

**DRAFT**



**Food and Agriculture  
Organization of the  
United Nations**

Developing and implementing a  
National Plan of Action for  
Small-Scale Fisheries (NPOA-SSF)

## **INDIA (Marine Fisheries)**

**INCEPTION PHASE**



**Bay of Bengal Programme  
Inter-Governmental Organization (BOBP-IGO)  
2026**



**Developing and implementing a  
National Plan of Action for Small-Scale  
Fisheries (NPOA-SSF)**

**INDIA  
(Marine)**

## TABLE OF CONTENTS

<b>Stage 1 - NPOA-SSF initiation</b> .....	<b>4</b>
<b>Step 1-1: Task Force formation</b> .....	<b>4</b>
1. Role and Purpose .....	4
2. Term .....	5
3. Membership.....	5
4. Roles and Responsibilities.....	6
5. Meetings .....	7
6. Amendment, modification or variation .....	11
<b>Step 1-2: SSF Profile</b> .....	<b>12</b>
1. Definition of small-scale fisheries in INDIA.....	12
2. Characteristics of small-scale fisheries in INDIA.....	14
3. Small-scale fisheries structure .....	14
4. Small-scale fisheries management .....	15
5. Small-scale fisheries knowledge .....	15
6. SSF profile gaps and plans for updating or consideration for NPOA-SSF (Marine) content.....	15
<b>Step 1-3: SSF (Marine) Stakeholder Mapping</b> .....	<b>18</b>
1. Stakeholder types .....	18
2. Stakeholder Influence .....	19
3. Stakeholder Connections .....	20
4. Stakeholder Interests.....	20
<b>Step 1-4: SSF (Marine) Governance Review and Gap Analysis</b> .....	<b>21</b>
1. Status and key gaps.....	21
2. Key Gaps (Marine SSF) .....	26
<b>Step 1-5: Rationale for an NPOA-SSF (Marine)</b> .....	<b>28</b>
1. Rationale for NPOA-SSF .....	28
2. Contribution to national and international commitments.....	29
<b>Step 1-6: NPOA-SSF (Marine) development plan template</b> .....	<b>34</b>
<b>Step 1-7: National platform establishment</b> .....	<b>38</b>
<b>Stage 2: NPOA-SSF (Marine) development</b> .....	<b>39</b>
<b>Step 2-2: Intervention logic</b> .....	<b>39</b>

<b>Step 2-3: Stakeholder consultation.....</b>	<b>41</b>
<b>Step 2-4: Log Frame .....</b>	<b>42</b>

**List of Tables**

<b>Table 1: NTF – Members.....</b>	<b>6</b>
Table 2: NTF – Overall Role .....	7
Table 3: Contribution and Coordination .....	8
Table 4: Meeting Schedule .....	9
Table 5: Fishery Units and Challenges .....	12
Table 6: Characteristics of small-scale fisheries in India .....	14
Table 7: Gaps in profile .....	15
Table 8: Stakeholder Types .....	18
Table 9: Stakeholder Influence .....	19
Table 10: Stakeholder connections.....	20
Table 11: Stakeholder Interests .....	20
Table 12: Key Opportunities based on Gap analysis.....	26
Table 13: Rationale for NPOA-SSF .....	28
Table 14: India’s commitments.....	29
Table 15: Development Plan Template.....	34
Table 16: Logframe .....	36

## Stage 1 - NPOA-SSF initiation

### Step 1-1: Task Force formation

The Voluntary Guidelines for Ensuring Sustainable Small-Scale Fisheries in Relation to Food Security and Poverty Alleviation (SSF Guidelines) serve as an international framework addressing the requirements of developing nations. They are relevant worldwide and for all types of small-scale fisheries as well as the entire small-scale fisheries value chain. They offer an extensive framework to steer the governance and development of small-scale fisheries, yet are inherently general and not specific in terms of actions at the national or local level: they suggest what should be accomplished, but not the methods to achieve it.

Chapter 13 of the SSF Guidelines highlights the necessity of facilitating implementation and monitoring. Therefore, to ease their execution, customized implementation plans specific to each country are necessary to pinpoint the strategies and priority measures to be adopted at the country level. A detailed implementation plan can be developed as a National Plan of Action for Small-Scale Fisheries (NPOA-SSF).

This report is the inception phase document for **INDIA (Marine)**.

#### 1. Role and Purpose

Small-scale fisheries which sustain livelihoods, nutrition, and add local value across marine and inland systems in India, is the focus of development policy and schemes of Department of Fisheries (DoF), Government of India. The DoF envisions to develop a National Plan of Action for Small-Scale Fisheries (NPOA-SSF), to convert existing mandates into a single monitorable programme of work, by translating FAO Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries in the Context of Food Security and Poverty Eradication (VG-SSF) for sustainable small-scale fishers and fish workers into actions on fishing, safety at sea, decent work, social protection, disaster risk reduction, climate adaptation, value-chain upgrading, and bycatch and habitat measures, with measurable indicators and review cycles.

**INDIA** shall have a National Advisory Committee. The NAC shall serve as the national platform to provide strategic guidance, ensure inclusive participation across harvest and post-harvest activities, endorse key milestones, and oversee transparency and accountability in preparation and implementation of the NPOA-SSF across inland and marine fisheries of India.

- (i) Provide strategic guidance and ensure inclusivity, legitimacy and transparency in developing and implementing the NPOA-SSF.
- (ii) Endorse scoping, priorities, safeguards, and key milestones; review and recommend annual work plans and budgets.
- (iii) Oversee stakeholder participation across harvest and post-harvest value chains, with enabling measures for women, youth, and marginalised groups.

- (iv) Guide Monitoring, Evaluation and Learning (MEL), including indicators, baselines, reviews, and course corrections.
- (v) Coordinate with the National Task Force (NTF), which serves as the executive/implementing body and reports at agreed milestones.

The Task Force is a small group of persons dedicated to the inclusive, equitable and sustainable development of small-scale fisheries in **INDIA**. This document provides the terms of reference (ToR) for the working arrangements of this Task Force, which will guide and facilitate the development and implementation of an NPOA-SSF (Marine) in **INDIA**.

The objectives of the Task Force are to:

- formulate a development plan for an NPOA-SSF that recognizes the needs of the small-scale marine fisheries sector in **INDIA**;
- establish a long-term, fully inclusive “National Platform” that will advise the Task Force in its development and implementation of an NPOA-SSF (Marine); and
- depending on the desired set-up in the country, the Task Force may be in charge of developing, as well as implementing the NPOA-SSF (Marine), or pass the responsibility over implementation onto the National Platform.

The requirements of the Task Force are as follows:

- to assist with the initiation (Stage 1), development (Stage 2) and implementation (Stage 3) of the NPOA-SSF (Marine);
- to identify and mobilize funding for NPOA-SSF (Marine) planning activities over Stage 1 of the overall development process; and
- to ensure that the NPOA-SSF (Marine) initiation process is effective, responsive and inclusive.

## 2. Term

These ToR are effective from <INSERT START DATE> and continue until the <EXPECTED DATE THAT STAGE 1 WILL BE COMPLETED, I.E. THE NATIONAL PLATFORM IS ESTABLISHED AND THERE IS FINAL AGREEMENT TO PREPARE AN NPOA-SSF> / will be ongoing until terminated by agreement between the parties.

## 3. Membership

The Task Force\* for **India (Marine)** is a stakeholder working group consisting of ... members (Table 1)

**\*NOTE: To be revised as per notification**

#### 4. Roles and Responsibilities<sup>1</sup>

The roles and responsibilities of the Task Force members are as follows:

(Note: it is preferable to establish the individual roles and responsibilities of each task force member. These could include, but are not limited to, the following:

- a) Chairperson
- b) Secretary/Treasurer
- c) Lead: Preliminary SSF Profile [Step 1-2]
- d) Lead: SSF Stakeholder Mapping [Step 1-3]
- e) Lead: SSF Governance Review & Gap Analysis [Step 1-4]
- f) Lead: Rationale for an NPOA-SSF (Marine) and NPOA-SSF (Marine) Development Plan [Steps 1-5 and 1-6])

**Table 1: NTF – Members**

	<b>Name of Member</b>	<b>Role</b>
1	Deputy Commissioner (Marine Fy) DoF, Gol	Chairperson
2	ADG (Marine Fisheries), ICAR	Member-Secretary
3	Dir. of Fisheries, TN	Member
4	Dir. of Fisheries, Odisha	Member
5	Dir. of Fisheries, Maharashtra	Member
6	Dr. E. Vivekanandan, Sr. Consultant, BoBP-IGO	Member
7	Sh. Sandeep, Director, MoEF&CC	Member
8	Dr. R. Sreenath, DG, FSI, Mumbai	Member
9	Dr. Charles Jeeva, Pr. Sci., ICAR-CMFRI, Chennai	Member
10	Dr. K. Vinod, ICAR-CMFRI, Mandapam	Member
11	Dr. Nikita Gopal, Pr. Sci., ICAR-CIFT, Kochi	Member
12	Prof. Shiva Kumar Magda, College of Fisheries, Mangalore	Member
13	Prof. N Jayakumar, TNJFU, Nagapattinam	Member
14	Dr. Velvizhi, Director, Coastal and Marine Systems, MSSRF, Chennai	Member
15	Dr. Naveen Namboothri, Dakshin Foundation, Bangalore	Member
16	Sh. Damodarbhai Chamudiya, Mangarol, Gujarat	Member

<sup>1</sup> Preliminary - Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

	Name of Member	Role
17	Sh. Ganesh Nakhawa, West Coast Purse Seine Asson. Sasoon Docks, Mumbai	Member
18	Sh. J. Vincent Jain, President, Federation of Indian Fisher Organizations (FIFO), Nagercoil, Kanyakumari District, Tamil Nadu,	Member
19	Ms. Jyoti Rajesh Meher, NFF Executive Member, 1/11 Ramkrushna Garden, Behind Philia Hospital, Palghar Tembhode Road, Palghar	Member

**Table 2: NTF – Overall Role**

Name of NTF member	Overall role for NPOA-SSF
Dr. Koya and Dr. Sanjay FDC, Dr. Sreenath (FSI)	
Dr. Ghosh, ADG, Dr. Nikita, CIFT, Dr. Charles (CMFRI), Dr. Magda (CoF), Dr. Vinod (CMFRI), Dr. Jayakumar (TNJFU)	<ul style="list-style-type: none"> <li>Stakeholder mapping and communication strategy plan</li> <li>Governance review, Rationale for NPOA-SSF</li> <li>NPOA-SSF development plan</li> </ul>
Dr. Naveen Namboothri, Dr. Velvizhi, Damodar, Ganesh Nakhawa, Vincent, Jyothi Meher,	<ul style="list-style-type: none"> <li>Governance review, Rationale for NPOA-SSF</li> <li>NPOA-SSF development plan</li> <li>Preparation for public launch of NPOA-SSF process</li> <li>Public launch: Awareness building and understanding expectations of target stakeholders</li> </ul>
State DoFs (TN, MH, Odisha)	<ul style="list-style-type: none"> <li>Stakeholder mapping and communication strategy plan</li> <li>NPOA-SSF development plan</li> <li>Preparation for public launch of NPOA-SSF process</li> <li>Public launch: Awareness building and understanding expectations of target stakeholders</li> </ul>

## 5. Meetings

All meetings will be chaired by **Joint Secretary (Marine Fisheries), DoF, GoI.**

A meeting quorum will be **1/3<sup>rd</sup> (atleast 8)** members of the Task Force.

Decisions will be made by consensus (that is, members must be satisfied with the decision even though it may not be their first choice). If this is not possible, the Task Force chairperson makes the final decision.

Meeting agendas and minutes will be provided by the **Member Secretary (Fisheries Development Commissioner, GoI)**.

This task includes:

- preparing agendas and supporting papers; and
- preparing meeting notes and information.

Meetings will be held online **every quarter** or as and when required **virtually**.

If required, subgroup meetings will be arranged outside of these times, at a time convenient to subgroup members.

**Table 3: Contribution and Coordination<sup>2</sup>**

Reference activity from roadmap	Who leads or coordinates	Who contributes
<b>Stakeholder mapping and communication strategy plan</b>	Leads: Dr. Nikita Gopal, ICAR-CIFT Dr. Naveen Namboothiri, Dakshin	All task force members
<b>Governance review, Rationale for NPOA-SSF</b>	Leads: Dr. Ahana Lakshmi, BOBP (co-opted) Dr. Naveen Naboothiri, Dakshin	Dr. Nikita Gopal, ICAR-CIFT Dr. P. S. Ananthan, ICAR-CIFE Dr. Charles Jeeva, ICAR-CMFRI
<b>NPOA-SSF development plan</b>	Leads: Dr. Shubhadeep Ghosh, ADG (Marine), ICAR Fisheries Development Commissioner, DoF	All task force members
<b>Preparation for public launch of NPOA-SSF process</b>	Leads: Dr. Sreenath, DG, FSI Fisheries Development Commissioner, DoF	All task force members, along with the State DoFs
<b>Public launch: Awareness building and understanding expectations of target stakeholders</b>	Leads: Dr. R. Sreenath, DG, FSI Fisheries Development Commissioner, DoF	All task force members, along with the State DoFs

<sup>2</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Reference activity from roadmap	Who leads or coordinates	Who contributes
<b>Intervention logic</b>	Leads: Dr. Nikita Gopal, ICAR-CIFT Dr. Naveen Namboothiri, Dakshin Dr. Ahana Lakshmi, BOBP (co-opted)	Dr. E. Vivekanandan, BoBP-IGO Dr. Velvizhi, MSSRF
<b>Preparation (question, materials) for consultations</b>	Leads: Dr. Shubhadeep Ghosh, ADG (Marine), ICAR Fisheries Development Commissioner, DoF	Dr. Nikita Gopal, CIFT Dr. Ananthan P S, ICAR—CIFE Dr. Vivekanandan, BOBP Dr. Velvizhi, MSSRF
<b>NPOA-SSF Log frame</b>	ADG Marine (Dr. Shubhadeep), ICAR (Lead), FDC (Coordinator)	Dr. Vivekanandan, Dr. Naveen Namboothri, Dakshin, Dr. Velvizhi, MSSRF
<b>NPOA-SSF drafting</b>	ADG Marine (Dr. Shubhadeep), ICAR (Lead), FDC (Coordinator)	All task force members + NFF + State DoFs + State fisher federations/leaders
<b>Stakeholder consultations</b>	ADG Marine (Dr. Shubhadeep), ICAR (Lead), FDC (Coordinator)	Dr. Sreenath (FSI), Naveen, NFSF, Damodar (MMSM), Dr. Velvizhi (MSSRF)

**Table 4: Meeting Schedule<sup>3</sup>**

Meeting name	Objective	Who participates	Frequency/ date	Roles
Inception meeting	Clarifying roles, scope, planning	All NTF members	20-22 November 2025	Given in Section 4
Stakeholder mapping	Listing organizations involved with small-scale fisheries, the relationships between stakeholders, and identify gaps	All NTF members	November 2025	Given in Section 4

<sup>3</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

<b>Meeting name</b>	<b>Objective</b>	<b>Who participates</b>	<b>Frequency/ date</b>	<b>Roles</b>
Communication strategy plan	Developing the communication strategy for developing the NPOA-SSF	All NTF members, along with the State DoFs	March 2025	Given in Section 4
NPOA-SSF development plan	Developing plan for the activities that follow (eg: Process launch and awareness building NPOA-SSF, intervention logic Stakeholder consultation, etc.) till final publication of the NPOA-SSF	All task force members	<ul style="list-style-type: none"> <li>• Intervention logic (December 2025)</li> <li>• Preparation (question, materials) for consultations (February 2026)</li> <li>• NPOA-SSF Log frame (January-February 2026)</li> <li>• NPOA-SSF drafting (March- June 2026)</li> <li>• Stakeholder consultations (April – September 2026)</li> </ul>	Given in Section 4
Preparatory meeting for public launch	Preparation for public launch of NPOA-SSF process.	All task force members, along with the State DoFs	October 2026	
Actual Launch	Media planning and event publicity Public launch event	All task force members, along with the State DoFs	21 November 2026	Given in Section 4
Awareness building and understanding	Building awareness among stakeholders and document	All task force members,	November 2026 to March 2027	Given in Section 4

Meeting name	Objective	Who participates	Frequency/ date	Roles
expectations of target stakeholders	expectations of target stakeholders	along with the State DoFs		

## 6. Amendment, modification or variation

These ToR may be amended, varied or modified in writing by Task Force members after consultation and agreement.

## Step 1-2: SSF Profile

This SSF profile informs the initiation of an NPOA-SSF. It is expected that this will be reviewed and further developed as part of the NPOA-SSF development. **The detailed SSF Profile for India is available in as a stand-alone document.** Information presented in the following sections is extracted/ summarized from the document.

### 1. Definition of small-scale fisheries in INDIA

A working definition is given below based on the National Marine Fisheries Census 2016:

- Marine fisherman as ‘A person (male/female/LGBTQ) who is engaged in marine fishing or any other activity associated with marine fishery or both’.
- Traditional fishermen: Those who are fishermen by birth and fishing is their ancestral occupation.
- Fishermen family: A family in which at least one member is engaged in marine fishing or associated activities or both.

It may be noted that as per the NMFC 2016, More than 91% came under the ‘traditional fishermen’ category in the NMFC 2016.

*The following points need to be considered while finalizing the definition: addition of exclusionary clause as per MFRAs on area of fishing, and addition of ‘subsistence fishers’ as they are important in terms of household nutrition security*

**Table 5: Fishery Units and Challenges<sup>4</sup>**

S. No.	Fishery unit	Main Characteristics	Numbers	Key issues/challenges facing fishery unit
1.	Mechanized – trawl, gill nets, seines, lines	Mechanical power used in the act of fishing and propulsion, <24m	31045	Reducing CPUE High operational costs Increase in distance to fishing grounds Challenges in maintaining quality of fish harvested
2.	Motorized inboard	Mechanical power only for propulsion, engine is inbuilt	64268	High Operational Costs Safety at Sea Reduced resources Infrastructural challenges for landing
3.	Motorized outboard	Mechanical power only for propulsion, external engine	132127	Coastal erosion resulting in loss of beach landing spaces

<sup>4</sup> First two columns based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka; updated at Kochi 30<sup>th</sup> Jan 2026

S. No.	Fishery unit	Main Characteristics	Numbers	Key issues/challenges facing fishery unit
				Conflicts with other fishing types as well with sectors (eg: tourism) Increased fuel costs, impacting operational costs
4.	Non-motorized	No mechanical power	39685	Coastal erosion Conflicts with other fishing types as well with sectors Challenges in access to credit and other inputs
5.	Shore-based fisheries	No mechanical power, No vessels used	2227	Coastal erosion Competition for traditional spaces from sectors like tourism
6.	Boat-based harvesters (shell/ seaweed/ collectors) ; Gleaning; Auctioning	May use vessels to reach sites for harvesting shell, seaweed etc. (or) do not use any vessel or gear; gleaning with foot and hands	45913	Environmental degradation and loss of habitat Pollution Access to fishing spaces/ conflicts with enforcement agencies Occupational hazards
7.	Traditional processors (drying, smoking, fermenting , small scale processing/ peeling)	Involved in product transformation Process fish using traditional methods like sun drying, smoking and fermenting	94450	Loss of spaces Loss of fish resource to process Wage differentials within the sector Competition with fish meal industry Poor access to technology Occupational hazards
8.	Marketing/ trading	Involved in transporting the fish across the value chain from producer to consumer	210237	Loss of spaces Poor infrastructure Lack of traceability Challenges in maintaining quality of fish
9.	Net mending		54660	Competition from net factories Loss of skill/ need skill upgradation

## 2. Characteristics of small-scale fisheries in INDIA

**Table 6: Characteristics of small-scale fisheries in India**

Small-scale fisheries in numbers (2019-20)		A small-scale fishery is defined as...
National population (number); 1364892691	Total fishermen population = 2,80,63,538  Employed in small-scale fisheries (percent of national population) = 2% (considering all fishermen as SSF)	No legal definition  A working definition is suggested as follows:  The <u>National Marine Fisheries Census 2016</u> used the following definitions:
<b>Fishermen population</b>	<b>Male</b>	<b>Female</b>
Fishers total	15,665,630	12,397,908
Marine fishers	2,651,652	2,294,066
Inland	13,013,978	10,103,842
	Inland	Marine (EEZ)
<b>Area</b>	7.08 million km <sup>2</sup>	2.02 million km <sup>2</sup>
	Inland	Marine
<u>Average production (2023-24)</u>	13.9 million tonnes	4.5 million tonnes
Fisheries GVA in 2024 <sup>5</sup>	~₹1.8 lakh crore; ~7.43% of Agriculture GVA (3.5 times growth since 2010-11)	
<b>Key small-scale fisheries production</b>	Marine <sup>6</sup> (tonnes)	
	Indian mackerel: 343,042	Ribbon Fishes: 269,616
	Oil sardine: 245,420	Non-penaeid prawns: 211,260
	Threadfin breams: 207,232	Penaeid prawns: 159,201

## 3. Small-scale fisheries structure

The [ReALCraft portal](#) classifies fishing vessels into four distinct categories based on their propulsion and operational categories: Deep-sea fishing vessels, motorized non-mechanical vessel, motorized mechanical vessel and non-motorized vessels.

Fisher organisations include cooperatives, self-help groups (SHG), joint liability groups (JLG), Fish Farmers Producers Organisations (FFPOs), trader associations and others. A large number of fisheries cooperatives exist throughout the country. A [National Federation of Fishers](#)

<sup>5</sup> CMFRI Annual Report 2024 <https://eprints.cmfri.org.in/19030/1/CMFRI%20Annual%20Report%202024.pdf>

<sup>6</sup> Estimated marine fish landings in India during 2023 (In tonnes). <https://www.cmfri.org.in/2023> accessed 1 September 2025

Cooperatives (FISHCOPFED) exists under the Ministry of Fisheries, Animal Husbandry and Dairying. There are also local level organisations which may not be formally recognised.

Women in Indian fisheries are crucial to the sector, engaging in diverse roles from fish processing, marketing, and value addition to direct harvesting in small-scale and inland fishing, constituting about 44-47% of the total fisher population. Only a small percentage of women is involved in direct harvesting, particularly in near-shore and small-scale fishing, as well as seaweed cultivation and inland fishing; others are in the non-harvest activities<sup>7</sup>. With respect to decision-making, the general view is that women have a very small role to play in decision-making.

#### 4. Small-scale fisheries management

India has a National Policy for Marine Fisheries, 2017. Each coastal state/ union territory has enacted a Marine Fisheries Regulation Act as the state/UT has jurisdiction over its fisheries in the territorial waters. The Government of India has enacted legislation to manage fisheries in the EEZ.

#### 5. Small-scale fisheries knowledge

A number of institutions belonging to the Indian Council for Agricultural Research as well as various colleges (especially on fisheries) as well as universities carry out studies and research related to small-scale fisheries. There are many NGOs that carry out studies and interventions for small-scale fisheries. The information is scattered and not continuous. Data for catch is collected regularly. The National Marine Fisheries Census has been conducted from time to time, with the last census being held in 2016. Currently, the 2016 fisheries census is underway.

#### 6. SSF profile gaps and plans for updating or consideration for NPOA-SSF (Marine) content

**Table 7: Gaps in profile<sup>8</sup>**

S.No.	Main gaps in SSF profile	Action required to update or implication for NPOA-SSF content and activities	Responsibility (if action)	Timeline (if action)
1	Lack of a formal and commonly accepted	Finalization of a working definition based on draft	Task Force & Identified Stakeholders	At the first stakeholder meeting

<sup>7</sup> Tanuja S., Mridula Devi, S.K. Sarangi. and P.R. Sahoo, Women In Fisheries: Roles, Constraints and Recommendations. Indian Farmer, Volume 11, Issue 04, 2024, Pp. 107-112, Available online at: [www.indianfarmer.net](http://www.indianfarmer.net)

<sup>8</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

S.No.	Main gaps in SSF profile	Action required to update or implication for NPOA-SSF content and activities	Responsibility (if action)	Timeline (if action)
	definition of small scale fisheries	definition as indicated in the SSF country profile document		
2	Non-availability of disaggregated data regarding SSF (eg: no. fishing without vessels, granular gendered data along value chain)	Review data templates/protocols to include SSF dimensions. Data should be made publicly available for better transparency.	Ministry of Fisheries ICAR-CMFRI	Ratified in the stakeholder meeting
3	Sparse data available on community reliance on SSF for income, food and nutritional security	Need for mapping domestic value chains to understand community reliance on fish for nutritional security	ICAR Research Institutions	-
4	Lack of organizational information along SSF value chains	To collect organizational information to ensure effective implementation of schemes targeting SSF	Department of Fisheries @ State Level Key NGOs and CSOs in fisheries domain	-
5	Lack of information (number, roles, contribution) on women in SSF value chains	Need for mapping and data on women's roles and contributions in SSF value chains	Department of Fisheries @ State Level, Research Institutions, Key NGOs and CSOs in fisheries domain	-
6	Lack of representation of women and other vulnerable groups	Ensure in the NPOA-SSF that participation of women and other vulnerable groups is facilitated through an	Task Force	

<b>S.No.</b>	<b>Main gaps in SSF profile</b>	<b>Action required to update or implication for NPOA-SSF content and activities</b>	<b>Responsibility (if action)</b>	<b>Timeline (if action)</b>
	in decision making	enabling environment, including building capacities		
7	Poor awareness of existing policy and legal provisions affecting SSF lives and livelihoods	Need capacity building for implementing agencies, improved surveillance mechanisms, improved enforcement, decentralized monitoring systems,	Department of Fisheries @ State Level	
8	Lack of comprehensive data base on research and projects related to SSF	Create a national data base on projects and research related to SSF (to identify expenditure and gaps for directed action)	Research and academic organizations	

## Step 1-3: SSF (Marine) Stakeholder Mapping

### 1. Stakeholder types

**Table 8: Stakeholder Types<sup>9</sup>**


Stakeholder types	National	Regional	Local
Small-scale seafood value chain			
Fisher groups (covering specific areas or fisheries)	NFF, NFSSF, WFF, FIFO	West Coast Purse Seine Fishing Welfare Association, SIFFS	Fisheries Cooperatives Federations AGMM MMSM TFWUP
Suppliers to small-scale fisheries (port, boat, net and fuel suppliers)	Garware Technical Fibres, BPCL, IOCL, Cochin Shipyard Ltd.	SIFFS	GFCCA MATSYAFED TNFDC TAFCOFED
Post-harvest (buyers, processors, traders and retailer)	MPEDA, SEAI, Fish Meal Plant Association(s)	Seafood processing companies	Trader/ Retailer/ Dry fish processor / Vendors Associations (and/or) Companies
Public-sector organizations			
Elected representatives (ministers, councillors and community leaders)	Minister of Fisheries		Minister of Fisheries of coastal states Secretaries of Fisheries of coastal states
Civil servants (from fisheries and non-fisheries departments)	DoF (Union), FSI, NIPHATT, CIFNET Labour, Women & Child, Environment		DoF (State), Other Departments, Labour, Women & Child, Environment
Third-sector groups			
Research (fishery, social and economic)	ICAR Institutes CriTech (Centre For Rural Innovation And Technology Development)		State Fisheries Universities
Non-governmental organizations	EDIF, WWF, Dakshin, MFF, MSSRF, SSNI		

<sup>9</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Stakeholder types	National	Regional	Local
(environmental and social)			
Resource partners (donors and agencies)	NFDB, BOBP MPEDA, NABARD		
Community associations	SEWA, Fisher Community Organization(s)		

## 2. Stakeholder Influence

**Table 9: Stakeholder Influence<sup>10</sup>**

<b>Affected by decisions</b>	Tribals; Gleaners/Barefoot Fishers; Youth; Fisherwomen; Differently Aabled; Elderly; Migrant Workers; Gender minorities		Cooperatives & Unions	Fisher Associations
	Non-motorized Craft dependent fishers; Small scale processors	Motorized Boats dependent fishers; Fish workers in allied activities	Traders Processors	Mechanized Boat Owners Associations
				State Department of Fisheries
		CSOs; NGOs	R&D Institutions	Department of Fisheries, Ministry of Fisheries, Animal Husbandry and Dairying, GoI
<b>Influential power</b> 				

<sup>10</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

### 3. Stakeholder Connections

**Table 10: Stakeholder connections<sup>11</sup>**

	Governance	Fishers	Post-harvest	Suppliers	Research	Non-governmental organizations
Governance	S					
Fishers	P/W	S				
Post-harvest	P/W	P/S	S			
Suppliers	N	P/S	N	S		
Research	M	P/S	P/W	P/W	S	
Non-governmental organizations	P	S	W	W	W	S

### 4. Stakeholder Interests

**Table 11: Stakeholder Interests<sup>12</sup>**

Stakeholders	Stakeholders' interests	How much they know about the SSF Guidelines/NPOA-SSF
DoF	Sustainable Fisheries Development Fisher Welfare	9
R&D (ICAR/FSI)	Resource Sustainability & Management Technology	9
Fishers	Livelihood, Socio-Economic Development, Sustainability	4
NGO (ICSF)	Fisher Welfare, Empowerment, Grassroots Action, Livelihoods, Sustainability	8
BOBP	Regional Cooperation	8

<sup>11</sup> ibid

<sup>12</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

## Step 1-4: SSF (Marine) Governance Review and Gap Analysis

The Governance Review and Gap Analysis was based on the SSF Policy and Legal Diagnostic Toolbox developed by FAO, which provides three different tools for assessing the implementation of the SSF Guidelines through national legal and policy frameworks:

- tool 1 for identifying the status of a country in relation to global and regional legally binding instruments relevant to small-scale fisheries;
- tool 2 for identifying national policy and legal instruments relevant to small-scale fisheries, and the extent to which these instruments address key questions in accordance with the SSF Guidelines; and
- tool 3 for collecting information and views from small-scale fishers and their communities on the implementation of national laws and policies.

The detailed report of the Legal and Policy review for India is available as a standalone report.

### 1. Status and key gaps

The following is the status and key gaps as derived from the report.

#### Outcome from Tool 1: (International Conventions)

- Among the environment related conventions, India is signatory to the BBNJ Agreement and has not ratified it so far.
- Among the Human Rights related conventions, India has ratified six and is signatory to two (2006 International Convention for the Protection of All Persons from Enforced Disappearance and Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment) and has not ratified or signed the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families
- India has ratified seven of eleven fundamental conventions and all three governance conventions listed by ILO. Of the seven additional conventions chosen, India has ratified four. Ratification is needed of the C188 Working in Fishing Convention.

#### Outcome from Tool 2: (National Legal Instruments)

S. No.	Section	Summary – highlighting key gaps	Level of Alignment
	<b>Policy and legal framework reviewed</b>	One national policy, three national fisheries primary legislation and five fisheries secondary legislation	
1	Definition	With reference to definition of small-scale fisheries or related terms, inclusion of women and inclusion of entire value chain -the answer was partial as a few states and the national marine fishing census define it. While fishing, fishing vessel etc. are defined in some laws, there is <b>no</b>	20% fully addressed 20% not addressed 60% partially addressed

S. No.	Section	Summary – highlighting key gaps	Level of Alignment
		<b>explicit definition</b> of small-scale fisheries	
2	Objectives	Neither the NPMF 2017 nor state Acts clearly state objectives, and there is no explicit reference to small-scale fisheries. There is <b>no reference to the role of small-scale fisheries in food and nutrition</b>	40% fully addressed 60% not addressed
3	Principles	No principles are stated in policy or legislation and hence there is no explicit reference to small-scale fisheries. The NPMF's seven strategic pillars function as de facto principles, and legislation (MFRA) broadly reflects a human-rights-based approach.	67% fully addressed, 33% not addressed
4	Institutional and administrative arrangements	The Department of Fisheries at the central level handles policy and EEZ matters; states/UTs manage fisheries within territorial waters and implement MFRA and welfare schemes. <b>No national fisheries authority exists with fisher participation (men/ women/ IP)</b> , though some states are forming co-management councils. The role of the fisheries department is not solely advisory, but regulatory as well. Customary rights/ institutions may exist but <b>need to be formally recognized. There are no specific requirements/ exemptions for small-scale fishers, women or IP for the registration process.</b> Exclusionary clauses ensure subsidiarity of scale	25% fully addressed, 75% not addressed
5	Tenure and access rights	National fisher registry (NFDP) is only now being populated; in addition, vessel licensing, and cooperative membership exist. States impose access restrictions to protect traditional fishers. However, coastal habitation land is often undocumented, creating tenure insecurity and relocation risks under CRZ and development pressures.	15% fully addressed, 54% not addressed, 31% partially addressed

S. No.	Section	Summary – highlighting key gaps	Level of Alignment
		<p>There is <u>no prohibition of forced eviction</u> of small-scale fishers or their communities. Coastal fisher land tenure rights continue to be shaky despite the CRZ Notification requirement of mapping of fishing villages in the CZMP.</p>	
6	Sustainable resource management and conservation	<p>NPMF promotes Ecosystem Approach to Fisheries Management (EAFM), piloted in Andhra Pradesh and Tamil Nadu. Conservation of mangroves and seagrasses is supported through CRZ rules and protected areas. No fishing quotas exist; <b>NP</b></p> <p>Even where co-management has been legislated, the uptake has been slow especially in formation of councils and defining their roles. India <b>does not have quota system</b> for fisheries nor are there any requirement for <b>fisheries management plans</b> to be published. Currently, there are <b>no formal</b> marine spatial planning initiatives/ MPA/ aquaculture establishments requiring the participation of fishers.</p>	33% fully addressed, 60% not addressed, 3.5% each partially addressed and unsure
7	Social development, employment and decent work	<p>Extensive welfare schemes exist, notably under PMMSY, including insurance, ban-period relief, and debt relief. Migrant fish workers are protected under existing labour law. Safety-at-sea programmes and minimum age provisions apply. Though the answer was no to the fisheries policy addressing children in fisheries, there are education and skilling schemes that are available to children from the fishing community provided by the state government/ PMSSY. <b>Social security schemes</b> largely target the ‘fisherman’ considered as breadwinner and <b>not necessarily the family</b> (there are exceptions)</p>	87.5% fully addressed, 4% not addressed and 8.5% partially addressed

S. No.	Section	Summary – highlighting key gaps	Level of Alignment
8	Value-chains, post-harvest and trade	Paras 29-32 in the NPMF (A1) refer to the post-harvest and processing requirements. However, <b>they do not explicitly refer to small-scale fisheries</b> – the references are to harbours and such infrastructure.	Not addressed
9	Gender equality	Policy recognizes women’s role in fisheries and supports gender equality. In practice, women remain excluded from traditional governance structures. Broader national laws and schemes support women’s rights, safety, and political representation.	Fully addressed
10	Disaster risks and climate change	Climate change impacts are acknowledged in NPMF, though fisheries are absent from national climate missions. Disaster management plans include early warnings and evacuation; states have climate action plans addressing coastal community adaptation. <b>There is no mention of fisheries in the national climate change policy</b> but <a href="#">NICRA</a> has a component of assessing climate change impacts on livestock, fisheries and poultry and identifying adaptation strategies.	60% fully addressed and 20% not addressed and 20% partially addressed
11	Access to justice, enforcement, and accountability	Legal aid and traditional dispute-resolution mechanisms exist, including peace committees in some states. Fisheries laws <b>lack provisions for community participation in enforcement</b> , and penalties <b>do not distinguish</b> clearly between categories of fishers.	40% addressed, 20% not addressed and 40% partially addressed

### Outcome from Tool 3 (Community perception)

S. No.	Section	Key Findings / Community Perspectives	Extent of agreement
1	Recognition of small-scale fishers	Fishers clearly identify themselves as small-scale in contrast to mechanised operators. This recognition helps them access welfare schemes. Women are actively involved in post-harvest activities,	Full agreement

S. No.	Section	Key Findings / Community Perspectives	Extent of agreement
		and participation is largely restricted to community members.	
2	Institutional and administrative arrangements	Fishers are aware of the Department of Fisheries but feel it focuses on short-term measures and neglects long-term needs such as employment for fisher youth. MFRA implementation is weak, especially in controlling mechanised boats and in port development without community consultation. Cooperatives and traditional panchayats exercise local authority, and decentralised governance is viewed positively.	50% no, 25% partial and 12.5% each yes/ not sure
3	Tenure and access rights	Fishers are registered, but bureaucracy, lack of awareness, missing documents, and costs create barriers. Licensing is weakly enforced for small-scale fishers. Inter-state migrant fishers face exclusion. Traditional fishing spaces are encroached upon by mechanised boats and development projects. Coastal erosion and evictions occur with little or no safeguards during relocation.	31% yes, 38% no, 23% partial and 8% not sure
4	Sustainable resource management and conservation	Co-management exists only partially and often lacks legal backing. Fishers are sometimes consulted, such as during trawl fishing bans where traditional knowledge is used. They feel responsible for reporting IUU fishing and believe small-scale fishers could contribute to monitoring, control, and surveillance activities.	30% yes, 20% no, 40% partial and 10% not sure
5	Social development, employment and decent work	Welfare measures are generally positive, but major concerns include sea safety, long fishing hours due to declining near-shore resources, unfair pricing linked to trader–middlemen nexus, and poor harbour and landing infrastructure. Safety equipment is expensive, leading to low compliance. Rare cases of forced labour and children working due to economic pressure were noted.	40% yes, 20% no, 27% partial and 13% not sure
6	Value chains, post-harvest and trade	Communities lack facilities for storage and processing of fish and find it difficult to obtain fair prices. Some cooperatives	50% no, 50% partial

S. No.	Section	Key Findings / Community Perspectives	Extent of agreement
		support first point-of-sale locally, but access to distant markets remains limited.	
7	Gender equality	Women are involved in seaweed collection, inland fisheries, fish processing, selling, and net mending. They manage household finances and have leadership roles in women's groups, but face unequal treatment, lack of respect in meetings, and domestic violence, often linked to alcoholism.	40% yes, 20% no
8	Disaster risks and climate change	Fishers report rising temperatures, shifting seasons, stronger storms, species changes, declining sardine catch, unpredictable monsoons, and frequent cyclones. After Cyclone Okhi, awareness of weather alerts and government compensation schemes has increased.	40% yes, 20% no, 20% partial
9	Access to justice, enforcement, and accountability	Formal legal services are largely unknown. Disputes are resolved through cooperatives, unions, village panchayats, church committees, NGOs, or local advocates. Initial warnings for violations are issued locally before escalation. Fishers strongly feel enforcement favours mechanised vessels and that their voices are routinely ignored.	One third each yes, no and partial

## 2. Key Gaps (Marine SSF)<sup>13</sup>

**Table 12: Key Opportunities based on Gap analysis**

S.No	Opportunity/Gap analysis – key findings	Implications for NPOA-SSF content and activities
1	Human rights and Dignity – safety at sea, occupational hazards (health, hygiene, physical safety, mobility, disability) – particularly for women	Safety from occupational hazards need to be embedded into laws/policies to ensure human rights and dignity are not violated.

<sup>13</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

S.No	Opportunity/Gap analysis – key findings	Implications for NPOA-SSF content and activities
2	Lack of tenurial rights – coupled with open access fishery makes any form of management challenging	Serious implication for fisheries management. Co-management frameworks, though in place in some states cannot work, because of lack of tenurial rights.
3	Gender and social inclusion – across the board needs revision	Policies need to be reviewed across the board to make it more gender inclusive, with implementation mechanisms
4	Capacity gaps – amongst the implementation agencies as well as community members	Policies should mandate capacity development mechanisms, identify appropriate agencies and allocate resources to ensure capacity gaps are addressed
5	Equitable access to existing social security safety nets (schemes and support mechanisms)	While multiple safety nets exist, access to these are highly inequitable
6	Inequitable access to fisheries resources (poor implementation of existing MFRAs)	Inequity in terms of access to fish stocks
7	Disaster mitigation, climate vulnerability need to proactively included in policies	Disaster-related infrastructure needs a thorough audit across the country, highly vulnerable areas identified, compensations made available promptly and equitably
8	Market regulations are non-existent	Existing legal instruments singularly try and regulate the fisher communities. However, they fail to regulate markets which are often the primary drivers of rights violations, unsustainability

Almost all the points are covered in the National Policy on Marine Fisheries, 2017. However, many have not been translated into legislation while a few have been covered under various schemes especially under the PMMSY.

## Step 1-5: Rationale for an NPOA-SSF (Marine)

### 1. Rationale for NPOA-SSF

The SSF Guidelines, and therefore the NPOA-SSF to implement them, will be interpreted and applied consistently with the existing rights and obligations of INDIA under national and international law and with due regard to voluntary commitments under applicable regional and international instruments. They are complementary to and support national, regional and international initiatives that address human rights, responsible fisheries and sustainable development. The SSF Guidelines were developed complementary to the Code of Conduct for Responsible Fisheries and support responsible fisheries and sustainable resource utilization in accordance with this instrument. Implementing the SSF Guidelines can also act as a springboard towards achieving the Sustainable Development Goals (SDGs) by 2030, in particular SDG 14.b: to “provide access for small-scale artisanal fishers to marine resources and markets”.

**Table 13: Rationale for NPOA-SSF<sup>14</sup>**

Problem Statement	Specific Objectives
<ul style="list-style-type: none"> <li>• Anthropogenic pressures, + climate vulnerabilities has led to decline in fisheries resources, increased conflicts, affected income, direct threats to lives, livelihoods and aspirations of the SSF sector.</li> <li>• Lack of an inclusive and holistic national policy that ensures livelihood security, equity, inclusivity, resilience and wellbeing of the SSF sector.</li> <li>• High complexity and diversity of the fisheries, its actors and their relationships.</li> </ul>	<p>NPOA-SSF will be an effective enabler to fill the gaps and strengthen ecological well-being, and social and financial inclusion.</p> <ul style="list-style-type: none"> <li>• Promoting and protecting sustainable livelihoods</li> <li>• Ensuring sustainable utilisation - inclusive and responsible management of fishery resources</li> <li>• Guaranteeing better access to fishery resources, markets, social protection and financial services.</li> <li>• Empowering vulnerable and marginalised groups, particularly women</li> <li>• Protecting tenurial rights of small-scale fishing communities - both on the land and sea</li> <li>• Focused support for climate adaptation and resilience</li> </ul> <p>Through the above-mentioned objectives, we will cover SDG 1, 2,3,5,8,10, 11,13, 14, 15, 16. National Marine Fisheries Policy 2017, Amrit Kaal, Atma Nirbhar</p>

<sup>14</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

## 2. Contribution to national and international commitments

The NPOA-SSF will contribute to achieving the objectives of:

- National Policy on Marine Fisheries, 2017
- State/UT Marine Fisheries Acts
- Other Relevant Acts

Nothing in the SSF Guidelines should be read as limiting or undermining any rights or obligations to which INDIA is subject under international law.

The NPOA-SSF will also support India's commitments to the SDG.

**Table 14: India's commitments**

SSF Guidelines	National law or policy	International commitment
<b>5a. Responsible governance of tenure</b>	<ul style="list-style-type: none"> <li>• Territorial Waters, Continental Shelf, Exclusive Economic Zone and Other Maritime Zones Act, 1976</li> <li>• Notification of the Central Government on the baseline system for the Republic of India</li> <li>• Maritime Zones of India (Regulation of Fishing by Foreign Vessels) Act, 1981 (No. 42 of 1981)</li> <li>• Maritime Zones of India (Regulation of Fishing by Foreign Fishing Vessels) Rules, 1982</li> <li>• Coastal Regulation Zone (CRZ) Notification 2019 G.S.R 37(E)</li> <li>• The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act</li> </ul>	<ul style="list-style-type: none"> <li>• UNCLOS</li> <li>• Agreement between India and Maldives on Maritime Boundary in The Arabian Sea and Related Matters.</li> <li>• Agreement between Sri Lanka, India and the Maldives on the Determination of Trijunction Point between the three Countries in the Gulf of Mannar.</li> <li>• Indigenous and Tribal Populations Convention, 1957 (No. 107)</li> </ul>
<b>5b. Sustainable resource management</b>	<ul style="list-style-type: none"> <li>• National Environment Policy 2006</li> <li>• Wildlife Protection Act, 1972</li> <li>• Environment (Protection) Act, 1986</li> <li>• Indian Antarctic Act, 2022 (Act No. 13 of 2022)</li> <li>• The Biological Diversity Act, 2002</li> </ul>	<ul style="list-style-type: none"> <li>• International Convention for the Regulation of Whaling</li> <li>• Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar)</li> <li>• United Nations Convention on the Law of the Sea (UNCLOS)</li> </ul>

SSF Guidelines	National law or policy	International commitment
		<ul style="list-style-type: none"> <li>• United Nations Fish Stocks Agreement (UNFSA)</li> <li>• Convention on Biological Diversity (CBD)</li> <li>• Nagoya Protocol on Access to Genetic Resources and their Fair and Equitable Sharing of Benefits Arising from their Utilization to the Convention on Biological Diversity</li> <li>• BBNJ Agreement (Signatory)</li> <li>• United Nations Declaration on Human Environment, 1972 (and subsequent declarations)</li> </ul>
<p><b>6. Social development, employment and decent work</b></p>	<p>Social Development</p> <ul style="list-style-type: none"> <li>• The Right of Children to Free and Compulsory Education Act, 2009 (Act No. 35 of 2009)</li> <li>• Ayushman Bharat - Pradhan Mantri Jan Arogya Yojana</li> <li>• Pradhan Mantri Awas Yojana (PMAY)</li> </ul> <p>Employment</p> <p style="padding-left: 40px;">National Rural Employment Guarantee Act, 2005</p> <p>Decent Work</p> <p>Labour</p> <ul style="list-style-type: none"> <li>• The Contract Labour (Regulation and Abolition) Act, 1970 (Act No. 37 of 1970)</li> <li>• Child and Adolescent Labour (Prohibition and Regulation) Act, 1986 (Act No. 61 of 1986)</li> <li>• Labour Laws</li> <li>• Labour codes</li> </ul> <p>Safety at Sea</p> <ul style="list-style-type: none"> <li>• The Marine Aids to Navigation Act, 2021 (Act No. 20 of 2021)</li> <li>• Maritime Anti-Piracy Act, 2022 (Act No. 3 of 2023)</li> </ul> <p>MCS</p>	<ul style="list-style-type: none"> <li>• International Convention on the Elimination of All Forms of Racial Discrimination</li> <li>• International Covenant on Civil and Political Rights</li> <li>• International Covenant on Economic, Social and Cultural Rights</li> <li>• Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (<b>signatory</b>)</li> <li>• Convention on the Rights of the Child</li> <li>• Convention on the Rights of Persons with Disabilities</li> <li>• International Convention for the Protection of all Persons from Enforced Disappearance (<b>signatory</b>)</li> <li>• 1930 ILO Forced Labour Convention (C029)</li> <li>• 1951 ILO Equal Remuneration Convention (C100)</li> <li>• 1957 ILO Abolition of Forced Labour Convention (C105)</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• Merchant Shipping (Registration of Indian Fishing Boats) Rules, 1988</li> <li>• The Admiralty (Jurisdiction and Settlement of Maritime Claims) Act, 2017 [Act No. 22 of 2017]</li> <li>• Coastal Shipping Act, 2025 (Act No. 20 of 2025)</li> <li>• Inland Vessels Act, 2021 (Act No. 24 of 2021)</li> <li>• Land Ports Authority of India (Fees and Other Charges) Regulations, 2015</li> </ul>	<ul style="list-style-type: none"> <li>• 1958 ILO Discrimination (Employment and Occupation) Convention (C111)</li> <li>• 1973 ILO Minimum Age Convention (C138)</li> <li>• 1981 Occupational Safety and Health Convention (C155)</li> <li>• 1999 ILO Worst Forms of Child Labour Convention (C182)</li> <li>• Labour Inspection Convention, 1947 (No. 81)</li> <li>• Employment Policy Convention, 1964 (No. 122)</li> <li>• Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)</li> <li>• Night Work (Women) Convention (Revised), 1948 (No. 89)</li> <li>• Seafarers' Identity Documents Convention (Revised), 2003, as amended (No. 185)</li> </ul>
<b>7. Value chains, post-harvest and trade</b>	<ul style="list-style-type: none"> <li>• Marine Products Export Development Authority Act, 1972 (Act No. 13 of 1972)</li> </ul> <p>Hygiene and Safety</p> <ul style="list-style-type: none"> <li>• Food Safety and Standards (Contaminants, Toxins and Residues) Regulations, 2011</li> <li>• Food Safety and Standards (Food Products Standards and Food Additives) Regulations, 2011</li> <li>• Food Safety and Standards (Labelling and Display) Regulations, 2020</li> </ul> <p>Trade</p> <ul style="list-style-type: none"> <li>• Export of Bivalve Molluscs (Quality Control, Inspection and Monitoring) Rules, 2003 (Notification No. 668)</li> </ul>	<ul style="list-style-type: none"> <li>• Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• Export of Dried Fish Maws (Quality Control and Inspection) Rules, 2002 (S.O. 2877)</li> <li>• Export of Live Fish (Quality control, Inspection and Monitoring) Rules, 2002 (Notification No. 478)</li> <li>• Export of Dried Fish (Quality Control and Inspection) Rules, 2002</li> <li>• Export of fresh, frozen and processed fish and fishery products (quality control and inspection and monitoring) Rules, 1995</li> <li>• Order of the Government of India No. 729(E) relating to fresh, frozen and processed fish and fishery products</li> </ul>	
<b>8. Gender equality</b>	<ul style="list-style-type: none"> <li>• The Sexual Harassment of Women at Workplace (prevention, prohibition and redressal) Act, 2013</li> <li>• Protection of Women from Domestic Violence Act, 2005</li> <li>• The Immoral Traffic (Prevention) Act, 1956</li> <li>• The Dowry Prohibition Act, 1961 (28 of 1961) (Amended in 1986)</li> <li>• The Immoral Traffic (Prevention) Act, 1956</li> <li>• The Commission of Sati (Prevention) Act, 1987 (3 of 1988)</li> <li>• The Criminal Law (Amendment) Act, 2013</li> <li>• The Indecent Representation of Women (Prohibition) Act, 1986</li> </ul>	<ul style="list-style-type: none"> <li>• Convention on the Elimination of All Forms of Discrimination against Women (CEDAW )</li> </ul>
<b>9. Disaster risks and climate change</b>	<ul style="list-style-type: none"> <li>• Disaster Management Act, 2005 (Act No. 53 of 2005)</li> <li>• National Disaster Management Plan, 2019</li> </ul> <p>Climate Change</p>	<ul style="list-style-type: none"> <li>• United Nations Framework Convention on Climate Change (UNFCCC)</li> <li>• Kyoto Protocol to the United Nations Framework</li> </ul>

SSF Guidelines	National law or policy	International commitment
	<ul style="list-style-type: none"> <li>• National Action Plan on Climate Change</li> <li>• State Action Plans on Climate Change</li> <li>• Framework for Voluntary Carbon Market in Agriculture Sector</li> <li>• Notification constituting the Apex Committee for Implementation of Paris Agreement</li> <li>• State Disaster Management Plans</li> </ul>	<ul style="list-style-type: none"> <li>Convention on Climate Change</li> <li>• Paris Agreement</li> <li>• Hyogo Framework for Disaster Risk Reduction</li> </ul>

## Step 1-6: NPOA-SSF (Marine) development plan template<sup>15</sup>

**Table 15: Development Plan Template**

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost (Lakh INR)	Time scale	Status
1	Process launch and awareness building (Step 2-1)	Leads: Dr. R. Sreenath, DG, FSI Fisheries Development Commissioner, DoF, GoI	The NPOA-SSF development is launched	Costs for media, publicity One national workshop	3.00	December 2025 to March 2026	Inception meeting completed. <b>To be carried out:</b> Other activities to be planned.
2	NPOA-SSF intervention logic (Step 2-2)	Leads: Dr. Nikita Gopal, ICAR-CIFT Dr. Naveen Namboothiri, Dakshin Dr. Ahana Lakshmi, BOBP (co-opted)	SSF intervention logic to be developed	Stakeholder consultations	2.00	2 days of discussion	List of priority objectives have been identified.
3	Stakeholder consultations (Step 2-3)	Leads: Dr. Shubhadeep Ghosh, ADG (Marine), ICAR	6 regional public stakeholder consultations to be organised to get	Logistics for arranging the consultations	20.00	April to June 2026	Six regions and local partner organisations identified.

<sup>15</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost (Lakh INR)	Time scale	Status
		Fisheries Development Commissioner, DoF, Gol Dr.R. Sreenath, DG, FSI	inputs on the NPOA SSF				
4	NPOA-SSF log frame (Step 2-4)	Leads: Dr. Naveen Namboothri, Dakshin Dr. Nikita Gopal, ICAR-CIFT Dr. Ahana Lakshmi, BOBP (co-opted)	The objectives for the log frame have been chalked out. The activities, Outputs and outcomes will be developed after the stakeholder consultations	Workshop/ consultation meeting: National taskforce, relevant state department representatives and stakeholders to contribute	3.00	Day one of a three day consultation meeting held in August 2026	<b>To be carried out:</b> To be finalised after stakeholder consultations
5	NPOA-SSF draft (Step 2-5)	Leads: Dr. Shubhadeep Ghosh, ADG (Marine), ICAR Fisheries Development Commissioner, DoF, Gol	Will be finalised after the log-frame preparation.	Workshop/ consultation meeting: National taskforce, relevant state department representatives and stakeholders	3.00	Day two of a three day consultation in August 2026	<b>To be carried out:</b> To be drafted based on the finalised and approved intervention logic and log frame

Action	Tasks	Action lead and partners	Outputs and milestones	Resource requirements	Cost (Lakh INR)	Time scale	Status
6	NPOA-SSF draft consultation (Step 2-6)	Leads: Dr. Shubhadeep Ghosh, ADG (Marine), ICAR Fisheries Development Commissioner, DoF, Gol	After NPOA SSF draft is ready	Workshop/ consultation meeting: National taskforce, relevant state department representatives and stakeholders	3.00	Day three of a three day consultation in August 2026	<b>To be carried out:</b> Wide consultations with stakeholders on the draft NPOA-SSF will be
7	Final NPOA-SSF publication	DoF, Gol	NPOA-SSF published	Publication	1.00	World Fisheries day, 2026	<b>To be carried out:</b> NPOA-SSF published and notified by DoF, Gol

**Table 16: Logframe**

Step	Dec 2025	Jan 2026	Feb 2026	Mar 2026	Apr 2026	May 2026	Jun 2026	Jul 2026	Aug 2026	Sep 2026	Oct 2026	Nov 2026
Process launch												
Intervention Logic & Log frame												
Consultations												

Step	Dec 2025	Jan 2026	Feb 2026	Mar 2026	Apr 2026	May 2026	Jun 2026	Jul 2026	Aug 2026	Sep 2026	Oct 2026	Nov 2026
<b>NPOA-SSF drafting</b>												
<b>NPOA-SSF validation</b>												
<b>NPOA-SSF Finalization and launch</b>												

## Step 1-7: National platform establishment

A narrative section could be added here after the finalization of the NTF.

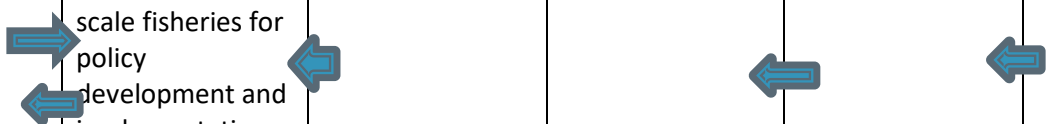
## Stage 2: NPOA-SSF (Marine) development

### Step 2-2: Intervention logic<sup>16</sup>

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Problem Statement</b>	<b>Specific Objective(s)</b>	<b>Outcome</b>	<b>Outputs</b>	<b>Activities</b>
<p>Anthropogenic pressures, climate vulnerabilities has led to decline in fisheries resources, increased conflicts, affected income, direct threats to lives, livelihoods and aspirations of the small scale fisheries sector. High diversity and complexity of the fisheries, its actors and their relationships.</p> <p>Poverty in the SSF sector and continuous decline in access to and availability of resources has further marginalized the small scale fishers.</p>	Protecting tenure rights of small-scale fishing communities and ensuring rights of equitable and just access to fishery resources for all actors in the value chain			
	Ensuring sustainable utilization, prudent and responsible management of fishery resources			
	Promoting and protecting sustainable livelihoods			
	Develop capacities of various actors (both government agencies and civil society groups) for sustainable management of resources and activities along the value chain			
	Empowering vulnerable and marginalized groups, including women, youth,			

<sup>16</sup> Based on presentation made at the Regional Inception Workshop on the National Plans of Action for Small-Scale Fisheries (NPOA-SSF) 20-22 Nov 2025, Colombo, Sri Lanka

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>Problem Statement</b>	<b>Specific Objective(s)</b>	<b>Outcome</b>	<b>Outputs</b>	<b>Activities</b>
	differently abled, elderly and others.			
	Guaranteeing better access to fishery resources, markets, social protection and financial services, including for women and other marginalised groups.			
	Gender mainstreaming and equal participation in decision making.			
	Enhancing resilience to impacts to climate change and other non-fisheries related factors (eg: pollution, coastal erosion)			
	Ensure policy coherence across sectors (eg: environment, health, labour, women) that can impact small scale fisheries sector			
	Establish systems and processes for collecting disaggregated data for small scale fisheries for policy development and implementation			



<b>Assumptions and risks</b>	<b>Assumption 1</b>	<b>Assumption 2</b>	<b>Assumption 3</b>	<b>Assumption 4</b>	<b>Assumption 5</b>
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**Columns 3,4 and 5 will be finalized after the stakeholder workshops.**

### Step 2-3: Stakeholder consultation<sup>17</sup>

- *Are different consultation methodologies needed for different stakeholder groups? Do separate consultations need to be held with different groups (e.g., men and women)?*

Yes. The consultation should be in regional languages, transparent, accessible, inclusive and consultative. Banners, brochures, public announcements should be created and distributed through the stakeholder networks, Communication should be clear about the purpose of organising the consultations and what is expected from the participants. Yes. Not all spaces are accessible to every stakeholder. So will design the structure based on the local contexts.

- *What are the key geographic areas to cover? Are there SSF hotspots?*
  - Sector 1 - Goa, Maharashtra, Diu-daman and Gujarat
  - Sector 2 - Karnataka and Kerala
  - Sector 3 - TN, Pondy
  - Sector 4 - AP and Odisha
  - Sector - 5 - WB
  - Sector 6 - Islands (Andaman and Nicobar and Lakshadweep)
- *How many stakeholder consultation meetings should be held and how many stakeholders should be reached in total to ensure legitimacy of the process?*
  - 3 consultations per sector for sectors 1-4,
  - 2 consultations in WB,
  - 1 each in the islands.

Coordination and preparation for each of these consultation meetings will be assigned to regional stakeholders/institutions with the ground presence in these regions. Efforts will run parallelly, and we intend to complete all of this over three months. Ideally, we will target the monsoon/fishing ban period to run these consultations. Each consultation will require a one-month preparation (outreach, invitations, translations, venue etc.), culminating in a sector-level consultation.

- *How long should each consultation workshop be (1-3 days)? Will different lengths be required for different groups depending on their knowledge of the SSF Guidelines?*

This will be decided by the cluster-level team who will decide based on the logistics, coordination challenges etc. Ideally, we would like to complete the process in a day, however, some sites may need two days.

- *What ongoing processes can be tapped into for consultations?*

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Multiple institutions/individuals have programmes, projects, interventions going on in different regions. These institutions will leverage their existing networks to facilitate the consultation.

- *What budget is available (this may influence answers to some of the above questions!)?*

Currently, organisations/institutions do not have a budget allocated for this. The in-kind contribution of the partners will significantly reduce operational and coordination costs, however, funds will need to be allocated to facilitate this

- *How do you ensure the maximum representation (e.g. regions, fisheries, different stakeholders, etc.)?*

Through the networks that existing partners bring to the table. Collective action by the various stakeholder will help mobilise a large constituency of stakeholders.

- *What materials you needs to prepare before consultations? (e.g. Do you draft the NPOA-SSF first? Do you develop questionnaires or presentations and only after draft the NPOA-SSF?, etc.)*

We prefer the translated drafts are shared beforehand. Translated drafts, powerpoints, screens, halls, venue, mikes, onsite translators,

- *What ongoing processes or structures, if any, can you tap into?*

As explained in an earlier section, we will leverage the existing stakeholder networks that the NTF members brings to the table.

- *How do you plan to communicate with the identified stakeholders? (e.g. Through SSF organizations, general media, mailing list)*

As mentioned earlier, this will be communicated beforehand through regionally translated drafts. The communications will be made through the NTF member networks. Existing WhatsApp groups.

- *How long the process should be? Can you predict a timeline?*

3-4 months.

## Step 2-4: Log Frame

A. Narrative summary	B. Objectively verifiable indicators	C. Means of verification	D. Important risks and assumptions
<b>NPOA-SSF objective(s)</b>			
Outcomes What are the intended effects of the outputs? What are the benefits			

A. Narrative summary	B. Objectively verifiable indicators	C. Means of verification	D. Important risks and assumptions
and to whom do they accrue? What changes will the outputs and their use bring about?			
Outcome 1			
Outcome 2			
Outcome...n			
Output What outputs (deliverables) are to be produced in order to achieve the purpose?			
Output 1			
Output 2			
Output n			





**Bay of Bengal Programme**  
Inter-Governmental Organisation

91, Saint Mary's Road, Abhiramapuram, Chennai - 600 018, Tamil Nadu, India  
Telephone: # 91 44 42040024, [www.bobpigo.org](http://www.bobpigo.org), Email: [info@bobpigo.org](mailto:info@bobpigo.org)