

FINAL PIRSA Fisheries & Aquaculture – Sardine Fishery Compliance Plan 2013 - 2014

Fishery Management Plan Goals:

1. Sustainable harvest of resources in the Sardine Fishery
2. Minimise adverse impact of fishing operations on the ecosystem
3. Optimal utilisation of Sardine Fishery resources within constraints of sustainability imperatives
4. Good governance of the Sardine Fishery

Risk Summary:

1. Threatened, Endangered & Protected species (TEPS) - PIRSA Risk Rating: EXTREME (Likelihood - Likely 6: Consequence - Major 4: Score 24)

Inappropriate use of TEPS related information including news of dolphin mortalities could lead to significant political, social and Industry reputation damage. This is a key reason for the Consequence of this risk being rated as MAJOR, despite the definition “likely to cause local extinctions, if continued in longer term” implying the bio-mass of dolphins could be placed at risk.

It is imperative that the Sardine fishery adheres to the TEPS Code of Conduct at all times and that all TEPS mortalities and interactions are reported 100% of the time.

In 2012, industry initiated real time recording and monitoring of TEPS interactions, as reported by Skippers, and followed up by raising Skipper awareness of the matter via Port Meetings. These initiatives have had a positive impact on the interactions reported by Skippers. However, as evident through the Q4 2011 – 2012 interaction results, there remains further opportunity to close the “gap” between interactions rates reported when Observers are on board as compared to when they’re not.

Whilst reduction in the gap will be a great outcome, and preventative measures as per the TEPS Code of Conduct will minimise TEPS interactions including mortalities, the nature of fishing operations with the Sardine fishery means TEPS interactions will always occur and therefore this risk will remain EXTREME.

Elements of TEPS include:

- Accidental entrapment leading to death of TEPS including dolphins
- Not all TEPS interactions being reported, leading to a gap between Observer coverage report rates compared to those when Observers aren’t present
- Non adherence to TEPS procedures leading to incidents that potentially could be avoided
- Poor performance in managing TEPS interactions leads to poor perception of fishery management or Industry

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2. Quota Management System Integrity – PIRSA Risk Rating: MODERATE (Likelihood - Likely 6: Consequence - Severe 2: Score 12)

The Quota Management System (QMS) is the collection of elements, each including various measures that when adhered to, enable effective accountability of all fish taken and subsequently sold or transferred. Integrity is the term used to describe the effectiveness of the measures contained within the QMS. The more effective the measures, the better the integrity.

The lack of a consistent and auditable approach to catch weight determination undermines the integrity of the sardine QMS.

The “measured bin” approach to catch weighing has yielded success in the past and is suited to a large scale fishery such as the Sardine Fishery. However, variables including bin drainage time, allowance for water loss (both in actual kilograms and also as a % of total bin + contents weight), the type of product (human consumption, pet food, fresh and frozen feed) have all contributed to variation in how catch weight is now determined. The varying catch weighing methodology used by each Fish Processor means no two Fish Processors will determine the same total weight of fish despite processing the same number of bins.

Whilst a 5% variance in catch weight could potentially lead to an overall variation of 1500 tons (based on a 30,000 ton quota), it is not acknowledged as having a significant bearing on the sardine biomass.

In October 2012, Compliance and SASIA Exec commenced a project that aimed to review the existing catch weight determination practices and to identify options that, if adopted, would result in a more consistent approach to catch weight determination across the fishery. Any options that arise from this project are not anticipated to occur until start 2014. The outcomes of this project are anticipated to have a positive impact on this risk.

Inconsistency in catch weighing methodology will inevitably lead to discrepancy in “true” weight of catch. As such, this risk has a direct bearing on the risk Quota Evasion.

Elements impacting Quota Management System Integrity include:

- The legal requirement for licence holders to adhere to requirements including prior to departure and landing reporting, submitting accurate catch information via CDR's (including separation of fish caught in both traditional and non-traditional fishing areas) is pertinent for the accurate monitoring of the Quota Management System. Should discrepancy in any of the above requirements occur and incorrect information be received by PIRSA Fisheries, the integrity of the Quota Management System is placed at risk
- Not making a Prior Report
- Errors and / or omissions on CDR's
- Inaccurate reporting of specific fishing zones being fished
- Both under and over declaring actual weight through utilisation of estimated weight via the “measured bin” approach

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3. Quota Evasion - PIRSA Risk Rating: MODERATE (Likelihood – Likely 6: Consequence - Moderate 2: Score 12)

As highlighted in the risk Quota Management System Integrity, the fishery remains exposed to both under and over declaration of the “true” weight of fish caught. Whilst acknowledging that each of the processes adopted by Fish Processors is visible and known, it also provides opportunity to evade quota by deliberately under estimating the “true” weight of fish caught.

The movement of tuna farms further out is expected to continue and as such it is also expected that the volume of requests by Skippers to unload within the required 2 hr prior report time frame will also likely increase. This inevitably inhibits the ability to Compliance to observe the unload, which in turn heightens the risk.

Elements of Quota Evasion can include:

- Under declaring certified weight
- The lack of a consistent approach to catch weighing exposes the fishery to risk of Quota Evasion, particularly when unloading at sea occurs and where there is potential for collusion between fishers and Fish Processors
- Including false or misleading information on CDR to under declare actual weight and exceeding quota entitlements by collusion.
- Failing to prior report, not completing a CDR at point of landing, errors and omissions on CDR's or not completing a CDR at all
- Falsifying CDR by fisher or by Fish Processor

4. Take of non Permitted By-Catch - PIRSA Risk Rating: LOW (Likely 6: Consequence Minor 1: Score 6)

There is always the risk of taking species other than sardines in large quantities due to the size of the nets used, and in some circumstances the area in which the net is being deployed, the main species being mackerel.

Elements of taking non permitted species (By- Catch) can include:

- Fail to report By-Catch
- Fail to release By-Catch for the sake of losing sardines.

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Risk Likelihood & Consequence Analysis:

		CONSEQUENCES					
		NEGLECTIBLE	MINOR	MODERATE	SEVERE	MAJOR	CATASTROPHIC
		0	1	2	3	4	5
LIKELIHOOD	REMOTE	1					
	RARE	2					
	UNLIKELY	3					
	POSSIBLE	4					
	OCCASIONAL	5					
	LIKELY	6		By-Catch (6)	Quota Management System Integrity (12) Quota Evasion (12)		TEPS (24)

LIKELIHOOD DEFINITIONS

- LIKELY - It is expected to occur
- OCCASIONAL - May occur
- POSSIBLE - Some evidence to suggest this is possible here
- UNLIKELY - Uncommon, but has been known to occur elsewhere
- impacted
- RARE - May occur in exceptional circumstances
- dynamics
- REMOTE - Never heard of but not impossible
- background variability

CONSEQUENCE DEFINITIONS

- CATASTROPHIC - Local extinctions are imminent / immediate
- MAJOR - Likely to cause local extinctions, if continued in longer term
- SEVERE - Affecting recruitment levels of stocks / or their capacity to increase
- MODERATE - Full exploitation rate, but long term recruitment / dynamics not adversely
- MINOR - Possibly detectable, but minimal impact on population size and none on
- NEGLECTIBLE - Insignificant impacts to population. Unlikely to be measurable against
- For this population

RISK RATING

Negligible	Low	Moderate	High	Extreme
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Strategies:

The following strategies have been developed to address each of the risks:

1. Education & Awareness

- All interested parties understand their respective obligations
- Develop Industry communication & relationship program

2. Deterrence

- All aspects of Quota Management System are fully monitored
- Enforcement Plan Communication Strategy
- Enforcement Outcomes Communication Strategy
- All aspects of fishing activity monitored

3. Enforcement

- Maximise successful prosecutions Outcomes
- Identify participants & methodology of Quota Evasions
- Reduce ability to evade quota

Target Outcomes:

The following target outcomes have been identified:

- Quota Management System Integrity maintained
- Minimise Quota Evasion
- Minimize TEPS interactions; maximise reporting of TEPS interactions
- Minimize take of By-Catch / non permitted species

Risks

- 1 = TEPS
- 2 = Quota Management System Integrity
- 3 = Quota Evasion
- 4 = Take of non permitted By-Catch

Strategies

- 1 = Education & Awareness
- 2 = Deterrence
- 3 = Enforcement

Coordination Team:

- West – Brett Willis (State Coordinator)
- Southern Ranger – Shane Gassner
- Policy Manager – Alice Fistr (Tempory)

Risks Addressed				Strategies			Initiative	Actions	Who	When
1	2	3	4	1	2	3				
x	x	x	x	x			1 on 1 interactions	<p>Update the current Sardine Fishery Operating Guidelines as required (including TEPS procedures)</p> <p>Meet with Licence Holders, Registered Masters and Processors prior to season. Refer to and distribute the current Sardine Fishery Operating Guidelines and Sardine Fish Processor Guidelines where necessary. Ensure all clear on:</p> <ul style="list-style-type: none"> • Legislative changes impacting the coming season • TEPS requirements including reporting of TEPS mortalities <p>State Coordinator meets with PROTEC Observers every 3 months</p>	<p>SC, Policy</p> <p>SC</p> <p>SC</p>	<p>Pre Season</p> <p>Pre Season</p> <p>Quarterly</p>
x	x	x	x	x			Fishery Induction Package	Induct all new entrants; utilise the current Sardine Fishery Operating Guidelines. All new entrants to understand TEPS requirements	SC	As Required
x	x	x	x	x			Established liaison & contact with Industry	<p>Prior to season commencing, present forthcoming season Compliance focus</p> <p>Regularly attend Industry meetings including TEPS</p> <p>Have regular contact with SARDI, Policy & Industry EO</p> <p>Industry days at sea</p>	<p>SC</p> <p>SC, Ops Mgr</p> <p>West</p> <p>SC</p>	<p>Pre Season</p> <p>Season</p> <p>Season</p> <p>Season</p>
	x	x			x	x	Audits	<p>Conduct an annual cross check of CDR data against Prior Reports and Parts A & B on selected licence holders and Fish processors.</p> <p>Conduct random VMS positioning audits to confirm vessels are fishing in authorised fishing grounds and closed areas.</p>	<p>BW</p> <p>SC, VMS</p>	<p>End Season</p> <p>Season</p>

Risks Addressed				Strategies			Initiative	Actions	Who	When
1	2	3	4	1	2	3				
	x	x			x		Follow up CDR irregularity	Identify CDR irregularities and follow up Monitor quota balance for exceeding catch	Quota, SC Quota, SC	Season Season
	x	x	x		x	x	Checks at sea, at landing & at Processor	Conduct random and targeted inspections of CDR documentation by: <ul style="list-style-type: none"> By Southern Ranger at Sea At catch landing and at Fish Processor 	Southern Ranger West	Season Season
x					x	x	TEPS monitoring	<ul style="list-style-type: none"> Targets observations at sea (Southern Ranger & FPV Baudin) Monitoring of TEPS reporting by Skippers Analysis of individual Skipper TEPS interaction reporting with Sardine Industry EO and Industry members 	Southern Ranger SC	Season
	x	x			x	x	Weighing of catch	Progress catch weighing project with view to implementing resultant catch weighing option(s) from start 2014	SC	2012 - 2014
	x	x	x		x		Media	Utilise media to update on prosecution outcomes	SC	Ongoing
x	x	x			x		Policy review and revision	Review and contribute to amendment of policy wherever appropriate	SC	Ongoing
x	x	x				x	Intelligence	Investigate and manage TEPS interactions as per requirements Southern Ranger to board vessels unannounced to observe adherence to TEPS requirements	SC Southern Ranger	Season Ongoing
x	x	x	x			x	Intelligence driven operations	Carry out intelligence driven operations in line with Serious Offence Plan	SC, SOG	Ongoing
x	x	x	x			x	Brief Quality Assurance	Briefs of evidence meet quality assurance guidelines and are vetted. Briefs of evidence to meet evidentiary requirements and are in line with the guidelines	FO's, Ops Mgrs PSC	As required As required