisheries Act of 2010 so as to improve the fisheries governance system in Zanzibar, whilst placing particular attention on possible provisions aimed at: establishing a national consultative body with representatives from public and private institutions that are directly or indirectly concerned with fisheries and aquaculture management; obliging the Ministry in charge of fisheries to manage and publish a fisheries information system; further improving consultation with Village Fishing and Aquaculture Committees; promoting public-private partnerships (PPPs) for the delivery of key fisheries management services and; improving the functioning of the existing Fisheries Development and Management Fund.

4.2. Key Services for Fisheries Management

Key services for fisheries management include provision of reliable and relevant data and information on fisheries in due time, ensuring compliance of fishers and related actors with regulations (MCS), and providing scientific information on the status of fishery resources and their ecosystems, and on the main fishery dynamics based on bio-ecological, social and economic considerations, to support decision-making.

Issue

There are some inadequacies among key services for effective fisheries management. The current statistical system is constrained by several weaknesses in relation to data collection, such as limited details on catch and effort, and analytical procedures and reporting systems, and it cannot satisfactorily support decision-making for fisheries management. Zanzibar has made significant progress over the last decade for the delivery of satisfactory fisheries MCS, particularly in MCAs. The current system is however hardly sustainable in the absence of projects and it needs some improvements for better efficiency. The current research system, which involves several academic and non-governmental institutions or initiatives and a Research Unit within the Ministry in charge of fisheries, is far from being able to fulfil all required missions and services to support decision-making.

Objective

To improve the delivery of key services for fisheries management including statistics, MCS, research and information systems for sound development and management of the fishery sector in Zanzibar.

Policy Statement

The Government will strengthen key services for fisheries management including statistics, MCS, research and information systems for sustainable and adequate development and management of the fisheries sector, in line with Vision 2020 and MKUZAIL.

Implementation Strategies

- (i) Improve the existing statistical and reporting system on fisheries and ensure the publication of annual statistical reports on the sector.
- (ii) Continue consolidating the current MCS system through promoting possible institutional reform within the Fisheries Administration so as to increase autonomy and efficiency of MCS structure, increasing human, financial and logistical means, developing collaborative mechanisms with the Navy (KMKM), DSFA, the Police, the Judiciary system, as well as with other institutions such as Zanzibar Revenue Board (ZRB), Tanzania Revenue Authority (TRA), Customs, Environment and Tourism, improving planning of operations, developing internal communication within the Fisheries Administration, developing an MCS intelligence information system, and promoting participation of fishers in surveillance whilst focussing on MCAs and on priority regulations outside MCAs in line with the PSE approach.
- (iii) Improve the current fisheries research system by enhancing the human and financial capacities of the Research Unit of the Ministry in charge of fisheries, recruiting a Coordinator with a background in fisheries science to facilitate and coordinate the work of the Technical Research Committee on fisheries matters, formalizing collaboration for data sharing and processing between the Research Unit and the Fisheries Administration, identifying and implementing a basic and advanced research training plan for researchers, identifying a list of priority

research needs and developing a coordinated fisheries research plan involving both public and private institutions, organizing a Scientific Working Group on fisheries in Zanzibar every 4 to 5 years, and developing scientific communications.

- (iv) Further elaborate on existing systems with a view to establishing an adequate Fisheries Information System (FIS) composed of several modules including the following: Fisheries management framework, Status of the fishery sector, and Performance of the fishery sector with regards to the objectives of Zanzibar social and economic development, and ecosystem preservation.

4.3. Formalization and Professionalization of Fishing and Related Activities

Fisheries in Zanzibar are essentially small-scale and artisanal, and most fishers and related actors lack an educational background and operate informally. The formalization and professionalization of fishers and related actors should be considered as an essential condition towards effective fisheries (co-)management.

Issue

The legal provisions require the registration of fishing crafts, the licencing of fishing craft and the licencing of fishers and related actors. However, in spite of the existence of legal provisions and the relatively low fee for licences, most fishing and related activities are carried out on an informal basis. Establishing effective minimal conditions for access to fishery resources would represent a major step forward for improved fisheries governance and management in Zanzibar, including minimal regulation of fishing capacity and related overcapitalization in the sector. Other legal provisions do encourage professionalization of fishers and related actors such as through the establishment of fish landing sites by the Fisheries Administration in consultation with other relevant Government Institutions. The process of establishing formal landing sites has yet to be finalized.

Objective

To encourage the formalization and professionalization of fishing and related activities with a view to establishing essential conditions towards effective control of fishing capacity and effort, and to create a conducive environment for improved dialogue between the Fisheries Administration and fishers and related actors in Zanzibar.

Policy Statement

The Government will promote the formalization of fishing and related activities through establishing minimal conditions of access to fishers and related actors and finalizing the establishment of formal fish landing sites.

Implementation Strategies

- (i) Establish minimal conditions of access to fisheries by finalizing the process of registration and licencing for all fishing craft and fishing operators, in close collaboration with the Zanzibar Maritime Authority (ZMA), District Fisheries Officers (DFOs) and other enforcement agencies, as well as with fishers through VFCs.
- (ii) Finalize the process of gazetting all fish landing sites on the coast of Zanzibar.
- (iii) Upgrade the level of professionalization and ‘modernization’ of fishers in terms of their educational background and technical and managerial skills, including through developing an educational centre.

- (iv) Promote awareness-raising of fishing communities in fisheries management, including regulations.

4.4. Management of Inshore Fisheries

Artisanal inshore fisheries in Zanzibar are under an open access regime. Every citizen has the right to fish provided that minimum conditions are fulfilled such as licencing. It is to be noted also that the licence fee is relatively low which does not really constitute an obstacle for the entry of new fishers. Besides the poor level of compliance of fishers with regard to licensing, the open access regime is believed to have contributed significantly to the general trend of increased fishing capacity in inshore waters and the likely depletion of many coral reef fish species. Existing regulations, if properly enforced, would significantly improve the situation in terms of mitigating the risk of a fish stock collapse and environmental degradation. These regulations include the prohibition of damaging fishing techniques and methods and various mesh size limitations. However, due to weak MCS and enforcement mechanisms, the occurrence of illegal fishing is high. The Fisheries Administration has encouraged some forms of participation in fisheries management through the establishment of VFCs. The efficiency and sustainability of such mechanisms has yet attained. Some forms of traditional management practices can also be observed which include closed season and closed areas at a local level. Due to weaknesses associated with conventional management, the Fisheries Administration has encouraged the development of Marine Protected Areas (MCAs) in sensitive areas, where co-management and compliance with regulations have proved to be more effective than outside MCAs.

Issue

The current management system is not sufficient to control fishing capacity and effort in inshore waters, and to ensure satisfactory compliance with fishing regulations, to the detriment of the sustainability of resources and well-being of fishers and related actors. Existing management tools have not been effective and there is a need to promote the introduction of complementary tools. Inshore fisheries are also dependent on the quality of the environment and there is a need to better contribute to national efforts and initiatives aimed at preserving the integrity of coastal ecosystems.

Objective

To improve the management of inshore fisheries whilst considering the need to control interactions between fisheries resources and their exploitation more effectively, as well as to contribute to the preservation and integrity of coastal ecosystems in a more effective manner.

Policy Statement

The Government will improve the management of inshore fisheries through improving the management of existing MCAs, promoting a new approach for stronger enforcement of regulations through PSE (Priority Regulations for Strong Enforcement), promoting Fisheries Management Plans (FMPs) on selected priority fisheries, contributing to sustainable management of coastal ecosystems and gradually up-grading the management system once legal and institutional conditions are met.

Implementation Strategies

- (i) Strengthen the operationalization and improve the management of existing MCAs through adopting MCU regulations to replace the individual MCA Orders and improve the governance of MCAs; strengthening the institutional core and management capability of the MCU in view of the operationalization of the MCAs; implementing General Management Plans (GMPs) with a focus on fisheries

management; ensuring that specific management measures within the MCAs are identified in a participatory manner and are in line with the PSE approach; and awareness-raising of fishing communities and other stakeholders concerned with MCAs (e.g. Tourism, Forestry, Local Government, etc.).

- (ii) Promote PSE approach for inshore fisheries outside MCAs - with emphasis on the banning of dragging fishing methods in coral reef areas, beach seining in sensitive areas, and use of damaging gears and methods - including promoting mapping of fishing areas outside MCAs to identify sensitive areas where beach seining should be effectively banned, awareness-raising and consultation with fishers (both sedentary and migrant) and related actors about PSE, identifying adequate penalties and sanctions for increased deterrence against contravening priority regulations, and translation of these new measures into fishing regulations, informing the planning process of MCS operations, awareness-raising of local government and field administration such as the Police and the Judiciary system about challenges associated with the PSE approach, and developing specific regular information and communication about PSE implementation.
- (iii) Promote FMP processes for selected priority fisheries, whilst distinguishing a first phase focusing on actions aimed at transforming the current governance and management system of the fishery that is subject to an FMP, and a second phase focusing on the implementation (and possible revision) of the finalized FMP.
- (iv) Contribute to the implementation of the National Integrated Coastal Management (ICM) Strategy and Action Plan and support actions aimed at protecting the coastal environment including mangrove, coral reef and sea-grass restoration and protection, proper treatment of sewage, environment law enforcement, and awareness-raising within fishing communities, as well as ensuring that fisheries is adequately taken into consideration in initiatives relating to marine oil and gas exploitation (e.g. environmental impact assessment).
- (v) Contribute to the national system for preventing and mitigation of marine pollution with reference to the Disaster Management Policy of 2011 and the Environmental Policy of 2013.
- (vi) Conduct experiments on the deployment and management of artificial reefs in appropriate areas.
- (vii) Gradually up-grade the management of inshore fisheries with activities aimed at promoting general alignment of fishing capacity and effort with fishery resources in shallow waters, in line with management objectives; making better use of traditional fisheries management practices; extending the MCAs network; and fine-tuning technical management measures inside and outside MCAs whilst continuing to promote PSE approach.

4.5. Artisanal Fisheries Further Off-Shore in Deeper Waters

In spite of the existence of fisheries potential further off-shore in deeper territorial and internal waters of Zanzibar, the bulk of the artisanal fishing fleet continues to operate in inshore waters. This results in losses for the national economy and exacerbates the problem of overcapitalization of inshore fisheries to the detriment of both the sustainability of resources and well-being of fishers and related actors. Several initiatives have been conducted in the recent past to promote the development of fisheries around Fish Aggregating Devices (FADs) targeting tuna and tuna-like species. However, the current technical, economic and

institutional environment does not meet the needs for developing such fisheries in a sustainable manner. Some fishing units do operate further off-shore in deeper waters but they are faced with technological limitations to the detriment of their economic efficiency, sometimes also leading to safety-at-sea problems.

Issue

The deeper territorial and internal waters of Zanzibar still remain underexploited and this is mostly due to the failure of public policies to create an enabling environment for the development of FAD fisheries that would encompass technological, human, financial, institutional and marketing considerations. Experience and lessons learnt from past initiatives can now serve the purpose of identifying sound development strategies for future initiatives. With regards to the efficiency and safety of fishing units currently operating further off-shore in deeper waters, there will also be a need to create an enabling environment so as to facilitate the access of fishers to modernized fishing units (including craft and gears).

Objective

To promote responsible and sustainable development of artisanal fisheries further off-shore in deeper waters with a view to increase the contribution of the fishery sector to economic growth and food security and to facilitate the reduction of fishing capacity in shallow waters for improved fisheries management in coastal zones, in line with Vision 2020 and MKUZAII objectives.

Policy Statement

The Government will play a catalytic role in the gradual development of artisanal fisheries further off-shore in deeper waters through promoting the formulation and the implementation of an Integrated FAD Fisheries Development and Management Programme and through improving efficiency and safety-at-sea of fishing units already operating in deeper waters, in very close consultation with fishers and related actors, including potential investors.

Implementation Strategies

- (i) Promote the preparation and the implementation of an Integrated FAD fisheries development and management programme whilst paying particular attention to technological (fishing and navigation techniques, type and location of FADs, etc.) and value addition (fish preservation on-board, fish storing, processing and marketing) aspects, conducting experimental FAD fishing in very close consultation with fishers, and clearly distinguishing six components in the programme as follows: FAD deployment strategy, Enabling environment for FAD fisheries development (capacity-building of fishers, infrastructure, equipment, credit facilities, MCS, safety-at-sea, etc.), FAD exploitation plan, FAD maintenance and replacement strategy, and FAD fisheries monitoring and evaluation.
- (ii) Improve the efficiency and safety-at-sea of fishing units operating further off-shore in deeper waters through conducting applied research on fishing technology, developing collaboration with credit institutions, and providing adequate extension services (advertising, technical advice, training, etc.).
- (iii) Promote the development of fishers associations to facilitate access of fishers to institutional credit for the modernization of fishing units.

4.6. Off-Shore Industrial Fisheries

Industrial fisheries targeting tuna and tuna-like species are currently operating in the Exclusive Economic Zone (EEZ) of Tanzania. These fisheries are exclusively made up of foreign vessels operating in the South West Indian Region which land their catch in neighbouring countries, leading to economic losses for Tanzania.

Issue

There is little economic return for Zanzibar from industrial fisheries operating in the Tanzania EEZ and there is a need to promote industrial fisheries that are more integrated into the Zanzibar economy, possibly through facilitating the inclusion of Zanzibari fishers in crew, and promoting joint-ventures.

Objective

To promote better integration of industrial fisheries targeting tuna and tuna-like species in Tanzania EEZ into the Zanzibar economy.

Policy Statement

The Government will promote better integration of industrial fisheries targeting tuna and tuna-like species in Tanzania EEZ into the Zanzibar economy, including through examining all possibilities that could provide incentives for potential local investors.

Implementation Strategies

- (i) Promote the training of local fishers to facilitate their inclusion as crew member in industrial fishing fleets operating in Tanzania's EEZ, in accordance with international rules.
- (ii) Promote a Zanzibar industrial fishing fleet operating off-shore in collaboration with appropriate authorities and in consultation with potential Zanzibari investors.
- (iii) Contribute to adequate MCS of industrial fisheries through continued close collaboration with the DSFA.

4.7. Social Issues in the Fisheries Sector

Issue

Fishing communities, in particular those living in fishing camps, have difficulties in accessing public services such as education and health as well as in adequately addressing issues around conflict resolution. This situation contradicts the overarching objectives stated in Vision 2020 and MKUZAIL. Moreover, the vulnerable situation of some fishing communities is believed to hamper the overall processes of professionalization of fishers and related actors and of fisheries (co)-management.

Objective

To improve the livelihood strategies of fishing communities in Zanzibar.

Policy Statement

The Government will strengthen the livelihood strategies of fishing communities with emphasis on youth.

Implementation Strategies

- (i) Promote better integration of fishing communities into social programs and services including primary schools and health (including HIV/AIDS programs).

- (ii) Assist fishing communities in conflict resolution including awareness-raising and development of by-laws.

4.8. Climate Change and Biodiversity

Issue

Overcoming challenges associated with preserving the richness and integrity of coastal and marine ecosystems are essential in Zanzibar. This issue is cross-cutting and is addressed in several policy statements and strategies outlined above, with particular reference to the management of inshore fisheries. However, there is a need to promote specific research and sensitization programmes aimed at consolidating relevant initiatives with an emphasis on climate change and biodiversity.

Objective

To contribute to the preservation of coastal and marine ecosystems in Zanzibar with specific reference to climate change and biodiversity issues.

Policy Statement

The Government will promote specific research and awareness-raising programmes in relation to climate change and biodiversity.

Implementation Strategies

- (i) Conduct specific research in domains relating to climate change and biodiversity of coastal and marine ecosystems.
- (ii) Promote awareness-raising campaigns for fishing communities on specific issues relating to climate change and biodiversity of coastal and marine ecosystems
- (iii) Identify and implement specific strategies for the protection of endangered species including marine mammals, sea turtles and sharks.

4.9. Sustainable Aquaculture Development

Seaweed farming has developed dramatically over the last decade and is nowadays one of the most important income-generating activities for coastal communities, particularly for women. The potential for further development does exist but seaweed farming is faced with marketing problems and consequent low prices received by the farmers. Other mariculture activities include the culture of finfish species such as milkfish (*Chanos chanos*) and mullet (*Mugil sp*). Limited pearl oyster, bivalve and sea cucumber culture takes place while crab fattening is carried out in some coastal areas of the islands. Potential fish species that could be produced include *Caranx spp*. But these mariculture activities are still in their infancy.

Issue

There is significant potential for aquaculture development in Zanzibar. In particular, there is a need to improve value addition for seaweed farming at producer level so as to boost existing production and to create an enabling environment to support development initiatives of private entrepreneurs in other mariculture activities.

Objective

To promote the development of sustainable aquaculture in Zanzibar to contribute to the social and economic development of the coastal population.

Policy Statement

The Government will play a catalytic role in the development of sustainable private sector-led growth in aquaculture in Zanzibar through further developing seaweed farming with a focus on value addition activities, and promoting the formulation and implementation of a Zanzibar Aquaculture Strategic Plan paying particular attention to commercial aquaculture and Public-Private-Partnership in accordance to MKUZAIL.

Implementation Strategies

- (i) Improve value addition in seaweed farming through increasing the capacity of farmers in price negotiation (awareness-raising, training, market information system), promoting the establishment of semi-industrial processing units in Zanzibar in close collaboration with private investors (possibly through promoting financial incentives) and improving formalization and enhanced regulation of seaweed trade activities.
- (ii) Ensure that seaweed farming development is consistent with environmental objectives in coastal zones through the preparation of local coastal management plans for seaweed farming, including zoning measures (e.g. no seaweed zones) in close collaboration with existing Village Seaweed Farming Committees (VSFCs).
- (iii) Promote the preparation and implementation of a Zanzibar Aquaculture Strategic Plan, including identifying potential sites and addressing crucial issues such as the shortages of quality seed, fingerlings and feed for mariculture activities, the lack of technical and managerial skills among small-scale fish farmers, the difficulties in accessing credit, the inadequate legal environment and weak extension services, and the need for ensuring consistency between aquaculture development and coastal environmental preservation and management.
- (iv) Strengthen the capacities of administration in terms of conducting applied research (including in the domains of fish and seaweed diseases and adaption to climate change) and delivering adequate extension including through setting-up a pilot aquaculture centre (hatcheries, labs, ponds, cages, etc.).
- (v) Improve the legal framework so as to create an enabling environment for the development of commercial aquaculture and the protection of the environment.

4.10. Value Addition and Pro-Poor Growth in the Post-Harvest Sector

The post-harvest fishery sector is faced with problems relating to inadequate fish quality, the existence of some physical and economic post-harvest losses and inequity in the sharing of value addition among fishers and related actors. The causes of these problems, which are particularly significant in the case of small pelagics fisheries, are to be found in the lack of infrastructure and equipment, the use of bad practices in fish handling, processing and marketing, poor fish quality control and inadequate market information systems. It should be stressed however, that promoting value addition activities in a context of poorly regulated fisheries would have the effect of exacerbating the existing bio-ecological, social and economic problems associated with the current status of fully or over-exploited fishery resources in shallow waters. Assuming that that such problems relating to inadequately regulated fisheries would have been solved in the medium-to-long term, it can be argued that promoting actions for value addition and enhanced pro-poor growth will gradually become a priority in the medium-to-long term.

Issue

There is need to improve fish quality, increase value addition, ensure better equity in the sharing of value addition among fishers and related actors and reduce physical and economic

post-harvest losses. Some actions aimed at addressing these challenges are relatively well known, but others should be further elaborated through conducting value chain analysis (from fishers to consumers) and other specific economic studies, in close consultation with fishery stakeholders, potential investors, local governments and other indirectly involved public institutions.

Objective

To promote enhanced pro-poor growth in the post-harvest fishery sector including increasing fish supply and value addition and improving the quality of fish and fisheries products in line with food security requirements of the population of Zanzibar, and meeting international standards to support fish trade.

Policy Statement

The Government will promote best practices in the post-harvest sector and create conditions that will allow increased value addition and enhanced pro-poor growth in the fishery sector with emphasis in the short-to-medium term on improving fish quality and reducing post-harvest losses to the benefit of both consumers and economic actors.

Implementation Strategies

- (i) Improve fish quality, including reducing post-harvest economic and physical losses, through improving market infrastructure and facilities (e.g. fish markets, access roads, water supply, energy supply) in support of enhanced fish trade and reduced post-harvest losses; improving the legal framework and institutions for better fish quality control (e.g. guidelines to better regulate fish trade and ensure hygienic conditions, strengthening of MCS capacities at landing sites); strengthening applied research and extension services; awareness-raising of fishers, fish processors and fish marketing operators on improved practices in fish handling, storage and processing; and promoting financial incentives to private investors (e.g. insulated containers, cooling and/or icing facilities).
- (ii) Promote value addition in the mid-to-long term whilst placing particular emphasis on the improvement of market infrastructure and facilities, the development of market information systems, the strengthening of applied research and extension services (e.g. diversification of fishery products and related fish processing methods, improvement of drying methods), awareness-raising among fishers, fish processors and fish marketing operators, the promotion of fish trade fairs and the improvement of fish auction systems.
- (iii) Promote exports of fish and fishery products through carrying out market studies, ensuring access to information and communication to fish traders and conducting applied research.
- (iv) Promote complementary actions for enhanced pro-poor growth in the fishery sector on the basis of the results of the value chain analysis on specific fisheries, in very close consultation with fishing communities.

CHAPTER 5: ENABLING ENVIRONMENT FOR POLICY IMPLEMENTATION

5.1. Empowerment of the Fisheries Administration

It will be essential to ensure that the Fisheries Administration is adequately empowered to support the implementation of the Fisheries Policy.

In this context, particular attention will have to be placed on pursuing recent reforms aimed at improving the efficiency of the Fisheries Administration. This should consist of promoting a minor restructuring of the current organogram so as to clearly distinguish the main functions of the administration as follows: fisheries exploitation, fisheries management (including conservation), aquaculture, post-harvest issues, and MCS.

This should also consist of promoting the following actions:

- Strengthening of the working capacity of the Fisheries Administration at both central and field levels in terms of staffing, equipment and budget;
- Training of staff in fisheries management and related aspects;
- Strengthening of the functional and operational links between the central and decentralized levels of the Fisheries Administration;
- Improved information sharing between different structures;
- Promoting initiatives aimed at better appreciating the role of the fisheries sector in the Zanzibar economy and the need to ensure an adequate level of public expenditure to support the implementation of the Fisheries Policy.

5.2. Priority Actions

The success of the Fisheries Policy will depend on the capacity of the Minister in charge of fisheries to implement actions through mobilizing required inputs. In the current context of human resources and budgetary restrictions, it will be important to be adaptive and opportunistic in the implementation of the Fisheries Policy and to consider the following actions as a matter of priority:

- Improve the governance of existing MCAs - ref. 4.4.(i)
- Establish minimal conditions of access to fisheries, with reference to registration of fishing crafts, licencing of fishing crafts and licencing of fishers and related actors - ref. 4.3 (i)
- Strengthen MCS system whilst applying PSE approach inside and outside MCAs - ref. 4.2 (ii) and 4.4 (ii)
- Support the preparation of an Integrated FAD Fisheries development and management programme - ref. 4.5 (i)
- Urgently initiate the processes of improving the statistical and reporting system and of establishing a more adequate research system - ref. 4.2 (i) and 4.2 (iii)

5.3. Monitoring and Evaluation

The setting-up of a successful Monitoring and Evaluation (M&E) system is essential for satisfactory implementation of the Fisheries Policy.

There will be a need to design an M&E plan including expected outcomes and outputs, activities, indicators, implementing institutions, budgets and time frame for implementation. The M&E plan will have to be designed in relation to the priority actions and time frames highlighted in the Fisheries Governance Strategy. The M&E plan will need to be updated regularly and form a basis for monitoring and evaluation of the implementation of the Fisheries Policy.

5.4. Partnerships

The implementation and the monitoring and evaluation (M&E) of all actions presented above are the responsibility of the Minister in charge of fisheries. The success of the Fisheries Policy will, however, also depend on the capacity of the Fisheries Administration to develop close partnerships with several public, private and community-based institutions.

The following table indicates the main partner institutions that should be closely involved for the implementation of each action (implementation strategy elements).

Policy Statement	Implementation Strategies	Main Partners institutions
4.1. Key Elements of the Fisheries Governance Framework		
	(i) Promote adoption of subsidiary legislation of the Fisheries Act, 2010	Attorney General
	(ii) Promote capacity-building of community-based and private institutions	Local Gvt, Dept of cooperatives, NGOs
	(iii) Strengthen national fisheries cooperation	DSFA, Tanzania mainland Fisheries Administration, Academic Research (IMS, SUZA, ZU), TAFIRI
	(iv) Strengthen international and regional fisheries cooperation	DSFA, Tanzania mainland Fisheries Administration, Academic Research, SWIOFC, IOTC
	(v) Consider amending the Fisheries Act of 2010 for improved fisheries governance	Attorney General
4.2. Key Fisheries Management Services		
	(i) Improve the existing statistical and reporting system on fisheries	Local Gvt; VFCs, OCGS
	(ii) Continue consolidating the current MCS system	DSFA, KMKM (Navy), Tanzania mainland MCS, Police, Dept Public Prosecution (DPP), Attorney General, ZRB, TRA, Customs, Environment and Tourism
	(iii) Improve the current fisheries research system	Academic Research, NGOs, VFCs, TAFIRI, SWIOFC, IOTC, WIOMSA
	(iv) Further elaborate a fisheries information system	OCGS, Planning Commission, Min. Trade, Min. Finance
4.3. Formalization and Professionalization of Fishing and Related Activities		
	(i) Establish minimal conditions of access to fisheries (registration and licensing)	Maritime Authority, Local Govt, VFCs
	(ii) Finalize the process of gazettement fish landing sites all along the coast	Local Gvt, Land Dept, ZECO, ZAWA, Port Authority

	(iii) Up-grade the level of professionalization and ‘modernization’ of fishers	Local Gvt, Min. Education, Medias, Chamber of Commerce, NGOs
	(iv) Promote awareness-raising of fishing communities on fisheries management	Local Gvt, Medias, Attorney General, VFCs, NGOs
4.4. Management of Inshore Fisheries		
	(i) Strengthen the operationalization and improve the management of existing MCAs	Local Gvt, Min. Environment, Min Forestry, Tourism Commission, Attorney General, Police, DPP, Medias, VFCs, Private actors, NGOs
	(ii) Promote PSE approach for inshore fisheries outside MCAs	Local Gvt, Min. Environment, Attorney General, Police, DPP, Medias, VFCs
	(iii) Promote FMPs process on selected priority fisheries	Local Gvt, DSFA, (mainland Tanzania Fisheries Administration), Police, Attorney General, DPP, Medias, VFCs, private actors
	(iv) Contribute to the implementation of ICM and to other actions aimed at protecting coastal environment	Local Gvt, Min. Environment, Min. Forestry, Tourism Commission, ICZM Dept, Academic Research, Private actors, NGOs
	(v) Contribute to national system for preventing and mitigating marine pollution	Maritime Authority, KMKM (Navy), Disaster Management Dept.
	(vi) Conduct experiments on artificial reefs in appropriate areas	Academic Research, VFCs, private actors, NGOs
	(vii) Gradually up-grade the management of inshore fisheries	Academic Research, KMKM (Navy), Police, Attorney General, DPP, VFCs, private actors
4.5. Artisanal Fisheries Further Off-Shore in Deeper Waters		
	(i) Promote Integrated FAD fisheries development programme	DSFA, Academic Research, FETA, Local Gvt, Min. Trade, Chamber of Commerce, Credit institutions, Min. Finance, PBZ, ZIPA, Medias, private actors
	(ii) Improve efficiency and safety-at-sea	Academic Research, Maritime Authority, Credit institutions, Min. Finance, PBZ, ZIPA, private actors
	(iii) Promote development of fishers associations	Dept Cooperatives, NGOs
4.6. Off-Shore Industrial Fisheries		
	(i) Promote the training of local fishers in relation to off-shore industrial fishing	DSFA
	(ii) Promote Zanzibar industrial fishing fleet operating off-shore	Credit institutions, Min. Finance, PBZ, ZIPA, private actors
	(iii) Contribute to adequate MCS of industrial fisheries in EEZ	DSFA, DPP, Attorney General
4.7. Social Issues in the Fisheries Sector		
	(i) Promote better integration of fishing communities in social programs and services	Local Gvt, Min. Health, Min. Education, Medias, VFCs, NGOs
	(ii) Assist fishing communities in conflict resolution	Local Gvt, Medias, Attorney General, VFCs, NGOs
4.8. Climate Change and Biodiversity		

	(i) Conduct specific research	Academic research, Min. Environment, NGOs, VFCs, SVFCs
	(ii) Awareness-raising of fishing communities	Local Gvt, Academic research, Min. Environment, Medias, VFCs, NGOs
	(iii) Promote specific strategies for the protection of endangered species	Local Gvt, Academic research, Min. Environment, NGOs
4.9. Sustainable Aquaculture Development		
	(i) Improve value addition in seaweed farming	Local Gvt, Academic research, ZBS, Min. Trade, Chamber of Commerce, OCGs, private actors, ZASEFA, SVFCs, NGOs
	(ii) Ensure seaweed farming is carried out in an environmentally responsible manner	Local Gvt, Police, Min. Environment, ZASEFA, SVFCs, NGOs
	(iii) Promote a Zanzibar Aquaculture Strategic Plan	Academic Research, Min. Environment, Min Forestry, Min. Trade, Chamber of Commerce, Credit institutions, Min. Finance, PBZ, ZIPA, private actors
	(iv) Strengthen administration capacities in applied research and extension	Academic Research, NGOs
	(v) Improve the legal framework for supporting commercial and responsible aquaculture	Academic research, Attorney General
4.10. Value Addition and Pro-Poor Growth in Post-Harvest Sector		
	(i) Improve fish quality including reducing post-harvest losses	Local Gvt, Academic Research, Min. Health, Min. Trade, Chamber of Commerce, Land Dept, ZAWA, ZECO, Port Authority, ZBS, PBZ, ZIPA, Attorney General, Police, private actors, VFCs, NGOs
	(ii) Promote value addition in the mid-to-long term	Local Gvt, Academic Research, Min. Health, Min. Trade, Chamber of Commerce, Land Dept, ZAWA, ZECO, Port Authority, ZBS, PBZ, ZIPA, Attorney General, Police, OCGS, private actors, CHAZA Cooperative, VFCs, NGOs
	(iii) Promote exports of fish and fishery products	Min. Trade, Chamber of Commerce, ZBS, PBZ, ZIPA, private actors
	(iv) Promote complementary actions for enhanced pro-poor growth	Local Gvt, Academic Research, private actors, VFCs, NGOs