



# THE UNITED REPUBLIC OF TANZANIA NATIONAL AUDIT OFFICE

## PERFORMANCE AUDIT REPORT ON THE REGULATION OF MARINE VESSELS



CONTROLLER AND AUDITOR GENERAL  
MARCH 2025



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## About the National Audit Office

### Mandate

The statutory mandate and responsibilities of the Controller and Auditor-General are provided for under Article 143 of the Constitution of the United Republic of Tanzania of 1977 and in Section 10 (1) of the Public Audit Act, Cap 418

## NAOT Vision, Mission & Motto



### Vision

A credible and modern Supreme Audit Institution with high-quality audit services for enhancing public confidence.



### Mission

To provide high-quality audit services through modernization of functions that enhances accountability and transparency in the management of public resources.



### Motto

Modernizing External Audit for Stronger Public Confidence



## Core Values



### Independence and Objectivity:

We are an impartial public institution, independently offering high-quality audit services to our clients in an unbiased manner.



**Integrity:** We observe and maintain high ethical standards and rules of law in the delivery of audit services.



**Results-Oriented:** We focus on achievements of reliable, timely, accurate, useful, and clear performance targets.



### Professional competence:

We deliver high quality audit services based on appropriate professional knowledge, skills, and best practices.



**Creativity and Innovation:** We encourage, create and innovate value-adding ideas for the improvement of audit services.



**Team Work Spirit:** We value and work together with internal and external stakeholders.

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## PREFACE



Pursuant to Section 28 of the Public Audit Act, Cap 418, I am mandated to conduct a Performance Audit (Value-for-Money Audit) to establish the economy, efficiency and effectiveness of any expenditure or use of resources in the Ministries, Departments and Agencies (MDAs), Local Government Authorities (LGAs) and Public Authorities and Other Bodies which involves enquiring, examining, investigating and reporting, as deemed necessary under the circumstances.

I have the honour to submit to Her Excellency, the President of the United Republic of Tanzania, Hon. Dr. Samia Suluhu Hassan, and through her to the National Assembly of the United Republic of Tanzania, the Performance Audit Report on the Regulation of Marine Vessels.

The report contains findings, conclusions, and recommendations directed to the Ministry of Transport (MoT) and Tanzania Shipping Agencies Corporation (TASAC). MoT and TASAC had the opportunity to review the report and provide comments, and I sincerely acknowledge that their inputs were constructive and valuable.

My Office will carry out a follow-up audit at an appropriate time regarding action taken in implementing the recommendations given in this report.

I would like to thank my staff for their commitment to preparing this report. I also acknowledge the audited entities for their cooperation with my Office, which facilitated the timely completion of the audit.

A handwritten signature in green ink, appearing to read 'Charles E. Kichere', with a long, sweeping underline.

Charles E. Kichere  
Controller and Auditor General  
United Republic of Tanzania  
March 2025

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## TABLE OF CONTENTS

PREFACE .....	i
TABLE OF CONTENTS .....	ii
LIST OF TABLES .....	iv
LIST OF FIGURES .....	v
LIST OF ABBREVIATIONS AND ACRONYMS .....	vi
DEFINITION OF TERMS .....	vii
EXECUTIVE SUMMARY .....	ix
CHAPTER ONE .....	1
INTRODUCTION .....	1
1.1 Background .....	1
1.2 Motivation for the Audit .....	2
1.3 Design of the Audit .....	5
1.4 Sampling, Methods for Data Collection and Analysis .....	11
1.5 Data Validation .....	16
1.6 Standards Used for the Audit .....	17
1.7 Structure of the Report .....	17
CHAPTER TWO .....	19
SYSTEM FOR REGULATION OF MARINE VESSELS IN THE COUNTRY .....	19
2.1 Introduction .....	19
2.2 Governing Policy, Strategies and Legal Framework .....	19
2.3 Roles and Responsibilities of Key Stakeholders in Regulating Marine Vessels in the Country .....	23
2.4 The Process of Regulating Marine Vessels .....	24
2.5 Resources for Managing the Maritime Sector .....	27
CHAPTER THREE .....	29
AUDIT FINDINGS .....	29
3.1 Introduction .....	29
3.2 Extent of Regulation of Marine Vessels .....	29

---

3.3 Inadequate Strategies and Plans to Regulate Marine Vessels.....	44
3.4 TASAC Inadequately Enforce its Mandate in the Regulation of Marine Vessels .....	55
3.5 Coordination between TASAC and Other Stakeholders in the Regulation of Marine Vessels .....	64
3.6 MoT did not effectively Monitor and Evaluate its Performance and that of TASAC.....	73
<b>CHAPTER FOUR .....</b>	<b>78</b>
<b>AUDIT CONCLUSION .....</b>	<b>78</b>
4.1 Introduction .....	78
4.2 Overall Audit Conclusion.....	78
4.3 Specific Audit Conclusions .....	79
<b>CHAPTER FIVE .....</b>	<b>83</b>
<b>AUDIT RECOMMENDATIONS.....</b>	<b>83</b>
5.1 Introduction .....	83
5.2 Audit Recommendations to the Tanzania Shipping Agencies Corporation .....	83
5.3 Audit Recommendations to the Ministry of Transport .....	86
<b>REFERENCE .....</b>	<b>87</b>
<b>APPENDICES.....</b>	<b>88</b>

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## LIST OF TABLES

Table 1.1: Selection of Visited Regions .....	13
Table 1.2: Ports Available in the Selected Regions.....	14
Table 3.1: Status of Small Vessels Licensing in Tanzania Main Land .....	31
Table 3.2: Small Vessels Licensing Charges.....	34
Table 3.3: Unregistered Marine Vessels with 50GT and above.....	34
Table 3.4: Registration Status for the Marine Vessel with 50GT and above or Length Greater than 24m.....	35
Table 3.5: Number of Vessels Without Seaworthiness Certificates, Owner Details and Reasons for Non-Compliance .....	38
Table 3.6: Small Vessels Operating Without Valid Local Safety Certificates (LSC) in Tanzania Mainland .....	40
Table 3.7: Boats Procurement Plan Set in Different Financial Years .....	48
Table 3.8: Extent of Presence of Qualified Personnel in the Inspected Vessels by the Audit Team .....	53
Table 3.9: Extent of Surveyed and Inspected Ships of 50 GT or Above from 2019/202 - 2023/24 .....	55
Table 3.10: Performance on Survey and Inspections of Small Vessels from 2019/20 to 2023/24 .....	56
Table 3.11: TASAC's Port State Inspection Performance on Foreign Vessels Visiting Tanzania .....	57
Table 3.12: Coordination Conducted Between TASAC, Ministry and Institutions .....	65
Table 3.13: Compliance to Life-saving Appliances (life jackets and life buoys) of Vessels .....	69
Table 3.14: Loss of Life During Search and Rescue .....	71

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## LIST OF FIGURES

Figure 1.1: The Structure of the Report .....	18
Figure2.1:Policies and Strategies Governing the Regulation of Marine Vessels .....	20
Figure2.2: Description of SDG 14 on Regulation of Marine Vessels.....	21
Figure2.3:Legislations Governing Regulation of Marine Vessels in the Country .....	22
Figure2.4:Summarized Roles and Responsibilities of Stakeholders in Regulating Marine Vessels in the Country .....	23
Figure 2.5: Summarized Process for Regulating Marine Vessels .....	24
Figure 2.6: TASAC Budget and Expenditures for Regulation of Marine Vessels from Financial Year 2018/19-2023/24 .....	27
Figure 2.7: Staffing Position of TASAC as of September 2024 .....	28
Figure 3.1: Number of Unlicensed Small Vessels in Tanzania Mainland as per Small Vessel Census, 2021 .....	30
Figure 3.2:The Status of Small Vessels Licensing in Tanzania Mainland by 2021 .....	32
Figure 3.3: Marine Vessels Without Seaworthiness Certificates .....	37
Figure3.4:Status of Small Vessels Operating without Local Safety Certificates.....	40
Figure 3.5: Non-compliance of Small Vessels to Safety Regulations .....	42
Figure3.6:Extent of Possession of Seaworthiness Certificates and Registration Certificates by the Inspected TEMESSA Ferries in 2024 .....	59
Figure3.7: Number of Flag and Port State Control Officers and Total Ports in the Visited Regions.....	62
Figure3.8:Performance of TASAC’s Safety and Awareness Meetings/programmes for Maritime Stakeholders from 2019/20 to 2023/24.....	67
Figure3.9: Budget and Expenditures for Awareness Programmes Conducted .....	68
Figure3.10:Coordinations of Search and Rescue by Maritime Rescue Coordination Centre during Accidents .....	70
Figure3.11: Percentage of Persons Passed Away during Search and Rescue from 2019- August 2024 .....	72



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## LIST OF ABBREVIATIONS AND ACRONYMS

BWM	:	International Convention for the Control and Management of Ships' Ballast Water and Sediments
CAG	:	Controller and Auditor General
CoP	:	Certificates of Proficiency
FY	:	Financial Year
GPS	:	Global Positioning System
GT	:	Gross Tonnage
IMO	:	International Maritime Organization
INTOSAI	:	International Organization of Supreme Audit Institutions
IMSAS	:	IMO Member State Audit Scheme
ISSAIs	:	International Standards for Supreme Audit Institutions
LSC	:	Local Safety Certificates
MARPOL	:	International Convention for the Prevention of Pollution from Ships
MSCL	:	Marine Service Company Limited
MoICT	:	Ministry of Infrastructure, Communication and Transport Ministry of Transport
MoT	:	Ministry of Transport
MoUs	:	Memorandum of Understanding
MRCC	:	Maritime Rescue Coordination Centre
MV	:	Marine Vessel
UN	:	United Nations
SDGs	:	Sustainable Development Goals
SOLAS	:	Safety of Life at Sea
STCW	:	Seafarers' Training, Certification and Watch keeping Certificates
SUMATRA	:	Surface and Marine Transport Regulatory Authority
TAFICO	:	Tanzania Fisheries Corporation
TASAC	:	Tanzania Shipping Agencies Corporation
TASHICO	:	Tanzania Shipping Company Ltd
TEMESA	:	Tanzania Electrical, Mechanical and Electronics Services Agency
TPA	:	Tanzania Port Authority
TZS	:	Tanzania Shillings
TPDF	:	Tanzania People's Defence Forces
UNCLOS	:	United Nations Convention on the Law of the Sea
URT	:	United Republic of Tanzania
ZMA	:	Zanzibar Maritime Authority



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## DEFINITION OF TERMS

<b>Maritime State</b>	Is defined through a framework of regulations and laws that govern maritime activities, focusing on safety, environmental protection, and the management of maritime resources.
<b>Marine</b>	Refers to all matters related to the sea and its resources, encompassing a wide range of activities, laws, and governance frameworks that manage maritime operations, environmental protection, and resource utilization.
<b>Marine Ecosystem</b>	An aquatic environment characterized by high levels of dissolved salt, typically found in oceans and seas.
<b>Maritime Transport</b>	The system and regulations governing the movement of vessels and goods across marine environments, particularly within Tanzanian waters.
<b>Marine Vessel</b>	Refers to any watercraft designed for navigation on water, including ships, boats, and other floating structures.
<b>Maritime Legislation</b>	Body of laws and regulations that govern the operation, safety, and management of marine vessels within Tanzanian waters.
<b>Registration</b>	The formal process by which a vessel is documented and recognized as a Tanzanian ship under the law.
<b>Licensing</b>	The regulatory process through which vessels are authorized to operate within Tanzanian waters.
<b>Big Vessel</b>	Marine Vessels with a gross tonnage above 50 or 24 metres in length overall are considered large and subject to more stringent regulatory requirements.
<b>Small Vessel</b>	Refers to any marine vessel that is below 50 gross tonnage or below 24 metres LoA threshold.
<b>Seafarer Certification</b>	Refers to the process and requirements for obtaining official recognition of seafarers' qualifications and competencies to work on marine vessels.
<b>Safety Measures</b>	Encompass a wide range of protocols designed to protect sea life, ensure vessel seaworthiness, and prevent environmental pollution.
<b>Bilateral Agreements</b>	Formal agreements are made between Tanzania and another country (or countries) to facilitate cooperation in maritime

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	activities, enhance safety, and promote trade and navigation.
<b>Multilateral Agreements</b>	Formal treaties or arrangements involving three or more countries that establish cooperative frameworks for maritime activities, safety, environmental protection, and trade.
<b>Risk-based Framework</b>	Refers to an approach that prioritizes the identification, assessment, and management of risks associated with maritime operations.
<b>Shipping Agencies</b>	Refer to companies or corporations that provide a range of services related to the management and operation of ships within Tanzanian ports and waters.
<b>Marine Debris</b>	Refers to any man-made objects that are discarded, disposed of, or abandoned in the marine environment.
<b>Load Convention</b>	Refers to an international maritime treaty that establishes regulations for determining the maximum safe loading capacity of ships.
<b>Collision Regulations</b>	Refer to a set of rules and guidelines established to prevent maritime accidents and ensure safe navigation in Tanzanian waters.
<b>Merchant Shipping Act</b>	A Tanzania comprehensive legislative framework that governs various aspects of maritime operations, vessel registration, safety standards, and the rights and responsibilities of ship owners and operators.

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## EXECUTIVE SUMMARY

### Background of the Audit

The United Republic of Tanzania (URT) is a member of the International Maritime Organization (IMO). Tanzania Shipping Agencies Corporation (TASAC), established by the Tanzania Shipping Agencies Corporation Act No.14 of 2017, regulates ports, shipping services, maritime safety, security, and the marine environment. Since its establishment, TASAC has overseen a significant increase in revenue in the marine transportation sector, from TZS 47.39 billion in 2018/19 to TZS 102.17 billion in 2021/22. In 2022/23, the Corporation registered revenue of TZS 89.23 billion. Likewise, TASAC registered an expenditure growth from TZS 53.02 billion in 2019/20 to TZS 73.92 billion in 2022/23, equivalent to 72% growth.

However, challenges still persist in the inspection and monitoring of marine vessels and the management of licensing-regulated service providers. An audit is proposed to evaluate the effectiveness of the current regulatory framework and the efficiency of the government institutions in regulating the marine transportation sector.

The audit was conducted to assess whether the Ministry of Transport (MoT) and the Tanzania Shipping Agencies Corporation (TASAC) effectively regulate marine vessels to ensure safety and reliable maritime transport services in the country.

### The Main Audit Findings

#### Lack of Survey and Inspection Boats Owned by TASAC

The audit revealed that, despite the extensive maritime regulations and patrol activities in the country, TASAC had only one operational patrol boat provided by the government in September 2024. As a result, when TASAC needs to inspect or survey regions with water bodies and operate marine activities, they often have to hire boats. These boats are hired mostly from Government Institutions such as the Marine Police and Ministry of Livestock and Fisheries. Sometimes, TASAC uses boats owned by the individuals who request the inspections instead of using their own boats. Reliance on hired

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boats has affected the surveys' scheduling, timeliness and scope, which negatively affects the performance of TASAC in conducting inspections and enforcing regulations on marine vessels.

### **Non-monitoring of Shipyards for the Construction of Ships**

The audit found that TASAC did not monitor shipyards effectively, as it did not provide them with operational licenses that ensured that the construction of small vessels adhered to good shipbuilding practices. This lack of oversight is attributed to gaps in the existing regulatory framework, which does not clearly define TASAC's role or responsibilities in monitoring these facilities. Consequently, TASAC did not assess or evaluate the drawings and specifications for small vessels before their construction, increasing the risk that the vessels might not operate safely under various conditions in their respective water bodies. As a result, there has been a rise in the breaking of maritime safety rules for locally constructed small vessels.

### **TASAC Lacked Automated System to Facilitate the Regulation of Marine Vessels**

Since its inception, TASAC has been using the Maritime Security Safety Management System established by the former Regulator SUMATRA to manage maritime safety and security activities. However, this system is incompatible with the current operational needs of TASAC, such as automating vessel registration, scheduling, surveying and inspection procedures. The system only supports seafarer certification, while other processes are handled manually. The audit also noted a proposed new automation system designed to streamline seafarer certification, manage capacity building planning, oversee vessel registration and licensing, conduct inspections, and coordinate maritime rescue efforts. However, its implementation has been delayed.

Phase one, which focused on automating seafarer certification and issuing identity documents, was scheduled for completion by October 15, 2023, but until September 2024, the system was partially finished, with key equipment still not procured. Phase two, which covers vessel registration and related activities, was set for completion by June 16, 2024, but till the time of this audit, it had not yet begun. As a result, TASAC continues to rely on manual processes for managing marine vessels, something which limits

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their operational efficiency and data processing capabilities for ship registrations and small vessel permits.

### **Lack of Follow-up Inspections of Small Marine Vessels**

A review of Inspection Reports for inspections conducted on the small vessels revealed deficiencies in the vessels and noted that the vessels were not re-inspected to assess the implementation level of the issued directives. These directives included rectification of the deficiencies regarding vessel safety issues, required minimum manning level and their qualification and life-saving equipment. The audit noted that the lack of re-inspection of small vessels led to increased divergence from the maritime safety requirements, which included maintaining sufficient life-saving equipment for both passengers and crews on board. This risks the lives of passengers and crew on board in case of an accident.

### **Inadequate Enforcement of the Law for Government Vessels**

The audit noted that all the Ferries owned by TEMESA did not comply with maritime safety requirements. The ferries lacked seaworthiness and safe manning certificates. The lack of a seaworthiness certificate indicates that the ferries did not meet the required maritime safety level to be able to sail without problems.

Moreover, all the TEMESA vessels do not possess insurance coverage against risks of loss or damage to third parties, contrary to the requirement of Section 4 of the Merchant Shipping (Compulsory Insurance for Third Party Liabilities) Regulations, 2011. Violation of the legal requirements in TEMESA Ferries poses a great risk to the lives of passengers and crews on board and their properties if TASAC cannot take immediate regulatory actions.

It was further noted that if by any chance an accident occurs at Magogoni Ferry involving an insured cargo ship and an uninsured ferry boat or small vessels manned by uncertificated crews, there is a danger of the owners being held liable and paying a fine.

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## **Absence of National Marine Search and Rescue Plan**

The audit noted that the implementing agents, including TASAC and the Ministry of Transport, did not establish the National Search and Rescue Plan. The Plan was still in the draft stage under the Ministry of Transport for over a year since it was completed in December 2023. The non-operationalization of the National Maritime Rescue and Search Plan was mainly attributed to the absence of the National Maritime Policy and the Rescue and Search Legislation. Therefore, the Ministry could not approve and disseminate the draft Plan due to the absence of legal instruments guiding the roles and responsibilities of each stakeholder. To say the least, there is no reason whatsoever for the Ministry or TASAC not to have in place the required legislation, the draft plan or the legal instruments needed because all of them are known to them, and they can achieve all of them at any time. The direct result of all this is an increased risk of high mortality during an accident due to inadequate rescue measures, the absence of a plan describing the coordination mechanism between the key stakeholders and the absence of drills to practice for an emergency.

## **Absence of a National Master Plan for Maritime Transport Development**

Through the review of the Comprehensive Transport and Trade System Development Master Plan, prepared in February 2013, it was noted that the focus of this plan was to develop a future vision for transport corridors and freight transport strategy in Tanzania and not directly address aspects of maritime transport development. As a result of the lack of a national master plan for maritime transport, there is no proper legal document that guides and outlines the strategies for improving a country's maritime sector, including its infrastructure development, regulatory frameworks, safety, sustainability, and capacity building for the enhancement of maritime transport systems that support economic growth and trade in the present and future. The absence of a National Master Plan for maritime transport development has prevented the establishment of a National Shipping Company to handle our cargo. As a result, foreign vessels transport our strategic imports, such as oil and petroleum products, exposing our national security to potential risk.

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## Audit Conclusion

The overall audit conclusion is that TASAC and MoT have not adequately regulated and monitored marine vessels to ensure that safety and reliable maritime transport services are provided in the country. This is because the audit noted various gaps, such as the presence of unregistered/unlicensed marine vessels, the presence of an outdated marine vessel registration system, inadequate surveys and inspections of marine vessels, inadequate coordination between TASAC and other stakeholders, inadequate monitoring in the regulation of maritime transport services in the country and absence of risk-based surveys and inspections to marine vessels. Moreover, the absence of a ship repair yard along the Indian Ocean coast has led to vessels that require dry docking every 24 months being overdue for maintenance by more than eight years. As a result, several ships, including the MV Mapinduzi, MV Mwenge, and MV Lindi, have been lost due to the lack of available dry dock facilities.

## Audit Recommendations

### *TASAC is urged to:*

- (a) Establish a monitoring plan for shipyards engaged in the construction of marine vessels, including small and big vessels; and
- (b) Automate the vessel registration and licensing system to ensure real-time updates, including vessel status changes, registration expirations, and the removal of non-operational vessels.
- (c) Strengthen the mechanisms to ensure that the follow-up surveys and inspections are conducted on the surveyed and inspected vessels;

### *MoT is urged to:*

- (a) Develop a Comprehensive National Maritime Transport Policy and its Implementation Strategy; and
- (b) Develop the National Master Plan for Maritime Transport Development and Operationalize the Marine Search and Rescue Plan.



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## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background

Maritime transport involves the movement of goods and people by sea, lakes, or waterways using vessels such as cargo ships, tankers, container ships, ferries, and passenger ships. It relies on ports, terminals, and other infrastructures that facilitate loading and unloading. It is regulated internationally to ensure safety, security, and environmental protection<sup>1</sup>. Maritime transport is crucial to global trade, as it facilitates about 90% of global trade. It carries many goods and passengers over long distances efficiently and cost-effectively, supporting commerce, economic growth, sustainable development, and global food and energy security<sup>2</sup>.

The United Republic of Tanzania (URT) is a maritime state and has been a full member of the International Maritime Organization (IMO) since 1978. It is represented at the IMO by its High Commissioner to the UK. The Tanzania Shipping Agencies Corporation (TASAC) oversee the implementation of IMO Conventions within Tanzania on behalf of the Government.

TASAC was established by the Tanzania Shipping Agencies Corporation Act No.14 of 2017. It is mandated to regulate ports, shipping services, maritime safety, security, and the marine environment. Since its establishment, TASAC has seen a significant increase in revenue in the marine transportation sector, from TZS 47.39 billion in 2018/19 to TZS 102.17 billion in 2021/22<sup>3</sup>. In 2022/23, the Corporation registered revenue of TZS 89.23 billion versus the expenditures of TZS 73.92 billion.

However, challenges persist, such as inadequate registrations and licensing of marine vessels, inadequate inspection and monitoring of marine vessels, and some issues with managing and licensing regulated service providers. An audit was conducted to evaluate the effectiveness of the current regulatory framework and the efficiency of government institutions in regulating the marine transportation sector.

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<sup>1</sup> [https://www.maridict.com/maritime\\_transport#:~:text=Maritime%20Transport,Copy](https://www.maridict.com/maritime_transport#:~:text=Maritime%20Transport,Copy)

<sup>2</sup> A concept of a sustainable Maritime Transportation System By IMO. Foreword

<sup>3</sup> TASAC annual report 2021/22 page 15

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Therefore, auditing of the regulation of marine vessels was found crucial for identifying areas of improvement that will contribute to the enhancement of marine transport in Tanzania.

## **1.2 Motivation for the Audit**

The motivations for conducting the audit on the regulation of marine vessels are further explained below:

### **(a) Lack of Compliance towards the Governing Rules and Regulations of Maritime Transport Service**

A budget report for the Ministry of Transport for the Financial year 2024/25 presented to parliament indicated that up to March 2024, the registered service providers in maritime transport were 1,722, while for 2023/24, they were 1,498.

However, the inspection conducted on the registered service providers to assess the level of compliance to the rules and regulations governing maritime transport service indicated that, for the financial year 2022/2023, the registered service provider complied by 89%, while up to June 2024, the level of compliance of the registered service providers was 90.5%. This indicates that up to June 2024, there was a 9.5% divergence from the rules and regulations of the registered service providers as per the Budget Report for the Ministry of Transport for 2024/25.

A budget report further added that, up to March 2024, about 8,410 marine vessels (below 50 tons) were inspected to assess their compliance with safety requirements. The inspection revealed that out of 8,410 inspected vessels, 329 vessels, equivalent to 4%, did not comply with the safety requirements in their operations. These vessels did not have firefighting facilities, communication facilities, and navigation systems.

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## **(b) Presence of Operating Dilapidated Ferries**

On 7 June 2024, media reports<sup>4</sup> highlighted that the MV Kigamboni ferry operations were halted for maintenance. The report revealed that MV Kigamboni was supposed to undergo maintenance in 2023 but continued to operate without the necessary repairs due to a shortage of ferrying vessels. Due to the absence of an alternative ferry, MV Kigamboni continued with operations for approximately one year, despite the fact that it was supposed to halt its operations to allow for maintenance. The media further reported that MV Kigamboni was designed to operate with four engines. However, at the time of operations, only two engines were functional, while the remaining two were damaged and non-operational.

Additionally, the regional commissioner of the Coast Region reported that on 3 March 2023, the Mafia District faced a significant shortage of transport services due to the repeated breakdown of ferries at Nyamisati Port. These ferries were removed from operations for maintenance, which was not completed on time, exacerbating the transport service shortage for the Mafia community.

## **(c) Absence of Survey and Inspection to Ferries under Construction**

The CAG Report of April 2024 on the Construction and Rehabilitation of Ferries revealed gaps in the Maritime Transport Regulating Authority. The report highlighted the lack of inspection by TASAC on the construction of the new Nyamisati Ferry to ensure compliance with maritime transport requirements. The Regulatory Authority was mandated to conduct quarterly surveys and inspections during the construction and maintenance phases of ferries but neglected to do so.

Additionally, the report indicated that the regulatory authority did not follow up on issued directives regarding inspections conducted on other ferries, further compounding the oversight issues within the maritime transport sector.

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<sup>4</sup> [MV Kigamboni yasitisha huduma, watumiaji walalamikia usumbufu \(youtube.com\)](https://www.youtube.com/watch?v=...)

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#### **(d) Reported Accidents in Maritime Transport**

A budget report for the Ministry of Transport for the financial year 2022/23, presented to parliament, indicated a disturbing trend in maritime accidents. Up to April 2023, there were four reported accidents involving marine vessels with capacities below 50 tons, compared to five reported accidents in the previous financial year, 2021/22.

Further exacerbating these safety concerns, a media report on 19 May 2024 detailed the sinking of the government-owned MV Clarias ship. The vessel, which was moored alongside the quay at Mwanza North Port, overturned and submerged in Lake Victoria<sup>5</sup>.

Additionally, a TASAC letter to the public dated 8 April 2024 reported the sinking of MV Maman Benita on 6 April 2024. This vessel operated on Lake Tanganyika between the Kigoma and the Democratic Republic of Congo routes<sup>6</sup>.

These incidents highlight the pressing need for improved safety measures and stricter regulatory oversight in the maritime transport sector.

#### **(e) Priority Area in National Five-Year Development Plan III (2021/22-2025/26) and Sustainable Development Goals (SDGs)**

Enhancing the regulation of maritime transport services is one intervention to increase industrialisation and service provision in FYDP III. The target is to attain 100% compliance by the providers of ports and shipping services with regulations, performance standards, and benchmarks by 2025.

Furthermore, Goal Number 14 of the Sustainable Development Goals (SDGs) requires the general public to protect and utilize oceans, seas and marine resources for sustainable development. Maritime transport marks the essential sector that needs to be addressed to attain the target set in this goal, which aims to prevent and significantly reduce marine pollution of all kinds, including marine debris and nutrient pollution, and sustainably

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<sup>5</sup> <https://www.ipppmedia.com/nipashe/habari/kitaifa/read/ufafanuzi-meli-iliyozama-ziwa-victoria-2024-05-19-181723-nipashe-jumapili>

<sup>6</sup> [Meli iliyozama Ziwa Tanganyika ni mali ya DRC - Millard Ayo](#)

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manage and protect marine and coastal ecosystems to avoid significant adverse impacts.

### **1.3 Design of the Audit**

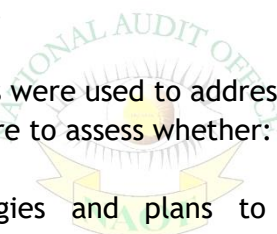
This section explains the main audit objective, specific audit objectives, scope of the audit, sampling, methods for data collection and analysis, and assessment criteria.

#### **1.3.1 Audit Objective**

The main objective of the audit was to assess whether the Ministry of Transport and the Tanzania Shipping Agencies Corporation effectively regulate marine vessels to ensure safety and reliable maritime transport services in the country.

#### **1.3.2 Specific Objectives**

Four (4) specific objectives were used to address the main audit objective. The specific objectives were to assess whether:

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- a) TASAC has strategies and plans to regulate marine vessels effectively;
  - b) TASAC adequately enforce its mandate to regulate marine vessels to ensure compliance with safety, security and pollution prevention while in the marine environment;
  - c) There is effective coordination between TASAC and other stakeholders in regulating marine vessels; and
  - d) Regulations overseeing marine vessels are enforced, effectively monitored and evaluated.

#### **1.3.3 Scope of the Audit**

The main audited entities were the Ministry of Transport (MoT) and Tanzania Shipping Agencies Corporation (TASAC). MoT has been selected since it is responsible for preparing transport policies and managing their implementation, while TASAC is primarily responsible for the regulation of maritime transport services, including marine Vessels in Tanzania's Mainland. Moreover, data were also collected from the Tanzania Port

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Authority and the Marine Service Company Limited offices (Tanzania Shipping Company) in the regions selected for verification purposes.

The audit mainly focused on assessing the effectiveness of marine vessel regulation in Mainland Tanzania. Specifically, it assessed the effectiveness of registration/licensing of marine vessels, qualification of staff operating marine vessels, and tools for regulating marine vessels.

Monitoring marine vessels to ensure compliance with safety, security, and pollution prevention in the marine environment was also assessed. Under this aspect, the audit assessed the effectiveness of surveying and inspecting marine vessels, taking action against non-compliant vessels, and following up on the recommendations issued to marine vessels during surveys or inspections. Moreover, the audit assessed the extent to which marine vessel operators comply with the international conventions and the presence of protective equipment by crew on board.

The audit also aimed to assess the effectiveness of coordination mechanisms between TASAC and other stakeholders, awareness programs provided to users and the public, and coordination of rescue and search plans during marine vessel accidents.

The audit also assessed the Ministry of Transport's performance in overseeing the country's maritime sector, including marine vessel regulation. Under this aspect, the audit specifically assessed the effectiveness of the maritime legal framework, the national transport master plan, bilateral agreements on marine transport, and the performance of the Ministry and TASAC in regulating marine vessels.

The audit covered five financial years from 2019/20 to 2023/24. This period was selected since TASAC became operational on 23 February 2018. Therefore, the audit team studied the performance trend in regulating marine vessels in Tanzania Mainland since its establishment.

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### 1.3.4 Audit Questions and Sub-questions

**Appendix Two** presents audit questions and sub-questions used to answer audit objectives.

### 1.3.5 Audit Criteria

The assessment criteria were drawn from various sources that give the Tanzania Shipping Agencies Corporation and the Ministry of Transport a mandate and guidance to perform their functions. The sources of criteria include Legislation, Guidelines, Manuals, Policies and Strategic plans.

These criteria are described below:

#### a) Effectiveness in Regulation of Marine Vessels

Section 13(2) of the Merchant Shipping Act, 2003 states that every ship of 50 Gross Tonnage (GT) or over owned by persons qualified to be owners of a Tanzanian ship shall, unless exempted, be registered as a Tanzanian ship. On the other hand, section 14(2) states that all Tanzanian and Tanzanian Government-owned ships should be registered by TASAC in the ship registration book in accordance with Section 20 of the Merchant Shipping Act, 2003.

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Section 12 of the Tanzania Shipping Agencies Act, 2017, states that TASAC is responsible for ensuring efficiency in the regulation of marine vessels, including issuing, renewing, and canceling licenses, as well as inspecting to enforce compliance.

Regulations 16 of the Merchant Shipping (Small Ships, Local Cargo Ship Safety, Small Ship Safety, Surveys and Inspections for Vessels Engaged on Local and Coastal Voyages, Inland Waters) Regulations, 2004, requires vessels operating on the waterways identified in these Regulations to carry a Certificate of Seaworthiness attesting to compliance with the technical requirements of these Regulations.

Section 2 of the Merchant Shipping (Registration of Ships) Regulation, 2005 states that the register shall consist of both paper and computerized records and such other records as the Minister may consider to be expedient



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Furthermore, the TASAC Strategic Plan (2021/22 - 2025/26) sets targets to ensure marine vessels are licensed and registered before they operate.

Additionally, The IMO Revised Strategic Plan (2018 to 2023), Under Strategic Direction 1, aims to Improve implementation by creating a level playing field for its members through effective and uniform implementation of IMO instruments, their enforcement by the States parties to them, and full compliance by the States concerned and the shipping industry.

#### **b) Strategies and Plans to Regulate Marine Vessels**

According to Section 20(1) of the Merchant Shipping Act No 21 of 2003, there shall be a register of ships for all ships in Tanzania.

Section 226(1) of the Merchant Shipping Act No 21 of 2003 states that, A surveyor may at any reasonable time inspect any ship to ensure that it complies with the Safety Inspection Convention, the Load Line Convention, Collision Regulations and other relevant regulations made under this Act.

Section 2 of the Merchant Shipping (Registration of Ships) Regulations of 2005 states that the register shall consist of both paper and computerized records.

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Section 11(1) a and b of the Tanzania Shipping Agencies Act, 2017 also states that the functions for regulating maritime administration, maritime environment, safety, and security are to enforce the Merchant Shipping Act and exercise port state control of all foreign ships and flag state control of ships registered in Mainland Tanzania.

Section 20 of the Merchant Shipping (Small Ships, Local Cargo Ship Safety, Small Ship Safety, Surveys and Inspections for Vessels Engaged on Local and Coastal Voyages, Inland Waters) Regulations, 2004 states that Vessels shall be constructed in accordance with good shipbuilding practice.

Section 7(1) of the Merchant Shipping (Survey, Inspection, and Certification) Regulations, 2014 states that the Survey of ships shall be carried out by a surveyor appointed by the Minister.

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Section 18 of the Merchant Shipping (Training, Certification, and Manning) Regulations, 2016 provides the Mandatory minimum requirements for basic training and instruction for seafarers and masters. Part IV of this Law also provides certification requirements for officers in charge of a navigational watch, for master, officers in charge of engineering, Deck Officers, and efficient cooks of marine vessels.

The International Maritime Organization (IMO) establishes a set of criteria for effectively regulating marine vessels, focusing on safety, environmental protection, and operational efficiency. Key criteria include adherence to international conventions such as SOLAS (Safety of Life at Sea), MARPOL (International Convention for the Prevention of Pollution from Ships), and STCW (Standards of Training, Certification, and Watch-keeping for Seafarers), ensuring that vessels comply with globally recognized standards. These conventions collectively aim to ensure that the maritime industry operates safely and securely and is environmentally responsible<sup>7</sup>.

**c) Regulation of Marine Vessels to Ensure Compliance with Safety, Security and Pollution Prevention while in the Marine Environment**

Under Part IX of the Merchant Shipping Act, 2003, TASAC is required to survey and inspect marine vessels to verify whether the condition of the vessel's hull, machinery, and equipment is being maintained satisfactorily.

Section 244 of the Merchant Shipping Act 2003 requires ship owners and masters to adhere to the requirements of the ship safety certificate, including the adherence to the issued seaworthiness and manning certificates.

Section 11(1)(b) of the Tanzania Shipping Agencies Act, 2017 requires TASAC to exercise port state control of all foreign ships and flag state control of ships registered in Mainland Tanzania.

Section 56 of the Shipping Agencies Act 2017 states that a person who contravenes any of the provisions of the Shipping Agencies Act, for which no

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<sup>7</sup> <https://www.imo.org/en/About/Pages/Default.aspx>

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specific penalty is provided, commits an offence and, on conviction, shall be liable to a fine of not less than twenty million shillings but not exceeding forty million shillings or to imprisonment for a term of not less than two years but not exceeding five years or to both.

Regulation 8, chapter III of the International Convention for the Safety of Life at Sea, 1974, states that in every passenger ship, at least one motor lifeboat shall be carried on each side of the ship.

In 2004, the International Maritime Organization (IMO) adopted the International Convention for the Control and Management of Ships' Ballast<sup>8</sup> Water and Sediments (BWM), which came into force in 2017. As of 15 July 2021, 86 countries were contracting States to the BWM Convention (representing 91.12% of the gross tonnage of the global merchant fleet)<sup>9</sup>.

Under SOLAS regulation I/21 and MARPOL articles 8 and 12, each Administration undertakes to conduct an investigation into any casualty occurring to ships under its flag subject to those conventions and to supply the Organization with pertinent information concerning the findings of such investigations. Article 23 of the Load Lines Convention also requires the investigation of casualties.

Resolution A.1070(28) IMO Instrument Implementation Code (resolution A.1070(28)(2015), adopted in London on 4 December 2013, outlines principles that Member States should follow to ensure their maritime administrations fulfil their obligations regarding maritime safety and marine environmental protection.

#### **d) Coordination between TASAC and other Stakeholders in Regulating Marine Vessels**

Section (11) of the Tanzania Shipping Agency Act, 2017 stipulates that among the Corporation's functions in regulating the marine environment,

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<sup>8</sup> Ballast Water“ means water with its suspended matter taken on board a ship to control trim, list, draught, stability or stresses of the ship (Refer to the International Convention for the Control and Management of Ships' Ballast Water and Sediments, 2004)

<sup>9</sup> [https://en.wikipedia.org/wiki/Ballast\\_Water\\_Management\\_Convention](https://en.wikipedia.org/wiki/Ballast_Water_Management_Convention)

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safety, and security is to disseminate information and create awareness on maritime environment safety and security matters. On the other hand, in Section 11 (e), the Corporation's function in the regulation of the marine environment, safety, and security is to coordinate maritime search and rescue operations.

According to the TASAC Strategic Plan of 2021/22 -2025/26, the strategies are to build new and maintain institutional relationships with relevant National, Regional and International Organizations and facilitate coordination of key stakeholders.

Article 98 of the United Nations Convention on the Law of the Sea (UNCLOS) 1982 requires every coastal state to promote the establishment, operation, and maintenance of an adequate and effective search and rescue service regarding safety on and over the sea. Also, where circumstances require it, the coastal state should cooperate with neighbouring states through mutual regional arrangements.

**e) Monitoring and Evaluation of Regulation of Marine Vessels in the Country**

IMO instruments implementation code (iii code),2013, part 1, strategy 3.1 states that to meet the Code's objective, the state should develop an overall strategy to ensure that its international obligations and responsibilities as a flag, port, and coastal State are met.

According to MoT's Strategic Plan, 2021/22-2025/26, the Ministry has planned to ensure that, the performance of institutions under its mandate, including TASAC, is monitored and evaluated by 100%.

**1.4 Sampling, Methods for Data Collection and Analysis**

Below are the detailed explanations for sampling techniques and methods used for data collection and analysis:

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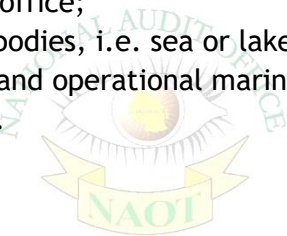
### 1.4.1 Sampling Techniques

In assessing the regulation of marine vessels, the audit team used purposive sampling methods to choose Regions, TASAC Offices, Marine Service Company Limited (MSCL) offices, and ports covered during the audit. The purposive sampling technique was applied to enable the inclusion of individuals with pertinent knowledge about the subject matter and other subjects of the audit due to their importance to the study. The criteria for sampling of regions are listed below and summarised in **Table 1.1**.

#### (a) Selection of the Regions

The selection process for the regions included in the audit was guided by the following criteria :

- a) Geographical zone;
- b) Presence of TASAC office;
- c) Presence of water bodies, i.e. sea or lake;
- d) Presence of active and operational marine ports; and
- e) Categories of ports.



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**Table 1.1: Selection of Visited Regions**

Zone	Regions	Selected Regions
Southern zone	Ruvuma	Mtwara
	Lindi	
	Mtwara	
Eastern zone	DSM	DSM
	Coastal	
	Morogoro	
Northern zone	Arusha	Tanga
	Kilimanjaro	
	Manyara	
	Tanga	
Central zone	Dodoma	NIL
	Singida	
Western zone	Kigoma	Kigoma
	Tabora	
	Shinyanga	
Lake zone	Mwanza	Mwanza
	Kagera	
	Geita	
	Simiyu	
	Mara	
Southern highland	Iringa	Mbeya
	Mbeya	
	Njombe	
	Songwe	
	Rukwa	
	Katavi	

*Source:* Auditors' Analysis of the Selected Regions, 2024

The selected regions are Mtwara, Dar es Salaam, Tanga, Kigoma, Mwanza, and Mbeya. The reasons for selecting the regions included the presence of the TASAC Office, the presence of water bodies and the presence of active port operations. Detailed analysis of selected regions is presented in **Appendix Three**.

**(b) Selection of the Ports**

In each region, the Audit Team randomly selected one major port and one minor port in order to visit both categories of ports. However, the team selected the Dar Salaam port as the only major gateway port. The categories and names of selected ports are shown in **Table 1.2**.

**Table 1.2: Ports Available in the Selected Regions**

Region	Categories of available ports			Selected ports		
	Gateway hub port <sup>10</sup>	Major Ports <sup>11</sup> (number)	Minor Ports (number) <sup>12</sup>	Major Gateway hub	Major port	Minor port
Dar es Salaam	2	-	-	Dar es salaam port		
Tanga		1	1	-	Tanga port	Pangan i port
Mwanza		2	10	-	Mwanz a North	Nyehun ge port
Kigoma		2	16	-	Kibirizi	Ujiji port
Mbeya		1	2	-	Kiwira port	Matem a port
Mtwara		1	-	-	Mtwar a port	N/A

Source: Auditors' Analysis of Report on the Categories of Ports in Tanzania, 2024

### (c) Selection of TASAC Offices

The audit team visited the TASAC offices in each selected region to obtain information regarding marine vessel regulation in their jurisdiction. The TASAC Offices visited are Dar es Salaam, Tanga, Mtwara, Mwanza, Mbeya, and Kigoma.

### (d) Selection of the Marine Services Company Limited Offices

The audit team purposely visited the three branches of MSCL (Currently TASHICO) Offices found in the selected regions. These offices are the Head Office in Mwanza, the Kigoma Branch in Lake Tanganyika, and the Kyela Branch in Lake Nyasa. The major aim of visiting the MSCL offices was to verify the compliance status of maritime legislation for marine vessels owned by MSCL.

<sup>10</sup> Forms the main port of entry for both domestic- and transit cargo.

<sup>11</sup> Forms the main port in its respective domestic region.

<sup>12</sup> It facilitates intra village and township trade and passenger movements



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## (e) Selection of the TPA Offices

The Audit Team also visited six TPA offices in the selected Regions to learn about the marine vessels available in the selected ports. These offices are in Dar es Salaam, Tanga, Mtwara, Mwanza, Kigoma, and Mbeya.

### 1.4.2 Methods for Data Collection

Both qualitative and quantitative data were collected to provide evidence of the regulation of marine vessels. The team used three methods to collect data from MoT and TASAC. These methods include interviews, document review and physical verification, as explained below:

#### i. Documents Review

The audit team reviewed documents from MoT and TASAC to identify performance problems and their root causes. **Appendix Four** indicates the list of various documents that were reviewed during the audit.

#### ii. Interviews

The audit team utilised the interview method to gather information during the audit. Through these interviews, the team gained a more comprehensive understanding of the audit area, pinpointed current challenges, determined their underlying causes, and ultimately assessed the consequences of these issues and challenges. Interviews also clarified matters picked from other data collection methods. Details about interviews that were conducted by the audit team are provided in **Appendix Five** of this report.

#### iii. Physical Verifications

The Audit Team physically verified marine vessel operations in areas that were visited. During verification, notes were taken on the condition of the marine vessel. Pictures of the ports and marine vessels were also taken.

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The Audit Team also observed compliance with the established laws and regulations, quality requirements, registration requirements, and the existence of trained marine vessel operators.

### 1.4.3 Methods for Data Analysis

*Quantitative data* involving marine vessel registrations, licensing statistics, vessel surveys, and inspections were analysed by organising, summarising, and compiling them using different statistical methods for data computation. The analysed data was then presented in tables and graphs such as histograms and pie charts. These data were mainly analysed from reviewed documents, including maritime sector governing laws, rules, regulations and best practices from the multilateral, bilateral and International Maritime Organization requirements.

*Qualitative data* relating to the established strategies and plans, coordination issues, and monitoring and evaluation of marine vessels' regulatory activities were described, compared, and related so that they can be explained and brought into a finding compared to the audit objectives. The analysis involved looking for categories such as events, descriptions, consistencies or differences to develop a theory or conclusion from the collected data. These data were obtained from testimonial evidence and reviewed documents governing the regulation of marine vessels in Tanzania.

Furthermore, depending on the number of interviews and reviewed documents, qualitative information was transformed into quantitative data through the quantification of responses in through frequencies and percentages.

Data was entered on a spreadsheet to explain and answer the 'why' questions. Simple pie-chart graphs described and compared the proportions under each main theme that was identified.

### 1.5 Data Validation

The Management of the Ministry of Transport (MoT) and Tanzania Shipping Agencies Corporation (TASAC) were allowed to go through the Draft Report

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and comment on the facts, figures and information presented. The management of MoT and TASAC confirmed the accuracy of the information presented in this report, and their comments and responses are shown in **Appendix One**.

The Draft Report was also subjected to review by subject matter experts for comment regarding the accuracy, completeness and consistency of the presented facts and figures throughout the report.

### **1.6 Standards Used for the Audit**

The audit was conducted per the International Standards for Supreme Audit Institutions (ISSAIs) issued by the International Organization of Supreme Audit Institutions (INTOSAI). These standards require that the audit is planned and performed to obtain sufficient and appropriate evidence that provides a reasonable basis for the findings and conclusions based on the audit objectives.

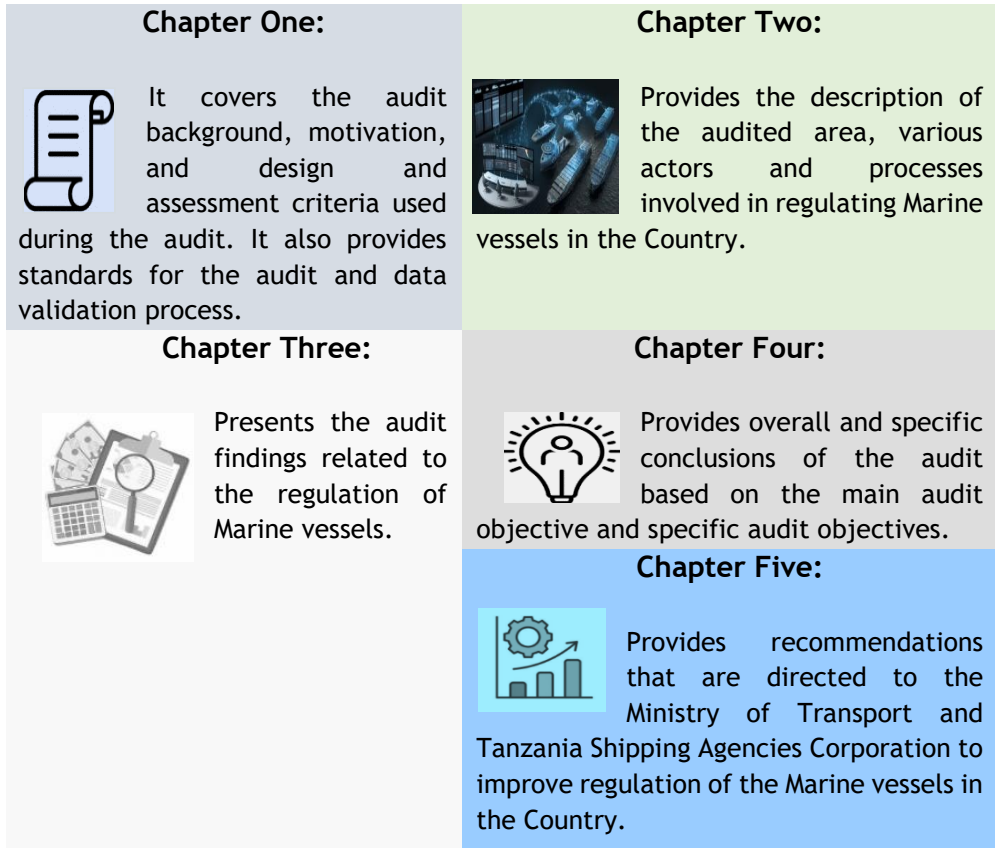
### **1.7 Structure of the Report**

The different parts of this Audit Report are presented as follows:



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**Figure 1.1: The Structure of the Report**



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## CHAPTER TWO

### SYSTEM FOR REGULATION OF MARINE VESSELS IN THE COUNTRY

#### 2.1 Introduction

This chapter provides information about the regulation of maritime transport services in the country. It also highlights the legal framework that governs the process, funding, and organisational structures of the audited entities. Additionally, it discusses the institutional framework governing the key actors, their roles, responsibilities, and relationships.

#### 2.2 Governing Policy, Strategies and Legal Framework

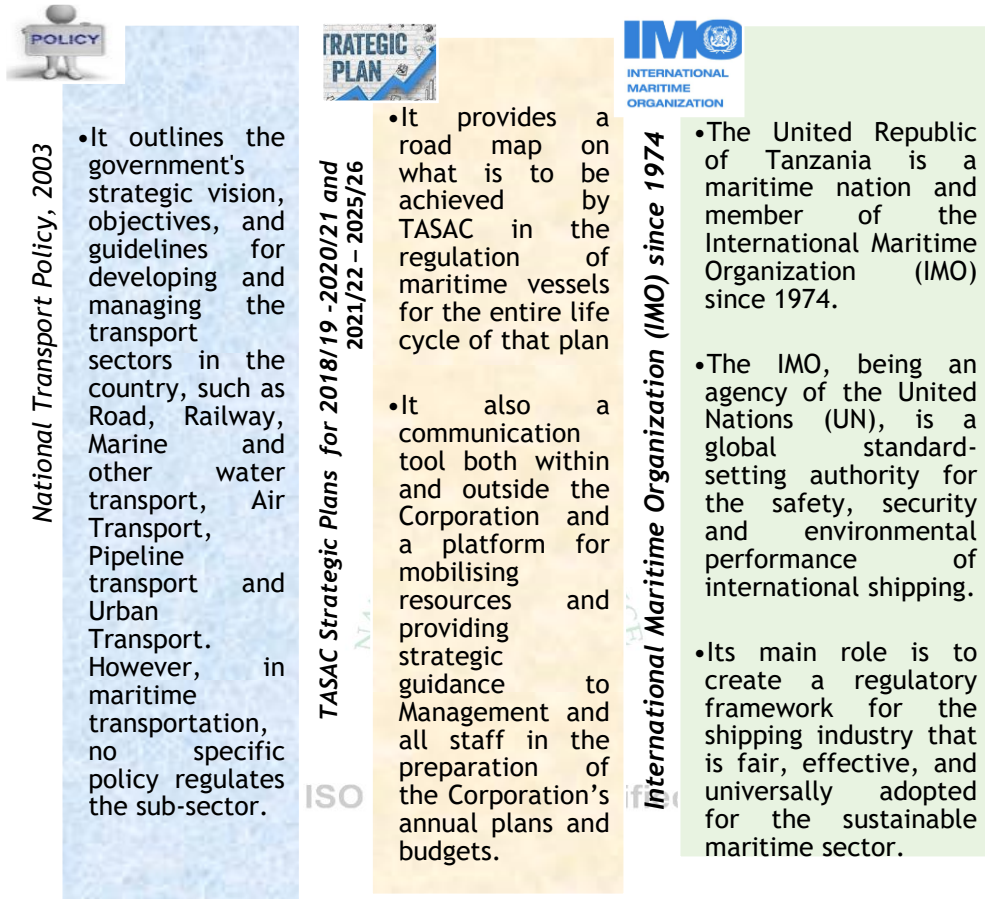
There are Policies, Strategies and Governing Laws which govern the Regulation of Marine vessels in the country, as presented in the following subsections:

##### 2.2.1 Policy, Strategies

The policies and strategies governing the regulation of marine vessels in the country are described in **Figure 2.1**:

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**Figure 2.1: Policies and Strategies Governing the Regulation of Marine Vessels**

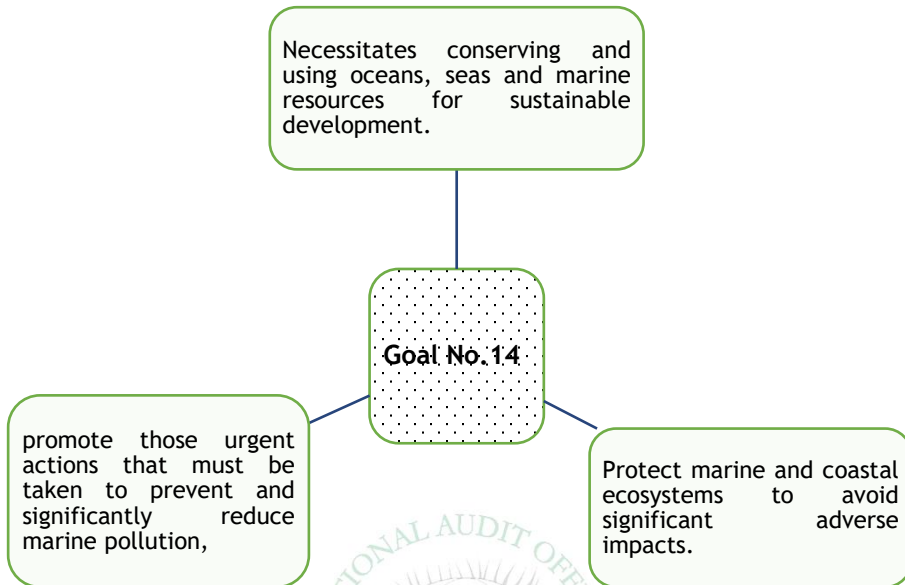


*Source:* Reviewed Policies and Strategies Governing the Regulation of Marine Vessels

### 2.2.2 Sustainable Development Goals (SDGs)

The regulation of marine vessels is addressed by SDG 14, which emphasizes conserving and using oceans, seas and marine resources for sustainable development, as presented in **Figure 2.2**.

**Figure 2.2: Description of SDG 14 on Regulation of Marine Vessels**



Source: Reviewed SDG No. 14, 2024

### 2.2.3 Governing Legislations

Regulation of marine vessels in the country is guided by various legislations under the Tanzania Shipping Agencies Corporation, as described in **Figure 2.3**.

**Figure 2.3: Legislations Governing Regulation of Marine Vessels in the Country**



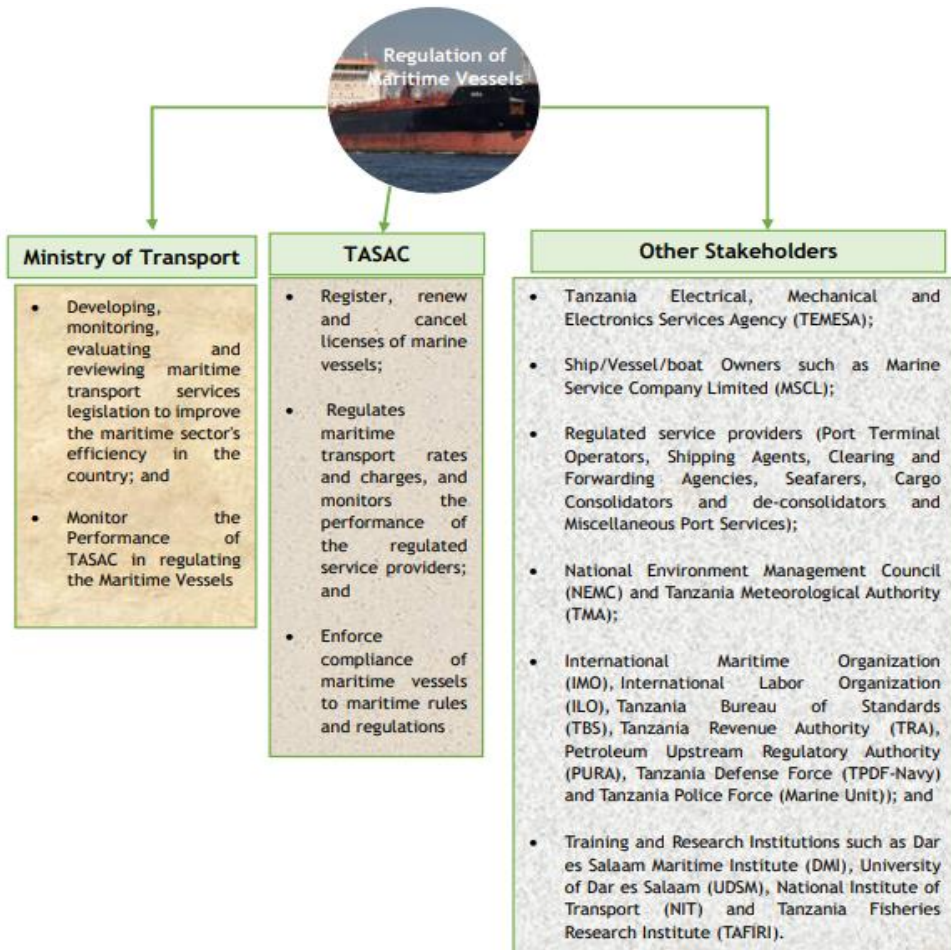
*Source:* Auditors’ Analysis on the Reviewed Legislations Governing Regulation of Marine Vessels in Tanzania, 2024



## 2.3 Roles and Responsibilities of Key Stakeholders in Regulating Marine Vessels in the Country

The key Stakeholders responsible for regulating marine vessels are the Ministry of Transport and the Tanzania Shipping Agencies Corporation. However, there are also other stakeholders, as described in Figure 2.4.

**Figure 2.4: Summarized Roles and Responsibilities of Stakeholders in Regulating Marine Vessels in the Country**

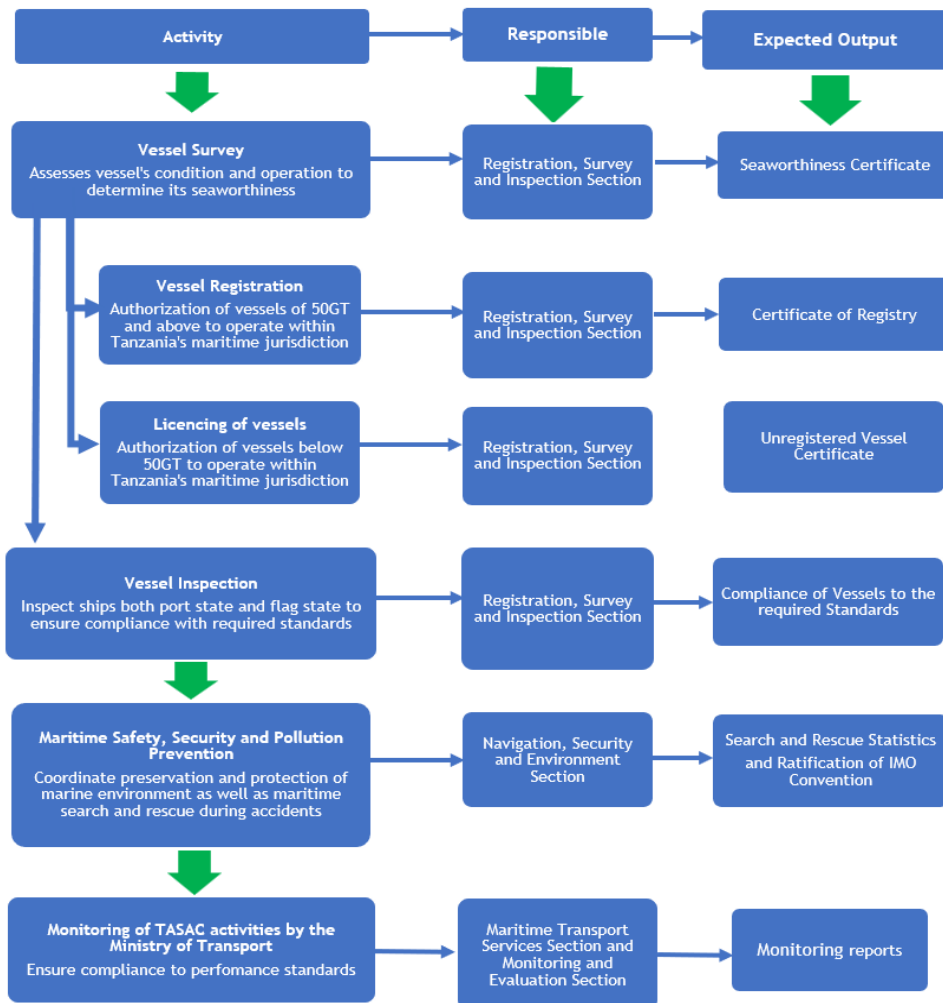


*Source:* Reviewed TASAC's Strategic Plans from 2021/22 - 2025/26

## 2.4 The Process of Regulating Marine Vessels

The processes for regulating marine vessels mainly include six activities, namely: Vessel Survey, Registration of Vessel, Licensing of Vessel, Vessel Inspection, Maritime Safety, Security, and Pollution Prevention and Monitoring of TASAC activities by the Ministry of Transport as further described in Figure 2.5.

**Figure 2.5: Summarized Process for Regulating Marine Vessels**



*Source:* Auditors' Analysis of Processes for Regulating Marine Vessels, 2024

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A detailed description of the above process is presented below:

**(a) Vessel Survey**

A ship survey is a comprehensive inspection process that ensures a vessel complies with national and international maritime safety, security, and environmental standards. The survey assesses the ship's condition and operation to determine its seaworthiness. A surveyor of ships should survey every ship before registration, and her tonnage should be ascertained by the tonnage regulations made under the Merchant Shipping Act of 2003. The ship surveyor should conduct an initial survey before the ship is put in service, a renewal survey once every 12 months, and Additional surveys as the occasion arises.

**(b) Registration of Vessel**

Registration of ships involves authorising vessels to operate within Tanzania's maritime jurisdiction after meeting the legal, safety, and operational standards before they are allowed to navigate to Tanzanian waters. TASAC is required to register every ship of 50 Gross Tonnage (GT) or over that is owned by persons qualified to be owners of Tanzanian ships unless exempted, such as a Government service ship<sup>13</sup>The Merchant Shipping Act of 2003 provides that registration is valid for five (5) years beginning with the date of registration specified in the certificate of registry unless terminated.

**(c) Licensing of Vessel**

According to Section 53(1) of the Merchant Shipping Act of 2003, every ship below 50 tons or 24 metres in length should be licensed by TASAC to operate a business in Tanzania. Also, Merchant Shipping (Small Ships, Local Cargo Ship Safety, Small Ship Safety, Surveys and Inspections for Vessels Engaged on Local and Coastal Voyages, Inland Waters) Regulations, 2004 apply to vessels 4m and above in length, including licensed foreign ships. The license is valid for one year and may be renewed annually upon expiration.

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#### **(d) Vessel Inspection**

TASAC is responsible for inspecting ships through its surveyors to ensure compliance with various maritime conventions and regulations under the Shipping Act of 2003. If the inspection is successful, the surveyor submits a report to the Registrar of Ships detailing the inspected parameters. Surveyors must also keep records of inspections and certificates issued, as directed by the Registrar of Ships. A foreign ship with a valid Safety Convention Certificate is exempt from routine inspections unless there are concerns about the ship's condition or equipment. If a ship's condition or equipment does not align with the certificate or regulatory requirements, it must be inspected. These inspections ensure ships meet safety and maintenance standards as provided by the Merchant Shipping Act of 2003.

#### **(e) Maritime Safety, Security, and Pollution Prevention**

TASAC (Tanzania Shipping Agency Corporation) oversees maritime transport, safety, security, and the marine environment in Tanzania. It conducts port state control for foreign ships and flag state control for Tanzanian-registered vessels. The authority regulates marine services, approves safety equipment, manages ferries, and coordinates search and rescue operations. TASAC also ensures the protection and preservation of the marine environment. Through the National Maritime Security Committee, TASAC advises the government on maritime security and coordinates related information. To align with international standards, TASAC ensures Tanzania ratifies and implements key IMO Conventions on maritime safety, security, and pollution prevention.

#### **(f) Monitoring of TASAC Activities by the Ministry of Transport**

The Ministry of Transport drafts Performance Contracts, which state the key performance indicators and benchmarks for TASAC in regulating maritime activities. The KPIs are then monitored to know the status of their implementation and the level of performance ranked.

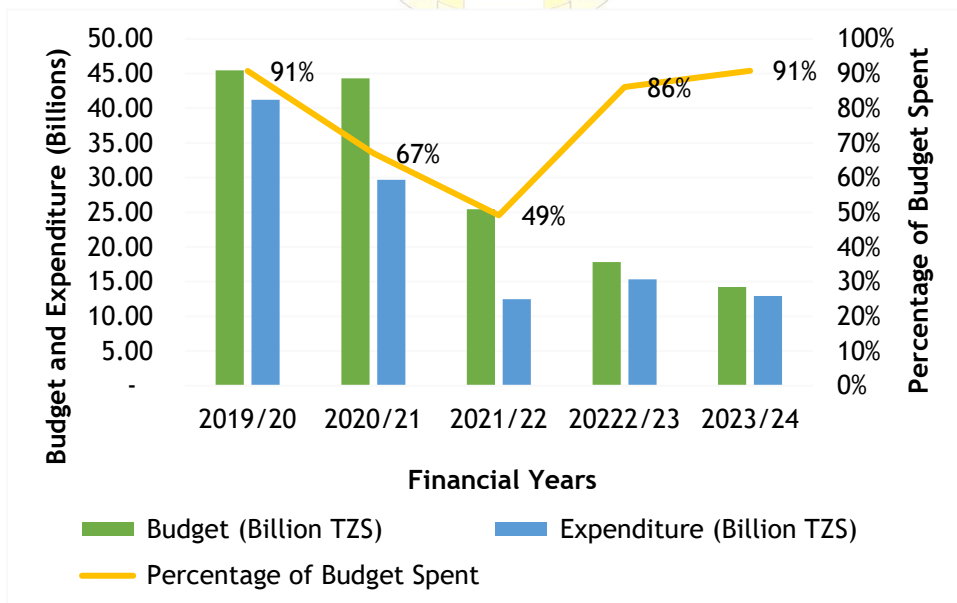
## 2.5 Resources for Managing the Maritime Sector

### 2.5.1 Financial Resources of the Tanzania Shipping Agency (TASAC)

The financial resources for the implementation of TASAC goals are mainly obtained from internal sources. These sources include revenues from fees charged to ship registration, licensing of various service providers, and charges from marine services. The collected funds are used to finance the TASAC operations regarding the regulation of the maritime sector in the Country. Contributions from the government are mainly meant to finance development projects. **Figure 2.6** indicates budgets and expenditures for the directorates and units directly or indirectly responsible for the regulation of marine vessels.

These directorates and units are the maritime safety, security and environment directorate, economic regulation unit, corporate services directorate, finance and Accounts unit, ICT & Statistics unit, legal unit and internal audit unit.

**Figure 2.6: TASAC Budget and Expenditures for Regulation of Marine Vessels from Financial Year 2018/19-2023/24**



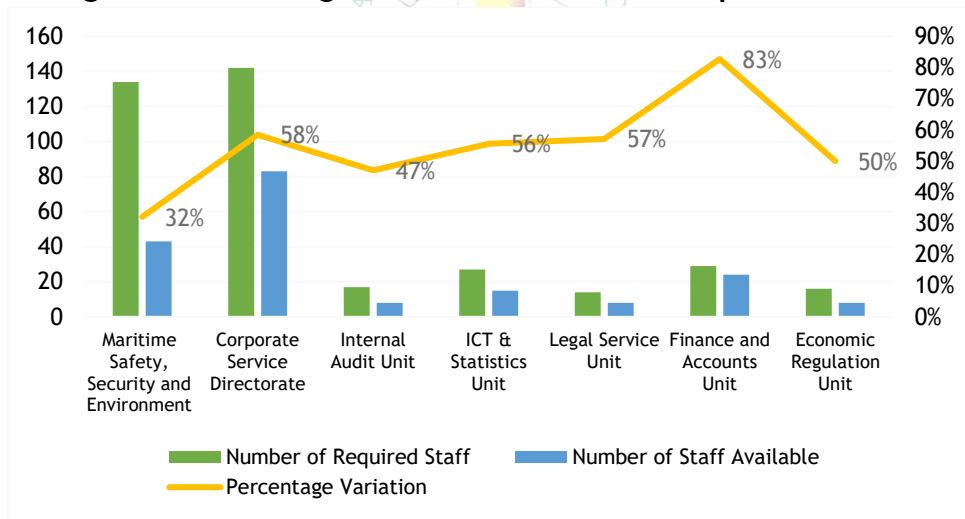
Source: Reviewed TASAC's Performance Reports from the Financial Year 2019/20-2023/24

**Figure 2.6** indicates that in the financial years 2019/20 to 2023/24, TASAC spent at least 91% of its approved budget in the directorates and units directly or indirectly responsible for the regulation of marine vessels. However, for the financial years 2020/21, 2021/22 and 2022/23, TASAC spent 67%, 49% and 86% of the approved budget in the directorates and units responsible for the regulation of marine vessels.

### 2.5.2 Human Resources at TASAC

The Tanzania Shipping Corporation staffing position has been distributed according to the number of directorates and units available in its organisational structure. The audit assessed the staffing position for the directorates and units involved in the regulation of marine vessels. These directorates and units include maritime safety security and environment, economic regulation unit, corporate services, finance and Accounts, ICT & Statistics, and legal and internal audit units. **Figure 2.7** indicates the staffing position of TASAC as of September 2024.

**Figure 2.7: Staffing Position of TASAC as of September 2024**



*Source:* TASAC's Staffing Position as of 09 September 2024

**Figure 2.7** indicates that the lowest staffing level at TASAC was 32% in the Directorate of Maritime Safety, Security and Environment, while the maximum staffing level was 83% in the Finance and Accounts Unit.

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## CHAPTER THREE

### AUDIT FINDINGS

#### 3.1 Introduction

This chapter presents the audit findings in relation to the effectiveness of marine vessel regulation in Mainland Tanzania. The findings are presented and discussed based on the audit objectives presented in Section 1.3 of this report. The audit findings are presented below:

#### 3.2 Extent of Regulation of Marine Vessels

The management of the regulation of marine vessels in Tanzania Mainland was assessed in three aspects. These aspects include the registration status of marine vessels, the compliance status of marine vessels with safety requirements, and the availability of resources for regulating marine vessels. The findings in relation to these aspects are provided and discussed below.

##### 3.2.1 Inadequate Registration and Licensing of Marine vessels

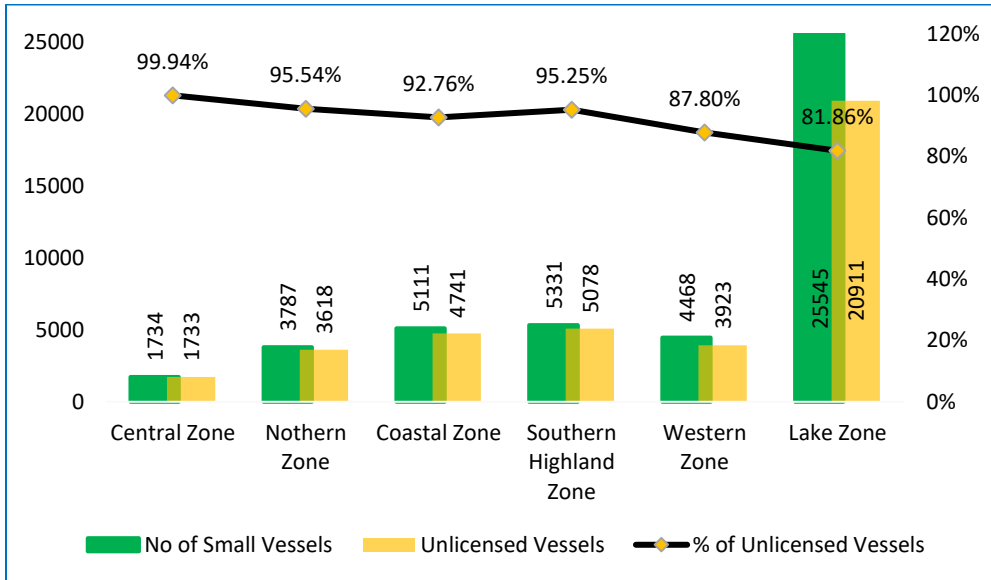
The audit reviewed the registration and licensing status of marine vessels that were divided into two categories, namely, marine vessels of 50 Gross Tonnage (GT) and above or a length greater than 24m (big vessels) and vessels of less than 50 GT or with length equal to or less than 24 meters (small vessels). The observations on the registration and licensing status of marine Marine vessels are presented in the following subsections.

##### (a) 87% of Small Vessels in Tanzania's Mainland were Unlicensed

The audit noted that 87% of small vessels with a length between 4m and 24m or a Gross Tonnage (GT) below 50 were not licensed by TASAC by the year 2021. This was contrary to Section 14(2) of the Merchant Shipping Act, 2003, which requires all Tanzanian ships and all Tanzanian Government-owned ships to be registered by TASAC in the ship registration book kept in accordance with Section 20 of the Merchant Shipping Act, 2003.

The review of the Census Report for small vessels in Tanzania Mainland conducted in 2021 revealed the number of unlicensed small vessels, as indicated in **Figure 3.1**.

**Figure 3.1: Number of Unlicensed Small Vessels in Tanzania Mainland as per Small Vessel Census, 2021**



**Source:** Auditors' Analysis of Census Report for Small Vessels in Tanzania Mainland, 2024

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**Figure 3.1** shows that in 2021, 45,976 small vessels were operating in various regions of Tanzania Mainland, with approximately 40,004 of those vessels equivalent to 87% operating without licenses from TASAC. It was revealed that the highest percentage of unlicensed vessels was found in the Central Zone, at 99.94%, while the lowest percentage was in the Lake Zone, at 81.86%. Despite the fact that Lake Zone had the smallest percentage of unlicensed vessels, the number of unlicensed vessels was the largest (20,911 vessels) compared to other zones. The regional licensing status of small vessels is indicated in **Table 3.1**.



**Table 3.1: Status of Small Vessels Licensing in Tanzania Main Land**

Region	No. of Small Vessels	Unlicensed Vessels	% of unlicensed Vessels
Dodoma	987	986	99.9
Arusha	456	456	100.0
Kilimanjaro	475	475	100.0
Tanga	1568	1399	89.2
Morogoro	514	514	100.0
Pwani	1637	1529	93.4
Dar es Salaam	1103	960	87.0
Lindi	1359	1271	93.5
Mtwara	498	467	93.8
Ruvuma	2,021	2,017	99.8
Iringa	511	508	99.4
Mbeya	659	650	98.6
Singida	639	639	100.0
Tabora	108	108	100.0
Rukwa	1,243	1,008	81.1
Kigoma	4,382	3,887	88.7
Shinyanga	0	0	0.0
Kagera	7,145	4,878	68.3
Mwanza	10,790	9,739	90.3
Mara	3,892	3,483	89.5
Manyara	1,288	1,288	100.0
Njombe	835	835	100.0
Katavi	86	36	41.9
Simiyu	832	565	67.9
Geita	2,886	2,246	77.8
Songwe	62	60	96.8
Total	45,976	40,004	87.0

Source: Auditors' Analysis of the Small Vessels Census of 2021, 2024

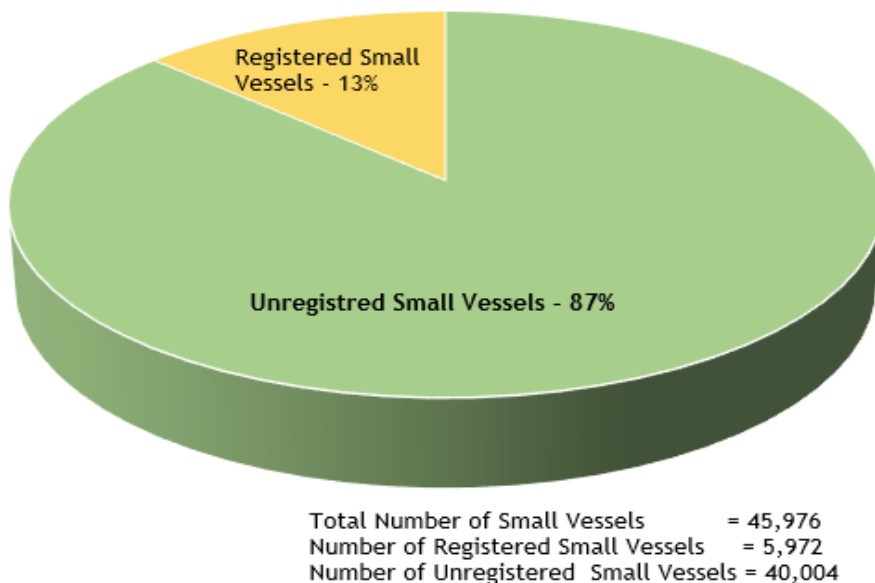
**Table 3.1** indicates that a large number of unlicensed small vessels were operating in Mwanza Region, with 9,399 unlicensed small vessels equivalent to 90.3% of available vessels. This number was attributed to the fact that Mwanza also had the largest number of small vessels compared to other

regions, which was 10,790. The other regions with the largest number of unlicensed small vessels were Kagera, Kigoma, Mara, Geita, and Ruvuma, with 4,878, 3,887, 3,483, 2,246 and 2,017 numbers of unlicensed small vessels, respectively.

Also, the least number of unlicensed small vessels was recorded in the Katavi and Songwe regions, with 36 and 60 unlicensed small vessels, respectively. However, these regions had the lowest numbers of total small vessels, which were 62 and 86 for Songwe and Katavi regions, respectively.

Additionally, the table indicates that all small vessels that were operating in seven regions of Arusha, Kilimanjaro, Morogoro, Singida, Tabora, Manyara, and Njombe were not licensed by TASAC. This was attributed to the fact that TASAC was not operating in these regions, making small vessel registration services unavailable. **Figure 3.2** summarises the registration status of the small vessels in Tanzania Mainland.

**Figure 3.2: The Status of Small Vessels Licensing in Tanzania Mainland by 2021**



*Source:* Auditors' Analysis of Census Report for Small Vessels in Tanzania Mainland of 2021, 2024

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The census conducted in 2021 showed inadequate performance for the registration of small vessels, as shown in **Figure 3.2**. However, despite the census that was conducted to reveal the status of regulating the small vessels, TASAC did not conduct progressive monitoring of the small vessel regulation status. The audit noted that, in the following years of 2022, 2023, and 2024, there was no updated database to indicate if there was any improvement in the performance of small vessel registrations.

The presence of unlicensed small vessels was attributed to the absence of an effective small vessel licensing system accessible in all areas with small vessel operations. TASAC's operations were centralized in regional offices, which hindered the registration process in more remote locations. The audit noted that, although the small vessels operate in all 26 regions in Tanzania Mainland, TASAC operations were centralized in the regional offices of Mwanza, Kagera, Musoma, Geita, Kigoma, Tanga, Dar Es Salaam, Mtwara, Dodoma, Katavi and Mbeya. Additionally, there was a limited number of Flag and Port State Control Officers in the regions with TASAC operations compared to the number of cluster ports with small vessel operations. This limits the possibility of enforcing compliance on small vessel operations.

Consequently, the existence of unlicensed small vessels led to the following:

**(i) Lack of Tracking by TASAC of Safety status and level of Compliance of Small Vessels**

Small vessels must be inspected by TASAC to ensure they meet the required safety standards before being licensed. Having unlicensed vessels indicated that, the vessels were not inspected and that their safety status was unknown to TASAC or that they were inspected but found non-compliant and hence remained unlicensed. This risks the safety of users.

**(ii) Loss of Government Revenues**

For the small vessels to be licensed, the owner has to pay the registration fee after being inspected by TASAC. The audit analysis indicates that if TASAC were able to license all existing small vessels, its annual revenue collection would be increased by more than TZS 2,091,220,912/= as indicated in **Table 3.2**.

**Table 3.2: Small Vessels Licensing Charges**

Unlicensed Small Vessels	Minimum Registration Charges (USD)	Total Registration Charges (USD)	Total Registration Charges (TZS)
40,004	20	800,008	2,091,220,912 <sup>14</sup>

*Source:* Auditors' Analysis of the Small Vessels Licensing Charges, 2024

**(b) 3% of Large Vessels (Marine vessels of 50GT and above or Length more than 24m) have not been Registered**

The audit assessed the list of large vessels in the registration book and the list of marine vessels owned by TEMESA, and it revealed that there were seven (7) unregistered large vessels, equivalent to 3% of all large vessels registered in the registration books. This was contrary to Section 13(2) of the Merchant Shipping Act, 2003, which requires all vessels to be registered by TASAC. **Table 3.3** shows the list of unregistered large vessels.

**Table 3.3: Unregistered Marine Vessels with 50GT and above**

Area of Operation	Name of Vessel	Owner
Pwani	MV. Mkongo	TEMESA
Mwanza	MV. Majita (MV. Nyerere)	TEMESA
	MV. Ukara I	TEMESA
	MV. Ilemela	TEMESA
Mbeya	MV. Ruhuhu	TEMESA
Morogoro	MV. Kilombero	TEMESA
Kagera	MV. Old Ruvuvu	TEMESA

*Source:* Auditors' Analysis of Marine Vessels Registration Database, 2024

**Table 3.3** indicates that seven marine vessels that operated on Tanzania's Mainland were not registered as per the Merchant Shipping Act of 2003. The audit noted that all seven unregistered vessels were government vessels owned by the Tanzania Electrical, Mechanical and Electronics Services Agency (TEMESA).

The main reason for not registering these vessels was the inadequate compliance enforcement to Government-owned Vessels. The management of TASAC responded that this was due to the importance of the ferry services

<sup>14</sup> 1USD = TZS 2,614 (average exchange rate for the year 2024)

provided by the government vessels to the general public, making it a challenge to sustain their operations, which could result in a public outcry. The audit further noted that TASAC, as a regulator, was waiting for the registration request from TEMESA to register those vessels instead of taking action to sanction TEMESA to make it comply with the requirements, including the registration of all marine vessels.

**(c) 53% of Large Vessels have Expired Registration**

The assessment of the registration date for the list of large vessels in the Ship Registration Books noted that a total of 122 large vessels, equivalent to 53%, have expired registration certificates, as detailed in **Table 3.4**.

**Table 3.4: Registration Status for the Marine Vessel with 50GT and above or Length Greater than 24m**

Registration Book	Number of Vessels in Registration Books(A)	Number of Existing Vessel Files with valid registration(B)	Number of vessels in the Registration Books with expired registration (B-A)	Percentage of vessels in the Registration Books with expired registration
Indian Ocean	138	45	93	67.4
Lake Victoria	79	51	28	35.4
Lake Tanganyika	7	6	1	14.3
Lake Nyasa	5	5	0	0
Total	229	107	122	53

*Source:* Auditors’ Analysis of Vessels Registration Books and Vessel Files, 2024

**Table 3.4** indicates that a total of 229 vessels of 50 GT and above or lengths greater than 24m were registered in the Marine Vessel’s Registration Books as of September 2024. All the vessels at Lake Nyasa were found to have a valid registration license because three out of five vessels were transferred from TPA to MSCL, which necessitated registration in 2022.

However, based on a review of vessel files, it was noted that the registration certificates of 122 vessels had expired, as their registration certificates were valid for five years only. Based on interviews with TASAC officials, it was noted that TASAC had not updated information on the vessels with

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expired registration certificates and did not know if the vessels were in operation or not.

This is attributed to the lack of an automated Marine vessel Regulation System that would facilitate the availability of updated vessels' operation status in their respective areas of operation.

The main reason for the lack of automated marine vessel regulation was the delay in developing the new proposed system for the automation of vessel regulation activities, attributed to inadequate budget allocation for implementing the planned assignments. The audit noted that TASAC planned to establish a new automation system to replace the registration system inherited from SUMATRA, which was not compatible with current TASAC operations. However, the system was not established in a timely manner, as explained in section 3.2.3. Hence, TASAC continues to rely on the manual management of Marine vessels.

Consequently, these vessels have remained unmonitored by TASAC, resulting in non-attainment of a 95% level of compliance with maritime environmental, safety and security standards far from being a reality which was against the target of the Ministry of Transport under its Strategic Plan from 2021/22 to 2025/26. This is because TASAC did not have an updated operation status of these vessels, which was key to monitoring their operations.

### **3.2.2 Existence of Vessels which do not Comply with Safety Requirements**

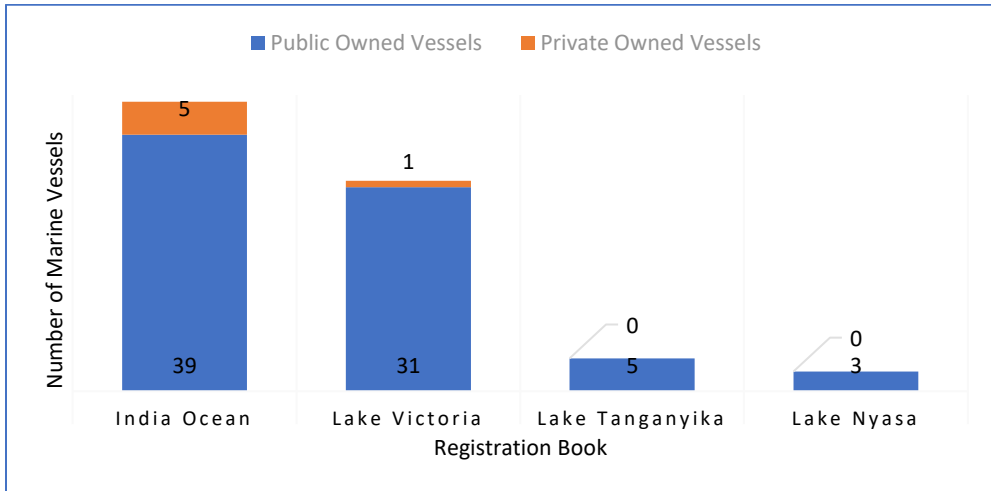
The analysis of the status of safety compliance for large and small vessels noted the following deficiencies:

#### **(i) 78% of Large Vessels with Valid Registration Certificates did not have Seaworthiness Certificates**

The audit review of the marine vessels files for large vessels, i.e. vessels of length more than 24m or gross tonnage above 50 GT, revealed that 84 large vessels, equivalent to 78% of 107 large vessels with valid registration

certificates, did not have seaworthiness certificates. The distribution of these vessels in relation to the area of operation is indicated in **Figure 3.3**

**Figure 3.3: Marine Vessels Without Seaworthiness Certificates**



*Source:* Auditors' Analysis of the Vessel's Registration Files, 2024.

From **Figure 3.3**, the seaworthiness certificates for 84 vessels were not in place, of which 44 operate in the Indian Ocean, 32 in Lake Victoria, five in Lake Tanganyika, and three in Lake Nyasa.

It further indicates that, among 84 vessels without seaworthiness certificates, 78 vessels, equivalent to 93%, were government-owned vessels. The vessels were owned by TEMESA, TPA, and MSCL (Currently TASHICO). The privately owned vessels without seaworthiness certificates were six vessels, equivalent to 7%, as of September 2024. This implies that most government vessels did not have seaworthiness certificates compared to private-owned vessels. Detailed status of the government-owned vessels regarding seaworthiness certificates is provided in **Table 3.5**.

**Table 3.5: Number of Vessels Without Seaworthiness Certificates, Owner Details and Reasons for Non-Compliance**

Owner	Number of Vessels	Reason for Non - compliance
TEMESA	32	TEMESA vessels had poor facilities and required maintenance to meet safety standards.
TPA	30	Seaworthiness for TPA vessels expired on 9 January 2024. However, verification conducted on TPA vessels (MV Linda, MV Duma and MV Kiboko) revealed that the Vessels required maintenance to meet safety requirements.
MSCL (Currently TASHICO)	16	MSCL vessels that did not have seaworthiness certificates were under maintenance.

*Source:* Auditors' Analysis of Large Vessels Files, 2024

**Table 3.5** indicates that 32 vessels owned by TEMESA and 30 vessels and 16 vessels for TPA and MSCL (Currently TASHICO) , respectively, do not have seaworthiness certificates.

These vessels did not attain the Seaworthiness Certificates due to the following reasons:

**(a) The Safety Status of the Vessels does not Meet the Required Level for Acquiring Seaworthiness Certificates**

The review of the vessel inspection reports revealed various safety issues that prevented TEMESA Vessels from being issued with a Seaworthiness Certificate, including insurance cover, overdue for dry docking, deteriorated paint, main engine malfunction, poor steering systems, and corrosion. As a result, they lack the vessel`s statutory certificates onboard, including certificates for the crew onboard.

**(b) Failure of TASAC to Execute its Power to Enforce Compliance for the Government-owned Vessels**

The audit noted that despite the failure of government-owned vessels to comply with safety rules, TASAC took no regulatory action, such as penalties or detention. This allowed government vessels to continue operations



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without adhering to maritime safety requirements. For example, during the visit to Kigongo-Busisi, it was observed that three TEMESA vessels—MV Misungwi, MV Mwanza, and MV Sengerema—were operating without safety compliance, and TASAC took no action. The visit also highlighted several incidences of rule violation, such as the absence of a chief engineer to monitor the engine room during operations and the presence of non-functional life-saving signals.

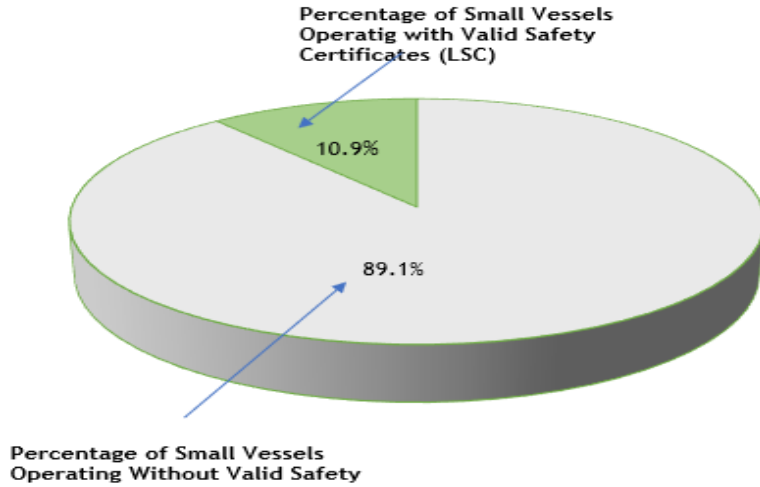
Vessel operations without seaworthiness certificates implied that the safety and suitability for marine operations were not guaranteed, something which risked the lives of passengers. Seaworthiness certificates aim to ensure that a ship has passed the necessary tests and safety checks, confirming that it operates without defects.

**(ii) 89.1% of the Small Vessels were Operating Without Local Safety Certificates**

The assessment of the Small Vessels Census Report of 2021 revealed the existence of Marine vessels of length between 4m and 24m that lack the Local Safety Certificates (LSC). These are the certificates issued by TASAC to small vessels to ensure the safe operations of small vessels in maritime transport. This was contrary to Regulation 16 of the Merchant Shipping (Small Ships, Local Cargo Ship Safety, Small Ship Safety, Surveys and Inspections for Vessels Engaged on Local and Coastal Voyages, Inland Waters) Regulations, 2004, which requires the small vessels operating on the waterways to carry a Local Safety Certificate attesting to compliance with the technical requirements of these Regulations.

The recorded number of small vessels was 45,976 in Tanzania Mainland, some of which were found to operate without valid local Safety Certificates (LSC) as **Figure 3.4** indicates.

**Figure 3.4: Status of Small Vessels Operating without Local Safety Certificates**



*Source:* Auditors' Analysis of the Census Reports on the Small Vessels in Tanzania Mainland, 2021

Figure 3.4 shows that out of 45,976 small vessels, 89.1% operate without local safety certificates. The distribution of Vessels per zone is presented in Table 3.6.

**Table 3.6: Small Vessels Operating Without Valid Local Safety Certificates (LSC) in Tanzania Mainland**

Zones	Number of Small Vessels	Without Valid LSC	Percentage of Small Vessels without LSC
Central Zone	1734	1734	100.0
Northern Zone	3787	3714	98.1
Coastal Zone	5111	4853	95.0
Southern Highland Zone	5331	5091	95.5
Lake Zone	25545	21481	84.1
Western Zone	4468	4088	91.5
<b>Total</b>	<b>45976</b>	<b>40961</b>	<b>89.1</b>

*Source:* Auditors' Analysis of the Small Vessel Census of 2021,2024

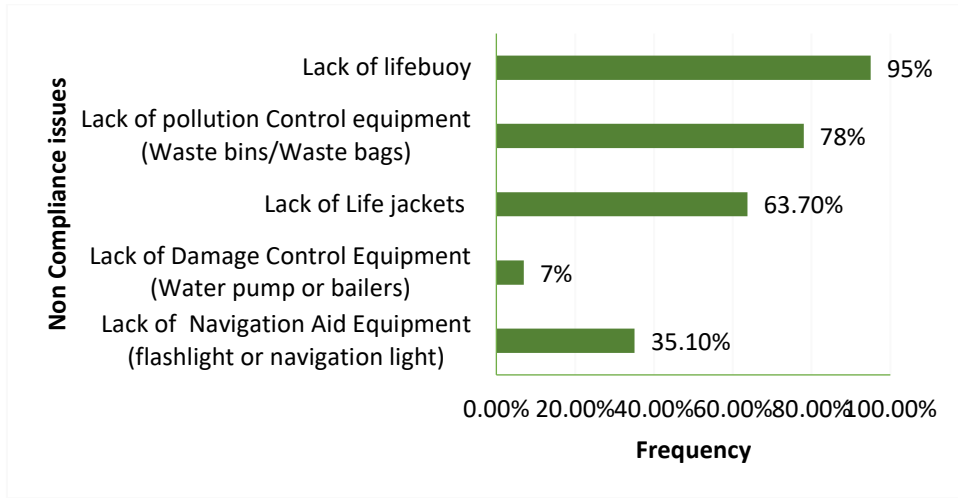
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**Table 3.6** indicates that all small vessels in the Central Zone were operating without a valid LSC, while the Lake Zone had the lowest percentage of small vessels operating without an LSC at 84.1 per cent. The remaining zone has a percentage between 91% to 98%.

Additionally, the distribution of small vessels in regions as detailed in **Appendix Six** indicates that all small vessels recorded from six regions of Dodoma, Arusha, Kilimanjaro, Morogoro, Iringa, Tabora, Singinda, Manyara, and Njombe did not have Local Safety Certificates (LSC). In addition, more than 90% of small vessels in the ten regions of Tanga, Pwani, Dar es Salaam, Lindi, Mtwara, Ruvuma, Mbeya, Kigoma, Mwanza and Songwe were operating without local safety certificates. Furthermore, all other regions showed rates ranging from 70% to 89% of small vessels without local safety certificates, except for Katavi (41.9%) and Shinyanga (no registered small vessels).

On the other hand, the audit further assessed compliance by the small vessels with safety regulations regarding the use of life jackets, the use of navigation control equipment (flashlight or navigation lights), the use of damage control equipment (water pumps or bailers), and the use of pollution control equipment (waste bins or waste bags). A total of 45,976 small vessels were assessed, and some of them complied, while some did not comply with the mentioned safety requirements, as detailed in **Figure 3.5**.

**Figure 3.5: Non-compliance of Small Vessels to Safety Regulations**



*Source:* Auditors' Analysis of Census for the Small Vessels in Tanzania Mainland of 2021

Figure 3.5 shows that there is a significant violation of safety regulations in various aspects of vessel operations. With regard to the use of lifebuoys, non-compliance was 95%, followed by lack of pollution control equipment, life jackets, and navigation aid equipment, which had a non-compliance of 78%, 63.7% and 35.1%, respectively. Non-compliance was noted to be low in the use of damage control equipment, which was 7%. Violation of this requirement was low because most small vessels use bailers as damage control equipment, which is cost-effective and easy to acquire. Also, a high percentage of non-compliance was noted in the use of lifebuoys because small vessels use a life jacket as an alternative to lifebuoys, and both aim to prevent the sinking of onboard personnel when an accident occurs.

It was unclear what actions TASAC took and whether the non-compliance trend decreased in subsequent years. This lack of clarity stems from TASAC not updating its database to monitor the regulation of small vessels across the country. Small vessel operations are widespread throughout mainland Tanzania, while TASAC's regulatory efforts are centralized in regions with large vessels.

Consequently, small vessels operating in areas without TASAC oversight remain unmonitored. This situation hindered TASAC's ability to assess small vessel compliance levels and update the database established through a

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census. As a result, at the time of this audit in November 2024, TASAC did not have an accurate understanding or monitoring of the status of small vessels at the national level.

### **3.2.3 TASAC Lacked Automated System to Facilitate the Regulation of Marine Vessels**

TASAC officials revealed that since its establishment in 2018, TASAC has employed an automation system for the administration of maritime safety and security activities known as the Maritime Security Safety Management System, which the then SUMATRA established. The system was established to facilitate the regulation of maritime operations.

However, the system is incompatible with the current TASAC operations requirements such as vessel registration, survey, inspection and safety management. The system only facilitates the Seafarer's certification, and other areas of the industry are done manually. Failure to meet TASAC operation was because the established system did not accommodate the complete process in the regulation of maritime transport, such as the vessel registration process.

On the other hand, the audit noted the proposed new automation system designed to enhance the regulation of marine vessels in the country. This system aims to streamline seafarers' certification, manage training institutions, endorse and verify documents, oversee service providers, facilitate vessel registration and licensing, conduct surveys and inspections, address vessel offenses, and manage maritime rescue coordination centres.

A review of the Roadmap for Establishing the Proposed Automation System indicated delays in its implementation due to inadequate budget allocation for developing the automated system for vessel regulation. Phase one, which involves automating seafarer certification, managing training institutions, and issuing Seafarer Identity Documents, was scheduled for completion by October 15, 2023. However, as of September 2024, phase one was only partially completed while program development was finished; the procurement of essential equipment, including printers and computers, had not yet been completed.

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Additionally, phase two, which encompasses ship and vessel registration and licensing, surveys and inspections, ship construction, navigation and security, and MRCC activities, was scheduled for completion by June 16, 2024. However, as of the time of this audit in September 2024, implementation of phase two had not commenced.

As a result, as of September 2024, TASAC continued to rely on manual management for marine vessels. This has limitations in terms of increasing operational efficiency and processing critical data and information such as ship registrations and small vessel licensing. This is contrary to Section 12 of the Tanzania Shipping Agencies Act, 2017, which requires TASAC to ensure efficiency in the regulation of marine vessels, including issuing, renewing, and cancelling licenses, as well as inspecting to enforce compliance.

### **3.3 Inadequate Strategies and Plans to Regulate Marine Vessels**

#### **3.3.1 Absence of Evidence of Documented Risk-based Vessel Survey and Inspection Plans**

A review of the objectives addressing the quality of services, competitiveness, safety, security, and environmental concerns of maritime transport within the TASAC Annual Action Plan for the financial years 2019/20 to 2023/24 revealed significant observations. It was noted that TASAC had been preparing survey and inspection plans for each financial year. However, these plans were not developed using a risk-based approach. This shortfall arises from the fact that the plans did not identify risk areas based on various critical risk factors. This was contrary to TASAC's Strategic Plan for the Financial Year 2021/22 to 20225/25, which requires the preparation and implementation of a risk-based survey and inspection plan. Key factors were overlooked, including the number of available ports, both formal and informal, the number of operating ships, weather patterns, and accident records.

TASAC also did not maintain and mitigate the risk profile in Tanzania water bodies by striking a proper balance between available vessels in areas with tools that assist them in conducting surveys or inspections, such as available inspectors and inspection vessels.

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However, according to the census conducted on the small vessel in 2021, some regions, for example, Mwanza, meet all the criteria for risk identification factors that should have been prioritised by allocating them with reasonable resources in their plans. However, during a site visit in the Mwanza region which was conducted on 17 September 2024, Auditors noted that Mwanza has only one (inspector/surveyor) and there was no patrol boat for facilitating the survey and inspection of marine vessels in the Region.

The TASAC's Internal Audit Report No. TSC\_2023/24\_08, dated June 10, 2024, also established that the Marine Vessels Survey and Inspection Plans were not developed using a risk-based approach. This lack of a comprehensive risk-based framework has led to non-targeted surveys and inspections of both small and big marine vessels. As a result, it was difficult to cover all port clusters, risk areas, quarterly inspection goals, and the various types of vessels planned for inspection relative to the total number of vessels recorded in the 2021 census.

TASAC conducted unplanned vessel surveys and inspections due to the lack of a risk-based planning procedure. The Action Plans lack detail on how the stated number of both large and small marine vessels to be surveyed and inspected was identified. It was further found that TASAC conducted inspections primarily in response to vessel owner requests, resulting in arbitrary, ad hoc inspections conducted only when deemed necessary.

The lack of a risk-based plan for vessel surveys and inspections also results in missed opportunities to improve safety in other areas and collect revenue from issuing seaworthiness and unregistered vessel certificates. This approach may also lead to repeated inspections of the same vessels while others remain unsurveyed and uninspected.

### **3.3.2 Absence of Separate Plans for Vessel Surveys and Inspections**

TASAC was expected to prepare a separate plan for conducting vessel inspections and surveys, along with distinct monitoring and evaluation reports for vessels surveyed and inspected during a specific financial year. This was as per Section 81) and (2) of the Merchant Shipping (Survey, Inspection, and Certification) Regulations, 2014, which separate the duties

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of TASAC in vessel survey and inspection. However, a review of the Medium-Term Expenditure Framework (MTEF) for the financial year 2019/20, 2020/21, 2021/22, 2022/23, and 2023/24 in objectives dealing with Quality of services, competitiveness, safety, security, and environment of maritime transport revealed shortcomings of this combined approach. These shortcomings include the lack of clarity and specific information needed to track data related to survey and inspection separately. As a result, it was difficult to generate clear and actionable insights for improving maritime operations in the aspect of vessel surveys and inspections.

It was further noted that by combining both survey and inspection plans, TASAC had oversimplified the process, making it difficult for auditors to access data across different components, such as the number of both small and large vessels to be surveyed and inspected in a specified period of time. Consequently, this led to unclear performance measurements in the M&E report, making it difficult for auditors to capture accurate information. This issue was observed in all reviewed monitoring and evaluation reports for the financial years 2019/20 through 2023/24 under the Objective dealing with Quality of services, competitiveness, safety, security, and environment of maritime transport.

In each report, the remark on the performance related to vessel inspection and survey, which was given after the survey and inspection, was given in a combined way. It was not given separately in such a way that it is very difficult for the readers and decision-makers to interpret the information clearly.

Officials from TASAC responded that, to ensure efficiency and avoid repeated visits to the same location, and considering the scarcity of resources, including manpower, capital, and equipment, they normally conduct both the survey and inspection at once if a vessel owner submits a survey request. Additionally, inspections are sometimes carried out during peak fishing months to cover all boats, including fishing vessels. That is why they plan and monitor the vessels in a combined way.

The lack of a separate plan for conducting surveys and inspections poses a risk of confusion for stakeholders in understanding the specific actions taken during each process, thereby reducing the clarity of the reports. Inspections



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focus on ensuring vessels comply with safety, environmental, and legal standards, while surveys assess the vessel's condition. Combining these processes makes it unclear whether specific non-compliance issues identified during inspections are being addressed. This lack of clarity could lead to reduced accountability, as corrective actions or recommendations may not be adequately followed up.

Without clear and separate plans, TASAC may struggle to allocate resources efficiently. For instance, they may be uncertain about whether to allocate more resources for inspections versus surveys or if specific risks require targeted interventions.

### **3.3.3 Lack of Survey and Inspection Boats Owned by TASAC**

The audit noted lack of Survey and Inspection Boats Owned by TASAC, which is contrary to planned targets in TASAC's Annual Action Plans from the Financial Years 2019/20 to 2023/24. TASAC has a role in the regulation of maritime administration, maritime environment, safety, and security, and it regulates and exercises flag state control of all vessels registered in Tanzania's mainland.

The audit acknowledges the government's efforts to improve maritime services and enhance security in oceanic and Great Lakes regions. On 19 September 2024, TASAC received a new patrol boat from the Office of the Prime Minister. This boat will be used for patrolling to combat illegal fishing, drug trafficking, smuggling, and the illegal export of government resources. This boat is important for strengthening TASAC's ability to manage maritime security, conduct ship inspections, and reduce pollution from marine activities.

However, aside from the single patrol boat provided by the government, TASAC does not have inspection boats in all its administrative areas with water bodies. The absence of these boats limits the organization's ability to effectively carry out its duties in those regions. These boats would play a crucial role in enhancing operational efficiencies, such as inspections and/or surveys and all other TASAC activities, to ensure compliance with maritime safety and regulations.

During the review of the MTEF for the financial years 2019/20, 2020/21, 2021/22, 2022/23, and 2023/24, it was noted that the TASAC had included plans for the procurement of boats. This initiative is highlighted in **Table 3.7**.

**Table 3.7: Boats Procurement Plan Set in Different Financial Years**

Financial Year	Description Activities	Budget set (TZS Million)	Implementation Status ( Yes/ No)
2019/20	Procurement of Monitoring Speed Boat by June 2020	2,022	No
2020/21	To procure a speed boat by June 2021	2,123	No
2021/22	To make payments Installments to Boat Builders upon presentation of a certificate by June 2022	2,966	No
2022/23	To make payments Installments to Boat Builders upon presentation of a certificate by June 2022	3,115	No
2023/24	To procure a one-speed boat with medical facilities and two rescue speed Boat by March 2024	3,264	Supplier for search and rescue boats selected but pending pre-contract negotiation as of 25 November 2024 <sup>15</sup> .

*Source:* Auditors' Analysis of TASAC MTEF for the Financial Year 2019/20-2023/24 (2024)

From **Table 3.7** above, it is noted that in the financial years 2019/20, 2020/21, 2022/23, and 2023/24, TASAC had a set budget and a plan for procuring a patrol boat. Up to November 2024, procurement of search and rescue boats was in pre-contract negotiations. That means no boat had been purchased by the end of all the reviewed financial years.

<sup>15</sup> Review of the Minutes of the 1<sup>st</sup> Ordinary Tender Board Meeting for the Year 2024/25 held on 25 November, 2024.

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Additionally, the monitoring reports for the financial years 2019/20 and 2020/21 did not explain why the boats were not procured, despite the existence of a budget and a plan. For the financial year 2022/23, the monitoring report stated that the procurement had been delayed because TASAC was still conducting a feasibility study to determine the number of boats required in relation to the available water bodies. By the end of the financial year 2023/24, TASAC was still at the evaluation stage.

For the financial year 2021/22, TASAC had a budget to procure two SAR (Search and Rescue) boats and one ambulance boat as part of the contract for the construction of a Rescue Centre in Mwanza City. Additionally, the monitoring report indicated that the procurement process was ongoing. During an interview with HPMU, it was revealed that the ambulance boat was in its final construction stage at the time of this audit, while the contractor for the two SAR boats had already signed the contract and was ready to commence the project.

As a result, when conducting inspections or surveys in areas with water bodies, TASAC is often forced to hire boats to reach the vessels being inspected. In some instances, the hired boats belong to individuals who have requested inspections of their own vessels.

Lack of patrol boats poses a challenge of ineffective conduct of inspections and surveys by TASAC in such regions. The issue was further highlighted in the review report of the Revised Strategic Plan (2021/22-2025/26), specifically in Chapter Two, Para 2.7.2, where TASAC acknowledges the absence of patrol boats as a critical limitation in its operations.

Interviews with senior TASAC officials from Dar es Salaam, Mwanza, Kigoma, Mtwara, and Tanga confirmed that TASAC does not possess any boats dedicated to inspection and patrol operations. This shortfall has negatively impacted vessel inspection, registration, and licensing efforts. Furthermore, this gap has increased the likelihood of revenue loss in the government due to uncollected registration fees.

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### 3.3.4 Non-monitoring of Shipyards for the Construction of Ships

The audit noted the Non-monitoring of shipyards for the construction of ships, which is contrary to section 20 of the Merchant Shipping (Small Ships, Local Cargo Ship Safety, Small Ship Safety, Surveys and Inspections for Vessels Engaged on Local and Coastal Voyages, Inland Waters) Regulations, 2004 which states that Vessels shall be constructed in accordance with good shipbuilding practice.

A review of TASAC files revealed that the organization did not monitor the Licensing of shipyards in the country to ensure the quality and quantity of ships being produced. This monitoring is essential to ensure compliance with good shipbuilding practices and to maintain control and awareness of all constructed and fabricated boats in the country, including small vessels over 4 meters. During the interview, TASAC replied that they do not issue licenses to shipyards due to a lack of legal instruments.

Interviews with ship owners at the Kigoma region, specifically at Kibirizi port, indicated that TASAC has never conducted the required monitoring of shipyards. As a result, TASAC has no control over or knowledge of the drawings and specifications used by small vessel contractors and shipyards in the construction of vessels, particularly small vessels over 4m and less than 24 meters in Length.

Ideally, TASAC, as a regulator, is required to provide or approve specifications and drawings for locally built small and wooden vessels before local contractors begin construction. However, Since TASAC does not fulfil this obligation, it lacks an accurate database of all operating vessels, especially small vessels that are currently produced and made available.

The non-monitoring of shipyards during vessel construction reflects gaps in TASAC's strategies and plans for the implementation of regulatory functions. As a result, many small vessels operate without being licenced due to TASAC's lack of information about their existence. This is also linked to safety issues; many safety issues in vessels are linked to TASAC's insufficient focus on monitoring shipyards, which contributes to improper construction practices.

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However, on 17 December 2024, TASAC circulated a Circular of Merchant Shipping Notice No. 2824 on shipbuilding and rehabilitation in Tanzania, effective 25 January 2025. The Merchant Shipping Notice provides guidance to shipowners, operators, shipbuilders and other maritime stakeholders regarding the regulatory function of TASAC as the designated maritime administrator.

### **3.3.5 Inadequate Database for Vessel Registration and License**

The audit noted the Inadequate database for vessel registration and license, which is contrary to Section 20(1) of the Merchant Shipping Act No 21 of 2003, which states that there shall be a register of ships for all registrations of ships in Tanzania and Section 2 of the Merchant Shipping (Registration of Ships) Regulations, 2005 states that the register shall consist of both paper and computerized records. Also, According to TASAC Revised Strategic Plan 2021/22- 2025/26, Objective D, Milestone for the Year II 2022/23, TASAC was planned to automate Maritime transport Inspection and Monitoring Activities.

A review of the ship register book for vessels of 50 GT or above and the small vessel register book revealed that ship registration details were maintained manually. This practice is contrary to Section 2 of the Merchant Shipping (Registration of Ships) Regulations, 2005, which requires the registration of vessels to be in both paper and computerized records.

Further review of the register book revealed that it did not include the expiration dates of registered ships. Additionally, the book lacked options for updating the status of ships that were no longer operating and did not record expiration dates in the registration. The absence of this information creates difficulties for inspectors in planning for inspections, scheduling visits, and identifying which ships to inspect. This also complicates tracking the most recent information and access to ship history.

According to interviews, the ineffectiveness of the ship registration database originates from weaknesses in the existing system inherited from SUMATRA. The system did not capture all TASAC operations in the regulation of marine vessels. While TASAC maintained a record of small vessels based on the 2021 census in the statistical management system, there have been

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no ongoing updates to incorporate newly registered vessels or to remove vessels that no longer exist. Regular updates could have significantly improved the accuracy and effectiveness of the database.

The lack of an online registration system lowers the efficiency of the vessel registration process as the registration were manually implemented. Registering ships manually is time-consuming, leading to delays in the registration process that can slow down the entire maritime business. This impacts ship owners and operators, causing unnecessary delays in obtaining approvals and issuing certificates of registry, which currently takes up to 90 days to get a certificate. This can disrupt shipping schedules. Despite the fact that the optimal number of days were not specified, auditors were of the views that, taking 90 days to process the registration was inefficient practice because the service providers wanted to get registration certificates up on the application.

Additionally, manual registers have a risk for the occurrence of duplication of small vessel registration. Also, it is difficult to remove boats that are no longer in operation in a timely manner, resulting in increased operational costs for ship owners, who may need to visit TASAC offices in person for registrations. Furthermore, the absence of automation limits public access to the database and reduces transparency; an online system could provide a public database for vessel registrations, enhancing transparency and minimizing opportunities for corruption.

### **3.3.6 Presence of Unqualified Personnel Operating the Marine Vessels**

The audit noted the presence of unqualified expertise operating in marine vessels, violating Section 18 and Part IV of the Merchant Shipping (Training, Certification, and Manning) Regulations, 2016. These sections mandate minimum training requirements and certifications for seafarers, masters, navigational watch officers, engineers, deck officers, and cooks to ensure safety and competence in maritime operations.

A review of the safety survey report dated 04 July 2022 on 20 TPA vessels located in Tanga, Lindi, Mtwara, and Mwanza, among other things, found that 9 vessels had crew were who did not possess valid Seafarers' Training,

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Certification and Watch-keeping Certificates (STCW) and medical fitness certificates.

A review of the report on incidents of a passenger jumping overboard from the Mv Chato II Hapa Kazi Tu ferry in Lake Victoria, Kalutare Geita area, issued in March 2024, prepared by the TASAC officer in charge of Geita, revealed that the ferry was staffed with only five crew members: one deck officer (the captain), three engineers, and one watchman. The report indicated that the incident stemmed from a lack of qualified seafarers on board. At the time of the incident, the ferry was short-staffed, and there was only one watchman who lacked the mandatory training, such as first aid service, fire prevention and fighting, personal survival techniques, etc, that would facilitate rescue assignment.

The ferry was required to operate with a crew of nine seafarers based on the manning-level certificate issued by TASAC. However, as indicated above, only five were present on the day of the incident, as further shown in **Table 3.8**.

**Table 3.8: Extent of Presence of Qualified Personnel in the Inspected Vessels by the Audit Team**

Name of the Visited Region	Number of Inspected Vessels	Number of Vessels with Qualified Crews	Number of Vessels with Unqualified Crews Available
Tanga	11	3	8
Mtwara	5	1	4
Mwanza	6	4	2
Kigoma	5	4	1

*Source:* Auditors' Analysis of the Inspection Form as per the Inspections Conducted, 2024

**Table 3.8** shows the presence of unqualified personnel operating marine vessels in the regions visited: Tanga, Mtwara, Mwanza and Kigoma. Detailed descriptions in terms of quantities, names and registration numbers of inspected vessels are described in **Appendix Seven** of this report. The reasons for the presence of unqualified personnel operating marine vessels include:

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### **(i) Inadequate Training**

Inadequate training among personnel operating marine vessels contributes significantly to the presence of unqualified operators. This may be due to limited access to maritime training facilities in many regions in Tanzania's mainland, particularly in areas near inland water bodies such as lakes Victoria, Nyasa, and Tanganyika, as well as rivers such as River Malagarasi. In mainland Tanzania, the mostly dependent college used to train many operators is only found in Dar es Salaam, Tanzania, known as DMI.

### **(ii) Inadequate Regulatory Enforcement**

Inadequate regulatory enforcement by TASAC on seafarers' certifications contributes significantly to the presence of unqualified personnel operating marine vessels. The audit noted that the lack of adequate resources for compliance enforcement, such as personnel and patrol boats, affected the enforcement of the laws. The audit further noted that the number of personnel in the Directorate of Maritime Safety, security and Environment responsible for compliance enforcement was 43, while the required number was 134.

Also, up to the time of this audit, which was December 2024, TASAC had only one Boat in hand, which was given to them by the Prime Minister's Office. Moreover, limited public awareness and education about the importance of proper certification and training to the operator to promote maritime safety was also a hindrance to effective rule enforcement.

Further analysis was performed to establish the extent of the problem of unqualified personnel operating marine vessels by analysing the missing qualifications from 27 inspected vessels. The auditors' analysis of the inspection forms revealed that out of 27 inspected vessels, 14 vessels were operated by personnel who lacked Certificates of Competency (CoC) and Certificates of Proficiency (CoP) on board. The lack of essential certifications for vessel operating personnel raises concerns about their capacity, as they were not confirmed to have the required training. Consequently, the crew lacked the necessary skills to handle navigational challenges and emergencies. This deficiency increases the risk of accidents and operational inefficiencies of the respective marine vessels.



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### 3.4 TASAC Inadequately Enforce its Mandate in the Regulation of Marine Vessels

#### 3.4.1 Registered Ships were not Adequately Surveyed and Inspected by TASAC

A review of the Medium-Term Expenditure Framework Action Plans and Monitoring Reports from 2019/2020 to 2023/24 revealed that TASAC inadequately planned and conducted surveys for ships of 50 GT or above, as shown in Table 3.9.

**Table 3.9: Extent of Surveyed and Inspected Ships of 50 GT or Above from 2019/202 - 2023/24**

Financial Year	No. of Planned Surveys and Inspections	No. of Conducted Surveys and Inspections	Inspected and Surveyed Ships (%)
2019/20	Not specified	Not reported	0
2020/21	Not specified	Not reported	0
2021/22	300	139	46
2022/23	300	310	103
2023/24	300	340	113

*Source: MTEF Action Plans and Monitoring Reports from 2019/20 - 2023/24*

Table 3.9 indicates that TASAC did not plan for or report on the number of ships of 50 GT or above that were surveyed and inspected during the financial years 2019/20 and 2020/21. This suggests that TASAC did not conduct surveys and inspections for ships of this size in two of the five years under review.

However, for the Financial Year 2021/22, the reported performance in surveying and inspecting ships of 50 GT or above was only 46%. This is despite the requirement of Regulation 8(1) of the Merchant Shipping (Survey, Inspection and Certification), which instructs that TASAC should ensure that marine vessels are surveyed and inspected. The performance of the surveyed and inspected vessels improved to 103% and 113% for the financial years 2022/23 and 2023/24, respectively. Additionally, our review of Survey and Inspection Plans and Reports for Small Vessels from 2019/20 to 2023/24 revealed that TASAC did not effectively conduct surveys and inspections of small vessels throughout these four years, as shown in Table 3.10.

**Table 3.10: Performance on Survey and Inspections of Small Vessels from 2019/20 to 2023/24**

Financial year	Number of Planned Surveys and Inspections	Surveyed & Inspected Small Vessels	Performance (%)
2019/20	10,000	386	4
2020/21	10,000	9,184	92
2021/22	6,000	5,704	95
2022/23	27,537	Not reported	0
2023/24	24,294	1,796	7

*Source:* Reviewed MTEF Action Plans and MTEF Monitoring Reports on Surveys and Inspections of small marine vessels from 2019/20 to 2023/24

**Table 3.10** indicates that TASAC surveyed and inspected at least 90% of the planned surveys and inspections for small vessels in the Financial Years 2020/21 and 2021/22. However, in the Financial Years 2019/20 and 2023/24, small vessels were surveyed and inspected by 4% and 7% respectively.

Furthermore, in the Financial Year 2022/23, the Corporation did not report on the number of surveyed and inspected small vessels. This is because the activity was not implemented, partly due to the tendency of TASAC to exclude the activity from its organisational plans. It is also associated with the lack of a risk-based approach while developing survey and inspection plans, as well as staff shortages and the absence of patrol boats.

As a result, TASAC did not achieve its goal of keeping annual accidents involving small marine vessels below nine. This is reflected in the rise in small marine accidents, which increased from six in 2021 to 13 in 2024.

### **3.4.2 Foreign Vessels were not Adequately Inspected to Maintain the Safety and Security of the Marine Environment**

To exercise port state control on foreign vessels visiting Tanzania, TASAC, through the 1<sup>st</sup> and 2<sup>nd</sup> Five-Year Strategic Plans of 2018/19 To 2020/21 and 2021/22 - 2025/26) targets to conduct port state inspection of 20% of all foreign vessels visiting Tanzania ports annually. **Table 3.11** presents the performance of TASAC in exercising control of foreign ships visiting Tanzania through Dar es Salaam Port from 2021/22 to 2023/24.

**Table 3.11: TASAC’s Port State Inspection Performance on Foreign Vessels Visiting Tanzania**

Calendar Year	Number of foreign vessels visited Tanzania	20% of the number of foreign vessels visited Tanzania	Number of foreign vessels inspected	Performance (%)
2021	871	174	4	2
2022	1047	209	32	15
2023	1099	220	355	161

*Source:* TPA List of Foreign Vessels Visited Tanzania through Dar es Salaam Port from 2019/20 - 2023/24, TASAC MTEF Plans and MTEF Monitoring Reports from 2019/20 - 2023/24

**Table 3.11** indicates that TASAC did not inspect 20% of foreign vessels that visited Tanzania for two out of three years from 2021 to 2022. However, in 2023, TASAC achieved its target by inspecting 161% of foreign vessels that visited Tanzania through Dar es Salaam Port. An overperformance on inspected foreign vessels in 2023/24 was due to the TASAC’s initiative in training of four Port State Control Officers in 2022 who came to specialize in the conduct of port state inspections.

Interviews with TASAC officials revealed that the insufficient conduct of inspection of foreign vessels was attributed to the outbreak of COVID-19, which imposed restrictions on inspectors' access to foreign vessels. Also, efforts to ensure foreign vessels are inspected were not sufficient to ensure the inspection targets for all eligible foreign vessels are attained.

Consequently, TASAC has inadequately reported cases of marine pollution and maritime security rule violations that might have been committed by uninspected foreign vessels that visited Tanzania in the financial years 2021/22 and 2022/23. These cases include oil leakage, engine deficiencies, malfunctioning day/night navigation lights, corrosion of vessel equipment, etc.

### **3.4.3 Non-conduct of the Follow-up Inspections for the Small Marine Vessels**

Best practice for continuous improvement requires TASAC to conduct follow-up (re-inspection) on the inspections conducted on the marine vessels to assess the extent of implementation of the directives issued during the

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previous inspections. However, our review of Inspection Reports for inspections conducted on the small vessels showed that the vessels were not re-inspected to assess the level of implementation of issued directives due to the revealed vessel's deficiencies. These directives included rectification of the deficiencies regarding vessel safety issues, required minimum manning level and their qualification and life-saving equipment.

Interviewed officials from TASAC stated that once the vessels are inspected, the vessel's owner should request a re-inspection following correctional actions taken regarding the revealed deficiencies. It was reported that TASAC could not conduct a re-inspection of small vessels after corrections of the anomalies because the owners of these vessels did not request for the service.

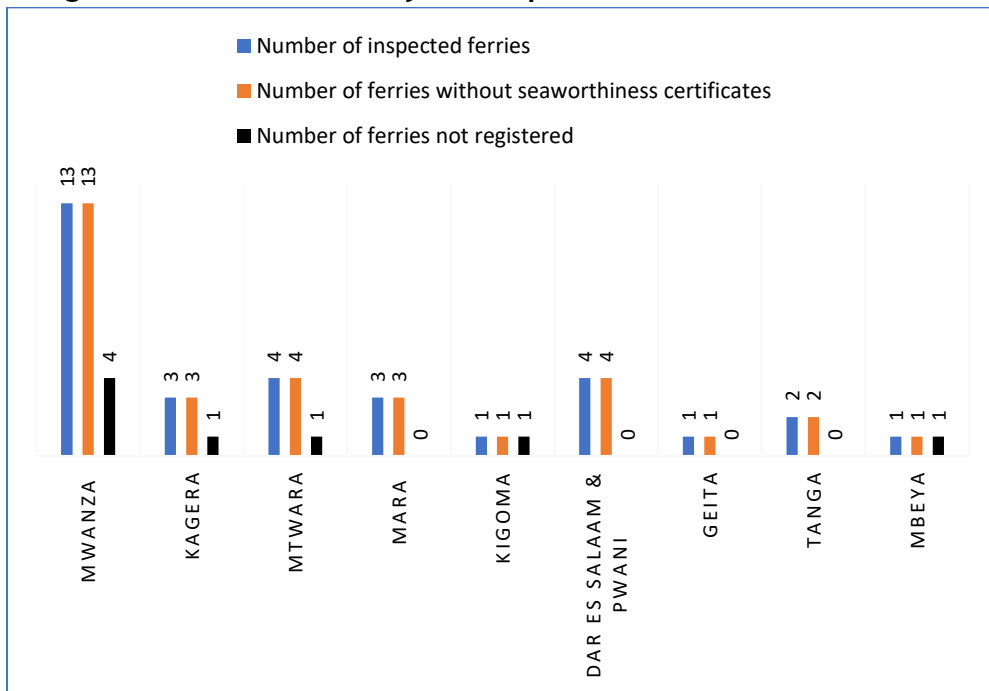
Lack of re-inspection for the small vessels led to increased violation of maritime safety rules, including maintaining sufficient life-saving equipment for both passengers and crews on board.

#### **3.4.4 Inadequate Enforcement of Compliance with Safety Requirements by Government Vessels**

TASAC enforces compliance with maritime safety requirements by government vessels through inspections. The audit noted that in 2024, TASAC inspected 32 ferries owned by TEMESA and assessed compliance with several issues, including vessel certificates such as registration, seaworthiness, minimum manning level certificates, engine functionalities, insurance certificates, fire protection equipment, and life-saving appliances.

Based on the reviewed TASAC's Report on the Status of Ferries, not all the Ferries owned by TEMESA complied with the safety requirements as some of them lacked seaworthiness and registration certificates. **Figure 3.6** indicates the compliance status in registration and possession of seaworthiness certificated by inspected ferries in the year 2024.

**Figure 3.6: Extent of Possession of Seaworthiness Certificates and Registration Certificates by the Inspected TEMESA Ferries in 2024**



Source: TASAC's Report on the Status of Ferries, 2024

Figure 3.6 shows that 32 TEMESA Ferries, equivalent to 100%, did not possess the Seaworthiness Certificates. A lack of seaworthiness certificate indicates that the ferries have not been surveyed or inspected to see if they have passed the required safety checks to be able to sail without problems. It further indicates that the conditions of the vessel in terms of safety are unknown. The analysis also shows that eight out of 32 TEMESA ferries, equivalent to 22% of the ferries, were operating without being registered by TASAC in the year 2024.

Moreover, all the TEMESA vessels did not possess insurance coverage against risks of loss or damage to third parties, contrary to the requirement of Section 4 of the Merchant Shipping (Compulsory Insurance for Third Party Liabilities) Regulations, 2011.

All the 32 inspected TEMESA Ferries were required to be penalized or detained from operating as per the requirement of the Merchant Shipping Act, 2003, and Government Notice No. 13 dated 26 March 2004 regarding

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notification for non-compliance. However, the audit revealed that except for Kigamboni Ferry, which was detained due to engine failure, the remaining 32 ferries were recommended to rectify the observed anomalies while operating.

Interviewed Officials from TASAC stated that inspected TEMESA ferries were left to operate due to the significance of the services they offer to the public, as the government is the main provider of the ferries services in the country.

Inadequate enforcement of safety rules by the government-owned vessels may pose risks to the safety of both passengers and crew members on board if TASAC does not take immediate regulatory actions.

### **3.4.5 Risk of Illegal Discharge of Ballast Water by Foreign Ships**

In 2004, the International Maritime Organization (IMO) adopted the International Convention for the Control and Management of Ships' Ballast<sup>16</sup> Water and Sediments (BWM), which came into force in 2017. As of 15 July 2021, 86 countries were contracting States to the BWM Convention (representing 91.12% of the gross tonnage of the global merchant fleet)<sup>17</sup>.

While ballast water is essential for safe and efficient modern shipping operations, it may pose serious ecological, economic, and health problems to marine species if not properly controlled. These include bacteria, microbes, small invertebrates, eggs, cysts and larvae of various species<sup>18</sup>.

However, the United Republic of Tanzania is not a Member State of the International Convention for the Control and Management of Ships' Ballast Water and Sediments (BWM) by neither ratifying nor domesticating the BWM Convention. This is despite the requirement of Section 60(1) of the Tanzania Shipping Agencies Act, 2017, which highlights Tanzania's obligations to align with international or regional agreements or conventions relating to

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<sup>16</sup> Ballast Water“ means water with its suspended matter taken on board a ship to control trim, list, draught, stability or stresses of the ship (Refer to the International Convention for Control and Management of Ships' Ballast Water and Sediments, 2004)

<sup>17</sup> [https://en.wikipedia.org/wiki/Ballast\\_Water\\_Management\\_Convention](https://en.wikipedia.org/wiki/Ballast_Water_Management_Convention)

<sup>18</sup> <https://www.imo.org/en/OurWork/Environment/Pages/BallastWaterManagement.aspx#:~:text=The%20Convention%20requires%20all%20ships,procedures%20to%20a%20given%20standard.>

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maritime transport services, maritime environment, and safety and security measures.

Non-ratification and domestication of the BWM Convention were attributed to the insufficient initiative taken by both TASAC and the Ministry of Transport to ratify and domesticate the Ballast Water Management Convention. TASAC through Letter with Ref. No. CCA 224/384/01/106, dated 13 January 2023, submitted a list of IMO priority Conventions to the Ministry of Transport. The BWM Convention was among the conventions submitted, but the auditors did not observe any follow-up actions taken by TASAC after that communication took place.

Non-ratification and domestication of the Ballast Water Convention limit the TASAC's Flag and Port State Inspectors from conducting port state inspections of foreign ships to assess the extent of compliance with the Ballast Water Convention by those foreign vessels that visited the Country.

Consequently, the risks of illegal discharge of ballast water by Tanzanian-flagged and foreign ships remain high. This situation could result in the spread of invasive and alien species into the United Republic of Tanzania's marine water environment.

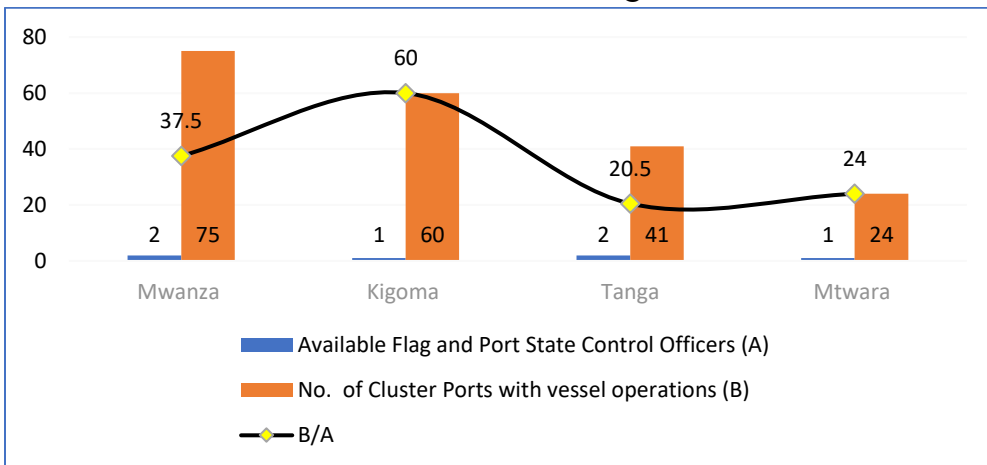
#### **3.4.6 Inadequate Enforcement of Marine Vessels' Compliance with Requirements of Protective Gears**

Section 244 of the Merchant Shipping Act 2003 requires the ship owners and masters to adhere to the requirements of the ship safety certificate, including the adherence to the issued seaworthiness and manning certificates. Also, for vessels to operate, seaworthiness certificates for big vessels and local safety certificates for small vessels are required. TASAC issues the certificates after surveying vessels to assess whether the vessels meet the required maritime safety requirements, including the requirement for ship crew to have protective gear while on board the ship.

Based on interviews and the inspection of issued local safety and seaworthiness certificates, TASAC is compliant with the certification issuance process. However, after review of the inspection report, it was noted that TASAC did not verify whether operators were complying with the terms and conditions outlined in the certificates issued to them. This is

partly because TASAC relied on Flag and Port State Control Officers in regional offices to enforce compliance. Interviews with officials in the visited regions revealed that enforcement activities were conducted on an ad-hoc basis due to the scarcity of officers relative to the number of total ports with vessel operations. **Figure 3.7** indicates the number of Flag and Port State Control Officers compared to existing cluster ports in the visited regions.

**Figure 3.7: Number of Flag and Port State Control Officers and Total Ports in the Visited Regions**



Source: Auditors' Analysis of the Database for the Cluster Ports in the Visited Region, 2024

**Figure 3.7** indicates that the Mwanza region has 75 cluster ports with vessel operations but only two stationed officers. Similarly, Kigoma, Tanga, and Mtwara have 60, 41, and 24 ports, respectively, with one Flag and Port State Control Officer assigned to each region. These officers are responsible for daily operations as the officer-in-charge and enforcing compliance with safety requirements for marine vessels operating within their jurisdictions.

The audit noted that, due to a limited number of Officers and a high number of existing cluster ports, the vessel survey and inspections in the cluster ports were visited on an ad-hoc basis to enforce maritime safety compliance.



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### 3.4.7 Non-Provision of Feedback to IMO from Observed Audit Findings

The IMO Instruments Implementation (III) Code (resolution A.1070(28), 2013) articulates that Member States should carry out follow-up action to ensure that maritime administration fulfils their obligations regarding maritime safety and marine environmental protection. The Code emphasizes the need for continuous performance improvement in these areas. To evaluate compliance, the IMO conducts audits under the Member State Audit Scheme to assess how well Member States meet their obligations under the IMO instruments to which they are a party.

The audit team reviewed the IMO Member State Audit Scheme report for the United Republic of Tanzania (URT), which took place from March 9th to 18th, 2019, and covered the URT's Flag, Coastal, and Port State obligations regarding the applicable IMO instruments to which Tanzania is a party. In this report 23 findings were documented and issued to the United Republic of Tanzania. Details of these findings, together with 11 areas for further improvements, are presented in **Appendix Eight** and **Nine** of this report.

The IMO Letter dated August 3, 2020, addressed to the Director General of the Zanzibar Maritime Authority (ZMA) on behalf of Tanzania, emphasizes the need for the United Republic of Tanzania to continue responding to the IMO audit. This response was supposed to align with the agreed corrective action plan, including corresponding target completion dates for each audit finding and observation.

Moreover, this letter indicated that the IMO emphasized the importance of the United Republic of Tanzania to provide the audit team leader and member states with relevant updates on the progress of the corrective action plan as target deadlines approach. This includes documented evidence of the implementation of the recommendations. However, our examination of the Corrective Actions Form signed by the URT representative revealed that all scheduled deadlines for completing these actions have passed, and no documentation has been provided to auditors to confirm their completion within the designated time frame.

Through interviews with senior officials from TASAC, it was noted that TASAC did not submit any responses to the action plan on the issued audit

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finding and recommendations from IMO as feedback on measures and improvements done by TASAC after the audit. The management of TASAC added that the corporation lacks the authority to establish a direct feedback mechanism with IMO on the IMO Member State Audit Scheme (IMSAS), which involves both Mainland Tanzania and Zanzibar. Thus, the Ministries responsible for maritime affairs from both governments coordinate the submission of IMSAS responses. However, TASAC did not provide evidence indicating the status of the corrective actions that were implemented in the IMSAS audit. Also, TASAC did not submit progress on the implementation of the IMSAS audit to the Ministry of Transport ready for submission to IMO.

Failure to respond to audit findings and recommendations may result in Tanzania being considered non-compliant with its obligations under various IMO instruments. This could lead to reputational damage and a reduction of the credibility of the United Republic of Tanzania within the international maritime community.

### **3.5 Coordination between TASAC and Other Stakeholders in the Regulation of Marine Vessels**

One of the strategies of TASAC's Approved Strategic Plan of 2021/22 - 2025/26 is strengthening Institutional relationships with National, Regional or International Maritime Regulatory Organizations and facilitating coordination of key Stakeholders. Through interviews, document reviews, and physical verifications, it was noted that TASAC coordinates with other stakeholders; however, deficiencies were noted, as described below.

#### **3.5.1 Inadequate Coordination and Information Sharing with Sector Ministries and Institutions in the Regulation of Marine Vessels**

The audit noted inadequate coordination and information sharing between TASAC and other institutions in the regulation of marine vessels. This was contrary to the TASAC Strategic Plan of 2021/22 -2025/26, which aims to build new and maintain institutional relationships with relevant National, Regional and International Organizations and facilitate coordination of key stakeholders.

**Table 3.12** highlights the institutions involved in different areas of the maritime sector, the types of information shared among participants, and the existing gaps in these collaborative efforts.

**Table 3.12: Coordination Conducted Between TASAC, Ministry and Institutions**

Ministry/ Institutions	Coordination Area	Information Shared	Indications of Ineffective Coordination
Ministry of Transport	Policy or regulation formation	Amendments of existing regulations and requirements for the formation of new regulations	<ul style="list-style-type: none"> <li>• Presence of unratified IMO conventions</li> <li>• Lack of regulations prepared from the ratified conventions</li> </ul>
TPA	Ports regulation activities vessels	Inspection and Survey reports on the status of Tug boats, Pilot boats and patrol Boats	Presence of vessels with deficiencies servicing at the ports
TEMESA	Regulation of ferries	Inspection and Survey reports on the status of ferries	Presence ferries with deficiencies
Marine Services Company Limited	Ship activities	Inspection and Survey reports on the status of vessels operating in Lake Tanganyika, Nyasa and Victoria.	Unavailability of flag state vessels to provide services due to maintenance
Maritime Training and Research Institutions such as DMI and Fisheries, Education	Certification of seafarers	Validity of seafarer's data and Information	The presence of personnel operating marine vessels with less than the required minimum qualification

Ministry/ Institutions	Coordination Area	Information Shared	Indications of Ineffective Coordination
and Training Agency (FETA)			
Tanzania Revenue Authority (TRA)	Filing of tax for vessels	Information or data associated with taxation.	Lack of an integrated system to enable the sharing of information
Beach Management Unit	Ensuring compliance of vessels operating in beach areas	Activities carried out in beach areas that might cause environmental pollution	Presence of environmental pollution caused by vessels
Public (Marine Vessels Users)	Awareness provision	Marine safety requirements, environment protection, blue economy opportunities	Inadequate awareness of marine safety

*Source:* Auditors' Analysis on the Interviews Conducted with TASAC Officials and TASAC Strategic Plan 2021/22-2025/26

**Table 3.12** outlines the information that was inadequately communicated and may impact the regulatory performance of TASAC. Despite the challenges in coordination and information sharing between TASAC and various ministries and institutions involved in marine vessel regulation, the audit noted that TASAC had not made sufficient efforts to enhance coordination. Specifically, it was noted that there has been a lack of development of a Memorandum of Understanding (MoUs) with key stakeholders that are not directly regulated by TASAC, such as TRA, TBS, the Tanzania Police, the Navy, and so on. This absence of formal agreements hampers effective information sharing and collaboration on maritime safety and regulatory issues.

The inadequate coordination between TASAC and regulated service providers for marine vessels is linked to the lack of an automated system for marine vessel regulation. This is because this system would facilitate

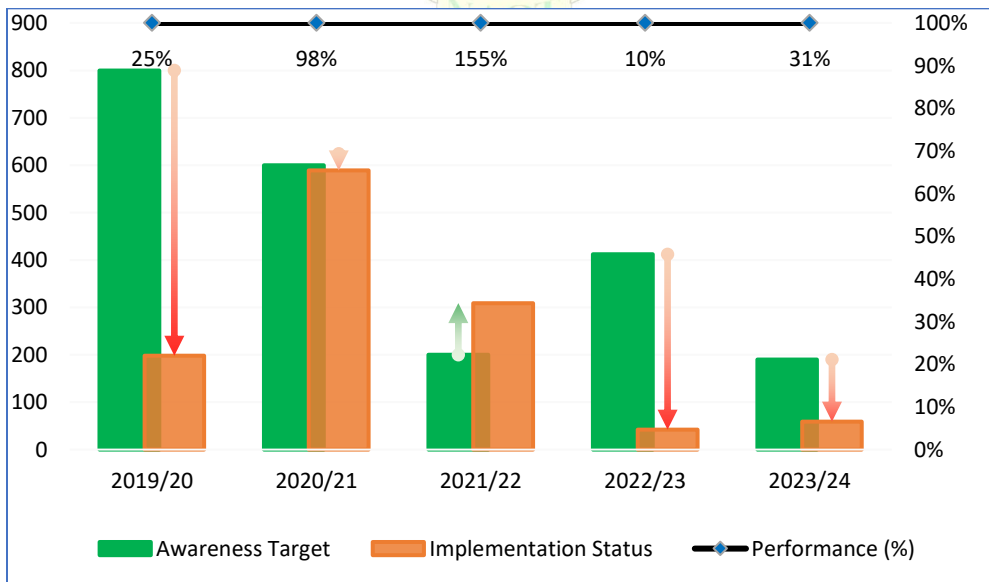
stakeholders integration in their operations on maritime transport, hence enhancing the coordination of activities.

### 3.5.2 Inadequate Provision of Awareness to the Public and Users of Marine Vessels

The audit noted inadequate awareness provision to users of marine vessels and other stakeholders despite the need for dissemination of information and creation of awareness on maritime environment safety and security matters as stipulated in Section (11) of the Tanzania Shipping Agency Act, 2017. Additionally, TASAC is responsible for managing the marketing, advertisement, and selling of the corporation's services and products.

A review of TASAC's Medium-Term Expenditure Framework, with their Implementation Status Reports on Planned Activities on Awareness Programs from 2019/20 to 2023/24, revealed the following as shown in Figure 3.8.

**Figure 3.8: Performance of TASAC's Safety and Awareness Meetings/programmes for Maritime Stakeholders from 2019/20 to 2023/24**



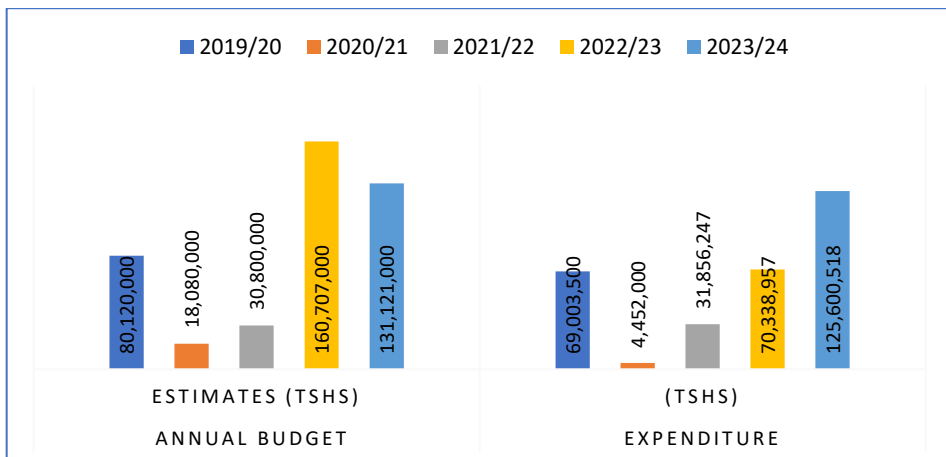
*Source:* Medium-Term Expenditure Framework and Implementation Status of Planned Activities 2019/20 - 2023/24

From **Figure 3.8**, the performance in the implementation of awareness programmes ranges from 10% to 155%, whereby TASAC achieved the set targets of conducting awareness programmes in the financial years 2021/22 by 155%. However, the Corporation did not attain the set targets in the financial years 2019/20, 2020/21, 2022/23, and 2023/24, in which the performance was lower than 100%.

Limited public awareness among marine vessel users is partly due to TASAC’s reliance mostly on in-person visits as the means of conducting its public awareness. Given that TASAC has no operational database containing updated information on active vessels, it cannot effectively assess the reach and impact of its awareness programs or track user participation. This lack of data makes it challenging to measure program effectiveness and overall outreach.

In addition to in-person visits, the audit noted that TASAC raises public awareness through printed brochures, banners, and electronic media platforms, including social media, radio, and TV. TASAC further engages stakeholders on special occasions such as World Maritime Day, Seafarers Day, Sabasaba Day, and Nanenane Day. **Figure 3.9** presents the budget allocated to these awareness programs.

**Figure 3.9: Budget and Expenditures for Awareness Programmes Conducted**



*Source:* Medium-Term Expenditure Framework and Implementation Status of Planned Activities 2019/20 - 2023/24

**Figure 3.9** shows fluctuations in estimates and expenditures for awareness programs from 2019/20 to 2023/24. After 2019/20, both estimated budget and expenditure dropped significantly, especially in 2020/21, revealing implementation challenges. In 2021/22, expenditures aligned more closely with the budget. However, in 2022/23, there was a substantial budget increase, but the spending was lower, which matched the performance. In 2023/24, expenditures surged to 95% of the budget, indicating improved execution. The fluctuating estimates and expenditures were attributed to fluctuating plans and implementation of awareness programs, as illustrated in **Figure 3.8**.

A review of fund uses and effectiveness of awareness programmes revealed that, despite TASAC's safety awareness programs, small vessels at Mtwara, Tanga, and Mwanza regions continue to lack essential safety equipment such as the Global Positioning System (GPS). Interviews with users showed a limited understanding of the importance of such tools, especially GPS, radios, and navigation lights. Furthermore, TASAC's annual targets for these programs did not specify the stakeholders or groups to be targeted, affecting the overall effectiveness.

Another indication of the ineffectiveness of the conducted awareness programmes was that marine vessels operated without life-saving appliances in the visited regions, as shown in **Table 3.13**.

**Table 3.13: Compliance to Life-saving Appliances (life jackets and life buoys) of Vessels**

Name of the Visited Region	Number of Inspected Vessels (A)	Number of Vessels with Sufficient Life Jackets (B)	Percentage of Compliance (B)/(A)*100	Number of Vessels with Sufficient Life Buoys (C)	Percentage of Compliance (B)/(A)*100
Tanga	9	5	56	3	33
Mtwara	4	3	75	2	50
Mwanza	6	4	67	4	67
Kigoma	5	2	40	1	20

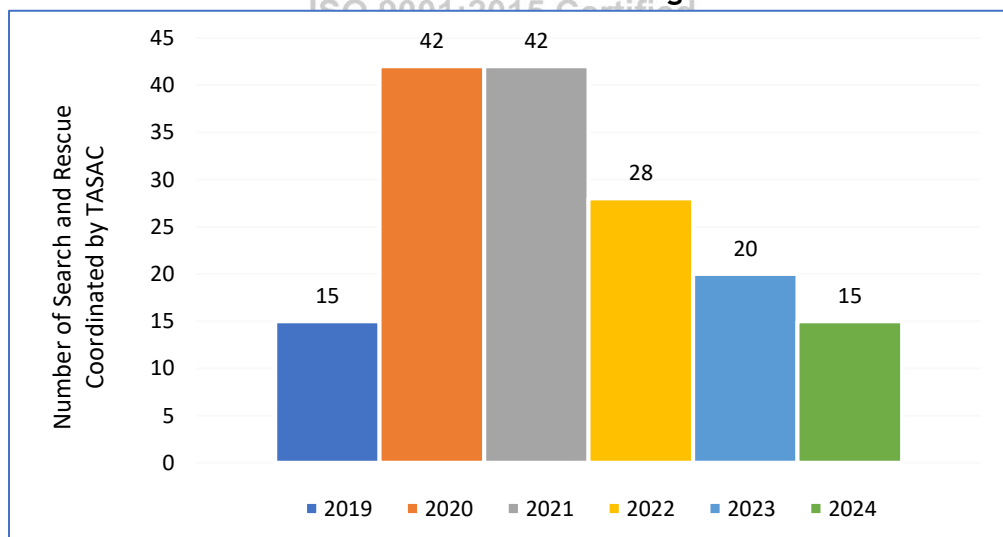
*Source:* Auditors' Physical Verification of Visited Marine Vessels, 2024

From **Table 3.13**, the result of physical verification data shows that 24 vessels were evaluated within four regions, which are Tanga, Mtwara, Mwanza and Kigoma, whereby Mtwara had the highest compliance for life jackets at 75%, followed by Mwanza at 67%, and Tanga at 56% and Kigoma at 40%. For life buoys, Mwanza also led with 67% compliance, followed by Mtwara at 50%, Tanga at 33% and lastly Kigoma at 20%. The variations in compliance percentage were caused by differences in regulatory enforcement as well as awareness of safety issues.

### 3.5.3 Search and Rescue Activities During Accidents of Marine Vessels were not Adequately Coordinated

It was noted that operations conducted by TASAC for search and rescue during accidents were not adequately coordinated, contrary to TASAC's function of regulating the maritime environment, safety, and security as stated in Section 11(e) of the Tanzania Shipping Agencies Act, 2017. A review of Incidents and accidents reported at the Maritime Rescue Coordination Centre revealed the number of search and rescue coordinated by TASAC from 2019 to August 2024, as shown in **Figure 3.10**.

**Figure 3.10: Coordinations of Search and Rescue by Maritime Rescue Coordination Centre during Accidents**



*Source:* Accidents/Incident Occurred Inside Tanzanian SAR Region from January 2019 - August 2024



From **Figure 3.10**, it can be seen that from 2019 to 2024, there were a total of 162 coordinated search and rescue incidents. The highest incidents occurred in 2020 and 2021, with 42 incidents yearly. The lowest number of incidents, which was 15, occurred in 2019 and 2024, while in 2022 and 2023, the coordinated incidents were 28 and 20, respectively.

Further review of incidents and accidents reported at the MRCC revealed that despite the coordinated rescue incidents, there were deaths among the people involved in the accidents that were above the target in the years 2022 and 2024. This indicated that the rescue activities coordinated by TASAC were not adequately done. **Table 3.14** indicates the number and percentage of deaths that occurred in the coordinated rescue incidents.

**Table 3.14: Loss of Life During Search and Rescue**

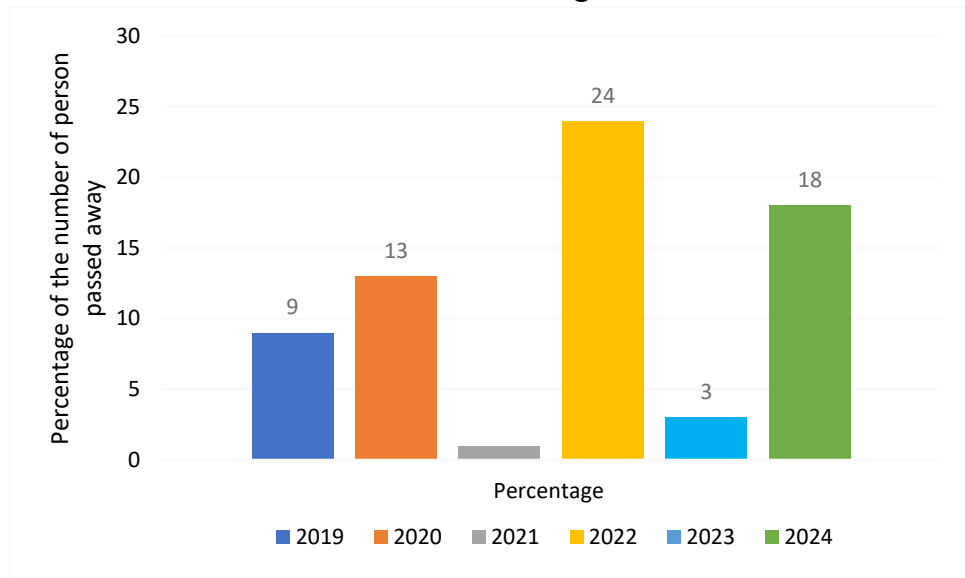
Year	Total number of persons involved in distress (A)	Number of persons rescued (B)	Number of Persons Passed away (C)	Death Toll Reduction Target (D) in %	Percentage of death (E=(C/A) *100)	Difference in % (D-E)
2019	169	153	16	17	9	8
2020	455	397	58	17	13	4
2021	1425	1404	21	17	1	16
2022	229	173	56	16	24	(8)
2023	280	273	7	15	3	12
2024	108	89	19	14	18	(4)

*Source:* Accidents/Incident Occurred Inside Tanzanian SAR Region from January 2019 - August 2024

**Table 3.14** indicates that TASAC achieved the set target of reducing deaths from marine accidents in the years 2019, 2020, 2021 and 2023. However, for 2022 and 2024, the Corporation did not manage to reduce death tolls to 16% and 14%, respectively. This indicates that TASAC's efforts to reduce the death toll from 17% in 2019/20 to 10% in 2025/26, as outlined in the Strategic Plan for 2021/22-2025/26 still need improvement. Inadequate search and rescue coordination mechanisms between TASAC and other actors were the main contributing factors to the failure to achieve the set

targets in death toll reduction. The fluctuation in the number of deaths is further presented in Figure 3.11.

**Figure 3.11: Percentage of Persons Passed Away during Search and Rescue from 2019- August 2024**



*Source:* Accidents/Incident Occurred Inside Tanzanian SAR Region from January 2019 - August 2024

Figure 3.11 shows the trends in the loss of life among the people involved in the accidents that occurred inside the Tanzania SAR region. Inadequate search and rescue during incidents were attributed to the lack of Maritime Rescue Coordination Centers (MRCCs and Sub-centers in all maritime regions, which would act as the standby centres for immediate responses to any reported accidents. Due to the inefficiencies of these centres, the response time to incidence could be higher, leading to loss of life.

The visit to TASAC’s Dar es Salaam Marine Search and Rescue Coordination Centre revealed that TASAC had only one working MRCCs at Dar es Salaam while the other was under construction in the Mwanza Region. This shows a slow process to the implementation of the target to ensure 8 Rescue Sub-centers (RSC) constructed by June 2026, according to a Presentation on Sensitization of TASAC 2<sup>nd</sup> Five-Year Strategic Plan (2021/22 -2025/26).

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Additionally, the audit noted that the inadequate search and rescue coordination during accidents of marine vessels was also attributed to the lack of the Search and Rescue Act that would mandate TASAC to engage other institutions such as Rescue and Fire Fighting Services, Disaster Management Department, Tanzania Police Force, Tanzania Ports Authority and others responsible for coordinating search and rescue and ensure immediate response from the respective institutions.

Furthermore, inadequate number of surveillance, monitoring, search and rescue boats also reduces effective emergency response capabilities. The audit noted that TASAC had only one boat, which had been acquired through the United Nations Development Programme (UNDP) on September 20<sup>th</sup>, 2024. TASAC did not prioritize the issue of acquiring the rescue boats, as was noted during the review of the Mid-term Expenditure Framework of 2022/23-2023/24. However, in the financial year 2024/25, TASAC planned to purchase one search and rescue speed boat with medical facilities and one normal search and rescue speed boat. It was noted that the TASAC's Tender Board Meeting held on 25 November 2024 approved the evaluation report and recommendation for pre-contract negotiation for the supply and commissioning of search and rescue boats.

Moreover, TASAC, under the Multinational Lake Victoria Maritime Communication and Transport Project (MLVMCT), is in the final process of acquiring two search and rescue boats that will operate in Lake Victoria.

### **3.6 MoT did not effectively Monitor and Evaluate its Performance and that of TASAC**

#### **3.6.1 MoT has not Ensured that the Legal Framework for Regulating Transport Services, Including Marine Vessels, is Adequately Established and Functioning**

Effective legal frameworks for regulating maritime transport services are essential to also ensure that regulatory activities on marine vessels are efficiently executed by both the oversight and implementing institutions. However, the audit revealed deficiencies, as detailed below.

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### **(a) Absence of the Comprehensive National Maritime Transport Policy and its Implementation Strategy**

The audit noted that the United Republic of Tanzania lacks a specific National Maritime Transport Policy; as a result, the maritime operations are handled by the outdated National Transport Policy of 2003. This policy provides policy directions to all the transport sectors, such as land, air, railway transport, and maritime transport.

Interviewed Officials from the Ministry of Transport stated that the lack of specific policy on maritime transport has caused the maritime transport sector to be partially covered in terms of infrastructures, service delivery, institutional arrangements and performance monitoring mechanisms.

The audit further noted that in August 2023, the Ministry of Transport evaluated the National Transport Policy, 2003, in collaboration with a private consultant. The evaluation revealed that the absence of a National Maritime Transport Policy prevents Tanzania from fully optimising its geographical position as a maritime nation surrounded by six landlocked countries.

The absence of a comprehensive National Maritime Transport Policy limited the development of necessary regulations and policy directions to guide the development of maritime transport in the country and benefit from the blue economy<sup>19</sup>. Moreover, the lack of comprehensive policy guidance for those responsible for planning and development of the maritime transport sector has led to fragmented plans and programs.

### **(b) Unfunctional National Marine Search and Rescue Plan**

Based on Article 98 of the United Nations Convention on the Law of the Sea (UNCLOS), 1982, every coastal state has to promote establishing, operating, and maintaining search and rescue services for safety on and over the sea. Also, where circumstances require it, the coastal state should cooperate with neighbouring states through mutual regional arrangements.

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<sup>19</sup> Ministry of Transport, August 2023, Evaluation of the National Transport Policy, 2003.

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From interviews with Officials from both TASAC and the Ministry of Transport, the audit revealed that the National Search and Rescue Plan was not in operation by the implementing agents, including TASAC and the Ministry of Transport. The Plan was still in the draft stage under the Ministry of Transport for 10 months since it was completed in December 2023. Presence of non-operational National Maritime Rescue and Search Plan was mainly attributed to the absence of the National Maritime Policy and the Rescue and Search Legislation. The Ministry could not approve and disseminate the draft Plan due to the absence of legal instruments guiding the roles and responsibilities of each stakeholder. The risk of high mortality during an accident is high due to inadequate rescue efforts and the absence of a plan describing the coordination mechanism between the key stakeholders.

### **3.6.2 Absence of the National Master Plan for Maritime Transport Development**

Review of the Comprehensive Transport and Trade System Development Master Plan prepared in February 2013, it was noted that the focus of this plan was to develop a future vision for transport corridors and freight transport strategy in Tanzania and not directly to address aspects of maritime transport development. As a result of the lack of a national master plan for maritime transport, there was no National Road map to guide and outline the strategies for improving a country's maritime sector, including its infrastructure development, regulatory frameworks, safety, sustainability, and capacity building for the enhancement of maritime transport systems that support economic growth and trade in the present and future.

The reason for the lack of a Master Plan for the regulation of Marine vessels is the absence of a National Maritime Policy that would address the development of maritime transport infrastructures and services. Furthermore, it was noted that, MoT conducted an evaluation of the National Transport Policy of 2003, which was completed on 15<sup>th</sup> August 2023, and it was recommended that a National Maritime Transport Policy is needed to address the development of maritime transport infrastructure and services in line with the IMO Rules and Regulations.

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A National Maritime Transport Policy will also provide a framework for the National Master Plan for maritime development by outlining objectives and guidelines that enhance maritime infrastructure and services. It also identifies priorities like safety and sustainability, which inform the master plan's direction and support a comprehensive approach to maritime development that aligns with national economic goals.

The absence of a National Master Plan for maritime transport development undermines the efficiency and sustainability of maritime activities. In addition, it leads to ineffective resource allocation, inadequate investment in the blue economy, increased safety and environmental risks and obstructs critical infrastructure development. Furthermore, without a comprehensive framework, the maritime sector will struggle to effectively address the challenges caused by the rapid economic growth of the sector.

### **3.6.3 Monitoring of the Bilateral and Multilateral Agreements Regarding the Regulation of Marine Vessels by the Ministry of Transport**

The functions of the Maritime Transport Services Section are to Analyse and advise on ratification and acceding to International Conventions, Protocols, and Agreements regarding Maritime Transport. Also, it provides advice on Bilateral and Multilateral agreements regarding Ports and Commercial Shipping services;

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The audit acknowledges the availability of bilateral and multilateral agreements between Tanzania and other international maritime organizations, including IMO. Also, it acknowledges the availability of performance contracts between MoT and TASAC, which also includes close monitoring of MoT in relation to the bilateral and multilateral agreements. However, there are hindrance factors in the implementation of international contracts, such as the unavailability of an overall strategy that encompasses the whole state. The details of the problems are explained below:

#### ***Unavailability of an Overall Strategy to Encompass the Whole State***

IMO instruments implementation code (iii code), 2013, part 1, strategy 3.1 states that to meet the objective of the Code, the state should develop an overall strategy to ensure that its international obligations and responsibilities as a flag, port, and coastal State are met.

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The review of IMO Audit part 7.19 highlighted that while ratification of International Maritime Instruments occurs at the Union level, the Ministry of Transport (MoT) in Tanzania Mainland and the Ministry of Infrastructure, Communication, and Transport (MoICT) in Zanzibar hold different responsibilities for policy formulation and implementation within their respective jurisdictions. Because maritime affairs are not classified as Union matters, these two ministries operate independently in developing and executing their national strategies.

#### **3.6.4 Inadequate Evaluation of the Performance of TASAC**

A review of the Section of monitoring and evaluation reports for the Financial Year 2023/24 revealed that the monitoring and evaluation conducted by TASAC focused on revenue collections, staff status and associated challenges. However, the evaluation of compliance levels with environmental, safety, and security standards was not addressed in the conducted M&E; instead, the ministry assessed the performance of TASAC through a performance contract signed each fiscal year.

The review of the performance contract between TASAC and MoT revealed that the Ministry evaluated TASAC based on the information submitted by TASAC. There was no verification done by the Ministry to verify the information presented by TASAC before considering the information for evaluation. This was contrary to MoT's Strategic Plan, 2021/22-2025/26, which requires the performance of institutions under the Ministry, including TASAC, to be monitored and evaluated by 100% and posed the risk of giving an evaluation result that does not reflect the actual situation on the ground.

Inadequate evaluation of TASAC performance was attributed to non-consideration of evaluation parameters when conducting monitoring activities. This would enable the Ministry to have first-hand information that would enable them to evaluate the performance of TASAC instead of relying only on the information submitted by TASAC.

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## CHAPTER FOUR

### AUDIT CONCLUSION

#### 4.1 Introduction

This chapter presents the conclusion of the audit based on the audit objective and specific objectives provided in chapter one of this report. The conclusion is categorised into two main parts: the overall and specific audit conclusions. These are detailed as follows:

#### 4.2 Overall Audit Conclusion

The audit acknowledges the efforts made by the Tanzania Shipping Agencies Corporation to ensure the safety of marine vessels by conducting ship surveys and inspections following the requirements of Part IX of the Merchant Shipping Act, 2003. These efforts serve to verify that the conditions of the ships' hull, machinery, and equipment are being maintained satisfactorily and that vessels are properly and efficiently manned. The surveys and inspections that were conducted led to the provision of vessel registration/licensing certificates, seaworthiness certificates, and minimum manning level certificates to the surveyed and inspected marine vessels.

Likewise, the Ministry of Transport improved marine vessels for inland waterways, including the construction of a ship vessel, MV Mwanza Hapa Kazi Tu, with the capacity to carry 400 tons of cargo and 1200 passengers, which had been completed by 85%. The efforts of improving marine vessels along the Great Lakes would enhance the availability of reliable marine vessels for safe marine transportation, resulting in improved trade and business for the communities along Lake Victoria and Tanganyika, which had limited access to safe and reliable marine vessels.

However, based on the audit findings presented in this report, the overall conclusion is that TASAC and MoT have not effectively regulated and monitored marine vessels to ensure that safety and reliable maritime transport services are provided in the country. Consequently, more interventions are still needed to improve the regulation of marine vessels and the monitoring activities of MoT to TASAC. This is because our findings revealed that there are unregistered/unlicensed marine vessels, an absence



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of risk-based surveys and inspections of marine vessels, an outdated marine vessel registration system, inadequate surveys and inspections conducted on marine vessels, inadequate coordination between TASAC and other stakeholders and ineffective monitoring in the regulation of maritime transport services in the country. Specifically, the audit concluded as follows:

### **4.3 Specific Audit Conclusions**

#### **4.3.1 TASAC does not have Adequate Strategies and Plans to Regulate Marine Vessels**

The audit concludes that there is a gap in TASAC's approach to planning for conducting regulatory vessel surveys and inspections. This is because, despite its legal mandate under the Tanzania Shipping Agencies Act of 2017, TASAC has not adopted structured, risk-based survey and inspection plans, leading to several deficiencies. These include missed opportunities to inspect a wider variety of vessels, inconsistent inspection coverage and revenue losses from unissued registration certificates.

TASAC does not have plans to monitor shipyards in Tanzania, as outlined in the Merchant Shipping Regulations of 2004, revealing significant regulatory and safety gaps. Despite TASAC's mandate to oversee maritime safety, shipyards constructing small and wooden vessels remain unmonitored. Lack of shipyard monitoring plans compromises shipbuilding standards, risks the safety of vessels, and limits TASAC's ability to maintain a comprehensive database of registered marine vessels.

The current marine vessel registration system in Tanzania is ineffective due to its reliance on manual record-keeping, which fails to provide up-to-date and accurate information on ship registration, expiration, or operational status. This system's weaknesses, inherited from SUMATRA, hinder efficient tracking and monitoring of vessels, creating delays in the registration process, increasing operational costs, and reducing transparency.

As a result, the absence of a centralized, automated database also limits the ability to access real-time information, making inspections and vessel tracking cumbersome. This inefficiency slows maritime operations and

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increases the risk of outdated information affecting safety and regulatory oversight.

#### **4.3.2 TASAC does not Adequately Enforce its Mandate to Regulate Marine Vessels**

The survey and inspections of marine vessels are not adequately done by TASAC through the Directorate of Maritime Safety, Security and Environment. TASAC does not survey and inspect both marine vessels with 50 gross tons or above and those below 50GT or less than 24 metres as per the set targets. TASAC also does not make follow-ups on the surveyed and inspected marine vessels to verify the implementation of the corrective actions.

The audit also noted the presence of unqualified personnel operating marine vessels in Tanzania. These pose risks to maritime safety, as highlighted by incidents such as the MV Chato II ferry accident. Some vessels operate without crew members holding the required certifications under the Merchant Shipping Regulations of 2016, including Seafarers' Training, Certification and Watchkeeping Certificates (STCW). This anomaly arises from inadequate training, inadequate regulatory enforcement, and regulatory gaps.

Shortage of qualified seafarers increases the likelihood of accidents and threatens the safety of passengers, the environment, and overall maritime operations.

TASAC, through the Ministry of Transport, does not provide sufficient feedback to the International Maritime Organization (IMO) concerning the findings and recommendations from the Member State Audit Scheme. The 2019 audit identified 23 findings and 11 areas for improvement; however, TASAC has not communicated any actions taken to address these issues. This situation presents a significant concern for Tanzania's compliance with international maritime safety and environmental protection obligations.

As a result, this practice jeopardizes Tanzania's standing within the international maritime community and poses risks to maritime safety and

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environmental integrity. Non-compliance can lead to reputational damage and a loss of credibility on a global scale.

Most deficiencies observed in enforcing regulatory measures for marine vessels in this report can be attributed to the lack of a comprehensive risk-based approach in TASAC's regulatory practices and inadequate projections of the necessary resources, such as staff, patrol boats, tools, and equipment. Consequently, maritime safety and security will continue to be compromised over the years, as evidenced by the rising number of marine vessel accidents.

#### **4.3.3 TASAC does not Effectively Coordinate with other Stakeholders in Regulating Marine Vessels**

The audit has revealed that TASAC is not effectively coordinating with other stakeholders in the regulation of marine vessels due to the presence of inadequate Memorandum of Understanding with other stakeholders who are not regulated by TASAC but are involved in the regulation of marine vessels. This situation hampers effective information sharing, which is essential for improving maritime safety. Furthermore, TASAC is also not adequately conducting maritime transport awareness programs for the public and the users of marine vessels in general.

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Moreover, there are insufficient Maritime Rescue Coordination Centers and Sub-centers in the maritime regions, leading to inefficiencies in coordinating search and rescue activities during the occurrence of vessel accidents. This inefficiency resulted in the persistent death of people involved in marine accidents.

#### **4.3.4 MoT does not Effectively Monitor and Evaluate its Performance and that of TASAC in Regulating Marine Vessels**

The Ministry of Transport in Tanzania plays a crucial role in the regulation of marine vessels by improving the maritime regulatory framework, ratification and domestication of international agreements and conventions. However, the Ministry has neither developed a Comprehensive National Maritime Transport Policy and its Implementation Strategy nor operationalized the National Marine Search and Rescue Plan. The absence

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of a proper National Master Plan for Maritime Transport Development and the lack of a specific master plan for the growth of the maritime transport sector will continue to hinder the effectiveness of TASAC's regulatory functions.

While bilateral and multilateral agreements are in place with international maritime organizations, including the IMO, and performance contracts with TASAC for monitoring purposes, significant challenges persist in effectively implementing these agreements. A key barrier is the absence of a comprehensive National Strategy that integrates all maritime affairs across various ministries, particularly between the Ministry of Transport (MoT) and the Ministry of Information, Communication, and Technology (MoICT) - Zanzibar.



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## CHAPTER FIVE

### AUDIT RECOMMENDATIONS

#### 5.1 Introduction

This chapter provides recommendations to the Tanzania Shipping Agencies Corporation and the Ministry of Transport to improve their performance in the Regulation of Marine vessels based on the audit findings in Chapter Three of this report.

The National Audit Office believes that if fully implemented, these recommendations will improve the performance of the Tanzania Shipping Agencies Corporation and the Ministry of Transport in the regulation of marine vessels in the country.

#### 5.2 Audit Recommendations to the Tanzania Shipping Agencies Corporation

##### 5.2.1 To enhance Effective Regulation of Marine Vessels

- (a) TASAC should intensify efforts to register and license all small vessels and should enforce the mandatory registration of all marine vessels of 50 Gross Tonnage (GT) and above in Tanzania Mainland, maintain an up-to-date database and take appropriate action against non-compliance to ensure all eligible vessels are registered and contain a valid license.

##### 5.2.2 To Improve Strategies and Plans for the Regulation of Marine Vessels

TASAC is urged to:

- (a) Design and implement a detailed, Risk-based Marine Vessel Survey and Inspection Plan for surveying and inspecting marine vessels. The Plan should separate between survey and inspection and prioritize vessels and regions based on identified factors to ensure consistency

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of survey and inspection coverage across all water bodies in the country;

- (b) Strategize the acquisition of patrol boats specifically designated for marine vessel survey, inspections and coordination of search and rescue activities. Sufficient patrol boats would facilitate accessibility to marine vessels, improve regulatory compliance, as well as increase government revenue through effective registration and licensing of marine vessels;
- (c) Establish a monitoring plan for shipyards engaged in the construction and repair of marine vessels, including small and big vessels. The plan should address the registration of shipyards and shipbuilders, approval of ship designs before construction, and periodic inspections to ensure adherence to proper shipbuilding practices and voluntary reporting of all accidents or near-misses;
- (d) Automate the vessel registration and licensing system to ensure real-time updates, including vessel status changes, registration expirations, and the removal of non-operational vessels; and
- (e) Enforce mandatory certification and training requirements for all marine vessel crew members. This includes conducting regular audits to verify the validity of STCW and medical fitness certificates, addressing staffing gaps, and ensuring vessels are manned by qualified personnel per regulatory standards to enhance safety and prevent accidents.

### **5.2.3 To Adequately Enforce its Mandate to Regulate Marine Vessels**

TASAC is urged to:

- (a) Strengthen the mechanisms to ensure that the follow-up surveys and inspections are conducted on the surveyed and inspected vessels;
- (b) Ensure that the port state inspections of foreign vessels visiting Tanzania annually are adequately conducted and reported. The

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activity should ensure that the Tanzania marine environment's safety, security and protection are frequently regulated;

- (c) In collaboration with the Ministry of Transport, a structured feedback mechanism should be established that would facilitate responding to audit findings and recommendations from the International Maritime Organization. The responses should be communicated to the IMO to demonstrate compliance and commitment of the country to maritime safety, security, and environmental protection; and
- (d) Expedite the ratification and domestication of the International Convention for the Control and Management of Ships' Ballast Water and Sediments (BWM) to align with Section 60(1) of the Tanzania Shipping Agencies Act, 2017. This will enable TASAC and the Ministry of Transport to enforce compliance with the BWM Convention, conduct effective port state inspections, and mitigate the risks of illegal ballast water discharge, thereby protecting Tanzania's marine environment from invasive and alien species.

#### **5.2.4 To Effectively Coordinate with Other Stakeholders in Regulating Marine Vessels**

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TASAC is urged to:

- (a) Facilitate the establishment of a structured coordination mechanism that would involve all stakeholders in the maritime transport sector. The mechanism should enhance the effective collaboration of all stakeholders in marine vessels' regulatory activities, including vessel safety and search and rescue activities.

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## 5.3 Audit Recommendations to the Ministry of Transport

### 5.3.1 To Improve Monitoring of Marine Vessels

MoT is urged to:

- (a) Develop a Comprehensive National Maritime Transport Policy and its Implementation Strategy.
- (b) Develop the National Master Plan for Maritime Transport Development and Operationalize the Marine Search and Rescue Plan;
- (c) Strengthen monitoring of bilateral and multilateral agreements regarding maritime transport services. The monitoring system should ensure that the country enters all mandatory multinational and bilateral maritime conventions, that their execution is monitored and evaluated; and
- (d) To collaborate with TASAC and other stakeholders like the TPDF Naval Command, TPA, TEMESA TASHICO, TAFICO, and other investors in the construction of a dry dock with a capacity of 10000 gross tons or more on the Indian Ocean Coast. This will ensure that our strategic ships will be repaired within the country when the time comes, cost-saving for abroad ship dry docking, creating a source of government revenues and creation of employment opportunities.



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## REFERENCE

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Ministry of Transport (2023); Budget report for financial year 2023/24.
2. Ministry of Transport (2024); Budget report for financial year 2024/25 5.
3. Tanzania Shipping Agencies Corporation (2021); Five Years Strategic Plan for 2021/22 - 2025/26.
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5. Tanzania Shipping Agencies Corporation (2024); Internal Audit Report for Financial Year 2023/24.
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9. The United Republic of Tanzania (2009); Water Management Act.
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11. The United Republic of Tanzania (2014). Merchant Shipping (Survey, Inspection, and Certification) Regulations, 2014.
12. The United Republic of Tanzania (2017); Tanzania Shipping Agencies Act, 2017.
13. The United Republic of Tanzania (2021); Census of Small Marine Vessels Mainland Tanzania Report, 2021.

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## APPENDICES

### Appendix One: Responses from the Audited Entities

This part covers responses from the Audited Entities, the Tanzania Shipping Agencies Corporation and the Ministry of Transport. The responses are divided into two parts, namely General and Specific comments, as detailed below:

#### Appendix One(a): Responses from the Tanzania Shipping Agencies Regulatory Authority

##### Overall responses

TASAC acknowledges the auditor's recommendations as critical steps toward strengthening maritime safety, security, environmental protection, and compliance with international standards. The recommendations address key areas, including vessel registration, inspection, training, stakeholder coordination, regulatory enforcement, and environmental protection. TASAC has already undertaken several measures, such as incorporating compliance checks into the Flag State Control (FSC) manual, conducting risk-based inspections, and enhancing data systems through the ongoing development of the Maritime Administration Management System (MAMS). These efforts align with TASAC's mandate to ensure a safe and efficient maritime transport sector while addressing gaps in regulation, stakeholder engagement, and international convention compliance.

TASAC is implementing a structured approach to address the recommendations, including establishing the National Maritime Forum for stakeholder collaboration, facilitating the ratification of key international conventions, and enhancing inspection frameworks to ensure compliance with STCW requirements. The Corporation will strengthen vessel registration and licensing processes through the operationalization of the MAMS system by 2026 while prioritising the procurement of additional patrol boats to enhance inspection and search-and-rescue capabilities.

TASAC reaffirms its commitment to enhancing Tanzania's maritime safety, security, and environmental protection in alignment with national and international standards.

## Specific Responses

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
1.	TASAC should intensify efforts to register and license all small vessels and should enforce the mandatory registration of all marine vessels of 50 Gross Tonnage (GT) and above in Tanzania Mainland, maintain an up-to-date database and take appropriate action against non-compliance to ensure all eligible vessels are registered and contain a valid license.	TASAC acknowledges the need to enhance vessel registration and licensing efforts to ensure safety, compliance, and revenue collection. Currently, TASAC is in the second phase of developing the Maritime Administration Management System (MAMS), which includes a ship registration module. This system, which is expected to be operational by July 2026, will significantly improve the registration process, ensure all vessels meet regulatory standards, and maintain an accurate and up-to-date database	<p>1.Immediate actions (Prior to MAMS Implementation) :</p> <ul style="list-style-type: none"> <li>i. To continue with awareness campaigns to educate Ship owners on the mandatory registration and licensing requirements.</li> <li>ii. To increase the number of FPSC officers in regional officers to strengthen enforcement</li> <li>iii. To purchase Patrol Boats for purposes of reaching small vessels in islands</li> </ul>	<p>Ongoing</p> <p>July 2025</p> <p>July 2026</p>

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
		of registered vessels.		
2.	Design and implement a detailed, Risk-based Marine vessel Survey and Inspection Plan for surveying and inspecting marine vessels. The Plan should separate between survey and inspection and prioritize vessels and regions based on identified factors to ensure consistency of survey and inspection coverage across all water bodies in the country.	TASAC acknowledges this recommendation, and for the financial year 2025/2026, TASAC will separate survey and inspection activities to better fulfil its regulatory obligations. Also, TASAC is in the process of developing a Flag State Implementation (FSI) manual, which will incorporate risk-based inspection procedures. Further, a survey and inspection plan for marine vessels will be prepared annually to ensure that all vessels are reached. This structured approach will ensure all vessels are surveyed and	To separate survey and inspection activities in the annual plan to be prepared in the financial year 2025/2026 plan;  To develop the Flag State Implementation (FSI) Manual and implement the developed annual inspection plan	July 2025  September 2025

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
		inspected systematically and in alignment with National Regulations.		
3.	<p>Strategize the acquisition of patrol boats specifically designated for marine vessel survey, inspections and coordination of search and rescue activities.</p> <p>Sufficient patrol boats would facilitate accessibility to marine vessels, improve regulatory compliance, and increase government revenue through effective registration and licensing of marine vessels.</p>	<p>TASAC acknowledges this recommendation, and currently, TASAC has one operational patrol boat for the Indian Ocean, particularly in Dar es Salaam. Also, TASAC has one ambulance boat and two search and rescue boats under construction to operate in Lake Victoria, and they are expected to be operational by July 2025. These boats will also serve as inspection and patrol vessels when not engaged in rescue operations. Additionally, TASAC allocated 3 billion Tanzanian shillings in the</p>	<p>i. Two search and rescue boats are under construction and expected to commence operations in Lake Victoria by July 2025.</p> <p>ii. TASAC is in the process for procurement of two search and rescue boats during the ongoing Financial year 2024/25</p> <p>i. TASAC has allocated in its 2025/26 a budget of TZS 3 for the procurement of two more patrol boats</p>	<p>July 2025</p> <p>June 2026</p>

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
		financial year 2025/2026 to procure four more boats for search and rescue, inspection, and patrol activities.		
4.	Establish a mechanism for shipyards engaged in the construction of marine vessels, including small and big vessels. The mechanism should address the registration of shipyards and shipbuilders, approval of ship designs before construction, and periodic inspections to ensure adherence to proper shipbuilding practices.	<p>TASAC acknowledges the importance of this recommendation and is taking steps to address it.</p> <p>In the meantime, TASAC is using merchant Shipping Notices to inform the shipbuilders about the shipbuilding requirements and the role of the regulator in the shipbuilding processes.</p>	<p>TASAC is amending the Merchant Shipping Act of 2003 to include provisions for licensing and permitting shipbuilders, shipyards, and associated engineering facilities;</p> <p>TASAC has planned to develop Regulations for shipbuilding and shipyard regulation</p> <p>TASAC to continue providing oversight of shipbuilding practices through the issuance of</p>	<p>July 2025</p> <p>June 2026</p> <p>Ongoing</p>

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
			Merchant Shipping Notice	
5.	Automate the vessel registration and licensing system to ensure real-time updates, including vessel status changes, registration expirations, and the removal of non-operational vessels.	TASAC acknowledges this recommendation and is actively working towards the development of the Maritime Administration Management System (MAMS) designed to facilitate real-time updates on vessel status changes, track registration expirations, and ensure the removal of non-operational vessels from the Ship Registry.	<p>i. TASAC is in the process of developing MAMS, which will automate vessel registration and licensing to provide real-time updates on vessel status, registration expirations, and the removal of non-operational vessels. MAMS will integrate real-time monitoring, ensuring that only operational vessels are included in the Ship Registry, thereby identifying and eliminating non-functional vessels in the Ship registry.</p> <p>ii. Upon operationalization of MAMS, TASAC will engage</p>	June 2026

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
			stakeholders to familiarize them with the new automated system and provide necessary training for effective usage.	
6.	Enforce mandatory certification and training requirements for all marine vessel crew members. This includes conducting regular audits to verify the validity of STCW and medical fitness certificates, addressing staffing gaps, and ensuring vessels are manned by qualified personnel per regulatory standards to enhance safety and prevent accidents.	TASAC acknowledges this recommendation and highlights its efforts to improve compliance through the Flag State Control (FSC) implementation manual. Specifically, the FSC inspection checklist now includes dedicated scopes for STCW (Standards of Training, Certification, and Watchkeeping) requirements, ensuring thorough inspections to verify crew qualifications and compliance with	<p>i. TASAC has incorporated dedicated STCW and MLC requirements into the FSC inspection checklist, which will be used in all inspections to ensure full compliance with these conventions;</p> <p>ii. Through FSC inspections, TASAC will verify the validity of STCW and medical fitness certificates, addressing any discrepancies to ensure vessels are manned by qualified staff.</p>	<p>July 2025</p> <p>July 2025</p>



No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
		<p>these conventions.</p> <p>This proactive approach ensures that vessels are operated by qualified personnel, maintaining high standards of safety and operational efficiency.</p>		
7.	Strengthen the mechanisms to ensure follow-up surveys and inspections are conducted on the surveyed and inspected vessels.	TASAC acknowledges this recommendation and is developing the Flag State Control Implementation Manual as well as the Annual vessel inspection plan	<ul style="list-style-type: none"> <li>i. To develop the Flag State Control Implementation Manual</li> <li>ii. The FSI manual establishes procedures for scheduling and conducting follow-up inspections, ensuring vessels remain compliant with safety and regulatory standards</li> </ul>	July 2025
8.	Ensure port state inspections of foreign vessels visiting Tanzania annually are	TASAC has noted this recommendation; however, TASAC has successfully attained its target	i. To continue conducting PSC inspections of all eligible ships visiting Tanzanian ports	Ongoing

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
	adequately conducted and reported. The activity should ensure that the Tanzania marine environment's safety, security, and protection are frequently regulated.	to inspect 20% of all eligible foreign ships visiting Tanzanian ports for the financial year 2023/2024, with 355 inspections recorded, contributing to enhanced maritime safety and compliance with global best practices. The Indian Ocean Computerized Information System (IOCIS) serves as a regional database for PSC inspections, which strengthens collaboration with surrounding Indian Ocean countries and ensures the continuity of effective inspections. During the 25 <sup>th</sup> IOMU, Tanzania has been praised for these efforts and is a good	(Tanga, Dar es Salaam, and Mtwara) based on inspection categories (High-Risk Ships, Standard Risk Ships, and Low-Risk Ships) to prioritize inspections, ensuring compliance with ratified international instruments.	

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
		example of other Maritime Administrations under the IOMU		
9.	In collaboration with the Ministry of Transport, a structured feedback mechanism should be established that would facilitate responding to audit findings and recommendations from the International Maritime Organization. The responses should be communicated to the IMO to demonstrate compliance and commitment of the country to maritime safety, security, and environmental protection.	TASAC has noted this recommendation and highlights that IMO audits are for the United Republic of Tanzania and involve all maritime stakeholders, including those from Tanzania Zanzibar. While TASAC does not have the mandate to directly create a structured feedback mechanism with the IMO, it supports the process by facilitating meetings and discussions related to IMSAS audits. TASAC emphasizes the importance of coordination between the Ministries	i. TASAC will continue collaborating with other government institutions from Zanzibar and Tanzania Mainland to ensure a unified response to IMSAS audit findings and that submissions to the IMO are comprehensive and consistent.	Ongoing

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
		responsible for maritime affairs from both parts of the Union.		
10.	Expedite the ratification and domestication of the International Convention for the Control and Management of Ships' Ballast Water and Sediments (BWM) to align with Section 60(1) of the Tanzania Shipping Agencies Act, 2017. This will enable TASAC and the Ministry of Transport to enforce compliance with the BWM Convention, conduct effective port state inspections, and mitigate the risks of illegal ballast water discharge,	TASAC will include the Convention in a plan to initiate the legal process for ratification in the financial year 2025/2026 as a priority.	TASAC to plan and initiate the legal process for ratifying the BWM Convention in the financial year 2025/2026, ensuring alignment with Section 60(1) of the Tanzania Shipping Agencies Act, 2017;	July, 2026

No.	Recommendation	Comment (s)	Action(s) to be taken to address the Recommendation	Implementation Timeline
	thereby protecting Tanzania's marine environment from invasive and alien species.			
11.	Facilitate the establishment of a structured coordination mechanism that would involve all stakeholders in the maritime transport sector. The mechanism should enhance the effective collaboration of all stakeholders in marine vessels' regulatory activities, including vessel safety and search and rescue activities.	TASAC acknowledges this recommendation and will take steps to propose the establishment of a National Maritime Forum. Once accepted by the Permanent Secretary of the Ministry of Transport, this forum will serve as a key platform for fostering effective collaboration between TASAC, the Ministry, and various maritime stakeholders.	TASAC will submit a detailed proposal to the Permanent Secretary of the Ministry of Transport outlining the structure and terms of reference for the National Maritime Forum;	July 2025

## Appendix One(b): Responses from the Ministry of Transport

No.	Recommendation	Comment	Action to be taken	Timeline
1.	Develop a Comprehensive National Maritime Transport Policy and its Implementation Strategy	The Ministry acknowledges this recommendation and is taking steps to address it. Currently, the Ministry is in the process of reviewing the National Transport Policy of 2003. The evaluation report highlighted the need for a National Maritime Transport Policy. Currently, the Ministry is in the process of procuring a consultant to conduct a needs assessment to assist in developing a concept note for the proposed National Maritime Transport Policy. Subsequently, the process of developing the policy and its implementation	<p>i. The Ministry is in the final stages of procuring a consultant to identify current gaps, opportunities, and priorities in the maritime sector to justify the need for developing the Comprehensive National Maritime Transport Policy.</p> <p>ii. To develop a concept note based on the needs assessment, outlining the objectives, scope, and key components of the proposed National Maritime Transport Policy; and</p>	<p>July 2025</p> <p>July 2026</p> <p>July 2027</p>

No	Recommendation	Comment	Action to be taken	Timeline
		strategy will commence.	iii. To draft the policy and its implementation strategy, and submit it to the relevant authorities for review and approval.	
2.	Develop the National Master Plan for Maritime Transport Development and Operationalize the Marine Search and Rescue Plan	<p>The Ministry acknowledges this recommendation and is taking steps to address it.</p> <p>The Ministry is currently in the process of enacting a Search and Rescue Act to fully implement the existing Search and Rescue Plan, which will be reviewed in accordance with IMO and ICAO guidelines.</p>	<p>i. The Ministry is currently in the process of enacting a Search and Rescue Act (AMSAR) to fully implement the existing Search and Rescue Plan, which will be reviewed in accordance with IMO and ICAO guidelines.</p> <p>ii. To review and update the current Search and Rescue (SAR) Plan in accordance with IMO and ICAO guidelines,</p>	<p>July 2025</p> <p>September 2025</p> <p>December 2025</p>

No	Recommendation	Comment	Action to be taken	Timeline
			<p>addressing identified gaps and areas for improvement; and</p> <p>iii. To enhance coordination frameworks among relevant agencies and stakeholders involved in SAR operations to ensure the effective implementation of the plan.</p>	
3.	Strengthen monitoring of bilateral and multilateral agreements regarding maritime transport service. The monitoring system should ensure the Country adheres to all mandatory multinational and bilateral maritime	<p>The Ministry acknowledges this recommendation and is taking steps to address it.</p> <p>The Ministry of Transport has established an inter-institutional working group consisting of responsible entities from</p>	<p>Signing of the Draft Overall Maritime Strategy for the Implementation of IMO Instruments</p>	February 2025



No	Recommendation	Comment	Action to be taken	Timeline
	conventions and monitors and evaluates their execution.	<p>Tanzania Zanzibar and Mainland Tanzania, with the aim of elaborating a draft National Overall Strategy that will be further cascaded and harmonised among the two relevant entities of Tanzania Zanzibar and Mainland Tanzania responsible for regulating maritime affairs in their areas of responsibility.</p> <p>(a) This strategy will serve as a Mechanism to ensure that the URT's international obligations and responsibilities as flag, coastal and port State are met.</p> <p>(b) This strategy will ensure compliance with</p>		

No.	Recommendation	Comment	Action to be taken	Timeline
		international recommendations, where applicable;  (c) The strategy will facilitate efficient collaboration among pertinent institutions.		
4.	To collaborate with TASAC and other stakeholders like TPDF Naval command, TPA, TEMESA, TASHICO, TAFICO, and other investors in the construction of a dry dock with a capacity of 10000 gross tons or more on the Indian Ocean Coast. This will ensure our strategic ships will be repaired within the country when the time comes, cost saving for abroad dry docking, creating source	The Ministry acknowledges this recommendation and will take appropriate measures to address it accordingly.	Construction of a dry dock with a capacity of 10,000 gross tons or more on the Indian Ocean coast through collaboration with other stakeholders	July 2027

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No .	Recommendation	Comment	Action to be taken	Timeline
	of government revenues and creation of employment opportunities.			



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## Appendix Two: Audit Questions

Audit Question 1 :	To what extent does the problem of ineffective regulation of marine vessels exist in the country?
Sub- Question 1.1:	To what extent are marine vessels registered or licensed?
Sub- Question 1.2:	Does qualified staff adequately operate the marine vessels to ensure the safety of passengers and cargo?
Sub- Question 1.3:	To what extent does TASAC have adequate tools to regulate marine vessels in the country?
Audit Question 2:	Does TASAC have functioning strategies and plans to regulate marine vessels effectively?
Sub- Question 2.1:	Are there established strategies and plans for marine vessel registration/licensing and inspections?
Sub-Question 2.2:	Are established strategies and plans for registrations/licensing of marine vessels addressing all relevant and significant problems?
Sub- Question 2.3:	Are plans and strategies linked to the country's marine vessels database?
Sub- Question 2.4:	Do plans and strategies support TASAC in ensuring that qualified experts operate marine vessels?
Audit Question 3:	Does TASAC adequately enforce its mandate to regulate marine vessels to ensure compliance with safety, security, and pollution prevention in the marine environment?
Sub- Question 3.1:	Does TASAC conduct surveys of marine vessels prior to registration to ensure compliance with safety standards?
Sub- Question 3.2:	Does TASAC ensure marine vessels are regularly inspected to maintain the safety and security of the vessels/passengers?
Sub-Question 3.3:	Does TASAC follow up make follow-up on recommendations issued during surveys/inspections of vessels?
Sub- Question 3.4:	Does TASAC issue Varying penalties for marine vessels' non-compliance with safety, security, and environmental standards?
Sub- Question 3.5:	Does TASAC ensure that marine vessel operators comply with local/international conventions on marine pollution protection?
Sub- Question 3.6:	Does TASAC ensure marine vessels are adequately equipped with protective gear for all staff on board?
Sub- Question 3.7:	Does TASAC ensure recommendations issued from the audits conducted by IMO (International Maritime Organisation) are effectively implemented?

<b>Audit Question 4:</b>	<b>Is there effective coordination between TASAC and other stakeholders in regulating marine vessels?</b>
<i>Sub- Question 4.1:</i>	<i>Does TASAC establish coordination and information sharing with sector Ministries/Institutions to regulate marine vessels adequately?</i>
<i>Sub- Question 4.2:</i>	<i>Does TASAC adequately raise awareness among the public and users of marine vessels?</i>
<i>Sub- Question 4.3:</i>	<i>Does TASAC provide effective rescue and search coordination during accidents of marine vessel accidents?</i>
<b>Audit Question 5:</b>	<b>Does MoT effectively monitor and evaluate its performance and TASAC's in regulating marine vessels?</b>
<i>Sub- Question 5.1:</i>	<i>Does MoT establish policies, guidelines and standards for regulating transport services, including marine vessels?</i>
<i>Sub- Question 5.2:</i>	<i>Has MoT managed to formulate and coordinate the implementation of the National Master Plan for maritime transport development?</i>
<i>Sub- Question 5.3:</i>	<i>Does MoT closely monitor the bilateral and multilateral agreements regarding the regulation of marine vessels?</i>
<i>Sub- Question 5.4:</i>	<i>Does MoT evaluate the performance of TASAC and take appropriate actions?</i>



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### Appendix Three: Selected and Visited Regions

Zone	Region	Presence of the TASAC office <sup>20</sup>	Presence of water bodies <sup>21</sup>	Presence of active and operational marine ports <sup>22</sup>	Categories of ports <sup>23</sup>	Total score	Selected region
Southern zone	Ruvuma	0	1	1	1	2	Mtwara
	Lindi	0	1	0	1	2	
	Mtwara	1	1	1	2	5	
Eastern zone	DSM	1	1	1	3	6	DSM
	Coastal	0	1	1	1	3	
	Morogoro	0	1	0	0	0	
Northern zone	Arusha	1	1	0	0	1	Tanga
	Kilimanjaro	1	1	0	0	1	
	Manyara	0	1	0	0	0	
	Tanga	1	1	1	2	5	
Central zone	Dodoma	0	1	0	0	0	NIL
	Singida	0	1	0	0	0	
Western zone	Kigoma	1	1	1	2	5	Kigoma
	Tabora	0	1	0	0	0	
	Shinyanga	1	0	0	0	1	
Lake zone	Mwanza	1	1	1	2	5	Mwanza
	Kagera	1	1	0	2	4	
	Geita	1	1	1	1	4	
	Simiyu	0	1	0	0	0	

<sup>20</sup> Yes=1, No=0

<sup>21</sup> Yes=1, No=0

<sup>22</sup> Yes=1, No=0

<sup>23</sup> Gateway hub=3, Major port=2, Minor port=1

Zone	Region	Presence of the TASAC office <sup>20</sup>	Presence of water bodies <sup>21</sup>	Presence of active and operational marine ports <sup>22</sup>	Categories of ports <sup>23</sup>	Total score	Select ed region
	Mara	1	1	1	1	4	
Southern highland	Iringa	0	1	0	0	0	Mbeya
	Mbeya	1	1	1	2	5	
	Njombe	0	1	0	1	2	
	Songwe	1	1	0	0	2	
	Rukwa	1	1	1	1	4	
	Katavi	0	1	1	1	3	

*Source:* Auditors' Analysis of the Selected Regions , 2024



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## Appendix Four: List of Reviewed Documents

Document Reviewed	Reasons for Interviewing
Strategies, budgets and plans from MoT and TASAC falling in the year 2019/20 - 2023/24	<ul style="list-style-type: none"> <li>To assess strategies and plans set by MoT TASAC in assisting in the regulation of marine vessels</li> <li>To assess the trends of budget/revenue and expenditures, as well as the efficiency, equity, and reliability of the sources of funds towards regulating marine vessels.</li> </ul>
Annual Performance Reports, Marine vessels Regulation monitoring Reports from MoT and TASAC for the year 2019/20 - 2023/24	<ul style="list-style-type: none"> <li>To assess the regulation of marine vessels.</li> <li>To assess the challenges facing the regulation of marine vessels.</li> <li>To assess the coordination between entities in the regulation of marine vessels</li> </ul>
Vessels Inspection Reports from TASAC for the year 2019/20 - 2023/24	<ul style="list-style-type: none"> <li>To assess the effectiveness of inspections conducted on regulated marine vessels</li> <li>To assess the compliance of regulated marine vessels to governing rules and requirements</li> <li>To address the causes of the shortcomings in regulating marine vessels.</li> </ul>
Vessels Registration Database	<ul style="list-style-type: none"> <li>To assess the registration status of the regulated marine vessels</li> </ul>

Source: Auditors' Analysis of the List of Reviewed Documents, 2024



**Appendix Five: List of Officials Interviewed and Reasons for the Interviews**

Institution covered	Title of official interviewed	Reasons for interviewing
Ministry of Transport	Director - Directorate of Transport Services	To assess the system the Ministry of Transport uses to ensure effective regulation of marine vessels.
	Assistance Director - Maritime Transport Services Section	
	Director - Directorate of Transport Environment Safety	To assess the causes of challenges in the regulation of marine vessels.
	Director - Directorate of Policy and Planning	
	Director - Legal Service Unit	To assess tools established to monitor the regulation of marine vessels
	Director - Monitoring and Evaluation Unity	
TASAC	Director - Maritime Transport Regulation Directorate	To assess the effectiveness of the regulation of marine vessels.
	Director - Maritime Safety, Security and Environment Directorate	
	Manager - Ship Registration, Survey and Inspection Section	
	Manager - Seafarers Training and Certification Section	
	Manager - Navigation, Security and Marine Environment Section.	
	Manager - Planning, Monitoring and Evaluation Section	
	Director - Legal Services Unit	
	Director - Internal Audit Unit	
	Manager - Public Relations Section	
	Manager - Human Resource Section	
TPA	Director -Marine and Ports operations	To assess the effectiveness of the operation of marine vessels operated by TPA.
	Manager-Marine Services Coordination Section	
	Manager- Ports Operations Coordination Section	

Institution covered	Title of official interviewed	Reasons for interviewing
MSCL (Currently TASHICO)	Director -Technical Services  Manager- Marine Engineering Section  Manager-Dockyard Section  Manager- Workshop Section	To assess the effectiveness of the operation of marine vessels owned by MSCL.

**Source:** Auditors' Analysis of the List of Interviewed Officials, 2024



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**Appendix Six: Small Vessels Operating Without Valid Local Safety Certificates (LSC) in Tanzania Mainland Regions**

Region	Number of Small Vessels	Without Valid LSC	Percentage of small Vessels without LSC
Dodoma	987	987	100.0
Arusha	456	456	100.0
Kilimanjaro	475	475	100.0
Tanga	1568	1495	95.3
Morogoro	514	514	100.0
Pwani	1637	1559	95.2
Dar es Salaam	1103	1000	90.7
Lindi	1359	1300	95.7
Mtwara	498	480	96.4
Ruvuma	2021	2018	99.9
Iringa	511	511	100.0
Mbeya	659	654	99.2
Singida	639	639	100.0
Tabora	108	108	100.0
Rukwa	1243	1013	81.5
Kigoma	4382	4052	92.5
Shinyanga	0	0	0.0
Kagera	7145	5051	70.7
Mwanza	10790	10079	93.4
Mara	3892	3485	89.5
Manyara	1288	1288	100.0
Njombe	835	835	100.0
Katavi	86	36	41.9
Simiyu	832	565	67.9
Geita	2886	2301	79.7
Songwe	62	60	96.8
	<b>45,976</b>	<b>40,961</b>	<b>89.1</b>

*Source:* Auditors' Analysis of the Small Vessel Census of 2021

**Appendix Seven: Detailed Quantities, Names and Registration Numbers of Inspected Vessels by Auditors in the Visited Regions**

Name of Visited Regions	Number of Inspected Vessels	Name of Inspected Vessel	Vessel Number
<b>Tanga</b>	<b>11</b>	<b>Tug Mwambani</b>	<b>10187</b>
		Tug Tanga Mpya	TG/R7
		Ulinzi li Patrol Boat	1091
		Pilot Boat Rubani li	NIL
		Zungu Z	Z3168
		Mv Tanga (Ferry)	10176
		Dau Jipya	3468
		Mv Raiyani	2496
		Waiyona Iyo	2702
		Sv Utoraha No 3	3175
		Mv Yashasemwa	Z.2025
<b>Mtwara</b>	<b>5</b>	<b>Ulinzi 3</b>	<b>NIL</b>
		Tug Chui	8917273
		Merry li	Z. 1307
		Mv Mafanikio Ferry	NIL
		Mv Sugu	NIL
<b>Mwanza</b>	<b>6</b>	<b>Nyehunge li</b>	<b>MZ/ROO9</b>
		Mv Linda	NIL
		Mv New Victoria	NIL
		Mv Rafiki	MZ/R38
		Mv Mwanza	NIL
		Mv Umoja	NIL
<b>Kigoma</b>	<b>5</b>	<b>Bhatu Munwa</b>	<b>1207</b>
		Biidhillah	180
		Mfv Bulombora	100
		Mv Kagunga	NIL
		Mv Usimamizi	NIL
		Tanganyika	

*Source:* Auditors' Analysis of the Inspection Form as per the Inspections Conducted, 2024

### Appendix Eight: Findings/Observations issued by IMO to TASAC

NO	The Finding Issued by IMO
FND 1	The State had not taken all the necessary measures to monitor its legal system and processes to give full and complete effect to the mandatory IMO instruments to which it is Party, in accordance with the general provisions of the treaty law and of IMO conventions.
FND 2	Although there were procedures in place for the transposition of amendments to the mandatory IMO instruments into the national legislation, those procedures had not been used. Therefore, the mentioned amendments had not been transposed into the legal system. In addition, a mechanism for monitoring amendments was needed to ensure that the national legislation was not in place and that there were insufficient personnel with maritime expertise to assist in the promulgation of the necessary national laws.
FND 3	The State did not fully communicate information to IMO as required by the relevant international instruments to which it is Party (e.g. Text of laws, decrees and regulations, specimen of certificates details and agreement for recognized organizations (ROs), details of reception facilities, available SAR facilities, IMDG competent authorities, designated national competent authorities responsible for the safe carriage of grain and solid bulk cargoes and mandatory annual MARPOL)
FND 4	Although a national policy on records was in place, the State did not have specific procedures in place regarding the definition, maintenance, identification, storage, protection, retrieval, retention time and disposition of records.
FND 5	The newly developed mechanism could not ensure effectiveness for monitoring and reviewing the measures taken to effectively implement and enforce the mandatory IMO instruments, including the examination and analysis of non-compliances, the implementation of the necessary corrective actions and the analysis of the adopted corrective actions in order to eliminate the causes of possible non-compliances to avoid recurrences.
FND 6	The Administration did not implement policies through the promulgation of national legislation and guidance, which would assist in the implementation and enforcement of the requirements of all safety and pollution prevention conventions to which the State is Party

NO	The Finding Issued by IMO
FND 7	<p>The Administration had not established resources and processes capable of administering a safety and environmental protection programme, which includes:</p> <ol style="list-style-type: none"> <li>1) Administrative instructions to effectively implement the mandatory IMO instruments and their amendments to which the State is Party;</li> <li>2) An independent audit and inspection programme covering the entity which issues the required certificates and documentation to the ships entitled to fly the flag of the State;</li> <li>3) Efficient handling of cases involving ships with identified deficiencies; and</li> <li>4) Provisions to address those requirements that are left “to the satisfaction of the Administration”, as well as the process for type approval of materials and equipment and approval of equivalents and alternative arrangements, according to relevant mandatory IMO instruments to which the State is Party</li> </ol>
FND 8	<p>Although the authority for the Administration to delegate statutory certification work was provided in national legislation, procedures and instructions, the delegation of authority to ROs and nominated surveyors were not fully regulated and implemented in accordance with the applicable requirements of the IMO instruments. In addition, an oversight programme was established by the Administration but had not been implemented.</p>
FND 9	<p>The Administration did not adopt nor develop necessary measures to ensure effective enforcement to secure observance of IMO international instruments through legislation, rules and standards, appropriate number of personnel, training and oversight of surveyors and investigators.</p>
FND 10	<p>The Administration did not implement a documented system for the qualification of flag State surveyors and continuous updating of their knowledge of the tasks they are authorized to undertake.</p>
FND 11	<p>The arrangements for conducting casualty investigations did not comply with the Casualty Investigation Code, especially regarding</p> <ol style="list-style-type: none"> <li>1) The independence and impartiality of investigators;</li> <li>2) Formalities of the report, reporting to IMO and release of reports to the public; and</li> </ol>

NO	The Finding Issued by IMO
	3) Ensuring by the administration that marine safety investigations were conducted separately from and independent of any other form of investigation
FND 12	Although there was a recently developed procedure in place for the Administrations to periodically evaluate their performance in respect of administrative processes, procedures and resources necessary to meet their obligations and responsibilities under the mandatory IMO instruments as a flag State, there was no evidence that the evaluation of performance had been carried out
FND 13	The maritime administration had not implemented adequate national legislation to give effect to the relevant SOLAS 1974 requirements including policies, manuals, procedures or guidelines to assist the implementation of its SAR services. The existing SAR arrangements had not been communicated to IMO, and SAR plans and exercises for cooperation with SAR services and passenger ships calling regularly at ports within the State had not been developed.
FND 14	The State had not established appropriate shore-based facilities within the Global Maritime Distress and Safety System (GMDSS), individually or in cooperation with other Contracting Governments, to ensure alerting of shore-based rescue and communications authorities in the event of an emergency and for transmitting navigational warnings, danger messages, meteorological and other urgent messages relating to safety of navigation
FND 15	The maritime administration did not take all necessary enforcement measures to ensure compliance with its international obligations on coastal State activities. In addition, the control and monitoring programme in place for timely response to pollution incidents did not achieve the required and expected results.
FND 16	The maritime administration had not implemented a system for periodic performance evaluation in the conduct of coastal State activities for the purpose of verifying compliance with the obligations of the State under the mandatory IMO instruments to which it is Party.
FND 17	Although the State is Party to MARPOL Annex I, II and IV, its ports were found not to be equipped with the appropriate reception facilities or equivalent arrangement and the regulatory structure was not fully established.
FND 18	Although the maritime administration had procedures in place for implementing the IMDG Code and for handling dangerous goods in ports, the issues related to the carriage of dangerous goods were not

NO	The Finding Issued by IMO
	adequately regulated and implemented. In addition, there was no evidence of implementation of the IMSBC Code.
FND 19	The maritime administration did not establish processes to administer a PSC programme consistent with the relevant resolution adopted by the Organization, including adequate procedures and resources. In addition, a training programme in order to ensure that the PSCOs were trained and qualified in accordance with relevant procedures adopted by IMO had not been established.
FND 20	The maritime administration had not implemented a system for periodic performance evaluation in the conduct of port State activities for the purpose of verifying compliance with the obligations of the State under the mandatory IMO instruments to which it is Party.
FND 21	The documents submitted as the strategies did not constitute a unique overall strategy of the State and were not comprehensive enough to provide a basis for the State to fully meet its obligations and responsibilities under the applicable mandatory IMO instruments as per requirements of the III Code.
FND 22	There was no objective evidence to demonstrate that the personnel responsible for performing surveys had appropriate practical and theoretical knowledge of ships, their operation, and the provisions of the relevant national and international instruments necessary to perform their duties accredited through a formalized training program.
FND 23	The Administration did not establish a training program for investigators to update the knowledge of the only existing investigator to ensure working knowledge and practical experience in those subject areas pertaining to the casualty. In addition, no evidence was found that occupational accidents involving personal injury necessitating absence from duty of three days or more were investigated.

*Source:* Auditors' Analysis of the IMO Member State Audit Scheme Report of the URT,2024



## Appendix Nine: Area for further Improvement Suggested by IMO to TASAC

NO	Area for Further Improvement
1.	Although the State did not ratify SOLAS PROT 1978 and, SOLAS PROT 1988, LL PROT 1988 and MARPOL PROT 1997, there were several references to these instruments in MSA and MTA. The authorities are recommended to remove the references until ratification decisions are made for those instruments.
2.	The statutory certificates issued by ZMA and the ROs contained references to SOLAS PROT 1978 and SOLAS PROT 1988, Load Lines PROT 1988 and MARPOL PROT 1997. ZMA is recommended to use, inter alia, guidance provided in resolution A.883(21).
3.	The definition of “Tanzanian ship” in MSA also includes ships entitled to fly the flag of the URT and are kept in the registry of Tanzania Zanzibar. As statutory certification of ships kept in the registry of Tanzania Zanzibar is governed by MTA and not by MSA, Administrations are advised to correct the reference.
4.	For MRCC Dar es Salaam, TASAC should consider instigating an equipment renewal, maintenance and repair programme as INMARSAT C, as well as other radio systems, were out of order, and there were no NAVTEX services and services for EGC messages.
5.	For oil pollution contingency planning, the National Contingency Plan needs to be updated as some details were missing, and some responsible authorities have changed. In addition, for oil pollution preparedness, response, and control, it is recommended that the involved authorities update the contingency plans as some information is not valid. Furthermore, for oil pollution preparedness, response, and control, the State did not have any tier 2 or 3 equipment and supply stocks. The pollution response exercises identified the need for more procedures, cooperation, training, more regular exercises and drills, supplies, and equipment. The maritime administration should effectively action those conclusions.
6.	ZMA should consider establishing an effective communication system with its external surveyors and engage in providing “flag opinion” when requested through the survey reports
7.	Although it was clearly stated in the RO agreements that ZMA was to issue the “International Tonnage Certificates”, it was noted that some ROs issued ITC without being granted such authorization. ZMA is advised to take Actions
8.	During the application for the Minimum Safe Manning Document, the form used by the Administration required the owner to indicate if the ship had UMS. There was only a tick-box, but the form did not require the

NO	Area for Further Improvement
	attachment of the UMS Certificate issued by ROs. This may lead to malpractices, and ZMA is advised to correct its procedures.
9.	The UMS manning level was not indicated in the Regulations for Safe Manning. In addition, there were inconsistencies in various manning tables.ZMA is advised to correct its procedures
10.	KMKM may benefits from more SAR-related national or international level training, supply of equipment, and, in addition, drafting of national legislation to assist in the implementation of SAR services should be considered
11.	TASAC and ZMA should develop procedures for the inspection of ships carrying bulk grain departing from the URT ports after discharging part of their cargo and regulate the issuance of a Document of Authorisation to such ships to verify compliance with the stability requirements of the Grain Code.

*Source:* Auditors' Analysis of the IMO Member State Audit Scheme Report of the URT,2024



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