



IUR - SIDS INTEGRATED URBAN RESILIENCE IN SMALL ISLAND DEVELOPING STATES AND COASTAL CITIES

NATIONAL AND CITY 'STATE OF PLAY'
ZANZIBAR CITY, TANZANIA



ABOUT IUR - SIDS

The Integrated Urban Resilience in Small Island Developing States and Coastal Cities (IUR-SIDS) is a Joint global Programme by the United Nations Development Programme (UNDP) and the United Nations Human Settlements Programme (UN-Habitat) processed through a Multi-Partner Trust Fund (MPTF) for urban risk reduction and resilience building action. The Joint global Programme will unfold during a 2023-2025 first phase reaching 10 countries/cities, which will lay the foundation for potential scaling-up and scaling-out of the approach to support more cities and countries in a second phase from 2026 to 2030. The overall goal of the IUR-SIDS programme is that, by 2030, at least 100 small and medium-sized cities are supported to develop risk-informed urban development plans and implement urban resilience building interventions addressing all resilience dimensions viz. physical, environmental and socio-economic -- while strengthening urban governance informed by a systems' thinking to secure resilient development outcomes. Through delivering as One, the two UN agencies will maximize synergies of action, opens opportunities and provide coherent results in SIDS and coastal cities.

About UNDP

UNDP is the leading United Nations organization fighting to end the injustice of poverty, inequality and climate change. Working with our broad network of experts and partners in 170 countries, we help nations to build integrated, lasting solutions for people and planet.

About UN-Habitat

UN-Habitat supports national and local governments, academia, civil society and the private sector, with the implementation of the New Urban Agenda and SDG11, which aims for sustainable cities and communities. We support processes of institutional capacity-building regarding sustainable urbanization and knowledge-transfer between regional counterparts, in particular through key initiatives like National Urban Policies, the City Prosperity Initiatives, Urban Integrated Solutions and others.

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01.

CONTEXT FOR RISK-INFORMED URBAN DEVELOPMENT AND RESILIENCE-BUILDING

I. National / City policies and strategies – Priorities for action (sustainable development, climate action, urban/town planning, DRR, NAPs, etc.)

The Zanzibar Development Vision 2050: The vision is built on four pillars; Pillar I: Economic Transformation; Pillar II: Human Capital and Social Services; Pillar III: Infrastructural Linkages; and Pillar IV: Governance and Resilience. The vision aims to transform the lives of Zanzibaris in a manner that is sustainable, taking advantage of its strategic location and its blue economy.

The Zanzibar Environmental Management Act, 2015 (Act No.3 of 2015) enacted in 2015, is the legal instrument governing environmental matters in Zanzibar. It establishes various organs to manage and protect the environment, such as water resources, biodiversity, and protected areas. Cognizant of the impacts of climate change Zanzibar is experiencing, the Act, under part XIII, establishes special organs for addressing climate change impacts.

The Zanzibar National Climate Change Strategy (NCCS) is a guiding framework document for taking actions on climate change. The strategy envisions creating a resilient and sustainable Zanzibar by 2030. The strategy acknowledges the risks Zanzibar is facing as a result of climate change. The critical concern for the Zanzibar Archipelago is the increase of sea level which would lead to coastal inundation, including in some of the smaller islands. The Archipelago may also suffer from a lack of fresh water as a result of climate change.

The Stone Town Conservation and Development Authority Act 2010 and the 'Conservation and Design Guidelines. Zanzibar, the island of Unguja, commonly referred to as Zanzibar, is a UNESCO Heritage Site. The law and the Guidelines guide how buildings, and the town are to be developed. The developer needs to secure development permits from the authority established by the Act.

The Zanzibar Development Plan (ZADEP) 2021–2026 also known as the Blue Economy for Inclusive Growth and Sustainable Development. The document realigns with the Zanzibar Development Vision 2050. Among other things, ZADEP aspires to build a base for transforming Zanzibar into



Flickr/ Güldem Üstün - Overview of Stone Town, Zanzibar, Tanzania

an upper middle-income country by 2050, foster the development of sustainable production and export capacities, and position Zanzibar as a trade and logistic hub.

II. Administrative / Political structure, electoral cycle and next elections (National government; city nodal authority)

Composed of two main islands, Zanzibar is a semi-autonomous part of the United Republic of Tanzania (the two countries of Tanzania and Zanzibar were united in 1964 to form the United Republic of Tanzania). The archipelago has more than 50 other small and remote islets.

Though it's a part of the United Republic of Tanzania, Zanzibar is a self-governing "country" with its own parliament (House of Representatives), court systems (Judiciary), and government. The Revolutionary Government of Zanzibar is led by the President of Zanzibar who is elected every five years by the Zanzibaris. The Constitution of Zanzibar declares Zanzibar to be a state with its defined territories. The courts in Zanzibar are independent from the courts in mainland Tanzania. The Union Court of Appeal is the supreme court, though, it has no mandate on matters related to: Interpretation of the Constitution of Zanzibar; Matters of Islamic law which begun at the Qadhi's Court; and any other matters mentioned in this Constitution or by any other law.

In Zanzibar, elections are held every five years despite tensions and human rights violations. The last general elections were held in 2020. The politics in Zanzibar are divisive and based on geographical differences and ideologies. Pemba is predominantly led by the opposition, whereas Unguja is dominated by the ruling party, Chama cha Mapinduzi (CCM), which has been in power since the Union was formed. The next elections will be held in 2025.

Like mainland Tanzania, the local government system in Zanzibar is divided into three levels: the regional level, district level, and the village level. There are five regions - two in Pemba and three in Zanzibar (Unguja). The regional commissioners are appointed by the President of Zanzibar in consultation with the Union President. Each district is headed by a District Commissioner who is appointed by the President of Zanzibar.

At the village level, there are several elected officials who are responsible for managing the affairs of their respective villages. These officials are called Sheha and are appointed by regional commissioners.

III. Local competencies and jurisdictions (relevant to interventions; key sectors and stakeholders)

Local governments in Zanzibar are creatures of the Constitution of Zanzibar. Two legal instruments that establish mandates of the local governments in Zanzibar, the District and Town Councils Act 1995. The local governments in Zanzibar are responsible for providing basic services such as health care, education, water supply, sanitation, and waste management. They are also responsible for maintaining law and order within their jurisdictions. These roles include the following:

- a. Formulate, coordinate, and supervise the implementation of plans for economic, commercial, industrial, and social development;
- b. Ensure the collection and proper utilization of revenue generated by the Council;
- c. Make by-laws applicable throughout its area of jurisdiction;
- d. Consider, regulate, and co-ordinate development plans, projects and programs of villages and township councils within its area of jurisdiction.

Other roles include the following:

- a. Establishment and maintenance of recreation grounds;
- b. Actions to promote public health (as required by the Minister);
- c. Construction of drainage works;
- d. Administration of markets.



HF/ Scenes of the Stone Town neighbourhood in Zanzibar City

The key actors are the Municipal, Town and District Councils. There are 1 Municipal Council, 9 District Councils (5 in Unguja and 4 in Pemba) and 3 Town Councils (all in Pemba) currently established in Zanzibar. The Urban Municipal Council is established under the Local Government Act No.7 of 2014.

Key stakeholders include the Stone Town Conservation and Development Authority (STCDA) for management of cultural heritage, and the Zanzibar Water Authority (ZAWA), a state water utility responsible for water supply. The sanitation element has no specific agency that deals with it. It is under different ministries and local authorities.



Flickr/ Olivier Lejade - Zanzibar City

IV. Revenue and financing streams – national budgeting for city level planning, development and implementation, etc.

The sources of revenue for the local authorities in Zanzibar range from revenue grants from central government, loans – with the permission of the Minister, and specific grants from central government, generally earmarked for salaries. The local authorities' own revenue is collected through registration of taxi cabs, auctioneers fees, fees from rent and use of council property and property tax.

The national budget for Zanzibar for the financial year 2022/2023 is approximately TZS 2.5 trillion. It aims to fund 13 crucial areas, energy, investment, infrastructure, education, access to clean and safe water and the blue economy. The amount is an increase of over TZS 700 billion compared to the Sh1.8 trillion that was spent during the 2021/22 financial year. The infrastructure, education, access to clean and safe water sector normally are taken care of by the local governments with funds from the central government.

V. Regional and international partners' engagement and investments – development investments by IFIs, regional or other entities, etc.

As Zanzibar is part of the Union, its engagement with international organizations and partners is through the Union Government, and its own foreign affairs, access to funds, loans and international relations are limited.

The investment portfolio of Zanzibar is taken care by the Zanzibar Investment Promotion Authority (ZIPA). Being the creature of the Zanzibar Investment Promotion and Protection Authority Act No. 14 of 2018, ZIPA is responsible for the promotion and facilitation of investment in Zanzibar. The blue economy is one of the most promoted sectors, followed by the extractive sector, mainly oil and gas. The blue economy involves the utilization of maritime and marine resources.



UNWomen/ Phil Kabuje - Cultivating sea moss in Zanzibar

Under ZADEP, the Government of Zanzibar is committed to creating a conducive environment for foreign direct investments (FDIs) to transform the country into a middle income country by 2030, addressing climate change impacts, and creating reliable human resources. In boosting FDIs, Zanzibar is committed to promoting the private sector engagement in its economy whereby public-private partnership is encouraged.

Japan International Cooperation Agency (JICA) is one of the international organizations which has been working in Zanzibar for years, mainly on water and sanitation (WASH). JICA has been supporting water supply in Zanzibar. The technical cooperation project for enhancement of water supply management of Zanzibar Water Authority Phase I & II is an example of a flagship project which Zanzibar has benefited from JICA.

The World Bank through the Boosting Inclusive Growth for Zanzibar: Integrated Development Project aims to increase access to improved living conditions and service delivery in targeted areas in Zanzibar and to enhance institutional capacity of the government. The project has 4 components:

(1) area-based integrated urban and infrastructure development finances investments in infrastructure and basic services as well as various support programs to improve the livelihoods of local residents in three types of areas in Zanzibar;

(2) strengthening institutions for urban management and encouraging innovation focuses on institutional development and capacity building, including municipal finance, information and communication technology (ICT), urban management, and enhancing the enabling and regulatory environment;

(3) project management, monitoring, and evaluation finances the direct costs of the management and operation of this project, including the cost of maintaining the project management team (PMT) and the engagement of a project management consultancy (PMC), to ensure smooth implementation of all project activities in accordance with the World Bank's policies and guidelines; and

(4) contingent emergency response will have no funding allocation initially and will draw resources from other categories with unallocated expenditure in the case of activation.



HF/ Heavy rainfall in Zanzibar City

UNDP and UNICEF have sub-offices in Zanzibar implementing different projects mainly focused on water-access as well as environmental conservation, good governance, and disaster risk management. Other UN agencies, such as UNESCO, have been working in Zanzibar to protect and conserve the Stone Town, a neighbourhood designated as a World Cultural Heritage Site.

Zanzibar is not a member of any trade or regional economic cooperation frameworks such as EAC and SADC, as international and foreign relations matters are Union matters and are handled by the Union Government. In 1992, Zanzibar attempted to join the Organization of Islamic Cooperation (OIC). Its membership was heavily criticized by the Union Government and lasted only for one year, as memberships to the OIC is solely for sovereign states.

There are many NGOs and INGOs that are operating in Zanzibar. The matters relating to registrations and operations of NGOs/INGOs fall outside the Union. The Non-Governmental Organizations Act, 2002 seems to regulate NGOs affairs in mainland Tanzania only. NGOs/INGOs are one of the key actors in the development discourse recognized by both ZADEP and the Zanzibar Vision 2050. IUCN, D-Tree, WWF, and Nature Conservancy are some of the INGOs/NGOs working in Zanzibar.

VI. Development challenges and gaps

Despite its political tensions during the general elections, Zanzibar is a peaceful and stable “developing country.” According to the World Bank Poverty Assessment for Zanzibar, Zanzibar recorded impressive economic growth between 2009 and 2019, with real Growth Domestic Product (GDP) per capita growing at an average rate of 3% a year, from \$712 in 2009 to \$950 in 2019, a total increase of 33%. Living conditions also improved, with substantial increase in secondary school enrolment and access to electricity, but only half the increase in GDP per capita translated into increased household consumption and better welfare. Despite this impressive growth over the last decade, inequality has been increasing. Inequality is experienced between the two major islands: Pemba and Unguja, and between rural and urban communities. Unguja is highly developed. On the other hand, Pemba is less advantaged.

Zanzibar’s economy is dominated by the services sector, led by tourism activities. Tourism contributes an estimated 27% of its GDP and about 80% of its foreign exchange earnings. The tourism sector is prone to world shocks and risks. During the COVID-19 pandemic, the sector was heavily affected.

The key development challenges facing Zanzibar include good governance/rule of law and corruption (political tension, especially during the general elections, weak institutional capacities, etc.), climate change, depletion of natural resources, dependency on tourism, poor access to clean drinking water and sanitation, increased economic inequality (including gender inequality), and continued growth of unplanned settlements.



FlickrR/ Sam Sherratt - Zanzibar 2021

GLOBAL ENGAGEMENT 02.

I. Global policy frameworks and positioning

Zanzibar is not a sovereign state. Its participation in the global policy framework is through the Union Government. In other words, its representation is done via the Union Government. In May 2012, however, Zanzibar lodged a membership application with the Indian Ocean Commission (IOC). The IOC promotes the sustainable development of islands in the Indian Ocean. Its current members are Comoros, Madagascar, Mauritius, Reunion, and Seychelles. Zanzibar claims to be more vulnerable to climate change than mainland Tanzania. So far Zanzibar has not received a positive answer to its application.

In May 2010, Tanzania made a statement on SIDS Day: review of the implementation of the Mauritius Strategy during the 18th session of the Commission on Sustainable Development.

Zanzibar is also represented by the Union Government in the global climate change agreements. Under the Paris Agreement, a legally binding international treaty on climate change, whereby 193 States have joined up to date, Zanzibar is engaged through the Union Government. Tanzania, as a member, is thus required to take actions under this agreement, and through the Union will strive to reduce greenhouse gas emissions to reach the goals of the Paris Agreement. The Union has prepared two Nationally Determined Contribution (NDC) documents: one for Zanzibar and the other for mainland Tanzania. In its NDCs both countries communicated actions they will take to build resilience to adapt to the impacts of climate change.

II. Agenda 2030

VNR: Voluntary National Review 2019, Empowering People and Ensuring Inclusiveness and Equality.

NDC: Intended Nationally Determined Contribution (INDC) released in 2015; Nationally Determined Contribution released in 2021.

NAP: the development of a National Adaptation Plan (NAP) is supported by GIZ on behalf of German Federal Ministry for Economic Cooperation and Development (BMZ) and co-funded by USAID.

NUA national report: Report of the implementation of New Urban Agenda (NUA) released in 2022.

MTR SF: The Voluntary National Report of the United Republic of Tanzania for the Midterm Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 (MTR SF) was released in 2022.



UNDP/ Tanzania - Members of a youth peace club

Not being a sovereign state, Zanzibar does participate in different global initiatives as part of the Union. UNCTAD trained Zanzibar and Mainland Tanzania (Union) on measuring and evaluation of UN Agenda 2030 for Sustainable Development to Tanzania and Zanzibar, June 29 - July 6, 2017.

Zanzibar participates into VNR as part of the Union. VNR in Zanzibar is coordinate by the Zanzibar Planning Commission (ZPC). For example, the VNR 2019 version for Zanzibar was prepared by ZPC. NDC is also prepared as part of the Union (two systems one country). NUA implementation report for Tanzania covers both countries (Zanzibar and Tanzania Mainland). The chapter covering Zanzibar is separately explained (two systems).

III. National / local engagement (networks, MCR2030, inter-regional forums, etc.)

Zanzibar participates in different international platforms and inter-regional forums through the Union Government, such as the African Union (AU) and the Southern African Development Community (SADC). However, its participation is restricted due to the nature of the Union. The island applied to be a member of the Indian Ocean Commission (IOC) and intended to join the Organisation of Islamic Cooperation (OIC).



Flickr/ Nina R - Stone Town, Zanzibar

03. ACTIVITIES AND INITIATIVES IN DRR, CC-CCA, RESILIENCE

Through ZADEP, ZV 2050, the Climate Change Strategy, Zanzibar has several initiatives in DRR. The country has a policy and an act of parliament (house of representative) for dealing with disasters and risks in Zanzibar whereby various organs are established.

The Disaster Risk Profile: Zanzibar was developed in 2016 as part of the Southwest Indian Ocean Risk Assessment and Financing Initiative (SWIO RAFI) of the World Bank Group through the Global Facility for Disaster Reduction and Recovery (GFDRR). This analysis seeks to provide a basis for the future implementation of disaster risk financing through the improved understanding of disaster risks. The risk modelling undertaken focused on three perils: tropical cyclones, floods and earthquakes. The profile suggests that on average, Zanzibar experiences nearly US\$2.2 million in combined losses from earthquakes, floods, and tropical cyclones each year. However, a specific event, such as a severe flooding, can produce significantly larger losses.

ADDITIONAL PARTNERS TO CONSIDER FOR ENGAGEMENT

04.

The Zanzibar Climate Change Alliance (ZACCA) is an association of civil society organizations committed to work on climate change in their own programmes as well as through advocacy. ZACCA is an umbrella NGO coordinating more than 38 local NGOs and CBOs in Unguja and Pemba on environment and Climate Change issues in the Zanzibar archipelago.



Canva/ Zanzibar

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GET IN TOUCH

Ronald Jackson

Head, DRR and Recovery
Team (DRT),
Crisis Bureau UNDP
Ronald.jackson@undp.org

Rajeev Issar

Policy Specialist, DRT,
Crisis Bureau UNDP
Rajeev.issar@undp.org

Esteban Leon

Head, City Resilience
Global Programme
UN-Habitat
Esteban.leon@un.org