

THE UNITED REPUBLIC OF TANZANIA



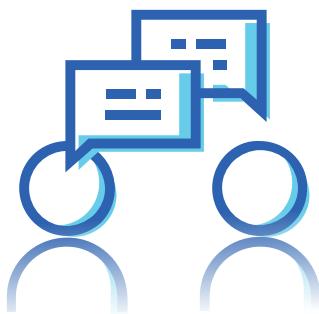
VICE PRESIDENT'S OFFICE

# MARINE SPATIAL PLANNING STAKEHOLDERS ENGAGEMENT STRATEGY





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Supported by:



Federal Ministry  
for the Environment, Nature Conservation,  
Nuclear Safety and Consumer Protection



INTERNATIONAL  
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based on a decision of  
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Published in 2025 by the United Republic of Tanzania, the Vice President's Office  
Department of Environment and The Nature Conservancy, Africa.

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**Citation:**

URT 2025. Marine Spatial Planning Stakeholders Engagement Strategy of the united republic of Tanzania. The Vice President's Office  
No. 1. No. xxx. Pp xii + 59. DODOMA.

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# **FOREWORD**

The marine and coastal ecosystems of the United Republic of Tanzania are among our nation's most valuable assets. They are the bedrock of our Blue Economy, supporting the livelihoods of millions, driving economic growth in sectors from fisheries to tourism, and safeguarding our rich natural heritage. As we pursue our national development goals, articulated in the Tanzania Development Vision 2050 and the Zanzibar Development Vision 2050, the sustainable management of our ocean space is not merely an option, but a national imperative.

Marine Spatial Planning (MSP) represents a transformative opportunity to manage our marine resources in an integrated, forward-looking, and sustainable manner. It provides a framework to balance the diverse and often competing demands on our ocean, ensuring that we can harness its economic potential while preserving its ecological integrity for generations to come. However, the success of this ambitious undertaking rests entirely on a foundation of genuine partnership and collaboration.

The Government of the United Republic of Tanzania is steadfast in its commitment to a planning process that is inclusive, transparent, and participatory. We recognize that the most effective and enduring solutions are those that are co-created with the people they affect. It is the fishers, the coastal communities, the tourism operators, the shipping industry, and the conservation partners who hold the knowledge, experience, and vested interest essential for crafting a successful Marine Spatial Plan.

It is with great pleasure that I present this Stakeholder Engagement Strategy (SES). This document is more than a report; it is our government's formal commitment to placing stakeholders at the very heart of the MSP process. It provides a clear, structured, and equitable roadmap for ensuring that every voice is heard, every perspective is considered, and every stakeholder has a meaningful opportunity to contribute.

I call upon all our partners—from every government ministry and agency, across the private sector, within our vibrant civil society, and in every coastal community in both Mainland Tanzania and Zanzibar—to embrace this strategy and to participate actively and constructively in the journey ahead. Together, through open dialogue and shared purpose, we will build a prosperous and sustainable Blue Economy for the benefit of all Tanzanians.

Eng. Hamad Yusuf Masauni (MP)  
MINISTER OF STATE  
VICE PRESIDENT'S OFFICE (UNION AND  
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July, 2025

Hon. Shaaban Ali Othman (MP)  
MINISTER  
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AND FISHERIES  
July, 2025

# **ACKNOWLEDGEMENTS**

The development of this National Stakeholder Engagement Strategy is a testament to the power of collaboration and shared commitment to the sustainable management of Tanzania's marine resources.

We extend our deepest gratitude to the Government of the United Republic of Tanzania, particularly the Vice President's Office (VPO), and the Revolutionary Government of Zanzibar's Ministry of Blue Economy and Fisheries (MoBEF), for their leadership, guidance, and unwavering support throughout this process.

This strategy was developed with the generous financial and technical support of The Nature Conservancy (TNC). We also acknowledge the contributions of other development partners who provided valuable resources and expertise. *[Placeholder for other specific donors or partners]*.

The technical rigor of this document was made possible by the invaluable contributions from the members of the Inter-Ministerial Steering Committee (IMSC), the Inter-Ministerial Technical Committee (IMTC), the National Sectoral Technical Committee (NSTC), and the various Technical Working Groups (TWGs). We are grateful for the time, expertise, and constructive feedback provided by the many government officials, scientists, and technical experts who participated in workshops and review sessions.

Crucially, this strategy was shaped by the voices of the stakeholders it is designed to serve. We sincerely thank the representatives from civil society organizations, community-based organizations, the private sector, and the coastal communities across Mainland Tanzania and Zanzibar who participated in consultative meetings and surveys. Your local knowledge and perspectives were essential in grounding this strategy in reality.

Eng. Cyprian Luhemeja  
PERMANENT SECRETARY  
VICE PRESIDENT'S OFFICE  
July, 2025

# EXECUTIVE SUMMARY

This Stakeholder Engagement Strategy (SES) establishes a formal framework to ensure that the Marine Spatial Planning (MSP) process in the United Republic of Tanzania (URT) is inclusive, transparent, equitable, and effective. Recognizing that robust stakeholder participation is fundamental to the legitimacy and long-term success of the MSP, this strategy provides a clear roadmap for engaging all relevant parties at every stage.

The core of the strategy is a tiered approach to stakeholder analysis, categorizing stakeholders into **Strategic Partners**, **Consultative Partners**, and the **Informational Audience**. This allows for tailored engagement mechanisms that match the specific interests, influence, and needs of each group, ensuring that participation is both efficient and meaningful.

Implementation is integrated directly into the MSP governance structure. The Inter-Ministerial Steering Committee (IMSC) provides high-level oversight, while the National Sectoral Technical Committee (NSTC) is responsible for the day-to-day coordination and execution of the engagement activities outlined in a detailed Implementation Action Plan. This plan, which will be finalized following upcoming consultations, is structured around the key phases of the MSP process and is supported by Area/Zonal Planning Teams (APTs) who facilitate on-the-ground engagement.

To ensure accountability and continuous improvement, the SES is underpinned by a comprehensive Monitoring, Evaluation, Learning, and Adaptation (MELA) framework. This framework will track key performance indicators related to inclusivity, effectiveness, and transparency. It is coupled with a formal Grievance Redress Mechanism (GRM) to ensure that any concerns from stakeholders are addressed in a timely and systematic manner.

In essence, this SES provides the principles, structures, and tools necessary to foster a truly participatory MSP process. By placing stakeholders at the center of planning and decision-making, this strategy aims to build broad-based consensus, minimize conflict, and ensure that the resulting Marine Spatial Plan delivers sustainable benefits for Tanzania's environment, economy, and people.

# **ABBREVIATIONS**

- APT – Area/Zones Planning Teams
- BMUs – Beach Management Units
- CSO – Civil Society Organization
- DSFA – Deep Sea Fishing Authority
- IMCC – Inter-Ministerial Steering Committee
- IMTC – Inter-Ministerial Technical Committee
- LGAs – Local Government Authorities
- M&E – Monitoring & Evaluation
- MCAs – Conservation Areas
- MCCN – Mwambao Coastal Community Network
- MCDA – Multi-Criteria Decision Analysis
- MDAs – Ministries, Departments and Agencies
- MoBEF – Ministry of Blue Economy and Fisheries
- MPAs – Marine Protected Areas
- NEMC – National Environmental Management Council
- NGOs – Non-Governmental Organisations
- NSTC – National Sectoral Technical Committee
- RGoZ – Revolutionary Government of Zanzibar
- SDGs – Sustainable Development Goals
- SES – Stakeholder Engagement Strategy
- SFCs – Shehia Fisheries Committees
- TNC – The Nature Conservancy
- TPDC – Tanzania Petroleum Development Corporation
- TV250 – Tanzania Vision 2050
- TWG – Technical Working Groups
- VLCs – Village Liaison Committees
- VPO – Vice President's Office
- WCS – Wildlife Conservation Society
- ZADEP – Zanzibar Development Plan
- ZEMA – Zanzibar Environmental Management Authority

# GLOSSARY

**Agency** – The capacity of individuals or collective actors to change the course of events or the outcome of processes.

**Communication Strategy** – A strategic process that outlines how information will be shared, the goals of the communication, the messages to be shared and target stakeholders.

**Communication tool** – A medium or strategy used to share information, collect feedback, or facilitate dialogue between planners and stakeholders to ensure inclusive, transparent, and effective marine planning.

**Governance structure** – A management structure that defines the roles, responsibilities for decision-making and relationships between the various levels and functionaries of the marine spatial planning (MSP) on matters related to the efficient and smooth functioning of the MSP.

**Grievance redress mechanism** – A formalized way to accept and assess stakeholder feedback on concerns and complaints. It is designed to facilitate an efficient, transparent and process of addressing concerns in a timely manner and is result-oriented.

**Marine Spatial Planning** – A public and participatory process of analyzing and allocating the spatial and temporal distribution of human activities in marine areas. Its primary goal is to achieve ecological, economic, and social objectives that have been specified through a political process.

**Monitoring evaluation, learning and adaptation** – A systematic process for assessing and measuring the progress of a system. It involves regular or periodic collection of data and information on specified indicators to assess the achievements reached of an intervention or a system, to reflect on the process and to change where needed.

**Ocean governance** – The processes, instruments and stakeholder responsibilities in the management of the ocean in the context of MSP processes.

**Ocean zoning** – Partitioning the targeted area in portions to meet ecological, economic and social goals/ and objectives for environmental and economic sustainability.

**Risk analysis** – Identifying, assessing and managing potential threats and opportunities that could impact on the outcome of the MSP process.

**Safeguards** – The policies, procedures, or strategies designed to protect individuals or stakeholders from the social and environmental implications of an intervention. These implications include negative impacts arising, in this case, from the implementation of the MSP process.

**Stakeholder** – Any individual or group, or organization that are or will be affected by the MSP process. These include those organized and non-organized groups or entities that are impacted by the MSP, and have varying capacities and resources to sustain the MSP and its associated strategies.

**Stakeholder engagement strategy** – The active involvement, participation and input from all relevant stakeholders, including representatives from marine-based communities, in the process of identifying suitable zones for various uses. The Stakeholder Engagement Strategy (SES) defines and develops relationships among all stakeholders with varying levels of interest, influence and resources through a range of engagement mechanisms.

# 1 INTRODUCTION

This report summarizes the development of the stakeholder Engagement Strategy (SES) to support the United Republic of Tanzania (URT) Marine Spatial Planning and is organized into nine key sections. It begins with the context, purpose, and objectives of the SES, followed by an examination of the legal and policy framework for stakeholder participation. It then covers stakeholder mapping and analysis and outlines engagement strategies for each phase of the MSP. The roles and responsibilities of key actors are defined, along with communication approaches to ensure transparency. The report also addresses measures to safeguard against negative social impacts, presents the SES implementation plan including budget considerations, and ends with a framework for monitoring and improving engagement activities.

## 1.1 Background

The United Republic of Tanzania (URT) is a union state established in 1964 by two sovereign states: Tanganyika (now mainland Tanzania, including Mafia Island) and the People's Republic of Zanzibar (comprising the islands of Unguja and Pemba and other small islets surrounding them). Within the Union framework, the URT Government is responsible for matters relevant to both mainland Tanzania and Zanzibar, categorized as union matters, which include defense and security, foreign affairs, currency, customs, immigration, taxes, finance, and management of the Exclusive Economic Zone (EEZ). Zanzibar, as a semi-autonomous entity, also has distinct ministries for non-union matters, which include natural resources, oil and gas, the blue economy, forestry, tourism, environment, health, education, water, fisheries, and land. The mainland Tanzania and Zanzibar governments generally collaborate closely on matters with transboundary implications (e.g., oil and gas, maritime transport, blue economy, fisheries, health, and education). For fisheries and environmental matters, each government has a full mandate over the management of its resources in its territorial waters (12 nautical miles from its respective low-water line along its coast) and internal waters.

URT is endowed with a rich marine and coastal environment, which not only has high levels of biodiversity and endemism but, equally important, provides a range of goods and services that contribute to livelihoods and local economies for coastal communities and hence supports national economic development and food security as a whole. The importance of marine and coastal environments for sustainable economic growth and development, socio-economic advancement of coastal communities, and sustainable use and conservation of marine resources is acknowledged in key government development strategies such as the Third National Five-Year Development Plan (FYDP III) 2021/2022–2025/2026, Zanzibar Development Vision 2050 (ZDV2050), Tanzania Vision 2050 (TV2050), Zanzibar Development Plan (ZADEP) 2021-2026, and Chama Cha Mapinduzi (CCM) Election Manifesto (2025-2030). As highlighted in these strategic documents, both the mainland Tanzania and Zanzibar governments acknowledge that the sustainable utilization of coastal and marine resources offers opportunities for diversifying their economies beyond land-based activities, which will not only deliver sustainable and inclusive growth for their populations, but also contribute to achieving the Sustainable Development Goals (SDGs). It is for these reasons that the two governments have adopted the blue economy as a priority for integrated economic transformation. Accordingly, both governments are at different stages of implementing the blue economy. Evidently, both have developed policy and institutional frameworks

to govern efficiently and effectively the blue economy. The successful implementation of the blue economy policy requires several tools, including ecosystem-based management, integrated coastal management, adaptive ocean management, and area-based measures such as Marine Spatial Planning (MSP) and Marine Protected Areas (MPAs) (UNECA, 2016; Winther et al., 2020). Except for the MSP, the other tools, such as ecosystem-based management, integrated coastal management, adaptive management, and MPAs, are either standalone policy instruments (e.g., Integrated Coastal Zone Management Strategy and Marine Parks and Reserves Act), or their principles have been incorporated/mainstreamed into the framework or sectoral policy instruments.

The process of developing and institutionalizing MSP in the country has begun, as reflected by two main processes. First, there is the production of two key documents: the scoping study: the State of MSP, and second, the Guidelines for the Development of MSP. The former provides an overview of the country's marine environment, key stakeholders, existing and potential marine activities, and the necessary legal, institutional, and policy frameworks to support its development and implementation. Among critical insights from the report was the recognition that stakeholder engagement is a cornerstone of successful MSP development and implementation (Recommendation Number 18). The guidelines aim to direct the development and implementation of MSP while ensuring the sustainable utilization of marine and freshwater resources and safeguarding biodiversity, ecosystems, and the well-being of communities. The second critical insight is the piloting of the local MSP in Pemba and Unguja, both located in Zanzibar, as well as in the Mkinga district in Tanga. Both of these processes have demonstrated the critical importance of stakeholder engagement throughout the MSP process, from pre-planning, planning and implementation of the approved MSP to its monitoring and evaluation.

Engaging a wide range of stakeholders ensures that the MSP process is inclusive, transparent, and reflective of the diverse perspectives and needs of stakeholders. Moreover, it fosters effective communication, collaboration, and participation among stakeholders, ensuring that their input, concerns, and perspectives are taken into account in the decision-making processes of MSP development and implementation. However, achieving a meaningful stakeholder engagement requires a tailored Stakeholder Engagement Strategy (SES), to serve as a roadmap for engaging various stakeholders and ultimately leading to more inclusive, sustainable, and successful outcomes of the MSP tool. Recognizing this need, the Government of the URT, through the Vice President's Office (VPO), and the Revolutionary Government of Zanzibar (RGoZ), through its Ministry of Blue Economy and Fisheries (MoBEF), in collaboration with The Nature Conservancy (TNC), have developed the SES to support development and implementation of MSP in both Mainland Tanzania and Zanzibar and the shared waters.

## 1.2 Scope

This section describes the scope of the SES in three dimensions: the geographical and political administration coverage, priority sectors, and temporal scale. URT has adopted the African Union's definition of the Blue Economy, which encompasses economic activities conducted on shores, rivers, banks, lakes, freshwater, watercourses, groundwater, oceans, seas, and the seabed (UNECA, 2023). However, to develop and implement MSP in the URT, both the scoping study and the guidelines recommend that the MSP process begin with the coastal and marine areas. Specifically, these two documents recommended that the geographical scope of the MSP should encompass the coastal and marine areas, from the baseline to the EEZ, which includes internal waters, the territorial sea, and the EEZ, taking into consideration the jurisdictional mandates of mainland Tanzania and Zanzibar as defined by the Territorial Sea and Exclusive Economic Zone Act of 1989 and the Written Laws (Miscellaneous Amendments)

No. 2 Act of 2009, which described the new baseline [Figure 1 (adopt Figure 3.3 from scoping study)]. It is important to note that the method employed for developing this is based on the national level.

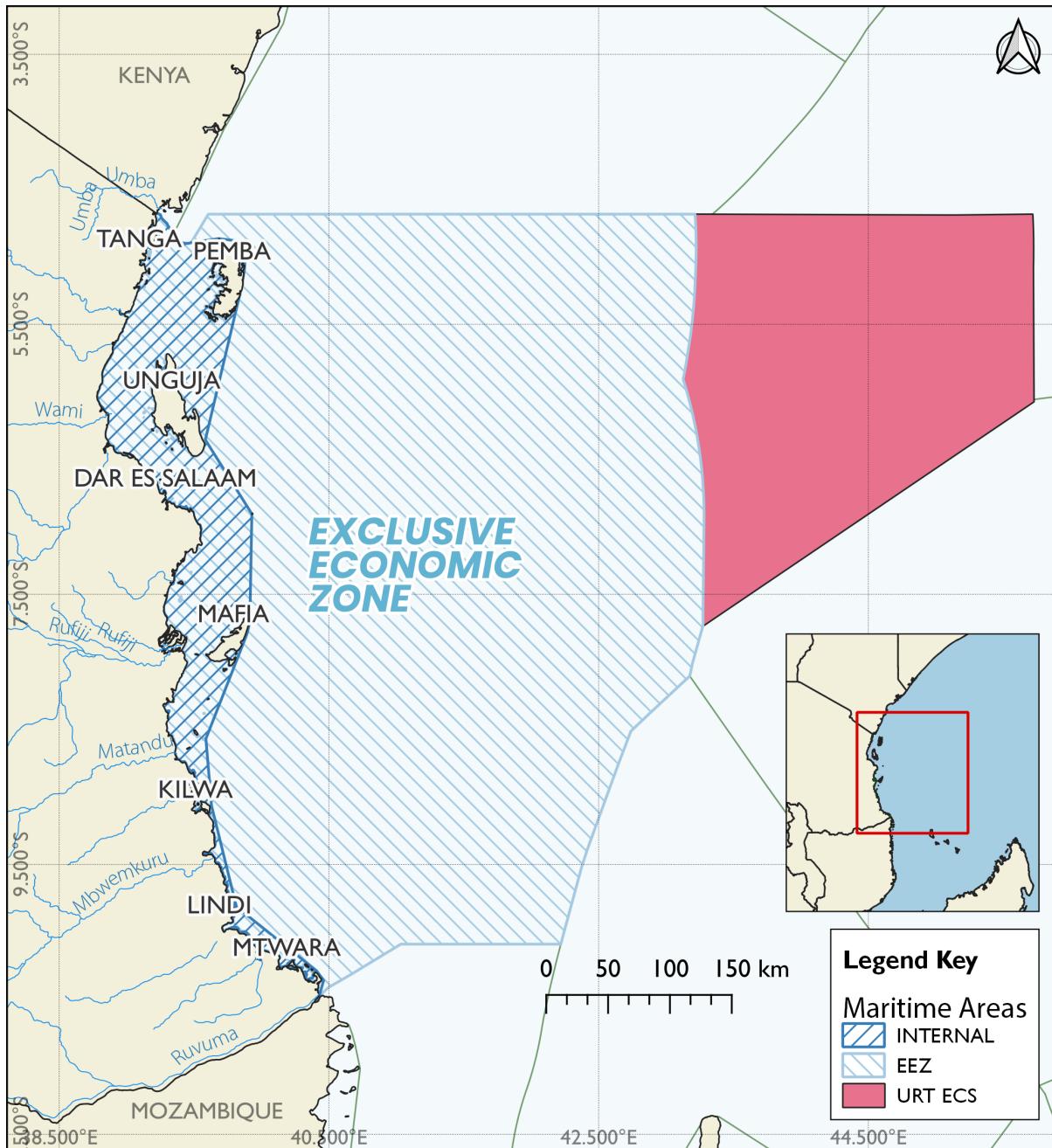


Figure 1.1: Maritime areas of the URT.

In both mainland Tanzania and Zanzibar, fisheries and coastal and marine environmental resources up to the Territorial Seas are managed through collaborative arrangements involving various stakeholders, including coastal communities, Local Government Authorities (LGAs), central government institutions and agencies, non-governmental organisations (NGOs), Civil Society Organization (CSO), and development partners. At the local government level, administratively, due to Zanzibar being an island and having a land area of 2,654 km<sup>2</sup>, the entire island is considered coastal. All eleven districts in Zanzibar are involved in the MSP process namely; Micheweni, Wete, Chakechake and Mkoani in Pemba Island, and Kaskazini A, Kaskazini B, Magharibi A, Mjini, Magharibi B, Kati and Kusini in Unguja Island. For

the mainland Tanzania, the focus will be the administrative coastal districts of Mkinga, Tanga, Muheza, Pangani, Bagamoyo, Kinondoni, Ilala, Temeke, Kigamboni, Mkuranga, Kibiti, Mafia, Kilwa, Lindi and Mtwarra. In mainland Tanzania, the main community-level institutions involved in coastal fisheries and environmental management include Beach Management Units (BMUs) for communities outside MPAs and Village Liaison Committees (VLCs) for communities within MPAs. In Zanzibar, the primary community-level institutions are Shehia Fisheries Committees (SFCs), which operate within and outside Marine Conservation Areas (MCAs). Moreover, NGOs, such as the Wildlife Conservation Society (WCS), the Mwambao Coastal Community Network (MCCN), and the Blue Alliance, play significant roles in supporting fisheries and environmental management, including providing financial and technical support.

Regarding the sector scope, Zanzibar, through its Blue Economy Policy, has identified five key priority sectors for Blue Economy development: fisheries and aquaculture, maritime trade and infrastructure, renewable energy and oil, sustainable tourism, and blue economy governance. However, the URT's National Blue Economy Policy focuses on sectors related to the blue economy, which include fisheries, natural resources, tourism, water, irrigation, agriculture, energy, transportation, mining, investment, industry, trade, and environmental conservation. For this Strategy, the URT's approach will be adopted. For operationalizing Blue Economy Policies for both mainland Tanzania and Zanzibar, ten-year implementation plans have been developed and are under implementation. It is therefore also recommended that the SES be implemented over a period of ten years.

## 1.3 Purpose

Engaging the right stakeholders effectively is crucial for ensuring their active participation in the MSP process. This tailored SES provides a structured framework to guide the meaningful and timely involvement of key stakeholders throughout the MSP process in the URT. The purpose of this SES is to guarantee that the appropriate stakeholder groups are engaged at every relevant stage of the MSP process, from initial pre-planning to implementation and monitoring and evaluation. The key stakeholders include government entities: Ministries, Departments, and Agencies (MDAs); development partners; support organisations: NGOs and Civil Society Organization (CSO); knowledge institutions: research and academic institutions; community-led organisations (e.g., BMUs and SFCs); and local communities: those directly impacted by or involved with marine resources. Involving these key stakeholder groups ensures that the developed MSP is more inclusive, balanced, and widely accepted. This approach ensures the MSP reflects a variety of interests, ultimately supporting long-term ocean health and economic viability. Developing this SES involved answering three core questions, driven by the need to understand each stakeholder's agency: their capacity to be active participants in the MSP process: Who should be involved? When should they be involved? How should they be involved?

## 1.4 Objectives

The overall objective of the SES is to ensure inclusive, meaningful, transparent, and effective participation of all relevant stakeholders throughout all stages of the MSP process from pre-planning to implementation and monitoring and evaluation. Through this process of developing and implementing the Strategy, several benefits are expected to be realized, including opportunities for contributing to the MSP process provided, trust and accountability among stakeholders enhanced, joint problem-solving

and consensus-building among stakeholders with differing interests achieved, diverse perspectives to balance environmental, social, cultural, and economic interests incorporated, and support and compliance with MSP outcomes strengthened. The specific objectives of the Strategy are to:

- i) Raise awareness to stakeholders on the MSP process and benefits for their participation;
- ii) Develop an understanding of stakeholders/sectors and their interests, extent and timing for their involvement, and appropriate tools for their engagement;
- iii) Provide opportunities for stakeholders' values, interests, and types of knowledge to be expressed, exchanged, and considered transparently;
- iv) Identify and develop appropriate communication tools for stakeholders according to their position and influence, capacity, needs, and interests; and
- v) Develop a monitoring, evaluation and learning framework for the Strategy.

## 2 POLICY AND LEGAL FRAMEWORK ANALYSIS

With the increasing expansion of economic and livelihood activities in the ocean spaces of many countries, including the URT, competition for space is commonplace, leading to real and potential multiple spatial conflicts among users. MSP not only provides mechanisms for identifying and agreeing on potential synergies and coexistence among users but also, more importantly, resolves potential conflicts related to competition for spaces. To achieve these ambitious goals, an MSP is designed to address multiple objectives (social, economic, and ecological) and reflect as many stakeholders' expectations as possible, as well as opportunities and conflicts that occur in the planning area. The realization of these ambitious goals requires stakeholder engagement in all phases of the MSP process. The scope and extent of stakeholder engagement largely depend on the political or legal requirements for participation and engagement that are provided for. This section outlines some of the key legal and policy frameworks that impose obligations on involving stakeholders in initiatives that directly or indirectly affect them or will affect them in the future. Figure 2.1 shows the hierarchy of the policy and legal frameworks that mandate and guide stakeholder engagement for Marine Spatial Planning in Tanzania.

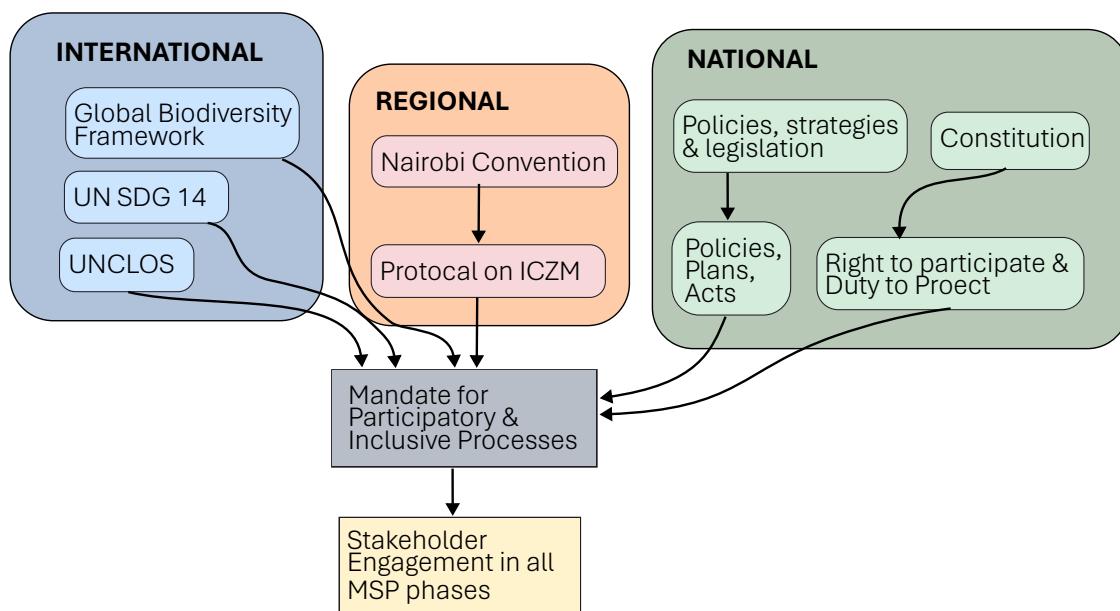


Figure 2.1: Policy and Legal Frameworks for Stakeholder Engagement in MSP

### 2.1 Constitutions

In both the URT's Constitution of 1977 (2005 version) and Zanzibar's one of 1984 (2010 version), there are articles that stipulate the necessity for protecting natural resources and stakeholder involvement in stakeholder engagement processes. Article 27(1) of the URT's and Article 23(2) of Zanzibar's Constitutions state that 'Every person has the duty to protect the natural resources ...' of the URT and Zanzibar, respectively. Regarding stakeholder engagement, two relevant articles are highlighted. First, the URT's Constitution states that 'Every citizen has the right and the freedom to participate fully in the process

leading to the decision on matters affecting him, his well-being or the nation.’ This is affirmed in Article 21(2) of the Zanzibar Constitution. Second, stakeholder engagement is mentioned in the Functions of the Local Government Authorities in Article 146 (1) of the URT’s Constitution, which reads, ‘The purpose of having local government authorities is to transfer authority to the people. Local government authorities shall have the right and power to participate, and to involve the people, in the planning and implementation of development programmes within their respective areas and generally throughout the country.’

## 2.2 National frameworks

Since 2018, URT and RGoZ have recognized the critical contribution that the ocean makes to national development, and the development of the blue economy has been prioritized as part of its broader national framework for economic development. In response, in consultation with relevant stakeholders, key development policies and actions have been developed, including the Tanzania Development Vision 2025, the National Five-Year Development Plan 2021/22–2025/26, the National Blue Economy Policy 2024, the Zanzibar Development Vision 2050, the Zanzibar Development Plan 2021–2026, and the Zanzibar Blue Economy Policy 2022.

Public participation and stakeholder engagement have been emphasized in these key documents, as well as other policy and legal instruments. The Zanzibar Blue Economy Policy and the National Blue Economy Policy have recognized MSP as a vital tool for developing the blue economy. The importance of stakeholder engagement in the Zanzibar Blue Economy Policy is acknowledged in the Guiding Principles and the implementation strategies for various priority interventions. For the interventions of MSP, the policy stresses the importance of conducting comprehensive MSP consultations throughout its planning and implementation stages. For the National Blue Economy Policy, one of its priority theme, ‘Utilization of Marine and Freshwater Resources,’ is one of its implementation strategies whose goal is ‘sustainable utilization of blue economy resources in marine and freshwater,’ call for the government in collaboration with other stakeholders to ‘strengthen planning and utilization of marine and freshwater environment.’

There are several legal instruments with other provisions for public participation and environmental and social impact assessment. The National Land Policy, 1995 (2023 Edition), recognizes beaches, natural coastal beaches from Mtwara to Tanga, small islands, mangrove forests, wetlands, fragile ecosystems, and areas of high biodiversity as sensitive areas. One of the key objectives of the revised policy includes enhancing participatory management of sensitive areas to promote sustainable development. The revised policy calls on the government to ‘put in place a participatory framework to coordinate, manage, develop, and protect sensitive areas.’

The Zanzibar National Land Policy, 2018, under Section 4.5.3 Land Uses, urges the government and other stakeholders to utilize and conserve small islands/islets, conserving the environment, natural resources, and cultural heritage, and facilitating the continued development of tourism zones. The policy also calls for all genders to be given priority in all land matters related to planning, decision-making, and implementation at all governance levels (Section 4.5.5, Article a)(v). The policy also stresses the importance of using appropriate strategies and assessment techniques to determine potential environmental impacts in land use planning initiatives. Together with resource management and allocation, when required (Section 4.5.3 Article c)(iv).

The Zanzibar Environmental Management Act, 2015, and the Environmental Management Act, 2004, are guided by several key principles, including the principle of public participation in the development of policies, plans, and processes for environmental management. They also state that undertaking the social and environmental impact assessments of a proposed project or activity is mandatory.

## 2.3 Regional and international frameworks

Tanzania is a signatory to several regional and international conventions and protocols, which recognize MSP as a key tool for achieving sustainable ocean governance by balancing ecological, economic, and societal objectives in a specific planning area. First and foremost is the United Nations Convention on the Law of the Sea (UNCLOS), which serves as the basis for the MSP, as it establishes principles regarding territorial waters, exclusive economic zones, and the rights and responsibilities of coastal states. It provides a framework for a collaborative approach to ocean governance between neighbouring countries or sharing a water body.

Stakeholder engagement is crucial in the MSP process, as it ensures the development of an effective and inclusive MSP through consultation. Both regional and global agreements are increasingly reflecting this, as shown by the following two examples. First, the Kunming-Montreal Global Biodiversity Framework (GBF) recognizes stakeholder engagement as crucial for achieving its goals and targets, specifically Target 1, which calls for participatory, integrated, and biodiversity-inclusive spatial planning for both land and sea. MSP is widely recognized as a strategic tool for achieving the United Nations Sustainable Development Goal 14 (UN SDG 14). Although MSP is not explicitly mentioned in SDG 14 and its targets, they are closely aligned, as they share similar purposes and objectives. While MSP provides a practical framework for balancing marine conservation, sustainable development, and stakeholder interests, SDG 14 aims to “Conserve and sustainably use the oceans, seas, and marine resources for sustainable development.”

MSP supports the management of multiple marine uses to minimize conflicts and protect marine ecosystems (Target 14.2); the designation and management of MPAs and ensures that the MPAs with other ocean uses (Target 14.5); and the blue economy planning (Target 14.7). In summary, by promoting ecosystem-based management, fostering stakeholder engagement, and allocating marine space effectively, MSP provides a foundation for achieving the full scope of SDG 14.

At the regional level, Tanzania is party to the Nairobi Convention for the Protection, Management and Development of the Marine and Coastal Environment of the East African Region, which in 2023 adopted the Protocol on Integrated Coastal Zone Management of the Western Indian Ocean. The latter provides a framework for promoting regional and national integrated coastal zone management, as well as enhances cooperation for sustainable development in the Western Indian Ocean region. One of the objectives of the Protocol is to encourage the involvement of all stakeholders in planning and implementation (Article 6(e)).

The section highlights the contribution of national policies and related legal instruments to facilitate stakeholder engagement. It also presents the requirements for stakeholder engagement as specified in regional and international agreements, such as the Global Biodiversity Framework (GBF) and the Agenda 2030, as well as at the regional level, for instance, the Protocol on Integrated Coastal Zone Management.

# 3 STAKEHOLDER MAPPING AND ANALYSIS

This chapter addresses the foundational question of the Stakeholder Engagement Strategy: “*Who should be involved in the Marine Spatial Planning process?*”. To ensure a systematic, transparent, and evidence-based approach to identifying and prioritizing actors, a stakeholder analysis was conducted. This chapter details the methodology used for this analysis, presents the key stakeholders identified across various sectors and governance levels, and categorizes them based on their capacity to influence the MSP process. The outcome is a prioritized list of stakeholders, which forms the basis for developing tailored engagement approaches detailed in the subsequent chapters.

## 3.1 Methods and approaches

The stakeholder analysis used Multi-Criteria Decision Analysis (MCDA) framework (Figure 3.1), chosen for its robust, transparent, and data-driven nature. This approach was designed to analyse stakeholders by their scale, mandate, and assets criteria, each with dimensions performance to assess their power and influence on decisions within the MSP process. The detailed methodology, is outlined in Annex B, which provides step-by-step guidance on implementation and interpretation.

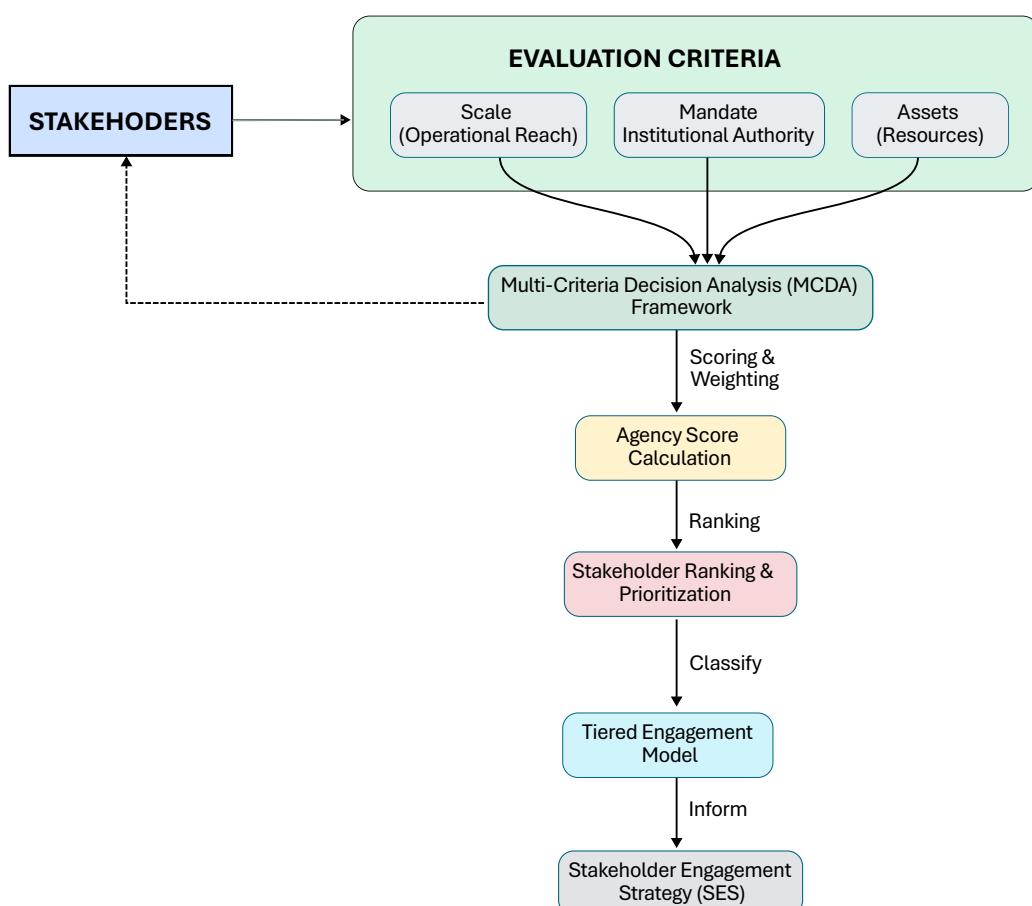


Figure 3.1: Conceptual diagram of MDCA framework for assessing stakeholder scale, mandate and assets for MSP process

This approach was adapted with major modifications from Celliers<sup>1</sup> work. The MCDA framework evaluates each stakeholder against a set of predefined criteria to determine the “Agency” which, in this context, represents a domain (Figure 3.2). This agency represents a stakeholder’s overall capacity, influence, and relevance to the MSP process. The Agency is derived from three dimensions:

- **Scale:** Describes the operational and jurisdictional reach of a stakeholder, including their administrative scope (e.g., Union, Mainland, Zanzibar) and involvement across different MSP phases.
- **Mandate:** Indicates an organization’s institutional authority, including its legal, executive, and legislative powers, as well as its political relevance, moral influence, and enforcement capacity.
- **Asset:** Describes the resources an organization possesses, such as human capacity (skills and knowledge), financial resources, and physical infrastructure available to support MSP objectives.

Each dimension is composed of several specific, measurable indicators, which were scored for all 194 identified stakeholders based on expert consultations, literature reviews, and consultative meetings. The scores of indicators were then normalized and weighted to reflect their relative importance and finally aggregated to produce the final Agency Score for each stakeholder. This score allows for a clear ranking and classification of stakeholders into four tiers — ‘Very High’, ‘High’, ‘Moderate’, and ‘Low’ — which directly informs the tiered engagement model proposed in this strategy. The Agency Score results, combined with expert opinion based on scale, mandate and assert of a stakeholder, informed stakeholder prioritization.

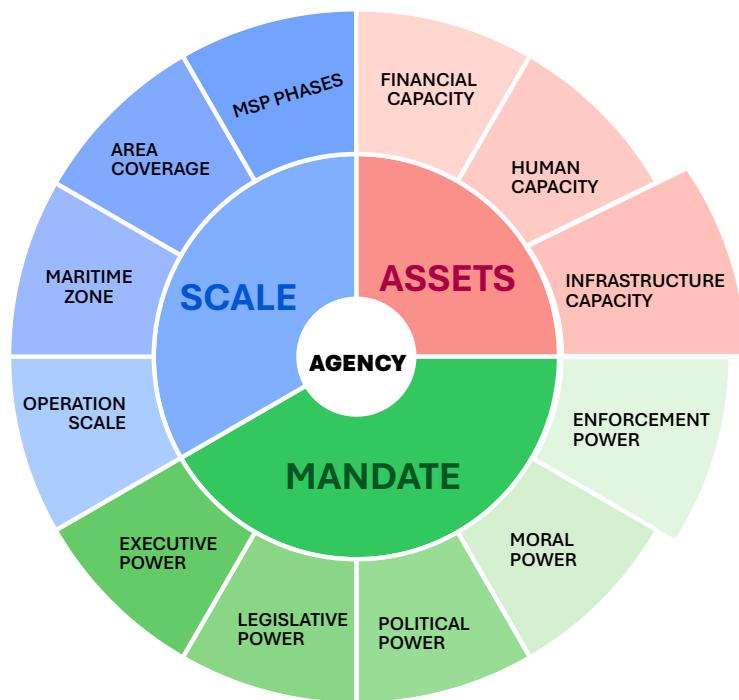


Figure 3.2: Conceptual diagram of the Multi Criteria Decision Analysis Framework for the development of SES

<sup>1</sup>Celliers, L., Rölfer, L., Rivers, N., Rosendo, S., Fernandes, M., Snow, B., & Costa, M. M. (2023). Stratification of stakeholders for participation in the governance of coastal social-ecological systems. *Ambio*, 52(9), 1418-1430.

## **Assumptions**

The MCDA technique employed the following assumptions:

1. The data gathered from various sources accurately and sufficiently provide a meaningful base for comparative analysis.
2. The three core criteria (scale, mandate, and asset) and their underlying dimensions are a comprehensive and appropriate representation of stakeholder agency within the Tanzanian MSP context.
3. The scoring and weighting process, while involving diverse expert judgment (including-policy, social and natural sciences), provide a valid and reliable proxy for a stakeholder's relative importance and influence.
4. Agency of stakeholders is considered at institutions levels.

## **Limitations of the method**

The MCDA technique employed has the following limitations:

1. The analysis represents a snapshot in time. The agency and influence of stakeholders can evolve, requiring periodic review and updates of the analysis.
2. Inter and intra institutional dynamics such as power relation are difficult to capture.
3. Despite the systematic approach, the scoring of certain qualitative dimensions (e.g., political relevance) contains a degree of subjectivity.
4. The availability and accuracy of data vary across different stakeholders, which may influence the precision of individual scores.
5. Diversity of grassroot communities can not have adequate representation at the institutional level analysis.

## **3.2 Key stakeholders identified**

A total of 194 potential stakeholders were identified for the SES process, a dynamic list subject to future updates. These stakeholders were then categorized by type, with government entities constituting nearly half (47.42%) of all stakeholders (Table 3.1). Government entities, which comprise LGAs who reflect fishing community representation. State-owned enterprises follow with 17.53%, reflecting government involvement in marine activities. Private companies represent 11.86%, while CBOs account for 7.22%, and development partners for 6.70%, highlighting community and international support. NGOs and associations represent smaller shares (5.15% and 4.12%, respectively), contributing to a diverse stakeholder landscape.

Table 3.1: Frequency of stakeholders involved in the MSP process, cross-tabulated by thematic area and organizational type.

Thematic Areas	Stakeholder Type								Total
	Association	CBO	Partner <sup>1</sup>	Government	NGO	Private	SOE <sup>2</sup>		
Fisheries	2	4	-	32	-	2	6	46	
Environment	-	1	11	12	10	6	4	44	
Maritime security and trade	-	-	-	9	-	4	10	23	
Others <sup>3</sup>	-	-	-	15	-	-	-	15	

Tourism	-	-	-	8	-	6	1	15
Mariculture	1	7	-	1	-	2	-	11
Oil and gas	1	1	2	1	-	-	5	10
Energy	-	1	-	2	-	3	2	8
Land	-	-	-	8	-	-	-	8
Mining	4	-	-	1	-	-	2	7
Water	-	-	-	2	-	-	2	4
Marine cables and pipelines	-	-	-	1	-	-	1	2
Waste disposal	-	-	-	-	-	-	1	1
Total	8	14	13	92	10	23	34	194

<sup>1</sup>Partner represent Development partner

<sup>2</sup>SOE represent state owned enterprises.

<sup>3</sup>**Others** include institutions deals with research, education, health, water, finance, regional cooperations and international relations, land use and planning - bathymetry, waterfront development

These stakeholders were further distributed across thematic areas (Table 1), which are dominated by Fisheries (46) and Environment (44). While government actors are prominent in both, the ‘Environment’ sector is uniquely characterized by a high concentration of development partners and NGOs, suggesting a highly collaborative field. In contrast, ‘maritime security and trade’ is almost exclusively a state-run domain, dominated by government and state-owned entities. Other sectors show distinct patterns: ‘tourism’ involves a partnership between government and private companies, while ‘mariculture’ is heavily represented by community-based organizations, underscoring the need for tailored engagement strategies for each thematic area.

### 3.3 Stakeholder categorization

Based on the total counts, each stakeholder is classified into one of four agency tiers—Low, Moderate, High, or Very High—to guide the development of SES. The ‘High’ agency class is the largest group with 67 stakeholders (Table 3.2), closely followed by the ‘Very High’ class with 62. Together, these two top tiers represent the majority of actors (129 out of 194). The ‘Moderate’ agency class has 49 stakeholders, while the ‘Low’ agency class has 16 stakeholders, representing the broader community and other actors whose inclusion is vital for ensuring equity and widespread support. ‘Very High’ and ‘High’ agency stakeholders are typically core decision-makers with significant mandates and resources, requiring intensive partnership and collaboration. ‘Moderate’ agency stakeholders are crucial consultative partners who provide technical input, while ‘Low’ agency stakeholders represent the broader community whose involvement is essential for ensuring inclusivity and equity, and although they may not have a comparable legal mandate with the other categories of agency, they have ample strength in moral and political influence.

Table 3.2: Distribution of Stakeholders by Thematic Area and Agency Class.

Thematic Areas	Agency Classes			
	Low	Moderate	High	Very High
Energy	3	1	2	2
Environment	5	12	20	7
Fisheries	3	3	10	30

Land	-	-	2	6
Mariculture	4	6	-	1
Marine cables and pipelines	-	-	1	1
Maritime security and trade	-	8	10	5
Mining	-	4	2	1
Oil and gas	-	4	2	4
Others	-	5	10	-
Tourism	1	5	6	3
Waste disposal	-	1	-	-
Water	-	-	2	2
Total	16	49	67	62

## 3.4 Stakeholder prioritization

The identified stakeholders are grouped into three main engagement tiers—strategic, consultative, and informational—based on their agency classes for strategic prioritization (Figure 3.3).



Figure 3.3: Conceptual framework for stakeholder engagement, mapping stakeholders by Mandate and Assets to define strategic objectives for each engagement tier.

### 3.4.1 Strategic Partners

These stakeholders, drawn from the very high and high agency classes, exert strong influence on the MSP process (Appendix 1). Their high agency scores are primarily driven by a strong mandate and,

in many cases, significant assets. This tier is dominated by central government bodies. Among these stakeholders are the Vice President's Office (VPO), the Ministry of Blue Economy and Fisheries (MoBEF), the Deep Sea Fishing Authority (DSFA), and the Tanzania Petroleum Development Corporation (TPDC). These entities have high scores in indicators like executive powers and legislative powers, giving them the legal authority to create, approve, and enforce the MSP. Their role is not just participatory; it's foundational. They possess the legal and political power to legitimize the entire process. Their significant assets, including financial and human capacity, are essential for driving the MSP process. Strategic partners should be engaged continuously and intensively across all phases of the MSP process.

### **3.4.2 Consultative partners**

These stakeholders, drawn from the moderate agency class, have moderate influence on the MSP process (Appendix ...). This group is crucial for the technical expertise and social acceptance of the MSP process. Their moderate agency scores often stem from a high score in assets (like specialized knowledge, community trust, or infrastructure) or a broad scale of operation, even if their formal mandate is less powerful than that of strategic partners. This tier includes a diverse mix of actors such as research and development institutions (TAFIRI and ZAFIRI), academic institutions [State University of Zanzibar (SUZA) and University of Dar es Salaam (UDSM)], influential NGOs [e.g., The Nature Conservancy (TNC), IUCN, and WWF], development partners, and LGAs. For example, a research institution has high assets in terms of data and expertise, while an NGO might have a broad scale of community outreach. They are the primary source of technical data, sectoral knowledge, and on-the-ground perspectives. Engaging them is vital for validating planning assumptions, ensuring the plan is scientifically sound and practical, and building consensus among different interest groups. Their involvement is targeted at key milestones.

### **3.4.3 Informational Audience**

These stakeholders, drawn from the low-agency class, include the broadest range of actors, however, with different powers of compliance. While their individual agency scores for Mandate and Assets are low, their collective buy-in is essential for the social legitimacy and ultimate success of the MSP process. This group is primarily composed of local communities, BMUs, CSOs, small-scale fishers, seaweed farmers, and other local resource users. Engaging these stakeholders is crucial for inclusivity and equity. The aim is to inform them about the MSP process, collect their invaluable local and traditional knowledge (a unique asset), manage expectations, and provide accessible channels for feedback and reporting grievances. This ensures that their perception and experiences are respected and observed.

This chapter has systematically identified, analyzed, and prioritized the diverse stakeholders crucial to the MSP process. By employing a Multi-Criteria Decision Analysis, we have moved beyond a simple list of actors to a nuanced understanding of their respective roles, influence, and capacities. The resulting three-tiered structure of Strategic Partners, Consultative Partners, and Informational Audience provides a clear and actionable framework. This prioritization is not an end in itself, but a critical foundation. It directly informs the development of tailored engagement strategies, ensuring that the right stakeholders are involved at the right time and in the most effective manner. The subsequent chapters will build upon this analysis to detail the specific engagement plans, methods, and communication tools for each stakeholder tier across the different phases of the MSP process.

## 4 OPPORTUNITIES FOR STAKEHOLDER ENGAGEMENT

Building upon Chapter 3 Stakeholder Analysis and Prioritization, this chapter outlines the opportunities for engaging each stakeholder tier throughout the Marine Spatial Planning (MSP) lifecycle. Where the previous chapter answered “Who should be involved?”, this chapter answers “for each MSP phase, what are the objectives for each tier and what are the opportunities for engagement for each tier in each phase”. The engagement opportunities are tailored to the distinct roles and influence of Strategic Partners, Consultative Partners, and the Informational Audience. They are structured around the key phases of the MSP process—Pre-Planning, Planning, Implementation, and Monitoring & Evaluation—to ensure that engagement is timely, appropriate, and effective. Table 4.1 provides a high-level summary of the engagement strategy for each tier.

The engagement activities are designed to align with the objectives of each phase of the MSP process for interacting with key groups across the four phases of the MSP lifecycle—Pre-planning, Planning, Implementation, and Monitoring & Evaluation across stakeholders tiers to tailor communication and involvement. Strategic Partners are high-level bodies whose primary objective is to provide political support, strategic direction, and resources to legitimize the MSP process. Consultative Partners consist of technical experts and sectoral representatives who contribute data, validate scientific work, and help build consensus. The Informational Audience includes the broader public and local communities, and the objective for this group is to build social acceptance, ensure broad awareness, and gather local knowledge.

The framework details how engagement objectives and opportunities evolve with each MSP phase. In Pre-planning, the focus is on securing approval from Strategic Partners and raising awareness among the Informational Audience. During the Planning phase, engagement intensifies, with Consultative Partners actively participating in technical work and the Informational Audience providing community-level input. In the Implementation phase, Strategic Partners oversee the formal adoption of the plan, while Consultative Partners support its execution. Finally, during Monitoring and Evaluation, all tiers collaborate to review the plan’s performance and guide its adaptation, with Strategic Partners making high-level decisions, Consultative Partners providing data analysis, and the Informational Audience offering on-the-ground feedback.

Table 4.1: Stakeholder Engagement Framework Objectives, and Engagement Opportunities for Strategic, Consultative, and Informational Stakeholders in Marine Spatial Planning (MSP) Process.

Tier	Tier Objective	Opportunity
<b>PRE-PLANNING</b>		
Strategic Partners	Approval to initiate the MSP: Secure political support, provide strategic direction, ensure legal and financial resources, and legitimize the MSP process.	- High-level bilateral meetings - Production and approval of key documents - Resource mobilization efforts

Consultative Partners	Technical Input and Consensus Building: Provide expert knowledge and data and sectoral perspectives; validate technical work; and facilitate the development of consensus among interested parties.	- Inputs to the production of key documents - Meetings to review and validate the documents - Invitation to institutions to be involved
Informational Audience	Social Acceptance and legitimacy: Ensure broad awareness, manage expectations, and build social acceptance and legitimacy.	Awareness materials on the MSP process, why is important and why it is essential to be involved

### PLANNING

Strategic Partners	Overall coordination and incorporation of sectorial interests: Initiate the planning process, partnerships building, endorsement of key planning milestones, formation of key structures and mobilizing financial resources.	- Establishment of Inter-Ministerial structures - Meetings to approve roadmap - Review of draft scenarios - Endorsement of final draft - Internet tools - Resource mobilization
Consultative Partners	Actively engaged in the process and provision of technical and scientific contributions.	- Technical Working Group meetings - Participatory mapping workshops - Feedback on technical reports - Capacity assessments - Internet tools - Resource mobilization
Informational Audience	Gathering local knowledge and ensuring community priorities are reflected in the plan.	- Public awareness events - Consultations - Internet tools

### IMPLEMENTATION

Strategic Partners	Official gazetttement of the MSP and mainstream MSP implementation into ministerial budgets and work plans.	- Official launch - MSP Coordination Authority - Inter-Ministerial structures - Sector plans - Internet tools - Resource mobilization
Consultative Partners	Implement the MSP by mainstreaming it into their budgets and plans.	- Sector-specific plans - TWG participation - Partnerships - Internet tools - Resource mobilization
Informational Audience	Enhance their participation in the implementation of local MSPs.	- Local MSP development - Internet tools - Grievance Redress Mechanism

### MONITORING AND EVALUATION

Strategic Partners	Compile and produce high-level reviews for overall MSP and sector-specific ones and decision-making for plan adaptation.	- Annual M&E reports - Mid-term evaluations
Consultative Partners	Provision of data and information for reviews and providing expert recommendations for plans changes.	- TWG data analysis - Technical workshops - Internet tools

Informational Audience	Gathering on-the-ground feedback and participating in monitoring and evaluation at their levels.	- Community monitoring - Surveys/research - Internet tools
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This section defines the objectives and opportunities for engagement for each of the tiers — Strategic Partners, Consultative Partners, and the Informational Audience — across the key MSP phases: Pre-Planning, Planning, Implementation, and Monitoring and Evaluation. These opportunities have provided the basis for identifying priority activities for Section 6 SES Communication and Chapter 8 Implementation Plan and Resources.

## 5 THE SES GOVERNANCE FRAMEWORK

The URT has not yet explicitly established the MSP governance structure. The current national guidelines on MSP do not direct which governance structure shall be used for MSP. However, the Scoping Study (URT 2023) provides on the governance of the MSP framework. The proposed structure in Figure 5.1 is based on existing administrative bodies with mandates in ocean governance across both Mainland Tanzania and Zanzibar. The structure is designed to enhance coordination between the two jurisdictions, promote inter-sectoral collaboration, organize both policy and technical efforts, foster broad participation, support area-based planning, and ensure meaningful community engagement throughout the MSP process.

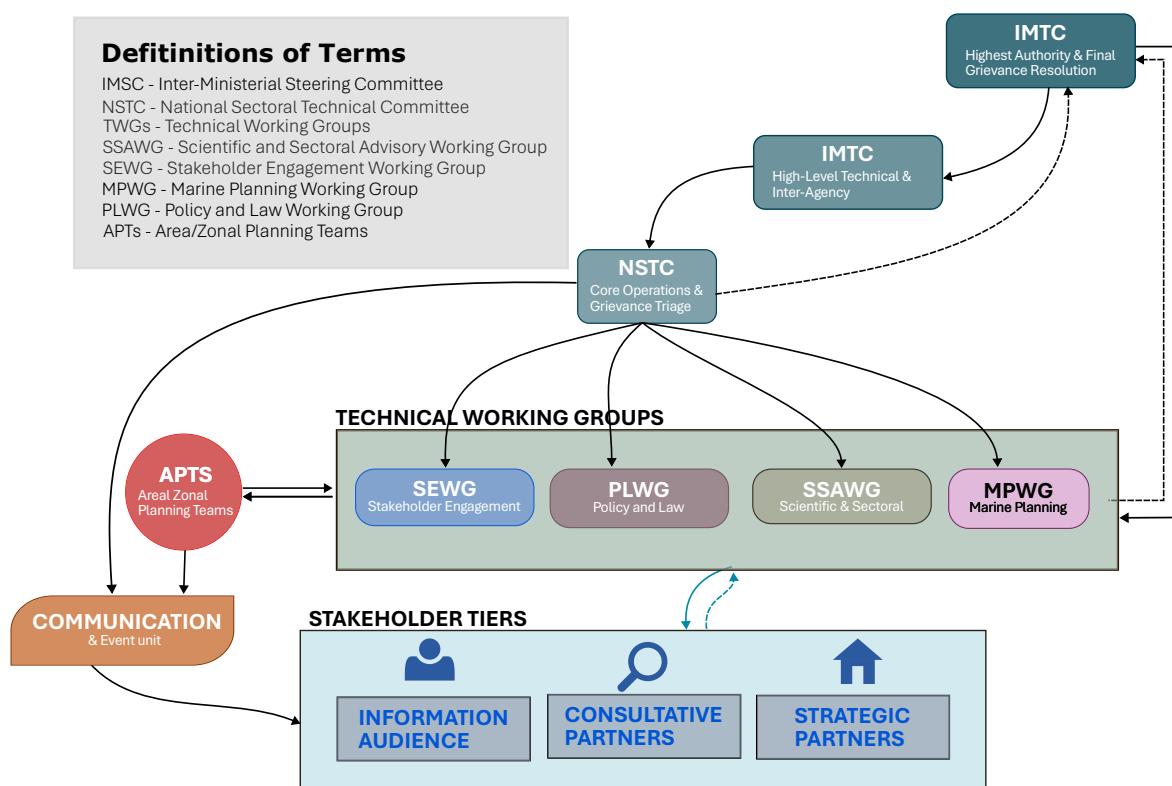


Figure 5.1: The SES governance structure for implementing the MSP process.

The governance on stakeholder engagement can thus be spearheaded and implemented based on (a) the Inter-Ministerial Steering Committee (IMCC) providing top authority for overseeing the process and (b) the Inter-Ministerial Technical Committee (IMTC) contributing critical technical advice on the high-level issues of MSP. The (c) National Sectoral Technical Committee (NSTC) acts as the core organ for the organization and is responsible for initiating activities for SES planning. Given the need for technical components demonstrated by the scoping study and outlined in the MSP National Guidelines, the (d) Technical Working Groups (TWGs) provide specific technical input towards MSP planning and later implementation, while the (e) Area/Zones Planning Teams (APT) facilitate local area planning and platforms for directly engaging with the communities and grassroots organizations. This organizational structure has taken into consideration inferred governance within the National Guidelines for MSP and, more concretely, the recommendations from the MSP Scoping Study (URT, 2023).

## 5.1 Inter-Ministerial Steering Committee

The Inter-Ministerial Steering Committee (IMSC) comprises **Strategic Partners** of the MSP co-led committee, with the VPO—Mainland and the MoBEF—Zanzibar assuming the leading role, as learned by the Scoping Study<sup>1</sup>. Yet, the integration of the First Vice President Office (VPO1) from Zanzibar and the Ministry of Livestock and Fisheries (MLF) (Mainland) will enhance more coordination. The IMSC provides political leadership and aligns efforts across both jurisdictions within the URT, providing a direct strategic course for the MSP process. Based on this approach, the co-leads at the IMSC will be a high-level body or MSP Authority to spearhead the entire MSP process and ensure alignment with national priorities, seek partnership support for planning and implementation of MSP, and approve major MSP strategic milestones. Hence, the IMSC will have the overall and joint responsibility to oversee and coordinate the SES activities. The IMSC will also be the final body for redressing and managing grievances filed during the SES process for MSP.

## 5.2 Inter-Ministerial Technical Committee

Adjacent to the IMSC is the Inter-Ministerial Technical Committee (IMTC), which acts as a high-level interagency committee. It serves as the key technical advisory body to the **Strategic Partners** (the IMSC) and coordinates the top level of **Consultative Partners** across ministries (fisheries, environment, tourism, transport, energy, etc.). The IMTC, co-led by two permanent secretaries or other relevant persons from the MLF (Mainland) and MoBEF (Zanzibar), will handle the operational and technical aspects of SES. The IMTC will coordinate planning activities, draft marine use options, and work with thematic working groups and regional teams. Under the joint coordination of the VPO and MoBEF, ministers (or permanent secretaries) representing each of these portfolios (from both Mainland Tanzania and Zanzibar) should be responsible for overseeing the entire implementation of SES. The IMTC will therefore deal with decisions on user conflict resolution, trade-offs, and other matters relating to SES implementation.

## 5.3 National Sectoral Technical Committee

The National Sectoral Technical Committee (NSTC) for SES will function as the core coordinating body for the **Consultative Partners**. Serving as the central technical committee for the national MSP process, it manages the day-to-day operations and makes technical decisions under the oversight of the IMTC. Strategically embedded within the lead ministry overseeing the Blue Economy, its composition will include senior technical officials from key national institutions such as the DSFA, the MLF, the Vice President's Office (Division of Environment), and the VPO (Department of Environment—Zanzibar). It will also include ministries from both Mainland Tanzania and Zanzibar which relate to Lands and Human settlements, Tourism, Forestry, Oil and gas exploration and development, energy, finance and planning, maritime security and trade, transport and communication, and marine conservation. In addition, the National Environmental Management Council (NEMC), Zanzibar Environmental Management Authority (ZEMA), Tanzania Fisheries Research Institute (TAFIRI), and Zanzibar Fisheries and Marine Resources Research Institute (ZAFIRI). This unit is specifically tasked with developing robust

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<sup>1</sup>URT 2023. Scoping Study: the state of Marine Spatial Planning in Tanzania. No. 1. No. 2. Pp xvi + 230. DODOMA.

spatial data systems, facilitating inclusive stakeholder engagement across all marine sectors, and guiding the adaptive management of Tanzania's marine spaces. The NSTC also serves as the primary body to receive registered grievances before submitting them to the IMSC for final resolution.

## 5.4 Technical Working Groups

Given the technical expertise required for the MSP process, the Technical Working Groups (TWGs) fall within the **Consultative Partners**, which provides critical technical input for the planning and implementation of the MSP. Key functions of these TWGs will include but are not limited to i) the development of the marine spatial plan; ii) the identification, procurement, and management of data; iii) the legal and policy framework needed to support the spatial planning framework; and iv) stakeholder engagement.

### 5.4.1 Scientific and Sectoral Advisory Working Group

As a specialized group of **Consultative Partners**, the Scientific and Sectoral Advisory Working Group (SSAWG) ensures scientific rigor and sectoral input. It includes marine scientists, academic researchers, environmental and climate experts, and blue economy specialists. This committee offers peer reviews, scenario modelling advice, and trade-off analyses to support the MSP process in Tanzania. The SSAWG will also organize spatial data used during planning and implementation and for evaluation and monitoring.

### 5.4.2 Stakeholder Engagement Working Group

The stakeholder engagement forums will be under the Stakeholder Engagement Working Group (SEWG). This is an instrumental working group that serves as a formal bridge between the technical process and the **Informational Audience**. While structured as a consultative body, its membership is drawn directly from community-level stakeholders, including BMUs, CBOs, fishers' associations, women/youth groups, village committees, elders, religious leaders, and NGOs. The NSTC, in coordination with the sector, shall organize the SEWG forum. This group is responsible for sharing local knowledge, participating in mapping activities, validating data, and contextualizing scenarios.

### 5.4.3 Marine Planning Working Group

As a specialized group of **Consultative Partners**, the Marine Planning Working Group (MPWG) is a dedicated technical body responsible for the practical development and spatial articulation of the national MSP framework. It translates broad policy objectives into tangible spatial plans, ensuring the framework is technically sound and spatially coherent. Its core functions include developing spatial objectives, mapping and analyzing marine uses, conducting spatial data analysis, drafting zoning plans, and providing technical recommendations. The MPWG shall consist of technical experts and GIS specialists from relevant sectors and academic institutions.

#### **5.4.4 Policy and Law Working Group**

As a specialized group of **Consultative Partners**, the Policy and Law Working Group (PLWG) reviews, analyzes, and recommends legal and policy instruments necessary to support and implement the national MSP. It ensures the planning process aligns with existing laws and provides technical input to ensure enforceability. This group is essential for addressing legislative gaps, resolving policy inconsistencies, and facilitating necessary legal reforms. Its roles include reviewing existing laws, identifying gaps, recommending reforms, and advising on the legal aspects of zoning, permitting, and compliance. This group will be formed by legal experts from the two Attorney General's Offices, the Ministry of Justice and Constitutional Affairs, policy directors from relevant ministries, and ad hoc members specializing in environmental or maritime law.

### **5.5 Area/Zonal Planning Teams**

Area/Zonal Planning Teams (APTs) serve as the localized operational arm of the MSP framework and are the primary bridge to the **Informational Audience** at the sub-national level. Composed of local-level consultative partners (e.g., local government representatives, fisheries officers), their main purpose is to facilitate direct engagement with communities, small-scale industries, and other grassroots stakeholders. These multi-sectoral teams are crucial for translating national strategies into context-specific plans, ensuring local relevance, and fostering genuine ownership. Their key roles include conducting local assessments, facilitating direct engagement, resolving localized conflicts, and developing tailored zoning recommendations. APTs contribute valuable ground-truth data to the national process. During the SES process, any complaints may be initially registered with these teams to streamline the grievance mechanism.

### **5.6 Communication and Event Coordination Unit**

To ensure effective outreach, a communication and event coordination unit is essential for engaging the **Informational Audience**. Led by communication officers under the NSTC, this unit facilitates all public-facing communication. Its functions include designing targeted messages, developing communication tools, managing public events and media relations, operating feedback systems, and maintaining online platforms (e.g., website, newsletters). This unit ensures that information is disseminated broadly, and that public feedback is collected efficiently, supporting a transparent and participatory MSP process.

### **5.7 SES Considerations the MSP Governance Framework**

This governance framework provides a clear structure for implementing a tiered Stakeholder Engagement Strategy (SES). It ensures that engagement is tailored to the appropriate level, from high-level political bodies to local communities.

- the **Strategic Partners** are engaged through the **Inter-Ministerial Steering Committee (IMSC)**, which provides the necessary political leadership, resource allocation, and ultimate authority to legitimize the MSP process.

- The **Consultative Partners** are engaged primarily through the **National Sectoral Technical Committee (NSTC)** and its specialized **Technical Working Groups (TWGs)**. This ensures that technical experts, scientists, and sectoral representatives provide the data, analysis, and peer review required for robust and evidence-based planning. The **Inter-Ministerial Technical Committee (IMTC)** provides high-level coordination for this tier.
- The **Informational Audience** is engaged through dedicated bridging mechanisms. The **Stakeholder Engagement Working Group (SEWG)** and the **Area/Zonal Planning Teams (APTs)** formalize the inclusion of local knowledge and community perspectives into the technical process. The **Communication and Event Coordination Unit** ensures broad public awareness, disseminates information, and manages feedback channels.

By aligning the governance bodies with stakeholder tiers, the SES can ensure transparency, inclusivity, and knowledge integration. It empowers the SEWG and APTs to act as conduits for local voices, leverages the TWGs for technical rigor, and relies on the IMSC for strategic direction. This integrated approach fosters meaningful and sustained engagement throughout the entire MSP lifecycle.

# 6 COMMUNICATION PLAN

## 6.1 Overview

This chapter presents the detailed Communication Action Plan, a practical roadmap designed to operationalize the Stakeholder Engagement Strategy (SES). Building on the Chapter 5 and 3, this plan connects the stakeholder tiers and governance bodies of the Marine Spatial Planning (MSP) process.

## 6.2 Communication Framework

Figure 6.1 illustrates the conceptual structure of the Communication Action Plan. It shows how the overall MSP process is broken down into distinct phases. For each phase, a tailored engagement strategy is defined, which targets a specific stakeholder tier with clear objectives, activities, messages, and communication approaches. It provides a structured, phase-by-phase guide to ensure that engagement is purposeful, timely, and effective, transforming strategic goals into concrete actions. The detail of the communication plan is the comprehensive matrix presented in Table 6.1, which serves as the primary operational tool for the SES, detailing the specific engagement protocols for each phase of the MSP lifecycle. It is structured to provide clear guidance at a glance:

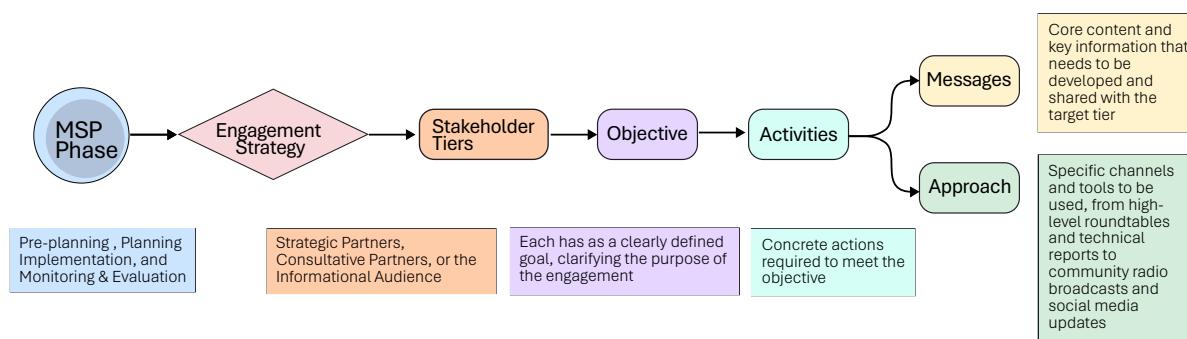


Figure 6.1: Conceptual framework of the Communication Action Plan.

- **MSP Phase:** The plan is organized chronologically across the four key stages: Pre-planning & Initiation, Plan Development, Implementation, and Monitoring & Evaluation.
- **Tier:** It specifies which stakeholder group—**Strategic Partners**, **Consultative Partners**, or the **Informational Audience**—is the primary target for each set of activities.
- **Objective:** Each entry has a clearly defined goal, clarifying the purpose of the engagement (e.g., “Secure mandate,” “Gather local knowledge,” “Ensure transparency”).
- **Activities:** This column lists the concrete actions required to meet the objective, such as co-design workshops, participatory mapping, or public awareness campaigns.
- **Messages/Information:** It outlines the core content and key information that needs to be developed and shared with the target tier.
- **Approach for Communication:** This details the specific channels and tools to be used, from high-level roundtables and technical reports to community radio broadcasts and social media updates.

Table 6.1: Communication action plan for Strategic, Consultative, and Informational Stakeholders in the Marine Spatial Planning (MSP) Process.

Tier	Objective	Activities	Messages/Information	Approach for Communication
<b>1. Pre-planning</b>				
Tier 1: Strategic Partners	1.1.1 Secure mandate, define scope, establish governance.	High-level meetings for buy-in	Co-create vision, Define drivers & spatial boundaries	High-level forums, inter-ministerial roundtables, policy briefs
Tier 1: Strategic Partners	1.1.1 Secure mandate, define scope, establish governance.	Form National Steering Committee	Focus on publicising the established MSP Steering and Technical Committees and their respective roles.	Press releases, conferences, media briefings
Tier 1: Strategic Partners	1.1.1 Secure mandate, define scope, establish governance.	Co-develop ToRs for technical bodies	Engage formed National Coordinating unit to develop and distribute ToRs	Technical meeting, email notification, uploading ToRs to the MSP portal
Tier 1: Strategic Partners	1.1.1 Secure mandate, define scope, establish governance.	Co-develop ToRs for technical bodies	Resource mobilisation	Resource mobilisation campaign, media announcement, brief meetings with potential funders, donor roundtables, press conference
Tier 1: Strategic Partners	1.1.1 Secure mandate, define scope, establish governance.	Co-develop ToRs for technical bodies	Focus on documenting the mapped stakeholders' interests and influence in the MSP process.	Consultative workshops, internal reports, stakeholder maps
Tier 2: Consultative Partners	1.2.1 Gather initial data, identify key issues, validate stakeholder map.	Consultative workshops	Identify and document existing data.	Interviews, consultative workshops, technical meetings

Tier 2: Consultative Partners	1.2.1 Gather initial data, identify key issues, validate stakeholder map.	Assess the quality and quantity of the data	Data gap analysis	Technical meetings
Tier 2: Consultative Partners	1.2.1 Gather initial data, identify key issues, validate stakeholder map.	Assess the quality and quantity of the data	NA	NA
Tier 2: Consultative Partners	1.2.1 Gather initial data, identify key issues, validate stakeholder map.	Document existing data	Provide the state of existing data	Consultative workshops, stakeholder mapping reports, Web portal and online repository
Tier 3: Informational Audience	1.3.1 Raise awareness, manage expectations.	Public launch events	Raising awareness	Community radio, posters, consultative meetings, workshops, SMS, general public
Tier 3: Informational Audience	1.3.1 Raise awareness, manage expectations.	Information dissemination	Raising awareness	Community radio, Posters (with local icons), Village theatre & storytelling, Mobile campaigns, SMS
Tier 3: Informational Audience	1.3.1 Raise awareness, manage expectations.	Convene initial community	Engage people on the ground	Village meetings, workshops, campaign

## 2. Planning

Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Clear and smart objectives, scenarios and zones	Meetings, dialogues,
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	NA	forums

Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Establishment of units (e.g communication unit, M&E unit etc) and inter-ministerial structures	High level meetings
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	MSP zoning supports coastal livelihoods, biodiversity, and climate adaptation.	Policy dialogues, Legal review workshops, Scenario modeling visualizations
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Supports integration with national planning frameworks.	NA
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Getting comments and contributions in the area to be affected by the MSP process	Focus group discussions, key informant interviews, participatory questionnaires, web tool
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Share results on zoning and future MSP decisions.	Social media, radio & TV broadcasts, MSP Portal
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Human conflicts and disputes involving the utilization of ocean space.	Participatory GIS mapping, multi-local, national and international stakeholder conflict resolution forums
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Aligning MSP with national laws and policies and institutional frameworks	policy briefs, inter-ministerial meetings, Policy dialogues, Legal review workshops, Scenario modeling visualizations
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Co-design intensive workshops	Resource mobilisation	Resource mobilisation campaign, media announcement, brief meetings with potential funders, donor roundtables, press conference

Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Conduct bilateral negotiations	Promote cross-border dialogue and collaboration with neighbouring countries to address transboundary marine and coastal issues, harmonize planning approaches, and support regional marine governance	Regional consultative forums and summits, Joint technical working groups, bilateral and multilateral policy dialogues, Regional communication portals, shared regional mapping tools
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Review and endorse draft plans	Update on MSP draft plans	High level meetings
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Review and endorse draft plans	Share approved and endorsed plans	Open forums, radio shows, newspaper inserts, social media engagement, MSP Technical Planning tool & MSP Portal/Website, SMS, consultative workshops, technical reviews, public review process
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Review and endorse draft plans	MSP gazettement	government newspaper
Tier 1: Strategic Partners	2.1.1 Co-develop plan objectives, scenarios, and zoning.	Review and endorse draft plans	Public launch event of the gazetted MSP	Launching events, media coverage, Web-based document, press release, SMS
Tier 2: Consultative Partners	2.2.1 Provide technical input, validate plans, objectives, scenarios	Form thematic working groups	Discussing possible futures (trend, alternative, preferred scenarios) and how each supports conservation and development.	Stakeholder visioning workshops, graphic scenario displays, graphic scenario workshops, community theatre
Tier 2: Consultative Partners	2.2.1 Provide technical input, validate plans, objectives, scenarios	Form thematic working groups	Input from women, youth, and elders is crucial for equity.	Gender/youth-inclusive focus groups, Traditional knowledge interviews,

Tier 2: Consultative Partners	2.2.1 Provide technical input, validate plans, objectives, scenarios	Initiate formal calls for written submissions	Engaging stakeholders to provide inputs, recommendations and feedback	Workshop for verbal feedback and written comments, email notification list, and advice logs
Tier 2: Consultative Partners	2.2.1 Provide technical input, validate plans, objectives, scenarios	Organize sector-specific focus groups	Sectoral information and data collection are key to informed planning.	Focus group discussion, meetings
Tier 3: Informational Audience	2.3.1 Gather local knowledge, ensure transparency of draft plans.	Participate in ocean space mapping	Active involvement and input of the use of ocean space, including youth, women and underserved people	Field visits, focus group discussions, meetings, Gender/youth-inclusive focus groups, and traditional knowledge interviews
Tier 3: Informational Audience	2.3.1 Gather local knowledge, ensure transparency of draft plans.	Participate on community meetings on draft zones	Importance of local knowledge of draft plans	Workshops and meetings at the community level
Tier 3: Informational Audience	2.3.1 Gather local knowledge, ensure transparency of draft plans.	Foster the use of visual aids	The use of technology in identifying relevant areas of ocean space	Workshops and meetings

### 3. Implementation

Tier 1: Strategic Partners	3.1.1 Drive implementation, allocate resources, ensure legal enforcement.	Adoption of formal MSP plan	Streamline MSP plan into government development legal frameworks and plans	Government circulars, planning meetings and socialisation workshops
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Tier 1: Strategic Partners	3.1.1 Drive implementation, allocate resources, ensure legal enforcement.	Allocate budget	Budget integration and fundraising	Resource mobilisation campaign, media announcement, brief meetings with potential funders, donor roundtables, press conference
Tier 1: Strategic Partners	3.1.1 Drive implementation, allocate resources, ensure legal enforcement.	Oversee enforcement actions	Coordinating all ministries, LGAs, and institutions	Inception workshops, directive circulars, official project launches
Tier 2: Consultative Partners	3.2.1 Facilitate on-the-ground activities, support compliance.	Form sectoral implementation committees	Introducing enforcement guidelines and various MSP frameworks	Meetings, Leaflets, compliance seminars, mobile campaigns, social media and radio and tv programs, business forums, MSP portal
Tier 2: Consultative Partners	3.2.1 Facilitate on-the-ground activities, support compliance.	Facilitate training on compliance	Facilitate compliance through training and toolkits and empower communities to monitor enforcement.	Leaflets, Compliance workshops, Interactive training videos, Online manuals, social media
Tier 3: Informational Audience	3.3.1 Ensure understanding of new regulations, facilitate compliance.	Conduct public awareness campaigns on new rules	Understand the MSP plan, issued guidelines, MSP frameworks and how to raise issues	Workshops, online forums, social media, email notifications, flyers
Tier 3: Informational Audience	3.3.1 Ensure understanding of new regulations, facilitate compliance.	Ensure grievance redress mechanism (GRM) fully operational	Understand how to raise complaints or concerns during the MSP process.	Establish and operationalize GRM Help desks, SMS-based alerts, local liaison officers, dedicated email/website portal, community bulletin board, special GRM forms

#### 4. Monitoring & Evaluation (M & E)

	Tier 1: Strategic Partners	4.1.1 Oversee M & E framework, and make adaptive management decisions.	Review M & E reports	Review MSP effectiveness with real-time data and climate indicators	Online dashboard, Media releases, M&E bulletins, Reports, public meetings
	Tier 1: Strategic Partners	4.1.1 Oversee M & E framework, and make adaptive management decisions.	Review M & E reports	Developing M & E system and portal	Technical meetings, workshops
	Tier 1: Strategic Partners	4.1.1 Oversee M & E framework, and make adaptive management decisions.	Convene high-level meetings on plan amendments	Monitoring MSP success and adjustment based on feedback and recommendations	Annual review workshops, High-level meetings, MSP portal and online feedback survey
3	Tier 2: Consultative Partners	4.2.1 Contribute data for M&E, and provide feedback on plan effectiveness.	Participate in M & E data collection	Support independent technical reviews and capacity building at the local level	Technical review meetings, joint field visits/assessments, M&E dashboards and online portals, annual stakeholders forums, email updates and summary reports
	Tier 2: Consultative Partners	4.2.1 Contribute data for M&E, and provide feedback on plan effectiveness.	Participate in annual review workshops	Share sectoral monitoring results and advice on adaptive management.	Annual technical review meetings, joint field visits/assessments, M&E portals, email updates and summary reports
	Tier 2: Consultative Partners	4.2.1 Contribute data for M&E, and provide feedback on plan effectiveness.	Participate in annual review workshops	Support joint reviews with local actors	NA
	Tier 3: Informational Audience	4.3.1 Provide feedback on impacts, report observations.	Participate in community-based monitoring	Communities including youth can track marine changes and report concerns.	Village meetings, training youth as MSP Ambassadors, mobile SMS, suggestion boxes, training youth

Tier 3: Informational Audience	4.3.1 Provide feedback on impacts, report observations.	Conduct socio-economic impact surveys	Focus on engaging local communities in socio-economic impact monitoring as key informants	Participatory surveys, focus group discussions, key informant interviews, mobile survey apps, and suggestion boxes
Tier 3: Informational Audience	4.3.1 Provide feedback on impacts, report observations.	Participate in feedback sessions	Feedback and recommendations influence MSP improvement	Suggestion boxes, Feedback SMS code, MSP website and tool, workshops for verbal feedback and written comments, online survey

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# **7 SOCIAL SAFEGUARDS AND GRIEVANCES REDRESS MECHANISM**

## **7.1 SOCIAL SAFEGUARDS**

For this MSP, the social safeguards will be informed by the stipulations on human rights as provided by the National Constitutions of the URT and RoGZ. The social safeguards in this SES align with international standards and guidelines (e.g., World Bank ESS1). They ensure the preservation of basic individual and group rights within national development processes and provide protection from harm. To ensure comprehensive and equitable engagement, stakeholders are categorized into tiers based on their level of impact, influence, and interest in the MSP process. The safeguards for this SES will include strategies on the following key considerations:-

- i. Measures to protect and/or avoid practices of exclusion of any stakeholder/stakeholder groups (across all tiers) from expression of needs, perceptions on the MSP process, decision-making, participation, or benefiting from the MSP outcomes.
- ii. Thorough delineation of stakeholder agency, which may minimize limitations in the identification of inter- or intra stakeholder conflicts.
- iii. Identifying and developing mitigating measures and strategies that will rectify any shortcomings of the SES to minimize their effects on any stakeholder group.

The potential risks can be both negative and immediate or have long-term ramifications. Some risks may have irreversible impact (IR), site-specific risk (SSR), stakeholder-group-specific impact (SGS), or otherwise.

## **7.2 GRIEVANCE REDRESS MECHANISM**

The Grievance Redress Mechanism (GRM) for the SES refers to measures that addresses, mitigates, and compensates for the negative impacts that may be generated by the process and have implications on SES implementation. This GRM is developed to allow affected parties and stakeholders of the MSP to raise concerns and complaints related to the SES implementation and subsequent impacts. The GRM will attend to the unintended outcomes of the SES process, which may be experienced differently by various stakeholders, such as inadequate recognition of mandates or otherwise. It ensures a transparent, accessible, and responsive way for stakeholders (individuals, groups, and communities) to address issues in an iterative process, ultimately fostering trust and engagement throughout the SES implementation. The SES coordinating office will thus be entrusted to establish a GRM management structure in accordance with applicable national laws.

## 7.3 GRM Levels of Redress

The GRM is structured with multiple entry points and levels of appeal to ensure that grievances are handled efficiently and at the most appropriate level. The entry point for a stakeholder depends on their nature and the scope of their grievance.

### 7.3.1 Level 1: Local Grievance Point (Village/Shehia Office)

This is the primary entry point for **local communities and resource users** (e.g., fishers, farmers, coastal residents). Grievances can be lodged directly with local government structures, ensuring accessibility for those most directly affected by on-the-ground activities.

- **Mechanism:** Complaints are submitted to the Village Executive Office or Shehia Office. These offices will register the grievance and attempt to resolve it locally.
- **Escalation:** If a resolution is not found or the complainant is unsatisfied, the grievance is formally escalated to the MSP-Level GRM (Level 2).

### 7.3.2 Level 2: MSP Grievance Point

This level serves as the central hub for managing grievances. It is the primary entry point for organized groups such as Civil Society Organizations (CSOs), Non-Governmental Organizations (NGOs), private sector entities, and local government authorities. It also handles issues escalated from Level 1.

- **Mechanism:** The GRM Unit within the MSP Coordinating Team (the National Sectoral Technical Committee - NSTC) will receive, register, and investigate the complaint. The unit will work with relevant parties to find a resolution based on SES principles.
- **Escalation:** If the resolution provided by the NSTC is not satisfactory, the grievance can be escalated to the National-Level Appeal body (Level 3).

### 7.3.3 Level 3: National-Level Appeal (IMSC)

This is the highest level of appeal within the MSP structure. It serves as the primary entry point for national government bodies and for stakeholders with high-level policy or mandate-related grievances. It also handles appeals escalated from Level 2.

- **Mechanism:** The Inter-Ministerial Steering Committee (IMSC) reviews escalated cases and high-level grievances. Its decision is considered the final step in the MSP's internal redress process.

### 7.3.4 Legal Redress

If a stakeholder is not satisfied with the outcome from the IMSC, they retain the right to seek legal redress through the national courts of law, in accordance with the laws of the URT. This option is available after exhausting the MPS's internal GRM process.

## 7.4 GRM Procedures for MSP Process

This subsection describes GRM procedure for this SES, which follows national standards for grievance redress. The process ensures that all complaints are handled systematically, transparently, and in a timely manner. Figure 7.1 present a visual process for the grievance submission and escalation path.

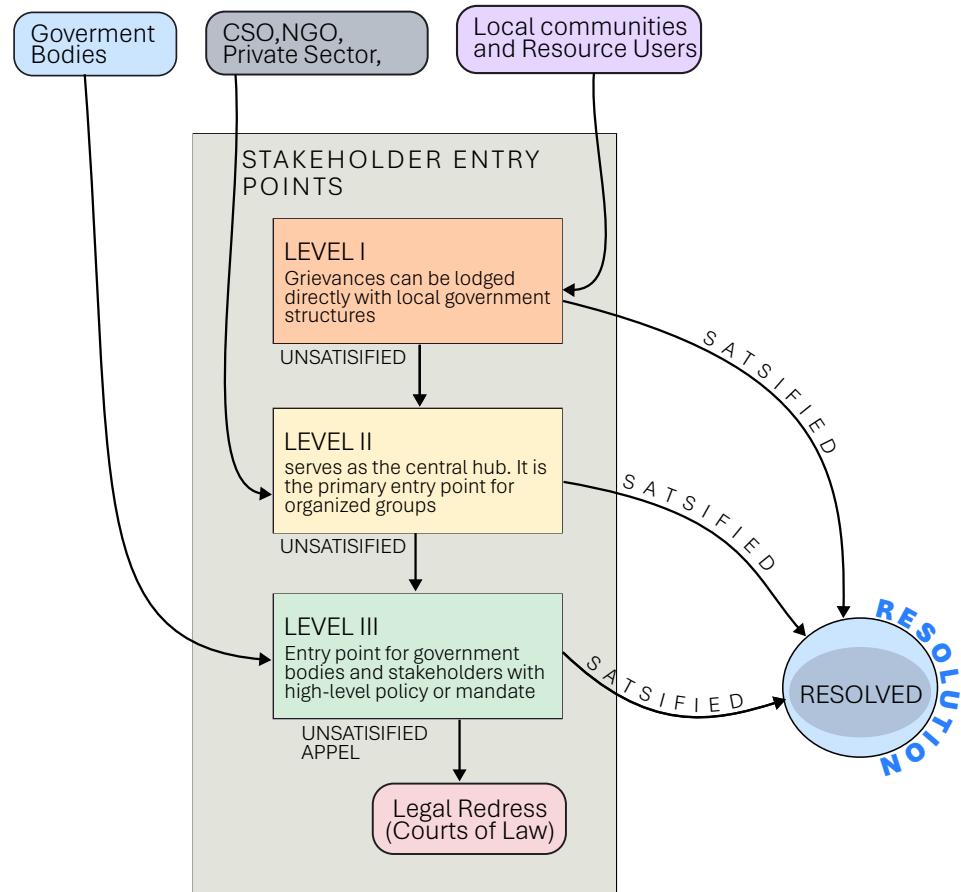


Figure 7.1: Grievance Redress Mechanism Flowchart

### 1. Grievance Submission and Registration:

- Stakeholders submit a grievance (in person, in writing, or via other accessible means) to the appropriate entry point as defined by the GRM Levels.
- The receiving office (e.g., Village Executive Office, NSTC) logs the complaint into a formal Grievance Register. The register will capture the date, complainant's details (with consent), nature of the grievance, and assign a unique tracking number.

### 2. Acknowledgement and Assessment:

- The complainant receives an acknowledgement of receipt within a specified timeframe (e.g., 5 working days).
- The receiving office conducts an initial assessment to confirm the eligibility and complexity of the grievance and verifies it is being handled at the correct GRM level.

**3. Investigation and Analysis:**

- The responsible body (Village Office at Level 1, NSTC at Level 2, IMSC at Level 3) conducts a thorough and impartial investigation. This may involve site visits, interviews with relevant parties, and a review of project documents.

**4. Resolution and Communication:**

- Based on the investigation, a resolution is proposed and documented.
- The decision and the reasons for it are communicated clearly to the complainant. This communication will also outline the process for appealing to the next level if the complainant is not satisfied.

**5. Implementation of Resolution:**

- The responsible project team or authority implements the agreed-upon corrective actions or mitigation measures in a timely fashion. The implementation is tracked and documented in the Grievance Register.

**6. Monitoring, Evaluation, and Reporting:**

- The SES Coordinating Team (NSTC) maintains the central Grievance Register to monitor all complaints across all levels.
- The team will periodically analyze grievance data to identify systemic issues and report on GRM performance to the IMSC and other key stakeholders.

**7. Appeal:**

- If a complainant is unsatisfied with a resolution, they can formally appeal to the next higher level within a specified timeframe, following the escalation path from Level 1 to Level 3.

# 8 IMPLEMENTATION PLAN AND RESOURCES

## Under Development

This chapter provides a preliminary framework for the implementation of the Stakeholder Engagement Strategy (SES). The detailed activities, timelines, and resource requirements are currently being developed and will be finalized following the upcoming field surveys and consultative meetings scheduled for next week. The feedback and data gathered from these engagements are essential for creating a practical implementation plan.

## 8.1 Guiding Principles

The implementation of the Stakeholder Engagement Strategy (SES) is intrinsically linked to the overall Marine Spatial Planning (MSP) governance framework to ensure a coordinated, transparent, and inclusive approach. The implementation will be guided by the following principles:

- **Integrated Governance:** All activities will be supervised and coordinated within the established MSP governance structure, ensuring alignment from the highest strategic levels (IMSC, IMTC) to on-the-ground execution (APTs).
- **Tiered Engagement:** The approach to engagement will be tailored to the three stakeholder tiers. **Strategic Partners** will be engaged closely and continuously. **Consultative Partners** will be reached for targeted technical input. **Informational Audience** will be involved to ensure broad-based support, inclusivity, and the integration of local knowledge.
- **Adaptive Management:** The implementation plan will be a living document. Indicators for monitoring and evaluation will be used to measure progress against SES objectives, with findings reported to the IMSC and IMTC for continuous validation, learning, and adaptation.

## 8.2 Roles and Responsibilities

Clear roles and responsibilities are critical for the successful execution of the SES. Based on the governance framework outlined in Chapter 5, the responsibilities are as follows:

- **Inter-Ministerial Steering Committee (IMSC):** Provides high-level strategic direction, approves the overall SES and its budget, and leads resource mobilization efforts. It also serves as the final authority for high-level decision-making and grievance redressal.
- **Inter-Ministerial Technical Committee (IMTC):** Offers strategic technical oversight, ensuring that SES activities align with the broader technical and policy objectives of the MSP.
- **National Sectoral Technical Committee (NSTC):** This is the primary body responsible for the day-to-day coordination and implementation of the SES. Its functions include:
  - Developing detailed annual work plans and budgets for SES activities.
  - Coordinating the Technical Working Groups (TWGs) and Area/Zonal Planning Teams (APTs).

- Overseeing the development and dissemination of all communication materials.
  - Managing the SES monitoring and evaluation process and reporting progress to the IMTC and IMSC.
- **Area/Zonal Planning Teams (APTs):** Act as the local implementation arm, working closely with the NSTC to facilitate direct engagement with the **Informational Audience**, gather local input, and support on-the-ground communication efforts.

## 8.3 Implementation Action Plan

A detailed Implementation Action Plan will be developed to operationalize the SES. This plan will be structured around the four MSP phases (Pre-planning, Planning, Implementation, Monitoring & Evaluation) and will be finalized after incorporating feedback from the upcoming stakeholder consultations. The plan will be presented in a matrix format (Table 8.1) detailing:

- **Key Activities:** Specific actions to be undertaken for each stakeholder tier in each MSP phase.
- **Timeline:** A projected schedule for the activities.
- **Lead Responsibility:** The primary body/actor responsible for each activity (e.g., NSTC, APTs).
- **Required Resources:** An estimate of the financial, human, and technical resources needed.
- **Key Performance Indicators (KPIs):** Metrics to track the success of each activity.

Table 8.1: Draft Implementation Action Plan for the Stakeholder Engagement Strategy (SES). Note: This table will be populated following stakeholder consultations.

MSP Phase	Activity	Target Tier	Timeline	Lead	Budget (USD)	KPIs
<b>Pre-planning</b>	TBD	Strategic	Q1-Q2 2025	IMSC/NSTC	TBD	TBD
	TBD	Consultative	Q2 2025	NSTC/TWGs	TBD	TBD
	TBD	Informational	Q2-Q3 2025	NSTC/APTs	TBD	TBD
<b>Planning</b>	TBD	All Tiers	Q3 2025 - Q2 2026	NSTC/TWGs/APTs	TBD	TBD
<b>Implementation</b>	TBD	All Tiers	Q3 2026 onwards	All Bodies	TBD	TBD
<b>M&amp;E</b>	TBD	All Tiers	Ongoing	NSTC	TBD	TBD

TBD refers to be determined

## 8.4 Resource Mobilization and Budget

The successful implementation of this SES requires to be dedicated financial, human, and technical resources. The IMSC, in close collaboration with the NSTC, will lead the mobilization of these resources. A detailed budget will be developed as part of the Implementation Action Plan, outlining costs associated with Personnel, Workshops and Meetings, Communication, Technical Support, and Monitoring and Evaluation. Funding will be sought from government allocations, development partners, and other potential donors. The detailed budget in Table 8.1 will serve as a key tool for these fundraising efforts.

# 9 MONITORING & EVALUATION

## Under Development

This chapter outlines the preliminary framework for Monitoring, Evaluation, Learning, and Adaptation (MELA). The specific indicators, data collection methods, and reporting schedules are currently being developed. These details will be finalized following the field surveys and consultative meetings scheduled for next week, which will provide essential context for creating a practical and effective MELA plan.

## 9.1 Introduction

A robust Monitoring, Evaluation, Learning, and Adaptation (MELA) framework is essential to ensure that the Stakeholder Engagement Strategy (SES) remains effective, responsive, and achieves its intended objectives. The MELA process is not a one-time assessment but a continuous cycle of data collection, analysis, and reflection that will guide the adaptive management of stakeholder engagement throughout the entire Marine Spatial Planning (MSP) lifecycle. It will provide the evidence needed to make informed adjustments to strategies, activities, and resource allocation, ensuring that the engagement process remains inclusive, meaningful, and transparent.

## 9.2 MELA Objectives

The primary goal of the MELA framework is to assess the performance and impact of the SES. The specific objectives are to:

- **Assess Effectiveness:** Evaluate whether engagement activities are successfully meeting their stated objectives for each stakeholder tier and MSP phase.
- **Evaluate Transparency and Communication:** Monitor the reach, clarity, and effectiveness of communication channels and materials in keeping stakeholders informed.
- **Track GRM Performance:** Monitor the functionality and responsiveness of the Grievance Redress Mechanism (GRM) in addressing stakeholder concerns.
- **Identify Lessons Learned:** Systematically capture insights and best practices to inform the ongoing adaptation and improvement of the SES.

## 9.3 M&E Framework and Indicators

A detailed M&E Framework will be developed to track progress against the SES objectives. It will link each objective to key questions, specific Key Performance Indicators (KPIs), data sources, and the frequency of measurement. The National Sectoral Technical Committee (NSTC) will be responsible for overseeing the implementation of this framework. Table 9.1 provides a preliminary structure for this framework, which will be populated with specific, measurable, achievable, relevant, and time-bound (SMART) indicators following the upcoming consultations.

Table 9.1: Preliminary Monitoring & Evaluation Framework for the SES. Note: This table will be populated following stakeholder consultations.

Objective	Question	Indicator(s)	Data	Frequency	Responsibility
<b>1. Inclusivity &amp; Equity</b>	Are all relevant stakeholders, reached?	• % of identified stakeholder groups participating in consultations. • # of engagement activities targeting groups with diverse interests.	• Attendance records • Workshop reports • Community surveys	Quarterly	NSTC / APTs
<b>2. Effectiveness</b>	Are engagement activities achieving their purpose?	• Stakeholder satisfaction ratings (survey). • # of substantive inputs from consultative partners integrated into technical documents.	• Post-event feedback forms • Meeting minutes • Plan drafts	Per event & Annually	NSTC
<b>3. Transparency &amp; Communication</b>	Is information reaching the intended audiences effectively?	• Reach of communication materials (e.g., website analytics, radio listenership). • % of stakeholders who feel well-informed about the MSP process.	• Media monitoring • Public perception surveys	Semi-annually	Communication Unit / NSTC
<b>4. GRM Performance</b>	Is the GRM accessible and effective?	• # of grievances logged and resolved. • Average time to grievance resolution.	• Grievance Register	Quarterly	NSTC
<b>5. Adaptive Management</b>	Are lessons being used to improve the SES?	• # of documented changes to the SES based on M&E findings.	• M&E reports • IMSC/IMTC meeting minutes	Annually	IMSC / IMTC

## 9.4 Reporting and Adaptation Process

The MELA framework is designed to be a practical tool for adaptive management. The process for reporting and adaptation will be as follows:

- Data Collection:** The NSTC, with support from the APTs and the Communication Unit, will be responsible for collecting data according to the M&E framework.
- Analysis and Reporting:** The NSTC will analyze the data and prepare regular MELA reports (e.g., semi-annually). These reports will summarize key findings, highlight successes and challenges, and propose specific recommendations for improvement.
- Review and Decision-Making:** The MELA reports will be submitted to the Inter-Ministerial Technical Committee (IMTC) and the Inter-Ministerial Steering Committee (IMSC) for review.
- Adaptation:** Based on the review and recommendations, the IMSC will make strategic decisions to adapt the SES. This could involve adjusting engagement activities, refining communication messages, or allocating additional resources to address identified gaps. This ensures that the SES is a living strategy that evolves based on evidence and experience.

# A Thematic Priority

Table A.1: Stakeholder in thematic Ranked and categories by Agency Score

thematic	Type	N	Dimensions			Agency	
			Scale	Mandate	Assets	Median <sup>1</sup>	Mad <sup>2</sup>
Oil and gas	Government	1	1.25	0.95	0.78	0.96	-
Mining	Government	1	1.25	0.95	0.56	0.89	-
Oil and gas	State-Owned	5	1.25	0.73	0.89	0.88	-
Mariculture	Government	1	1.25	0.95	0.50	0.88	-
Fisheries	Government	32	1.08	0.95	0.50	0.84	-
Marine cables and pipelines	Government	1	1.42	0.75	0.61	0.84	-
Land	Government	8	1.25	0.80	0.56	0.84	0.0494
Energy	Government	2	1.25	0.75	0.69	0.83	0.0371
Water	Government	2	1.21	0.85	0.56	0.83	0.0865
Environment	Government	12	1.25	0.85	0.44	0.80	0.0988
Tourism	Government	8	1.25	0.73	0.42	0.76	0.1236
Water	State-Owned	2	1.17	0.69	0.50	0.73	0.1174
Tourism	State-Owned	1	1.25	0.63	0.50	0.72	-
Maritime security and trade	Government	9	1.25	0.65	0.50	0.69	0.0247
Maritime security and trade	State-Owned	10	1.25	0.43	0.67	0.68	0.2471
Environment	State-Owned	4	1.25	0.47	0.50	0.66	0.2347
Marine cables and pipelines	State-Owned	1	1.42	0.53	0.33	0.65	-
Others	Government	15	1.25	0.63	0.22	0.63	0.0988
Environment	Development partner	11	0.75	0.40	0.89	0.62	-
Energy	State-Owned	2	1.25	0.32	0.67	0.61	-
Fisheries	State-Owned	6	1.25	0.32	0.56	0.57	0.0247
Mining	State-Owned	2	1.25	0.42	0.36	0.57	0.0124
Fisheries	CBO	4	0.92	0.50	0.33	0.53	-
Environment	NGO	10	0.58	0.20	0.67	0.42	0.0494
Tourism	Private company	6	0.75	0.30	0.39	0.38	0.0988
Oil and gas	Development partner	2	0.75	-	0.72	0.37	0.0741
Energy	CBO	1	0.75	0.30	0.11	0.33	-
Environment	CBO	1	0.58	0.20	0.39	0.33	-
Oil and gas	CBO	1	0.75	0.30	0.11	0.33	-
Waste disposal	State-Owned	1	1.08	0.10	0.22	0.33	-
Mariculture	Association	1	0.92	0.20	0.11	0.32	-
Mariculture	CBO	7	0.92	0.20	0.11	0.32	-
Maritime security and trade	Private company	4	0.75	-	0.47	0.32	0.0371
Mining	Association	4	0.92	0.20	0.11	0.32	-
Oil and gas	Association	1	0.92	0.20	0.11	0.32	-
Fisheries	Association	2	0.83	0.10	0.17	0.27	0.0741
Environment	Private company	6	0.75	0.10	0.17	0.25	-
Fisheries	Private company	2	0.75	-	0.22	0.22	-
Mariculture	Private company	2	0.75	-	0.17	0.20	0.0247
Energy	Private company	3	0.75	-	0.11	0.18	-

<sup>1</sup>The agency is median of the normalized score of Scale, Mandate, and Assets dimensions

<sup>2</sup>The MAD (Mean Absolute Deviation) the average of the absolute differences between each data point and median of the Agency.

Table A.2: Stakeholder Ranked and categories by Agency Score and corresponding criteria

stakeholder	Division	Dimensions			Agency
		Scale	Mandate	Assets	Median <sup>1</sup>
<b>GOVERNMENT</b>					
Ministry of Energy	Petroleum and Gas Division	1.25	0.95	0.78	0.96
Ministry of Agriculture, Irrigation, Natural Resources and Livestock	Department Forestry	1.25	0.95	0.72	0.94
Ministry of Blue Economy and Fisheries	Fisheries and Marine Products Development	1.25	0.95	0.72	0.94
Ministry of Blue Economy and Fisheries	Marine Conservation	1.25	0.95	0.72	0.94
Ministry of Tourism and Heritage	Antiquities Division	1.25	0.95	0.72	0.94
Ministry of Livestock and Fisheries	Division of Fisheries	1.25	0.95	0.61	0.91
TAMISEMI	Department of Local Government?	1.25	0.95	0.61	0.91
Ministry of Lands and Human Settlements Development	Urban and Rural Planning	1.25	0.85	0.72	0.89
Ministry of Minerals	Mineral Division	1.25	0.95	0.56	0.89
Ministry of Water	Water Resources Division	1.17	0.95	0.61	0.89
Ministry of Lands and Human Settlements Development	Land Management Division	1.25	0.95	0.50	0.88
Ministry of Livestock and Fisheries	Division of Aquaculture Development	1.25	0.95	0.50	0.88
Zanzibar Environmental Management Authority (ZEMA)	Environment	1.25	0.95	0.50	0.88
Dar es Salaam City	-	1.08	0.95	0.61	0.88
Ministry of Blue Economy and Fisheries	Blue Economy Development and Coordination	1.25	0.75	0.78	0.86
Ministry of Energy	Electricity and Renewable Energy Division	1.25	0.75	0.78	0.86
Zanzibar Commission for Lands	-	1.25	0.73	0.78	0.85
Zanzibar Commission for Tourism	-	1.25	0.73	0.78	0.85

Bagamoyo	-	1.08	0.95	0.50	0.84
Bagamoyo DC	-	1.08	0.95	0.50	0.84
Chake Chake DC	-	1.08	0.95	0.50	0.84
Kaskazini A	-	1.08	0.95	0.50	0.84
Kaskazini B	-	1.08	0.95	0.50	0.84
Kati DC	-	1.08	0.95	0.50	0.84
Kibiti DC	-	1.08	0.95	0.50	0.84
Kigamboni DC	-	1.08	0.95	0.50	0.84
Kilwa DC	-	1.08	0.95	0.50	0.84
Kinondoni DC	-	1.08	0.95	0.50	0.84
Kusini DC	-	1.08	0.95	0.50	0.84
Lindi DC	-	1.08	0.95	0.50	0.84
Mafia DC	-	1.08	0.95	0.50	0.84
Magharib B DC	-	1.08	0.95	0.50	0.84
Magharibi A DC	-	1.08	0.95	0.50	0.84
Micheweni DC	-	1.08	0.95	0.50	0.84
Ministry of Communication & IT	Communication Division	1.42	0.75	0.61	0.84
Mjini DC	-	1.08	0.95	0.50	0.84
Mkinga DC	-	1.08	0.95	0.50	0.84
Mkoani DC	-	1.08	0.95	0.50	0.84
Mkuranga DC	-	1.08	0.95	0.50	0.84
Mtwara DC	-	1.08	0.95	0.50	0.84
Mtwara MC	-	1.08	0.95	0.50	0.84
Pangani DC	-	1.08	0.95	0.50	0.84
Tanga CC	-	1.08	0.95	0.50	0.84
Wete DC	-	1.08	0.95	0.50	0.84
Ministry of Lands, Housing & Human Settlements	Land Management Division	1.25	0.95	0.39	0.84
Ministry of Natural Resources and Tourism	Tourism Division	1.25	0.95	0.39	0.84

## TAMISEMI

Ministry of Lands, Housing & Human Settlements  
 Ministry of Transport  
 Ministry of Water, Energy, and Minerals  
 Muheza DC  
 Temeke DC  
 First Vice President Office  
 Vice President's Office  
 Ministry of State, Regional Administration, and Special Departments of SMZ  
 Ministry of Tourism and Heritage  
 Ministry of Water, Energy, and Minerals  
 Ministry of Works, Communications and Transport  
 Marine Parks & Reserves Unit  
 Ministry of Transport  
  
 Wilaya Ndogo Kojani DC  
 Wilaya Ndogo Tumbatu  
 Stone Town Conservation and Development Authority  
 Ministry of Lands and Human Settlements Development  
 Ministry of Lands, Housing & Human Settlements  
 Ministry of Natural Resources and Tourism  
 Second Vice Presidents Office  
 Ministry of Finance  
 Ministry of Planning and Finance  
 Ministry of Defence & National Service

Department of Cities and Towns Development?  
 Survey and Mapping Division  
 Directorate of Transport Services  
 Department of Energy and Minerals  
 -  
 -  
 Environment  
 Environment  
 Regional Administration and Local Government  
 Tourism Division  
 Department of Water Development  
 Department of Communications  
 -  
 Directorate of Transport Infrastructure  
 -  
 -  
 -  
 Survey and Mapping Division  
 Urban and Rural Planning  
 Forestry and Beekeeping Division  
 Environment  
 Planning Division  
 Department of Finance  
 Security Division

1.25	0.95	0.39	0.84
1.25	0.75	0.61	0.81
1.25	0.65	0.78	0.81
1.25	0.75	0.61	0.81
1.08	0.95	0.39	0.81
1.08	0.95	0.39	0.81
1.25	0.85	0.39	0.79
1.25	0.85	0.39	0.79
1.25	0.80	0.44	0.78
1.25	0.75	0.50	0.78
1.25	0.75	0.50	0.78
1.25	0.75	0.50	0.78
1.25	0.73	0.50	0.77
1.25	0.65	0.61	0.76
1.08	0.95	0.22	0.76
1.08	0.95	0.22	0.76
1.25	0.73	0.44	0.75
1.25	0.55	0.72	0.74
1.25	0.75	0.39	0.74
1.25	0.75	0.39	0.74
1.25	0.75	0.39	0.74
1.42	0.70	0.33	0.73
1.25	0.70	0.33	0.70
1.42	0.75	0.11	0.69

	Ministry of Home Affairs	The Antitrafficking In Persons Secretariat	1.42	0.75	0.11	0.69
	Kikosi Maalum cha Kuzuia Magendo (KMKM)	-	1.25	0.53	0.56	0.68
	Ministry of Natural Resources and Tourism	Antiquities Division	1.25	0.63	0.39	0.68
	Tanzania People's Defence Force (TPDF)	-	1.42	0.52	0.44	0.68
	Tanzania Police Force - Marine Unit	-	1.42	0.52	0.44	0.68
	Ministry of Foreign Affairs & EAC	Multilateral Cooperation Department	1.25	0.75	0.11	0.66
	Zanzibar Disaster Management Commission	Environment	1.25	0.73	0.11	0.65
	Zanzibar Investment Promotion Authority (ZIPA)	Environment	1.25	0.73	0.11	0.65
	Tanzania Bureau of Standards	-	1.25	0.63	0.22	0.63
	Tanzania Tourism Board	-	1.25	0.63	0.22	0.63
	Zanzibar Bureau of Standards	-	1.25	0.63	0.22	0.63
	President's Office - Planning & Investment	Policy and Planning	1.25	0.75	-	0.62
#	Zanzibar Planning Commission	Planning Division	1.25	0.75	-	0.62
	Tanzania Forestry Services Agency	-	1.25	0.52	0.33	0.61
	Prime Minister's Office	-	1.25	0.63	-	0.57
	TEMESA (Electrical/Mechanical Agency)	-	1.25	0.20	0.72	0.57
	Ministry of Natural Resources and Tourism	Wildlife Division	1.25	0.32	0.39	0.52
	Ministry of Health	-	1.25	0.32	-	0.41
	SUMAIT University	-	0.42	0.20	0.56	0.35
	State University of Zanzibar (SUZA)	-	0.42	0.20	0.56	0.35
	University of Dar es Salaam (UDSM)	-	0.42	0.20	0.56	0.35
	Zanzibar University	-	0.42	0.20	0.56	0.35

#### STATE-OWNED

Deep Sea Fishing Authority	-	1.25	0.85	0.78	0.91
Tanzania Petroleum Development Corporation	-	1.25	0.73	0.89	0.88
Zanzibar Petroleum Development Company (ZPDC)	-	1.25	0.73	0.89	0.88

Zanzibar Petroleum Regulatory Authority (ZPRA)	-	1.25	0.73	0.89	0.88
National Environmental Management Council (NEMC)	-	1.25	0.95	0.50	0.88
Tanzania Ports Authority (TPA)	-	1.25	0.73	0.78	0.85
Tanzania Shipping Agencies Corporation	-	1.25	0.73	0.78	0.85
Zanzibar Maritime Authority (ZMA)	-	1.25	0.73	0.78	0.85
Zanzibar Ports Corporation (ZPC)	-	1.25	0.73	0.78	0.85
Water Basin Authorities	-	1.08	0.85	0.56	0.81
Tanzania National Parks Authority (TANAPA)	-	1.25	0.63	0.67	0.77
Petroleum Upstream Regulatory Authority (PURA)	-	1.25	0.52	0.78	0.74
Zanzibar Utility Regulatory Authority (ZURA)	-	1.25	0.52	0.78	0.74
Tanzania Wildlife Authority (TAWA)	-	1.25	0.63	0.50	0.72
Zanzibar Shipping Corporation	-	1.25	0.43	0.78	0.70
Tanzania Meteorological Authority	-	1.42	0.43	0.56	0.67
Tanzania Telecommunications Company (TTCL)	-	1.42	0.53	0.33	0.65
Zanzibar Water Authority (ZAWA)	-	1.25	0.53	0.44	0.65
Tanzania Electric Supply Co. (TANESCO)	-	1.25	0.32	0.67	0.61
Zanzibar Electricity Corporation (ZECO)	-	1.25	0.32	0.67	0.61
Tanzania Fisheries Research Institute (TAFIRI)	-	1.25	0.32	0.61	0.59
Zanzibar Fisheries and Marine Resources Research Institute	-	1.25	0.32	0.61	0.59
Mining Commission	-	1.25	0.52	0.22	0.57
State Mining Corporation (STAMICO)	-	1.25	0.32	0.50	0.56
Tanzania Fisheries Corporation	-	1.25	0.32	0.50	0.56
Tanzania Forestry Research Institute	-	1.25	0.32	0.50	0.56
Zanzibar Fisheries Corporation	-	1.25	0.32	0.50	0.56
Bandari College	-	1.25	0.10	0.44	0.43
Dar es Salaam Maritime Institute	-	1.25	0.10	0.44	0.43
Land Transport Regulatory Authority (LATRA)	-	1.25	-	0.50	0.40
National Carbon Monitoring Center	-	1.42	0.12	0.11	0.38

Fisheries Education & Training Agency	-	1.25	0.10	0.22	0.37
Tanzania Railway Corporation (TRC)	-	1.17	0.10	0.22	0.35
Urban Water & Sewerage Authorities	-	1.08	0.10	0.22	0.33

#### DEVELOPMENT PARTNER

European Union	-	0.75	0.40	0.89	0.62
FAO	-	0.75	0.40	0.89	0.62
GIZ/SIDA/Norad/SDC	-	0.75	0.40	0.89	0.62
KOICA/JICA	-	0.75	0.40	0.89	0.62
Nairobi Convention	-	0.75	0.40	0.89	0.62
UKAID	-	0.75	0.40	0.89	0.62
UNDP	-	0.75	0.40	0.89	0.62
UNEP	-	0.75	0.40	0.89	0.62
UNESCO	-	0.75	0.40	0.89	0.62
USAID	-	0.75	0.40	0.89	0.62
World Bank	-	0.75	0.40	0.78	0.58
Equinor Tanzania AS	-	0.75	-	0.89	0.42
East African Crude Oil Pipeline Project	-	0.75	-	0.56	0.32

#### PRIVATE COMPANY

AfDB	-	0.75	0.40	0.67	0.55
Chumbe Island Coral Park	-	0.75	0.30	0.56	0.47
Mnemba Island	-	0.75	0.30	0.56	0.47
Shungu Mbili (Thunder)	-	0.75	0.20	0.56	0.42
National Insurance Company	-	0.75	0.20	0.33	0.35
Hotels Association of Tanzania	-	0.75	0.30	0.11	0.33
Zanzibar Association of Tourism Investors	-	0.75	0.30	0.11	0.33
Azam Marine and Kilimanjaro Fast Ferries	-	0.75	-	0.61	0.33
CRDB Bank	-	0.75	0.10	0.33	0.30

Zanzibar Fast Ferries	-	0.75	-	0.50	0.30
Songoro Marine Transport Limited	-	0.75	-	0.44	0.28
National Microfinance Bank	-	0.75	0.10	0.17	0.25
People's Bank of Zanzibar	-	0.75	0.10	0.17	0.25
Tanzania Agricultural Development Bank	-	0.75	0.10	0.17	0.25
Tanzania Investment Bank	-	0.75	0.10	0.17	0.25
Alpha Krust Company	-	0.75	-	0.22	0.22
Bahari Food	-	0.75	-	0.22	0.22
Jimbo Shrimp Farm	-	0.75	-	0.22	0.22
PUMA Energy Company	-	0.75	-	0.22	0.22
Tour Operators	-	0.75	-	0.22	0.22
Forworld Tanzania Company LTD	-	0.75	-	0.11	0.18
Lake Oil Group	-	0.75	-	0.11	0.18
World Oil	-	0.75	-	0.11	0.18

4

CBO					
Central - DOKICHUNDA	-	0.92	0.50	0.33	0.53
Northern - Deep Sea	-	0.92	0.50	0.33	0.53
Southern - MKINAI	-	0.92	0.50	0.33	0.53
Tanzanian Women Fish Workers Association	-	0.92	0.30	0.11	0.37
Aqua Farms Organization	-	0.58	0.20	0.39	0.33
Association of Oil and Gas Service Providers in Tanzania	-	0.75	0.30	0.11	0.33
Tanzania Renewable Energy Association	-	0.75	0.30	0.11	0.33
Aquaculture Association of Tanzania	-	0.92	0.20	0.11	0.32
Sea cucumber farmers	-	0.92	0.20	0.11	0.32
Seaweed Farming Groups	-	0.92	0.20	0.11	0.32
Pearl Oyster Farmers	-	0.75	0.05	-	0.17
Sponge farmers	-	0.75	0.05	-	0.17

<b>NGO</b>							
The Wildlife Conservation Society	-		0.58	0.20	0.89	0.48	
The Nature Conservancy	-		0.58	0.20	0.78	0.45	
IUCN Eastern Africa	-		0.58	0.20	0.67	0.42	
Mwambao Coastal Community Network	-		0.58	0.20	0.67	0.42	
WIOMSA	-		0.58	0.20	0.67	0.42	
WWF Tanzania	-		0.58	0.20	0.67	0.42	
Wetlands International	-		0.58	0.20	0.56	0.38	
Blue Alliance	-		0.58	0.20	0.50	0.37	
Sea Sense	-		0.58	0.20	0.39	0.33	
Blue Ventures	-		0.58	-	0.22	0.18	
<b>ASSOCIATION</b>							
Bagamoyo Salt Producers Cooperative	-		0.92	0.20	0.11	0.32	
Mtandao wa Vikundi vya Wakulima na Wavuvi Lindi	-		0.92	0.20	0.11	0.32	
Oil and Gas Platform Tanzania	-		0.92	0.20	0.11	0.32	
Somanga Coastal Sand Users Group	-		0.92	0.20	0.11	0.32	
Tanga Women Salt Harvestors Group	-		0.92	0.20	0.11	0.32	
Tanzania Aquaculture Professional Association	-		0.92	0.20	0.11	0.32	
Tanzania Women Miners Association	-		0.92	0.20	0.11	0.32	
Fishing Vessel Owners	-		0.75	-	0.22	0.22	

<sup>48</sup> 'The agency is median of the normalized score of Scale, Mandate, and Assets dimensions

## B Multi-Criteria Decision Analysis

### B.1 Overview

The methodology for prioritizing and ranking stakeholders within the Stakeholder Engagement Strategy (SES) for Marine Spatial Planning (MSP) is built upon a robust Multi-Criteria Decision Analysis (MCDA) framework. This systematic approach ensures that stakeholder engagement efforts are strategically aligned with the overarching goals of the MSP process, from pre-planning through implementation, monitoring, and evaluation. This systematic methodology ensures a transparent, comprehensive, and adaptable approach to identifying, assessing, and prioritizing stakeholders, fostering inclusive and effective participation in Tanzania's MSP initiatives. The core of this method involves five key steps described from Section B.2 through B.6:

### B.2 Structuring the Stakeholder Engagement Strategy

The primary objective is to evaluate and compare stakeholders to optimize their engagement in the MSP process. Therefore, this approach involves identifying relevant criteria, determining their importance, and establishing a clear framework for assessment as illustrated in Figure B.1.

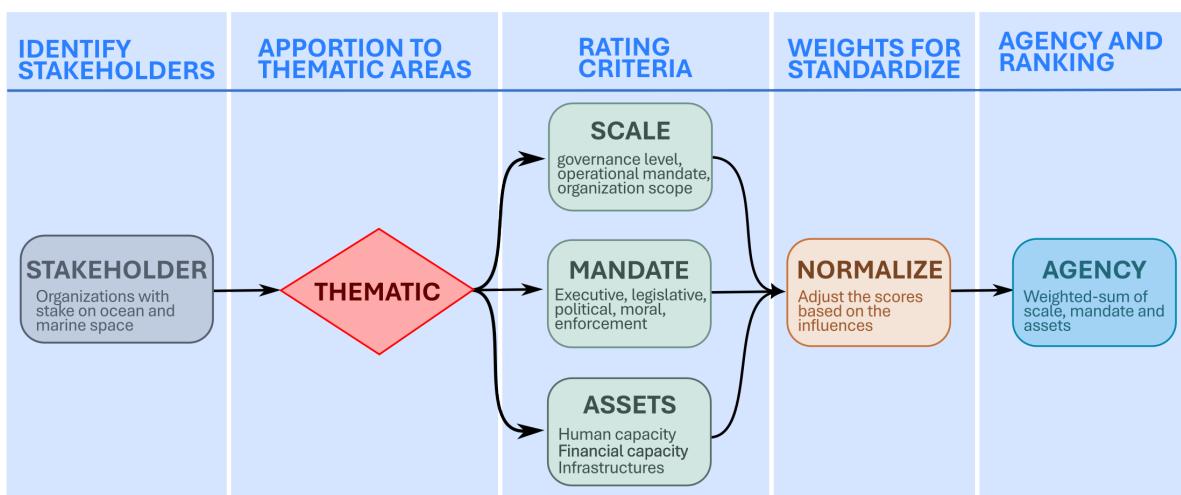


Figure B.1: Conceptual diagram of the Multi-criteria decision analysis framework for MSP stakeholders in the United Republic of Tanzania

### B.3 Specifying Criteria and scores of dimensions

Based on the literature review and expert opinions of the team as well as consultations, three criteria were identified and specified as crucial for effective stakeholder engagement in MSP process in Tanzania. These include the scale, mandate and assets as illustrated in Figure B.2.

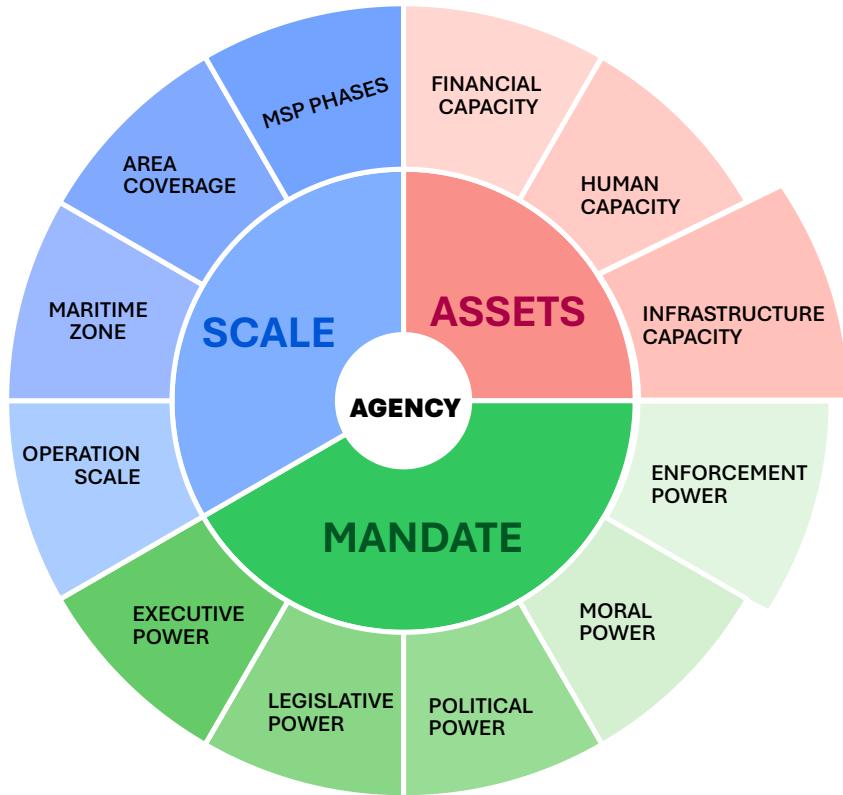


Figure B.2: Conceptual diagram of the Multi-criteria decision analysis framework for MSP stakeholders in the United Republic of Tanzania

### B.3.1 Scale

The scale criterion assesses the operational reach of an organization within the marine space. It is broken down into four key dimensions: administrative scope, involvement across MSP timelines, organizational scope of operation, and jurisdictional mandate, each scored to evaluate an organization's operational influence and engagement level in the MSP process.

#### B.3.1.1 S1: Operational Scale in Terms of the Union Structure

The first dimension of the scale that classifies the administrative scope of operations within the URT, distinguishing between mainland-only (MT), Zanzibar-only (ZA), and joint union (UN). The scores are categorical and non-numeric, reflecting distinct governance frameworks.

Table B.1: Operation Scale

Score	Description
MT	Mainland operations
ZA	Zanzibar operations
UN	Joint union operations

### B.3.1.2 S2: Phases of the MSP Process

The second dimension in scale identifies the phase of the Marine Spatial Planning (MSP) process, which include pre-planning (PP), planning (PL), implementation (IM), or monitoring (ME). Like S1, scores are qualitative labels.

Table B.2: Phase of MSP

Score	Description
PP	Pre-planning phase
PL	Planning phase
IM	Implementation phase
ME	Monitoring phase

### B.3.1.3 S3: Organisational Scope

The third dimension of scale quantifies the jurisdictional breadth of involved institutions, scored numerically (0–7). Higher values indicate broader authority (e.g., union-level = 7, none = 0).

Table B.3: Jurisdictional Scope

Score	Level
7	Union
6	National
5	LGA
4	Local community
3	Private sector
2	NGO
1	Academia/research
0	None

### B.3.1.4 S4: Organisational Mandate

The fourth dimension of scale is the organizational mandate, which scores the spatial extent of an institution's mandate, with coastal (3) being the highest and offshore (1) the lowest. Scores are ordinal.

Table B.4: Organisational Mandate

Score	Jurisdiction
3	Coastal
2	Inland
1	Offshore

### B.3.2 Mandate

The mandate criterion evaluates an organization's legal and political authority to influence the Marine Spatial Planning (MSP) process. It is broken down into five key dimensions: executive powers, legislative powers, political relevance, moral suasion, and enforcement role, each scored to reflect their level of influence.

#### B.3.2.1 M1: Executive Powers---Promulgate and Enforce Legislation

The first dimension of mandate evaluates an organization's authority to enact and enforce legislation related to Marine Spatial Planning (MSP). Scores are quantitative (0–3), reflecting varying degrees of executive power:

Table B.5: Executive Powers

Response	Score	Description
Yes	3	Full power to promulgate and enforce
Sometimes	2	Partial/conditional authority
Advise	1	Can recommend but not enforce
No	0	No executive role

#### B.3.2.2 M2: Legislative Powers---Draft and Initiate Legislation

The second dimension of mandate criterion assesses an organization's role in drafting and initiating MSP-related legislation. Like M1, it uses a 0–3 scale, with higher scores indicating stronger legislative influence:

Table B.6: Legislative Powers

Response	Score	Description
Yes	3	Full power to draft and initiate
Sometimes	2	Limited/conditional power
Advise	1	Can propose but not draft
No	0	No legislative role

#### B.3.2.3 M3: Political Relevance---Influence on MSP Process

The third dimension of mandate criterion measures an actor's political influence in MSP, scored ordinally (0–2). "High" implies direct political leverage, while "Neutral" indicates no influence:

Table B.7: Political Powers

Response	Score	Description
High	2	Direct political role/impact
Low	1	Minor political influence
Neutral	0	No political role

#### B.3.2.4 M4: Moral Suasion---Public Influence on MSP

The fourth dimension of mandate criterion evaluates non-political authority (e.g., public trust or ethical standing) to sway MSP decisions. Scores range 0–2, with “High” indicating strong persuasive power:

Table B.8: Moral Suasion

Response	Score	Description
High	2	Significant moral authority
Low	1	Limited persuasive power
None	0	No moral influence

#### B.3.2.5 M5: Enforcement Role---Compliance Mechanisms

The fifth and final dimension of mandate criterion rates an organization’s capacity to enforce MSP governance instruments (e.g., legal prosecution or monitoring). Scores are 0–2:

Table B.9: Enforcement Role

Response	Score	Description
Prosecute, monitor, arrest, summons	2	Full enforcement
Official reporting	1	Passive compliance role
None	0	No enforcement capacity

### B.3.3 Asset

The asset criterion evaluates the tangible and intangible resources an organization can contribute to the Marine Spatial Planning (MSP) process. It is broken down into three key dimensions: human capacity, financial capacity, and infrastructure, each scored to reflect their potential impact on MSP outcomes.

#### B.3.3.1 A1: Human Capacity---Staff Competency for MSP

The first dimension of asset criterion evaluates an organization’s human resource capacity to effectively engage in Marine Spatial Planning (MSP), considering staff numbers, skills, and knowledge. Scores range from 0 (no capacity) to 3 (exceptional capacity), reflecting the ability to drive MSP objectives across different stages.

Table B.10: Human Capacity

Response	Score	Description
Exceptional	3	High staff numbers, skills for all MSP stages
Adequate	2	Sufficient for core MSP activities
Limited	1	Minimal capacity for partial MSP tasks
None	0	No relevant staff, skills

### B.3.3.2 A2: Financial Capacity---Resource Commitment to MSP

The second dimension of asset criterion assesses an organization's ability to allocate financial resources toward MSP-related actions and projects. Scores are ordinal (0–2), distinguishing between substantial funding (2), limited funding (1), and profit-driven commitments (0) that may not align with MSP goals.

Table B.11: Financial Capacity

Response	Score	Description
Large	2	Substantial funding for MSP objectives
Limited	1	Low or conditional funding support
None	0	Funds tied to shareholder or profit motives

### B.3.3.3 A3: Infrastructure---Tools and Systems for MSP

The third and final dimension of asset criterion measures the availability of physical and technical infrastructure (e.g., buildings, equipment, software) to support MSP processes. Scores are 0–2 (Table B.12), with “Good” indicating robust infrastructure and “None” indicating no support systems.

Table B.12: Infrastructure Capacity

Response	Score	Description
Good	2	Comprehensive tools, equipment, services for MSP
Limited	1	Basic or partial infrastructure
None	0	No relevant infrastructure

## B.4 Measuring Alternatives' Performance (Scoring)

For each criterion, specific dimensions were defined, and stakeholders were scored based on their performance against these dimensions (Section B.3). This data was gathered through a combination of expert opinions, comprehensive literature reviews, and direct stakeholder consultations. A digital web-app and tool were developed and used to facilitate this data collection, allowing for the integration of both quantitative and qualitative information, and accommodating subjective judgments alongside scientific evidence.

## B.5 Weighting (Normalize) the criteria

To reflect their relative importance, the criteria and their dimensions were assigned weights. A normalization process was applied, ensuring that the sum of weights across all criteria equals 100%. The weighting Equation B.1, ensures that higher-ranked criteria receive proportionally greater importance, maintaining monotonicity and allowing for flexibility in focusing on top-ranked factors.

$$wk = \frac{1}{K} \times \sum_{i=1}^n \left( \frac{1}{i} \right) \quad (\text{B.1})$$

where:  $K$  = Total number of criteria (normalization factor);  $i$  = Rank of a criterion (e.g., 1st, 2nd, ..., nth); and  $n$  = Number of terms included in the summation (may vary based on context)

The weighting method exhibits three key properties: First, it maintains monotonicity, meaning weights systematically decrease as the rank ( $i$ ) increases, ensuring higher-ranked criteria receive proportionally greater importance. Second, the method offers flexibility by allowing adjustment of the summation limit ( $n$ ) to focus specifically on top-ranked criteria when needed. Finally, normalization through division by the total number of criteria ( $K$ ) guarantees that the resulting weights remain proportional and directly comparable across all evaluated factors.

### Note

**Example B.1.** Calculating the Mandate Score for the Ministry of Blue Economy. Suppose you score 4 alternative ( $K=4$ ) of mandate criteria for MSP governance:

- Executive Powers (Rank  $i=1$ )
- Legislative Power (Rank  $i=1$ )
- Executive Power (Rank  $i=2$ )
- Political Relevance (Rank  $i=3$ )
- Moral Suasion (Rank  $i=4$ )

*Solution B.1.* The weight for the top alternative ( $k=1$ ) of the mandate criterion is calculated as follows:

```
1/4 * (1/1)
```

```
[1] 0.25
```

*Solution B.2.* For a cumulative weight including top 2 dimensions of the mandate criterion:

```
1/4 * (1/1 + 1/2)
```

```
[1] 0.375
```

*Solution B.3.* For a cumulative weight including all four alternatives of mandate criterion:

```
1/4 * (1/1 + 1/2 + 1/3 + 1/4)
```

```
[1] 0.5208333
```

## B.6 Applying Scores and Weights to Rank Alternatives

The normalized scores of each stakeholder across all dimensions were then multiplied by their respective weights. These weighted scores were summed to derive a comprehensive “Agency Score” for each stakeholder. This final score provides a clear basis for rating and ranking stakeholders, from highest to lowest agency, thereby prioritizing them for targeted engagement activities throughout all phases of the MSP process.

 Tip 1

The  $K$  criteria are ranked in order of their importance. The most-important criterion gets a value of 1, the second-most important criterion gets a value of 2, and so on down to a value of  $K$  for the least-important criterion.

## C Stakeholder Engagement Digital Tools

### C.1 Stakeholder MCDA Tool

Welcome to the Marine Spatial Planning (MSP) Stakeholder Input Tool ([?@fig-seta](#)). This platform facilitates the collection of stakeholder insights to inform the development of a comprehensive Stakeholder Engagement Strategy (SES). Click the link to connect to a Digital SES and explore mapped stakeholders for the MSP at your fingertips.



The screenshot shows the 'STAKEHOLDER ENGAGEMENT TOOL' interface. At the top left is the Tanzanian coat of arms. To the right is the title 'STAKEHOLDER ENGAGEMENT TOOL' and a blue icon of two people talking. Below the title is a section titled 'SCALE'. A descriptive text explains that 'Scale' assesses operational dimensions in MSP, including jurisdictional reach (Mainland/Zanzibar/Joint), phase participation (pre-planning to monitoring), governance level (Union to local), and mandated zones (inland/coastal/offshore). It identifies strategic positioning across Tanzania's multi-level MSP framework. Two questions are visible in boxes: 'S1: At which operational scale(s) does your organization engage in MSP processes within the union structure?' with options for Mainland, Zanzibar, and Joint; and 'S2: In which phases of the MSP process does your organization fits (select all that apply)?' with options for Pre-planning, Planning, Implementation, and Monitoring and Evaluation.



## C.2 Interactive WebApp

The screenshot shows the homepage of the Tanzania MSP Stakeholder Engagement Tool. At the top, there is a header with the logo of the Tanzania National Bureau of Statistics (Tanzania NBS) and the text "STAKEHOLDER ENGAGEMENT TOOL". Below the header, there are navigation links for "HOME", "TOOL", "SPATIAL", and "AGENCY". On the far right, there is a "Links" dropdown menu. The main content area is titled "Welcome to the Tanzania MSP Stakeholder Engagement Tool". It features four main sections: "About This Initiative", "Get Started", "Interact with the tool", and "Solutions".

- About This Initiative:** Describes Marine Spatial Planning (MSP) as a crucial process for sustainably managing marine and coastal resources. It highlights the tool's purpose to support the MSP process in Tanzania by providing a structured approach to stakeholder identification, analysis, and engagement.
- Get Started:** Provides instructions on how to navigate the tool using tabs at the top of the page. It lists three main categories:
  - TOOL:** Enter and assess stakeholder information based on Scale, Mandate, and Assets.
  - SPATIAL:** Visualize the geographic distribution of stakeholders.
  - AGENCY:** Analyze and compare the adjusted scores (Scale, Mandate, and Assets) for all stakeholders.
- Interact with the tool:** A section for selecting operation areas (Mainland, Joint, Zanzibar) and themes (Oil and gas, Fisheries, Environment, Tourism, Mining, Water, Land, Mariculture, Energy, Maritime security, Marine cables and others, Others, Waste disposal). It also includes a "Slide for transparency" slider set to 0.2.
- Solutions:** A scatter plot showing the relationship between Assets (Y-axis, 0.0 to 0.8) and Mandate (X-axis, 0.0 to 1.0). The plot is divided into four quadrants: Non-state (top-left), State-Owned (top-right), NGO (middle-left), and Government (middle-right). Overlaid on the plot are several colored ovals representing different stakeholder groups: CBO (blue), Association (orange), Private company (green), and Government (pink).



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