

**UNITED REPUBLIC OF TANZANIA  
MINISTRY OF LIVESTOCK AND FISHERIES**



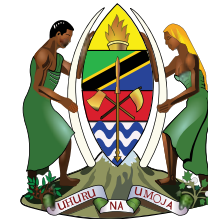
**NATIONAL PLAN OF ACTION**

**FOR IMPLEMENTATION OF THE VOLUNTARY GUIDELINES FOR  
SECURING SUSTAINABLE SMALL-SCALE FISHERIES IN THE CONTEXT  
OF FOOD SECURITY AND POVERTY ERADICATION  
(NPoA-SSF GUIDELINES)**



June, 2021

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Prepared with the Support of the Food and Agricultural Organization  
of the United Nations (FAO)

June, 2021

## Prepared by the Ministry of Livestock and Fisheries

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For Implementation of Voluntary Guidelines on Securing Sustainable Small-scale fisheries in the Context of Food Security and Poverty Eradication (NPOA-SSF GUIDELINES)

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## FOREWORD

The United Republic of Tanzania is committed to ensuring effective implementation of the FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (The SSF Guidelines). Indeed, preparation of this National Plan of Action (NPoA) is a clear testimony of our commitment. The enthusiasm stems from the fact the SSF sector is crucial in food fish supply, employment and income generation for the growing human population. Currently, over 98% of fish and fishery products is supplied by SSF operators. The sector employs over 200,000 primary fishers, and over 4 million actors in other nodes and strands of fisheries value chains. Total fish landing stands at about 470,000 tons per annum, whereas the Maximum Sustainable Yield (MSY) is estimated at 2, 143,211 metric tones. This implies we can secure greater benefits from our fishery resources, once the noble objectives expressed in the SSF Guidelines are put into practical effect.

The SSF Guidelines resonate the overall national fisheries policy objective; to develop a robust, competitive and efficient fisheries sector that contributes to food security and nutrition, growth of the national economy and improvement of the wellbeing of fisheries stakeholders while conserving environment. However, we found the SSF Guidelines very useful in providing clear guidance with regards to major issues that have to be considered. The issues are generally classified into three categories; human rights, responsible fisheries and sustainable development, as well as the need for improving an enabling environment and supporting implementation. These issues were digested thoroughly, through comprehensive stakeholders' consultation process which was coordinated by the National Task Team (NTT) for implementation of the SSF Guidelines. The customised version was validated and has been articulated into this NPoA document.

The NPoA has outlined challenges and opportunities associated with our Small-Scale Fisheries, together with actions that we have to take in order to ensure that fisheries resources are developed, managed, conserved, and utilized sustainably for improved food fish supply, economic growth, poverty eradication and improved sustainable livelihoods. The challenge ahead is to implement the work plan of this NPoA, so that the country in general and stakeholders in particular, can secure greater benefits from the fisheries resources. It can be done, let's play our respective parts.

The preparation of this NPoA was made possible through moral, technical and financial support from FAO. I would like to thank the organization for the invaluable support. Likewise, I would like to thank all stakeholders across the country who provided inputs that have enriched the NPoA.



Dr. Rashid A. Tamatamah

**Permanent Secretary – Fisheries**  
**Ministry of Livestock and Fisheries**

## SUMMARY

This document presents Tanzania's National Plan of Action (NPoA) to implement the Voluntary Guidelines for Securing sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (the SSF Guidelines). The issues and actions outlined in this document originate from stakeholders' consultations which involved over 6,500 fishers, processors, traders, village leaders, members of Beach Management Units (BMUs), Local Government Authorities (LGAs), Central Government officials, Non-Governmental Organizations (NGOs), Civil Society Organizations (CSO's), Private sector, research and academic institutions, and other key stakeholders in related sectors across the country.

The coverage included major and minor-water bodies, specifically the Indian Ocean (for marine fisheries), Lakes Nyasa, Tanganyika, Victoria and Rukwa (for inland fisheries). The consultations took place between March and October 2020 with technical and financial assistance from the United Nations Food and Agriculture Organization (FAO). The issues and recommended interventions from the field were consolidated into a Draft NPoA, which was validated and endorsed at a National Stakeholders' Consultation Workshop held in the City of Dodoma, on 21st November 2020.

The Logical Framework Analysis (LFA) technique was used to analyse the challenges confronting the SSF sector, identify root causes, and digest and prioritise actions for addressing these challenges. The NPoA highlights five priority areas for effective implementation of the SSF Guidelines in Mainland Tanzania. It is estimated that implementing the recommended interventions and activities in this NPoA would cost about TZS2,415,500,500 equivalent to USD 1,050,565.4.<sup>1</sup> This document on the NPoA is organized into the following sections:

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<sup>1</sup> Estimates are based on the exchange rate 1 USD = TZS 2300 (June 2021).

<b>Section I:</b>	Introduction: Background information, Objective and Scope of NPoA.
<b>Section II:</b>	Development of the NPoA: The process.
<b>Section III:</b>	Linkage between SSF Guidelines and other sectoral policies.
<b>Section IV:</b>	Key challenges and opportunities in the SSF; good practices, interests and actions to be taken.
<b>Section V:</b>	Work Plan for implementation of the NPoA (2021-2025).
<b>Section VI:</b>	Monitoring and Evaluation Plan
<b>Section VII:</b>	Resource Mobilization
<b>Section VIII:</b>	Recommended Action Points

## List of Acronyms and abbreviations

AfCTA	African Continental Free Trade Area
BMUs	Beach Management Units
CCRF	Code of Conduct for Responsible Fisheries
CFMAs	Collaborative Fisheries Management Areas
COFI	Committee on Fisheries
CSO	Civil Society Organization
DCs	District Commissioners
DRC	Democratic Republic of Congo
DWFN	Distant Water Fishing Nations
EAC	East African Community
EEZ	Economic Exclusive Zone
EU	European Union
FAO	Food and Agriculture Organization
FETA	Fisheries Education and Training Agency
GBV	Gender Based Violence
GDP	Gross Domestic Product
GPS	Global Positioning System
HRBA	Human Rights-Based Approach
IUU	Illegal, Unreported and Unregulated Fishing
IYAFA	International Year of Artisanal Fisheries and Aquaculture
LFA	Logical Framework Analysis
LGA	Local Government Authority
MCS	Monitoring Control and Surveillance
MLF	Ministry of Livestock and Fisheries
MRCC	Maritime Rescue Coordination Center

NGOs	Non-Governmental Organization
NPES	National Poverty Eradication Strategy
NPoA	National Plan of Action
NTT	National Task Team
PFTP	Post-harvest Fish Technology Platform
PO – RALG	President’s Office – Regional Administration and Local Governments
PPP	Public Private Partnership
RFMOs	Regional Fisheries Management Organizations
SADC	Southern Africa Development Committee
SDGs	Sustainable Development Goals
SSF	Small Scale Fisheries
TAFIRI	Tanzania Fisheries Research Institute
TAWFA	Tanzania Women Fishworkers Association
TBS	Tanzania Bureau of Standards
TEK	Traditional Ecological Knowledge
TFS	Tanzania Forest Services
TMA	Tanzania Meteorological Agency
TZS	Tanzanian Shilling
USDM	University of Dar-es Salaam
UNCLOS	United Nations Convention on the Law of the Sea
UNDF	United Nations Decade of Family Farming
URT	United Republic of Tanzania
USD	United States of America Dollar
WiMS	Women in Marine Science (WIOMSA)

## 1.0 Introduction

### 1.1 Background Information

This National Plan of Action (NPOA) for implementation of the Voluntary Guidelines for securing Sustainable Small-scale Fisheries in the context of food security and poverty eradication (SSF guidelines), reflects Tanzania’s commitment to develop the small- scale fisheries sector, and the people whose livelihoods are dependent on it.

The Tanzanian small-scale fisheries (SSF) sector comprises over 90% of the National Fisheries sector (URT, 2018). The SSF sector is estimated to provide direct employment to over 200,000 people and indirectly to 4 million people working in fisheries related activities, which include processing, trading, fish transporting, net making, and boat building. Fish production in the country has been increasing over the recent five years with the highest quantity of 470,309 metric tons of fish landed in 2019. The sector contributes about **1.71%** to the National Gross Domestic Product (GDP), and it accounts for **10%** by value of National exports (URT, 2019).

The importance of the country’s SSF is also reflected in other regions of the world. Global small-scale fisheries (SSF) play an essential role in employment and poverty eradication (Jentoft *et al*, 2017). Also, much of the fish landed by SSF is for local consumption, thus supporting food security in respective communities and countries (FAO, 2020; Jentoft *et al*, 2017, AUC-NEPAD, 2014).

In Africa, there are about 9 million small-scale fishers contributing more than 60% of the continent’s production and on average 0.76% to National Gross Domestic Product (AU, 2019; de Graaf and Garibaldi, 2014).

It is reported that the sector provides significant employment and income for the poor rural communities in Africa. About 10 million Africans rely on small-scale fisheries as their primary livelihood and a further 90 million (farmers and the resource poor) depend on fishing as part of their diversified livelihood strategy. About 200 million rely on fish as an affordable source of protein (AUC-NEPAD,2014).

Despite its socioeconomic relevance, the SSF faces several challenges that limit the attainment of responsible fisheries and sustainable development. Likewise, the industry is characterised by many challenges including, over-capacity, over-fishing, illegal fishing, high post-harvest losses, and environmental degradation. These issues threaten the sustainability of fishery resources and challenge the livelihoods of most fishers and fishing communities.

For decades, different approaches and interventions have been employed in mitigating the challenges facing SSF, each with varied outcomes. Thus, FAO coordinated international efforts to digest the SSF management and development challenges by collecting lessons to inform national and international stakeholders.

The process included; the 2008 first Global Conference on Small-Scale Fisheries in Bangkok; Consultations at national, regional and global levels involving over 4,000 stakeholders worldwide that took place between 2010 and 2013; and preparation of a draft document on the SSF Guidelines which was endorsed, as an international instrument, during the 31<sup>st</sup> meeting of the Committee on Fisheries (COFI) held in 2014.

The Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (SSF Guidelines) aim at making the SSF more visible among policymakers, managers and the

population at large. The specific objectives of the SSF Guidelines are:

- (i) To enhance the contribution of SSF to global food security;
- (ii) To contribute to the equitable development of small-scale fishing communities and poverty eradication;
- (iii) To achieve the sustainable utilization and responsible management and conservation of fisheries resources;
- (iv) To promote the contribution of SSF to an economically, socially and environmentally sustainable future;
- (v) To provide guidance that could be considered by states during the implementation of ecosystem friendly policies, strategies and legal framework; and,
- (vi) To advance public awareness on the potentials of SSF and promote advancement of the sector.

It is anticipated that these objectives would be achieved through the application of the Human Rights-Based Approach (HRBA) by empowering both men and women to participate in decision-making processes and to assume responsibility for sustainable use of fishery resources (SSF Guidelines 2015).

Indeed, for about 60 years of the post-independence period, the Tanzanian Government exerted great effort towards the development of small-scale fisheries development. Policies, programs and strategies have been put in place; an elaborate extension service system was instituted, together with the establishment of centres for small-scale fisheries development across the country. Given this background, the country was thus an ardent supporter of the SSF Guidelines from its conception and fully participated in its preparation stages, from the 2008 Bangkok Global SSF Conference and to its endorsement in 2014.



Tanzania also took the lead in putting into action the objectives of the SSF Guidelines. Initially, the SSF Guidelines were translated into Kiswahili (2018) to promote local understanding and appreciation. These efforts have culminated into the preparation of this NPoA through technical and financial support from the Food and Agriculture Organization of the United Nations (FAO). The ultimate objective of this process is to institutionalize the implementation of the SSF Guidelines in the country. It is believed that effective implementation of this Action Plan would enable the country to achieve the goal of responsible SSF and sustainable development of the sector, and to enable fishers to secure more significant socio-economic benefits from well-managed fishery resources.

## 1.2 Objective, Purpose and Vision of the NPoA

### The main objective of the NPoA is

To provide a framework that would enhance the contribution of small-scale fisheries to incomes, food security and nutrition, and to support the progressive realization of the right to adequate food for all.

**Purpose:** To enable the Ministry of Livestock and Fisheries, Small-scale fishers and other collaborators to achieve the objectives of the SSF Guidelines in Tanzania. The NPoA is directed to both State and non-State actors, and the private sector involved in SSF.

**Vision:** To have just and sustainable small-scale fisheries where people have democratic influence and access to fundamental rights, and power to effect change for present and future generation.

## 1.3 The Tanzanian (Mainland) Fisheries Sector

Tanzania is reasonably rich in marine and inland waters that yield a wide range of living aquatic resources, food security, revenues and

livelihoods for a significant percentage of the population. The country's fishery is categorized into industrial and small-scale fisheries. The industrial fishery is mainly carried out in the Exclusive Economic Zone (EEZ) and is mostly undertaken by Distant Water Fishing Nations (DWFN), targeting tuna and tuna-like fish species.

Small-scale fisheries take place in both marine and fresh waters, although a larger percentage is evident around the three of the largest inland lakes in Africa namely, Lake Victoria 51% (shared with Uganda and Kenya); 41% of Lake Tanganyika (shared with DRC; Burundi and Zambia) and 20% of Lake Nyasa (shared with Mozambique and Malawi) (Figure 1). The inland waters are also comprised of diverse river systems, satellite lakes and dams. The characteristics of these water bodies are provided in Table 1. The small-scale fishery plays a significant role in social and economic development, substantially contributing to coastal livelihoods (Ibengwe and Sobo, 2016; Medard 2005; Nunan, F Cepic, D., Mbilingi B., Odongkara, K., Yongo, E., Owili, M., Salehe, M., Mlahagwa E and Onyango P. 2017, URT, 2018; 2019).

**Table 1: Characteristics of main water bodies in Tanzania**

Water body	Total Area (km <sup>2</sup> )	No. of fishers	Estimated people in Post-harvest activities	Estimated Fisheries Resource Potential (Ton)	Fishing crafts	No. of landing sites
Lake Victoria	68,800	109,397	2,187,940	2,681,165	31,773	641
Lake Tanganyika	32,900	26,612	532,240	295,000	11,506	239
Lake Nyasa	30,800	5,550	111,000	168,000	2,632	114
Marine (Territorial sea)	64,000	53,035	1,060,700	30,000	9,242	274
EEZ	223,000	-	-	100,000	-	-
Other inland water bodies	5,000	7,459	149,180	Unknown	-	-
<b>Total</b>		<b>202,053</b>	<b>4,041,060</b>	<b>3,274,165</b>	<b>55,153</b>	<b>1,268</b>

Source: URT 2011; 2019

These water bodies are widely distributed in the country as illustrated in Map 1, equally indicating the wider participation of people in the Tanzanian small-scale fisheries.

**Figure 1: Map of Tanzania showing major fishing water bodies.**



### 1.3.1 Participation and benefits of SSF

Fishing has historically been a profitable activity in Tanzania, and over the years, has attracted more people. Fish serves as a major source of animal protein, essential fats, and micronutrients for many people, in all communities.

Small scale fisheries in Tanzania usually use relatively low capital, and most fishers use small-sized fishing vessels of 3 to 11m length (Koane, Onyango and Kangonga, 2018; Sobo, 2020) with low-level technology, making short fishing trips close to the shore. Small-scale fishers target diverse species including the Nile perch (*Lates niloticus*), Nile tilapia (*Oreochromis niloticus*), Dagaa (*Rastreneobola argentea*) from Lake Victoria;

Dagaa (*Stolothris tanganicae*; *Limnothrissaliodon*), Migebuga (*Lates stappersii*) from Lake Tanganyika; Haplochromines and Usipa/Dagaa (*Engraulicypris*) from Lake Nyasa, and Jodari (Tuna) Scombridae, Dagaa mchele (*Anchoviella commersonii*), Changu (*Lethrinus rhodopterus*), Vibua (*Restrelliger chrysozomis*), prawns, octopus, lobsters and mackerel from marine fisheries.

## 2.0 Development of the NPoA: The process

The NPoA was developed through nine multi-stakeholder consultations involving 6,729 fisheries stakeholders. They comprised of policy makers, fisheries managers, fishers, fish traders, fish processors, net menders, food vendors, fish carriers, gear suppliers and fish transporters.

Plate 1: The Consultative Process



© Tanzania NPoA Team, 2020

Consultative workshops were convened by the National Task Team (NTT) members in different locations, namely, Dodoma for policy makers and fisheries managers, Kilwa district to represent Marine fishers, fishworkers and other stakeholders at the landing sites; Nyasa district representing Lake Nyasa stakeholders; Kigoma Municipal Council representing Lake Tanganyika and Muleba district for Lake Victoria stakeholders. Objectives of the workshops were:

- Creating awareness on the SSF Guidelines and its implementation plan
- Collecting experiences on challenges, good practices, opportunities and potential actions on the five thematic areas of the SSF guidelines to be included in the NPoA

Through plenary presentations, discussions and working group sessions, participants deliberated on key issues concerning the pursuit of a sustainable programme for the NPoA. A final stakeholders validation workshop was held on 21<sup>st</sup> November 2020. This provided an opportunity for the fisheries stakeholders to share feedback and make improvements on the draft NPoA.

### **3.0 Linkages between the SSF Guidelines and other sectoral policies**

#### **3.1 Institutional and policy framework**

At the National level, the Fisheries Division in the Ministry of Livestock and Fisheries has the responsibility for sustainable management, administration, and conservation of the fisheries resources in Tanzania, in collaboration with Local Government Authorities (LGA's), fishing communities and development partners for the benefit of the present and future generations. Fisheries in the country are managed through the National Fisheries Policy of 2015, the Fisheries Act No. 22 of 2003, the Principal Regulations of 2009 and its amendment (2020). Other relevant Acts are; Marine Parks and Reserves Act No. 29 of 194; Tanzania Fisheries Research Institute Act No.14 of 2016; and the Deep-Sea Fishing Authority Act No. 3 of 1989 amended in 2007.

Further, the NPoA-SSF Guidelines will link to other sectoral policies and regulatory frameworks, including, the National Women and Gender Development Policy (2000), the Employment and Labour Relations Act (2004) and others, to attain food security, poverty reduction, increased national income and increased contribution of fisheries to national GDP. The implementation of SSF Guidelines in Tanzania is also linked to the National Development Vision of 2025 and National Poverty Eradication Strategy (locally known as MKUKUTA II).

At the international level, the sector subscribes to relevant international and regional protocols and conventions such as the International Law of the Sea, UNCLOS of 1982; FAO Code of Conduct for Responsible Fisheries of 1995 (CCRF); SADC Fisheries Protocol; Ecosystem Approach to Fisheries and Small-scale Fisheries Guidelines of 2015.

The NPoA-SSF Guidelines link with other international instruments such as The Code of Conduct for Responsible Fisheries (CCRF); Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests; and Sustainable Development Goals (SDGs).

#### 4.0 Key challenges and opportunities in the SSF; good practices, interests and actions to be taken

Several priority issues and key challenges have been identified that need action to implement the SSF Guidelines. These issues were identified through consultation with fisheries stakeholders, development partners, NGOs, civil society organizations, faith-based organizations and communities. Besides, secondary sources such as Government and research reports were reviewed. Table 2 presents the identified thematic areas and the respective key issues/challenges.

##### Plate 2: Small-scale Fishers, Somanga Landing Site, Kilwa



© Tanzania NPoA Team, June 2020

**Table 2: Key challenges Identified**

No.	Thematic area	Identified challenges
1	<b>Guiding principles</b>	
	Human rights and dignity	<ul style="list-style-type: none"> <li>(i) Development projects such as hotels and ports within some fishing areas have reduced access rights for those whose livelihoods depend on the aquatic food systems. Access to traditional landing beaches fish drying/processing areas, and fishing camps has been interrupted.</li> <li>(ii) Use of trawlers in shrimp fishing by large scale fishers destroys fish habitats, affecting small-scale fishery in inshore waters. This has also brought conflict between artisanal and industrial fishers.</li> <li>(iii) Common practice of punishing offenders in fisheries using other regulations (Environmental Management Act 2004), beside the Fisheries Act.</li> <li>(iv) Carrying out law enforcement in a manner that infringes fishers' and fish workers' rights</li> </ul>
	Respect to culture	<ul style="list-style-type: none"> <li>(i) Non-recognition of the knowledge, culture, traditions, experiences and practices of fishers and fishing communities to inform fisheries governance and sustainable development processes</li> </ul>
	Consultation and participation	<ul style="list-style-type: none"> <li>(i) Inadequate feedback to fishers and fishing communities regarding findings of various research conducted within the SSF.</li> <li>(ii) Inadequate involvement of fishers, fish workers and their communities, particularly women in policy and decision-making processes, limiting their participation during implementation and monitoring.</li> </ul>

No.	Thematic area	Identified challenges
	Rule of law	<ul style="list-style-type: none"> <li>(i) Lack of translation of key sector documents such as Regulations, Acts and Policy to Swahili for easier local appreciation.</li> </ul>
2	Governance of Tenure in Small-scale Fisheries and Resource Management.	<ul style="list-style-type: none"> <li>(i) Lack of harmonized policies/regulatory frameworks to manage shared water bodies because each country has different sets of rules and management systems.</li> <li>(ii) Conflict between law enforcers and fishing community on IUU regulation and actual practice on the ground.</li> <li>(iii) IUU fishing practices impact the sustainability of resources.</li> <li>(iv) Inadequate budget from the Government to support fisheries management.</li> <li>(v) Weak or poor interaction among the co-management stakeholders. Fishers are only engaged at the implementation stage.</li> <li>(vi) Open access regime is leading to increased effort and fishing capacity, thus contributing to declining fish stocks.</li> <li>(vii) Inadequate data and information flow among stakeholders.</li> <li>(viii) High costs of gear required for certain fish species (such as sardines) is encouraging destructive fishing</li> <li>(ix) Lack of common understanding with regards to fishnet sizes among stakeholders leads sometimes to unlawful confiscation of gear.</li> </ul>

No.	Thematic area	Identified challenges
3	Social development, employment and decent work	<ul style="list-style-type: none"> <li>(i) Labour relations are skewed against fishing crew members. Fishers do not have a formal contract with the boat owners.</li> <li>(ii) Lack of ecological knowledge among many of the youth joining the fisheries industry has compounded management problems.</li> <li>(iii) Majority of fishers are not enrolled with social security protection schemes</li> </ul>
3		<ul style="list-style-type: none"> <li>(iv) Majority of fishers have limited access to financial institutions hence have limited capacity to get start-up capital or loans to expand their business and improve livelihood.</li> <li>(v) Inadequate security and safety measures to fishers and their properties.</li> <li>(vi) Inadequate access to basic social services and facilities such as clean water, electricity, all weather roads, and health care facilities in fishing areas.</li> </ul>
4	Value chains, Post-harvest and Trade	<ul style="list-style-type: none"> <li>(i) Illegal fish trade complicates effective control of safety and quality of fish and fishery products.</li> <li>(ii) High post-harvest losses, especially on small- pelagics impact fishers and traders' income and actual quantity of fish supplied.</li> <li>(iii) The multiplicity of levies, tariffs, permits and licensing fees increases operational costs and limits expansion of fisheries businesses.</li> </ul>

No.	Thematic area	Identified challenges
		<ul style="list-style-type: none"> <li>(iv) Exploitative relationships between fishers and other actors along the fish value chain.</li> <li>(v) Marketing mal-practices such as tampering with weighing scales denies fishers better prices for the products.</li> <li>(vi) Fishing vessels used are not equipped with on-board fish handling facilities.</li> <li>(vii) Inaccessibility of international and regional markets, and weak FBOs associated with lack of marketing networks.</li> <li>(viii) Unequal price negotiation power between fishers, traders and processors</li> </ul>
5	Gender Equality and Vulnerable groups	<ul style="list-style-type: none"> <li>(i) Gender stereotyping has marginalized women and vulnerable groups limiting their participation in fisheries value chain activities</li> <li>(ii) Gender-based violence (GBV) in fisheries</li> <li>(iii) Low-level participation of women in fishers organizations/associations.</li> <li>(iv) Limited accessibility to formal financial services and institutions for women fisher folk</li> <li>(v) Weak coordination of Gender issues from grassroot to ministry level</li> <li>(vi) Low level of fishing and post-harvest technologies</li> <li>(vii) Limited access to data and information; markets and market information, technologies impacting more on vulnerable groups.</li> </ul>

No.	Thematic area	Identified challenges
6	Disaster, Risks and Climatechange	<ul style="list-style-type: none"> <li>(i) High occupational risks (drowning, boat capsizing, boat collision, mammal-related attacks, and getting lost in sea/lake, fire eruption– causing death and injuries)</li> <li>(ii) Weak disaster preparedness, responses andmitigation systems.</li> <li>(iii) Weak land/sea use and management planning negatively affecting water bodies and their environmental quality.</li> <li>(iv) Piracy at sea (including fresh Waters) affectingSSF</li> </ul>
7	Enabling environment andsupporting Implementation	<ul style="list-style-type: none"> <li>(i) Multiplicity of policies and regulatory frameworks that complicate effective management of SSF .</li> <li>(ii) Inadequate infrastructure at landing sites</li> <li>(iii) Inadequate and high cost of transport compounding production costs and efficient delivery of perishable products to market.</li> <li>(iv) Low fish consumption impacting on nutrition levels.</li> <li>(v) Inadequate organizational and institutional capacities among SSF stakeholders for implementation of guidelines.</li> </ul>

## 5.0 Work Plan for the implementation of the NPoA (2021-2025)

The detailed NPoA implementation plan is based on the actions and strategies developed by involving all key stakeholders. For purposes of clarity, these actions and strategies are categorized according to the focus áreas of the NPoA-SSF; the Guiding principles, five thematic areas and enabling environment supporting the implementation of the SSF Guidelines (Table 3);

- (i) **Guiding principles:** Small-scale fisheries suffers from victimization, and non- recognition by state agencies. Due to these, SSF Guidelines outline fundamental guiding principles around human rights that should be observed to have unbiased involvement of small-scale fishers and fish workers in decision-making processes, and implementation of fisheries management measures. These are:

**Human rights**  
**Rule of Law Social responsibility**  
**Non-discrimination Respect of cultures**  
**Gender equality and equity Accountability**  
**Consultation and Participation Transparency**  
**Holistic, integrated approaches**  
**Economic, Social, Environmental susainability**  
**Feasibility and Social & Economic Viability**  
**Equity and Equality**

- (ii) **Governance of Tenure:** - Without sustainable fisheries governance, small scale fishers will not generate the benefits of fisheries. For this reason, small scale fisheries should be responsibly and sustainably governed in a manner that allocates rights, provides fisheries information, embraces collaborative



research, participation in the management process and living with the outcome, complying with regulations, and developing training to instil responsible fishing ethics.

- (iii) **Social development, employment, and Decent work:** – Fisheries provides employment just like any other industrial activity. However, small scale fishers continue to lack security, decent pay and social protection. Thus, small scale fisheries must be conducted in an environment that guarantees small scalefishers the opportunity to realize the dream of working in a good environment with access to health services, better pay and social protection.

**Plate 3: Submerged fish jetty, Kibirizi, Kigoma, 2020**



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- (iv) **Value chains, Postharvest and Trade:** - It has been estimated that there is 5 percent of physical loss and 27 percent of quality loss of worldfish catch in the SSF through poor handling, processing, storage and distribution (FAO, 2010; Diei-Ouadi and Mgawe, 2011). These losses have nutritional and financial impacts not only to fishers but also to millions of people depending on the small scale fisheries resources. Therefore, the situation must be reversed through stakeholders' cooperation and implementation of related policies and practices.

**Plate 4: Some nodes in the SSF value chain, Kilwa Kivinje, 2019**



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- (v) **Gender equality and vulnerable groups:** - Gender in fisheries continues to be an issue, as many inequalities and women's role remain undocumented and undervalued. This affects the sector's contribution to food and nutrition security, poverty eradication, equitable development and sustainable resource utilisation. Research indicates that gender equality can be addressed by providing adequate

funding and recognising women's critical role in fisheries. Also, mechanisms that promote and protect women's rights to participate in all aspects of marine, coastal and inland water fisheries governance and management improve access of women to fish and fish markets, mainly through provision of credits at affordable rates. Youth and people with disabilities also need specific attention, especially when they are hit by unemployment and limited access to resources and services.

**Plate 5: Women fish traders in Kibirizi Kigoma, 2020**



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**(vi) Disaster Risks and Climate Change:** Small scale fishers are among the most vulnerable groups to climate change and disaster impacts. Small scale fishers experience social, economic and environmental costs as a consequence of climate change. Their catches have and continue to decline. This has affected their incomes, food security and livelihoods, among others. Unless their resilience is strengthened, small scale fishers may go deeper and deeper in poverty, and their adaptive capacity will be fatally impaired.

**(vii) Enabling environment and supporting implementation:** Effective implementation of the SSF Guidelines requires all relevant stakeholders and agencies' participation. Thus, the Guidelines call for policy coherence, institutional coordination and collaboration, and sharing of information and better information flows. Besides, the SSF Guidelines realise the importance of capacity development to improve the small-scale fishers.

**Table 3: Planned activities and estimated cost of implementing the National Plan of Action**

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
1	<b>Guiding principles on human rights</b>	Development projectssuch as hotels and ports within some fishing areas have reduced access rights for those whose livelihoods depend on the aquatic food systems. Access to traditional landing beaches fish drying/ processing areas,and fishing camps has been interrupted.	Mobilise and engageall key actors in coastal and marine spatial planning. Review and propose harmonisation of regulations on investments, fisheries and tourism Establish marine spatial zoning systems. Create awareness among fisher-folks regarding benefits and impacts of Blue economy.	Meetings and internal communication  Regulations review meetings	Jan 2021 - June 2023	Central Govt LGAs Fishing communities	365,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Use of trawlers in shrimp fishing by largescale fishers destroy fish habitats, affecting small-scale fishery in inshore waters. This has also brought conflict between artisanal and industrial fishers.	Enforce regulations for industrial trawlers to fish only in designated areas. Minimise issuance of industrial trawlinglicences.	Reviews and Meetings.	By Dec 2022	Ministry LGAs Fishing communities	9,500,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Common practice of punishing offenders in fisheries using other regulations (Environmental Act), beside the fisheries Act.	Mobilise for harmonisation of laws affecting the SSF. Providing environmental education relevant to the fishers to all actors. Translation of fisheries regulatory documents from current English to Kiswahili.	Internal communication	2021-2025	Ministry LGAs Police	450,000,000
		Carrying out law enforcement in a manner that infringes fishers and fish workers rights.	Ensuring adherence to enforcement principles. Continuous training to law enforcers	Internal communication	2021-2025	Ministry LGAs Police	180,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Inadequate recognition of fishing community's ecological knowledge, culture, traditions (TEK) and practices to inform fisheries governance and sustainable development processes.	Enhancing the integration of TEK to conventional management	Research Workshop	By Dec 2022	Ministry LGAs Research Institutes	45,000,000
		Inadequate feedback to fishers and fishing communities regarding findings of various research conducted within the SSF.	Enforcing elaborate feedback systems to SSF about research Establish a specific forum for information sharing between all stakeholders.	Strengthen extension service at the Ministry and Research Institutes	2021-2025	Ministry LGAs Research institutes Academia Fishing communities	165,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Lack of translation of key sector documents such as Regulations, Acts and Policy to Kiswahili.	Management tools to be translated into Kiswahili for improved common understanding and action.	Consultant Translation Workshops	By June 2023	Ministry NGO's	100,500,000
<b>Part 2. Responsible fisheries and sustainable development</b>							
2	Governance of tenure in small scale fisheries	Lack of harmonized policies/regulatory frameworks to manage shared water bodies because each country has different sets of rules and management systems.	Establish management plans, apply best practices/success stories and conducting joint monitoring, control and surveillance (MCS).	Consultant, communication, stationary and workshop	By Dec 2022	Ministry RFMOs	160,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Conflict between law enforcement and fishing communities on IUU regulation and actual practice on the ground.	Review and enforce legitimate regulations as well as effecting constant monitoring, control and surveillance systems (MCS)	Review Workshops	By Dec 2024	Ministry LGAs	135,000,000
		IUU fishing practices threaten the sustainability of resources.	Active engagement of SSF in review of fisheries regulations and gear. Develop a guiding manual on legal, environmentally sustainable fishing gear as per water body.	Consultant Workshops	By June 2022	Consultant Ministry LGAs	95,000,000
		Inadequate funding to meet fisheries management costs.	Institutionalise decentralized budgetary allocations of 20% of resource rent.	Annual Review Meetings	By June 2022	Ministry LGAs Fishing communities	35,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Poor engagement of fishers in the co-management regime. Fishers are often engaged at the implementation stage	Revising institutional framework of co- management structures to ensure participation of all stakeholders in resource management. Build institutional capacity of BMUs to enhance effective participation.	Reviews, Meetings	By Dec 2023	Consultant Ministry	450,000,000
		Inadequate data and information flow system among stakeholders	Institutional capacity building to address collection and dissemination of required data.	Workshops Training	2021-2025	Ministry Research institutes	240,000,000-
		High costs of gear required for certain fish species (such as sardines) is encouraging destructive fishing	Encourage private investment into fishing gear business.	Internal Meetings	2021-2025	Respective ministries LGAs	35,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Lack of common understanding with regards to fishnet sizes among stakeholders leads sometimes to unlawful confiscation of gear.	Responsible line ministry to liaise with Tanzania Bureau of Standards(TBS).	Internal Meetings	By June 2022	Respective Ministries LGAs	45,500,000
3	Social Development, employment and Decent work.	Labour relations are skewed against fishing crew members. Fishers do not have a formal contract with the boat owners.	Institutionalizing mandatory written contracts between boat owner and crew	Communication Meetings.	By June 2022	Ministries LGAs Fishing communities	65,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Lack of ecological knowledge among the many youth joining the fisheries has compounded management problems.	Establish basic tailor-made certified training to fishers through FETA.	Training Training manuals	2021-2025	Ministries LGAs Fishing communities	260,000,000
		Majority of fishers are not enrolled with social security protection schemes	Encourage fishers to join social security systems (such as pension funds and social health insurance.)	Social marketing campaigns	By Dec 2021	Ministries LGAs CSOs Fishing communities	135,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Majority of fishers have limited access to financial institutions hence have limited capacity to get start-up capital or loans to expand their business and improve livelihood.	Adoption of successful micro-credit models to increase number of fishers engaged in micro-credit schemes.	Social marketing campaigns	By Dec 2022	Ministries LGAs Financial Institutions.	160,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Inadequate security and safety measures to fishers and their properties.	Government should increase the number of security stations in hotspot areas and provide requisite facilities to security personnel. Engage BMUs in fishers properties protection. Establish Police Posts in high-risk fishing communities.		2021-2025	Ministries LGAs	200,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Inadequate access to basic social services and facilities such as clean water, electricity, all-weather roads, and health care facilities in fishing areas	Government and private sector should collaborate to increase investment on these facilities within fishing communities.	Government budget	2021-2025	Various Government Ministries.	25,000,000
4	Value chains, Post-harvest and Trade	Illegal fish trade complicates effective control of safety and quality of fish and fishery products.	Develop strategic marketing plans. Review regulation to create enabling marketing environment.	Workshops Review Communication	By Dec 2022	Ministry LGAs Fishing communities	105,000,000



S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		High post-harvest losses, especially on small-pelagics impact fishers and traders' income and actual quantity of fish supplied.	Adoption of Post-harvest Fish Technology Platform (PFTP) model used in West Africa. Also, establishing cold chain systems in a few sampled landingsites. Provision of fish handling and processing training to fishers.	Consultant Workshop Training	2021-2025	Ministry LGAs Fishing communities	790,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Unequal distribution of benefits between fishers and other actors along the fish value chain.	Study to understand socio-cultural, economic arrangement within the fisheries value chain. Promote access to capital through micro-credit schemes and other financing platforms.	Continuous check by relevant authorities	2021-2025		120,000,000
		The multiplicity of levies, permits and licensing fees increases operational costs and limits expansion of fisheries businesses.	Adoption of a single payment system that covers all relevant levies and tariffs.	Internal Meetings Reviews	By June 2022	Ministry LGAs Fishing communities	170,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Fishing vessels used are not equipped with on-board fish handling facilities.	Improve fishing vessels by installing GPS devices and onboard fish preservation facilities.	Research/ Experiments	2021-2025	Research institutions Ministry	120,000,000
		Marketing mal-practices such as tampering with weighing scales deny fishers better prices for the products.	Periodic monitoring of weighing scales by relevant authorities and taking action against offenders.	Awareness and workshops.	2021-2025		125,000,000
		Inaccessibility of international and regional markets, and weak FBOs associated with lack of marketing networks.	Adherence to international and regional trade agreements such as EAC, SADC, AfCFTA, EU.				

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Unequal price negotiation power between fishers, traders and processors.	Enhance fish auctioning system	Internal Meetings	By Dec 2022	Ministry LGAs Fishing communities	50,000,000
			Promotion of Fish auction markets and establishment of Fishers Cooperative Unions	Workshops Meetings	By Dec 2022	Ministry LGAs CSOs	64,000,000
5	Gender equality	Gender stereotyping has marginalized women and vulnerable groups participation in fisheries value chain activities.	Empower women and disadvantaged groups through enabling policies and strategic development interventions.	Meetings Training	By Dec 2022	Ministry LGAs CSOs Fishing communities	120,500,000
		Gender-based violence (GBV) infisheseries.	Review BMU Guidelines to include principles to address GBV	Consultant Workshops		Ministry LGAs Consultant Fishing communities	70,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Low-level participation of women in fishers organization/association	Encourage active women participation in fisheries decision making organs like BMUs.	Consultant Workshops	By June 2022	Ministry LGAs Consultant Fishing communities	125,000,000
		Inaccessible to formal financial services and institutions for women fisher folk.	Scaling up micro-credit schemes initiatives to other areas.	Social campaigns Trainings Workshops	By Dec 2022	Ministry LGAs CSOs Fishing communities	135,000,500
		Weak coordination of Gender issues from grassroots to ministry level	Establish and operationalize Gender desk at the ministry.	Training Workshop Civil work Consultancy.	By Dec 2024		265,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Low level of fishing and post-harvest technologies  Limited access to data and information; markets and market information, technologies impacting more on vulnerable groups.	Prepare and implement Gender action plan. Support women fisheries to participate in national and regional exhibitions. Certification of fish and fishery products. Create linkages between TAWFA and financial institutions.	Promotional materials.			

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
			<p>Establish –One-stop business centers in major waterbodies for capacity building on processing, product storage, marketing network, market access, and fish and fishery product distributions.</p> <p>Collaborate with regional women professional platform like South Western Indian Ocean – Women in Marine Sciences (WIMS)</p> <p>Establish a National platform of women professionals in fisheries.</p>				

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
6	Disaster Risks and climate change	High occupational risks (drowning, boat capsizing, boat collision, mammal-related attacks, and getting lost in sea/lake, fire eruption– causing death and injuries) Inefficient local rescue services, and weak institutional capacities to handle rescue services.	<p>Strengthen and expand safety and rescue training being provided by FETA.</p> <p>Establish search and rescue centers</p> <p>Establish rescue teams and equip them with rescue boats and facilities.</p> <p>Establish identification marks or demarcation points to alert fisherson hotspots.</p>	Training Communication protocol	June 2021- Dec 2023	Ministry FETA LGAs CSOs Fishing communities	270,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		<p>Raise awareness to fishers on the importance of using life-saving equipment.</p> <p>Collaborating with the Tanzania Meteorological Agency (TMA) to provide weather fore-cast information through SMS.</p> <p>Establish weather information centers at villages at fish camps.</p> <p>Up-scale provision of fire fighting skills by establishing mobile training units in order to cover all water bodies</p>					

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		<p>Weak disaster preparedness, response and mitigation systems.</p>	<p>Strengthen collaborative emergency response systems involving TMA, DCs, LGA, MLF, MRCC, Marine Police and Navy.</p> <p>Design simple and accessible channels for information sharing and dissemination of weather forecasts, e.g., SMS and community local radio use.</p> <p>Strengthen communication networking by using Ward Fisheries Officer, BMUs and CFMA leadership and knowledgeable local persons.</p>				143,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Weak land/sea use and management planning negatively affecting water bodies and their environmental quality.	Review existing regulations. Establish participatory planning Prepare specific water body emergency response guidelines. Plan and implement integrated coastal and marine environment management programs.	Meetings  Awareness campaigns	By Dec 2023  2021-2025	Ministry LGAs CSOs Fishing communities	150,000,000
			Create awareness to the community on the use of renewable energy sources and optimal utilization.				

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Piracy at sea (including fresh Waters) affecting SSF	Strengthen coordination and collaboration among institutions, e.g., Police, Fisheries and Navy  Strengthen collaboration with neighbouring countries.  To implement at Sea and fresh water patrols.  Establish and coordinate joint surveillance with neighbouring countries.	Workshops Conferences	By Dec 2022	Line Ministries LGAs CSOs RFMOs	180,500,500

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
7	Enabling environment and Supporting implementation	Multiplicity of policies and regulatory frameworks that complicate effective management of SSF.	Institutional re-arrangements and linkages for strengthening provision of extension services.  Delineate and specify the role of enforcement from extension officers.	Consultants workshops	By Dec 2024	Consultant Ministry LGAs	120,000,500
		Inadequate infrastructure at landing sites	Ensuring local level disbursement from local resource rent issued for upgrading fisheries infrastructures  Improvement of fish landing, handling and marketing infrastructures.	Consultant Workshops  Civil works	By Dec 2025	Ministry LGAs Fishing communities	135,500,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Inadequate and high cost of transport compounding production costs and efficient delivery of perishable products to market.	Improvement of road infrastructure to enable easier transportation of fish and fisheries products.  Promote the use of improved storage facilities in major production centers.	Internal meetings between respective ministries and agencies.  Pilot use of improved technologies.	By Dec 2025	Ministry LGAs CSOs Fishing communities	470,000,000
		Low fish consumption impacting on nutrition levels.	Create awareness on nutritive value of fish and fishery products.	National exhibitions  Promotional materials	2021-2025	Ministry LGAs CSOs RFMOs	150,000,000
		Inadequate organizational and institutional capacities among SSF stakeholders for implementation of guidelines	Capacity building of fisheries stakeholders.	Workshops Training manuals Stationeries	By Dec 2023	Ministry LGAs CSOs	120,000,000

S/N	Thematic area	Challenges	Planned activities	Inputs	Time frame	Responsible	Estimated costs (TZS)
		Under-valued contribution of SSF innational economy.	Enhance awarenessabout, understanding of, and action to support the contribution of SSF to sustainable livelihoods.  Utilize national, regional and international platforms such as IYAFA, UN Decade of Family Farming and World Oceans Day in planning and promoting the importance of SSF.	International and regional platforms National exhibitions Promotional materials	2021-2025	Ministry LGAs CSOs RFMOs	150,000,000

## 6.0 Monitoring and Evaluation Plan

The day-to-day technical and financial monitoring of the plan's implementation will be a continuous process and part of the Ministry of Livestock and Fisheries (MLF) and other stakeholders' responsibilities. The MLF will review projects` outputs before broader dissemination. A permanent internal, technical and financial monitoring system for the plan for the NPoA will be established. Elaborate regular progress reports (annual) and final reports will also be developed. Every report shall provide an accurate account of implementation of the plan, difficulties encountered, changes introduced, and the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (see Table 4). For financial monitoring, each action will be attached to its corresponding budget details, using the government applicable financial system.



Table 4: Logframe of NPoA's Goals, activities and anticipated results

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
<p><b>Main Goal</b> A vibrant, sustainably utilized and managed small-scale fisheries contributing to sustainable livelihood including food security and nutrition, poverty eradication and reduced vulnerability in small-scale fishing communities.</p>	Contribution of the SSF to fishers' livelihoods through increased incomes, employment, food security and safety as well as national incomes.	State of the Economy report from the Ministry of Finance	<p><b>Assumption</b> Sustainable Government support to the sector.</p> <p><b>Risks</b> Declining priority of the sector. Failure to create awareness regarding the importance of the sector.</p> <p><b>Mitigation</b> Continue to build constituents.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
<p><b>Output 1: SSF resources responsibly and sustainably governed, utilised and equitably distributed in a manner rewarding to both men and women in fisheries.</b></p>			
<p><b>Activities</b> 1.1 Establish management plans, apply best practices/success stories and conducting joint monitoring, control and surveillance (MCS).</p>	Area/species specific management plans established.	Annual fisheries reports.	<p><b>Assumption</b> Availability of adequate human and financial resources.</p> <p><b>Risks</b> Constraints in resource availability and timely disbursement of funds.</p> <p><b>Mitigation</b> Engage Private and Non-State actors for support the process through PPP.</p>
<p>1.2 Design and operationalize participatory monitoring, control and surveillance system involving BMUs</p>	Reduced infringement rates.	MCS plan, operation and training and reports	<p><b>Assumption</b> Availability of adequate human and financial resources.</p> <p><b>Risks</b> High cost of MCS system.</p> <p><b>Mitigation</b> Develop/design cost-effective MCS system.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
1.3 Review Fisheries laws and regulations.	Policies and regulations affecting small scale fishers reviewed and harmonized by 2022	Reviewed policies and regulations.	<p><b>Assumption</b> Availability of human and financial resources.</p> <p><b>Risks</b> High cost and excessive time required in reviewing laws and regulations</p> <p><b>Mitigation</b> Encourage formation of by-laws</p>
1.4 Review licensing system	Automated licensing system established by 2022	Validated and finalized FISHMOB system	<p><b>Assumption</b> The UDSM will finalize FISHMOB system</p> <p><b>Risks</b> Fishing community may not support the use of FISHMOB.</p> <p><b>Mitigation</b> Create awareness to fishers and Government officials on the gradual introduction of FISHMOB.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
1.5 Build institutional capacity to meet community-based resource management stewardship challenges.	Capacity building strategies for all SSF actors formulated, and implementation commenced by 2023	<p>Situational analysis and needs assessment report.</p> <p>Progress and annual implementation report.</p>	<p><b>Assumption</b> BMU organizational structures will be reviewed to accommodate required changes.</p> <p><b>Risks</b> It may take a long time to restructure BMUs</p> <p><b>Mitigation</b> Build constituencies for introduction of BMUs organizational changes.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
1.6 Spatial demarcation of fishing grounds.	Reviewed land use patterns and areas for fisheries-related activities identified by the end of Dec 2024	Report	<b>Assumption</b> Availability of human and financial resources for the assignment  <b>Risks</b> It will take time to mobilize required resources.  <b>Mitigation</b> Constituents building for partnership with private, Non-state actors etc.
<b>Output 2: Socio-economic development guideline formulated</b>			
<b>Activities</b> 2.1. Promote investment in basic fisheries infrastructure	Number and value of investment by PPP increased in fishing communities by 2025	Status of the economy report	<b>Assumption</b> Fisheries resources will be sustainable Availability of financial resources.  <b>Risks</b> Increased investments may depreciate fisheries resources.  <b>Mitigation</b> Have in place management plans to control resource exploitation such as ITQs

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
2.2 Review policies to enable introduction of social insurance schemes for fishers.	Number of fishers enrolled in social insurance schemes increased by 2025	Annual fisheries Sector Report	<b>Assumption</b> Availability of human and financial resources. Readiness of fishers to adopt the scheme. Availability of social protection scheme relevant to fishers  <b>Risks</b> Lack of support from targeted groups Political influence  <b>Mitigation</b> Create awareness to fishers and stakeholders.
2.3 Introduce written contract system between boat owners and crews	Written contract system introduced by mid of 2022	<b>Reports by:</b> Ministry of Labour Ministry of Livestock and Fisheries, PO-RALG, NBS.	<b>Assumption</b> Readiness of boat owners to have formal contract with crews.  <b>Risks</b> Inadequate support from boat owners.  <b>Mitigation</b> Create awareness to boat owners.

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
2.4 Mobilize financial institutions to enable SS fishers access to credits and savings.	Increased access to savings and credit schemes to 90% by end of 2022.	Annual fisheries Sector Report	<p><b>Assumption</b> Micro-credit institutions have schemes favorable to fishers.</p> <p>Readiness of micro-credit schemes to advance credits to fishers.</p> <p><b>Risks</b> Loan defaulting</p> <p><b>Mitigation</b> Provision of group loans.</p> <p>Financial management training to fishers.</p>
2.5 Formulate guidelines on safe working conditions in SS fisheries	Guidelines on safe working conditions in place by the end of 2022	Ministry of Labour report	<p><b>Assumption</b> It will be easy to customize international safe working standards in small scale fishing vessel.</p> <p><b>Risks</b> Inadequate resource for the assignment. Lack of support from other relevant partners.</p> <p><b>Mitigation</b> Create awareness and constituencies building.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
<b>Output 3: Strengthened fisheries data and information system.</b>	Fisheries data acquisition and management improved by integrating marketing, socio-economic, environmental, fishing, licensing and MCS data to the system by 2022.	MLF annual fisheries statistics and frame survey reports TAFIRI periodic reports.	<p><b>Assumption</b> Data collection system in place Human and financial resources are available</p> <p><b>Risks</b> Lack of incentives to BMUs for collecting data may affect quality of data.</p> <p><b>Mitigation</b> Create awareness on the importance of data collection.</p> <p>Train data collectors on data collection and accessing information system.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
3.1 Conduct capacity needs assessment of stakeholders involved in fisheries data collection, management and use at all value chain levels	A capacity needs assessment carried out by the end of 2022 among fishers Collecting and utilizing fisheries data at all value chain levels by end of 2022.	Capacity needs assessment report	<b>Assumption</b> Financial and human resources are available <b>Risks</b> Mismatch between collected information and needs. <b>Mitigation</b> Proper training to study participants.
3.2 Formulate and implement a capacity-building strategy for fisher institutions.	A capacity-building strategy formulated and implemented by 2022 for all actors in SSF.	Capacity building strategy report.	<b>Assumption</b> Relevant information available for development of capacities. Resources available <b>Risks</b> Changing needs of the institutions may make the strategies irrelevant. <b>Mitigation</b> Continuous review of the capacity needs.

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
<b>Output 4: Strengthened women's and vulnerable groups rights to participate in all aspects of fisheries.</b>			
4.1 Establish Gender desk at the Ministry level and committees in fishing communities.	Existence of Gender desk at the Ministry and committees in fishing communities by 2022.	MLF annual fisheries reports BMU reports	<b>Assumption</b> Necessary requirements including action plans in place. <b>Risks</b> Misconception about Gender issues. <b>Mitigation</b> Continuous awareness creation.
4.2 Review National BMU Guidelines in order to expand inclusion of women and vulnerable groups in decision making.	Reviewed National BMU Guidelines.	National BMU Guidelines booklet.	<b>Assumption</b> Human and financial resources available Supportive political will from authorities <b>Risks</b> Potential resistance from fishers Inadequate willingness of women fishers. <b>Mitigation</b> Continuous awareness creation.

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
4.3 Mobilize Non- State Actors to partner with government in capacity building of women in fisheries.	MOU between Government and Non-State Actors drawn by December 2022	Signed MoU	<b>Assumption</b> Political stability Political will from authorities <b>Risks</b> Changing political interests <b>Mitigation</b> Continuous awareness raising.
4.4 Harmonize policies, laws and regulations to promote gender equity in fisheries	Policies, laws and regulations to promote gender equity in fisheries identified and harmonized by Dec 2022	Harmonised laws	<b>Assumption</b> Supportive political environment. <b>Risks</b> Misconception of Gender. <b>Mitigation</b> Continuous awareness raising.
4.5 Conduct study in child labour in fisheries and prepare mitigation strategies	Child labour mitigation strategies in place by the end of 2025	Mitigation strategies document	<b>Assumption</b> Resources available Political will <b>Risks</b> Fishing community misconception about child labour. <b>Mitigation</b> Awareness creation. Involvement of community in the study.

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
<b>Output 5: Strengthened resilience and reduced vulnerability of SSF to disasters and climate change impacts.</b>			
<b>Activities</b> 5.1 Identify adaptation and mitigation measures relevant to SS fisheries.	National disaster, emergency, response and preparedness plan in fisheries established by December 2022.	Prime Ministers Office- Disaster Unit Reports MLF reports	<b>Assumption</b> Resources available Political will <b>Risks</b> Inadequate resources may derail plans Unstable political environment. <b>Mitigation</b> Awareness raising. Involvement of all actors in study plans.
5.2 Generate knowledge on how climate change affects SS fisheries.	Knowledge of how SS fisheries are impacted by climate change generated by June 2022	Annual Fisheries reports	<b>Assumption</b> Resources are available to generate information <b>Risks</b> Inadequate knowledge among small-scale fishers on climate change. <b>Mitigation</b> Awareness raising.

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
5.3 Establish an early warning system which is accessible by all fishers.	Information on early warning system is accessed by fishers by June 2022.	Annual Fisheries reports	<p><b>Assumption</b> Resources available Fishers are accessible to information</p> <p><b>Risks</b> Lack of technologies among fishers to access early warning system.</p> <p><b>Mitigation</b> Awareness raising. Training on accessing information.</p>
<b>Output 6: Policy coherence, institutional coordination and collaboration improved.</b>			
<p><b>Activities</b></p> <p>6.1 Rearrange institutional linkages towards strengthened provision of extension services by delimitating enforcement.</p>	Law enforcement delimitated from extension services.	Revised job description	<p><b>Assumption</b> Political will Resources available</p> <p><b>Risks</b> Potential resistance from authorities and targeted groups.</p> <p><b>Mitigation</b> Continuous sensitisation and mobilization.</p>

Narrative Summary	Objectively verifiable indicators	Means of verification	Assumption, risks and mitigation
6.2 Build capacity of fishers on fisheries co-management and fisheries technology.	Reviewed programme for training fishers on fisheries co-management and fisheries technology in place by December 2022.	MLF annual Fisheries reports	<p><b>Assumption</b> Resources available Training needs materials available</p> <p><b>Risks</b> Willingness of fishers to receive co-management training. Time consuming</p> <p><b>Mitigation</b> Continuous awareness raising.</p>

## 7.0 Resource Mobilization

Preliminary implementation of this NPOA would require about TZS 7,324,001,500/= (USD 3,171,937). The funding will be through Government appropriation budget. However, this does not preclude willingness to receive technical and financial support from development partners.

## 8.0 Recommended action points

In order to sustain the activities that will be implemented under this Plan, it is hereby proposed as follows:

- (i) The MLF to ensure that all key stakeholders are brought on board in participatory action planning and implementation of the various activities outlined in this NPoA.
- (ii) All key stakeholders, especially the MLF, LGAs, and relevant NGOs are encouraged to integrate the NPoA into their annual workplans and activities.
- (iii) The MLF to facilitate the formation of a permanent *national-level platform, with cross-sectoral representation and with representation of CSOs, to oversee implementation of the SSF Guidelines, as appropriate. Legitimate representatives of small-scale fishing communities should also be involved in all aspects of the NPoA as proposed by the SSF Guidelines Section 13.5.*

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**Photo Gallery of the process:**

**Plate 6: Formal launching of the NPoA, Morogoro, June 2021**



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**Plate 7: National Consultative Workshop, Dodoma 2020**



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**Plate 8: National Consultative Workshop, Kilwa Kivinje, 2020**



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**Plate 9: Consultations with fisheries Stakeholders, Kilwa Kivinje**



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**Plate 10: Unloading dagaa (sardines) at Kibirizi Landing Site,  
Kigoma**



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**NATIONAL PLAN OF ACTION  
FOR IMPLEMENTATION OF THE VOLUNTARY GUIDELINES FOR SECURING  
SUSTAINABLE SMALL-SCALE FISHERIES IN THE CONTEXT OF FOOD  
SECURITY AND POVERTY ERADICATION  
(NPoA-SSF GUIDELINES)**

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