

PIRSA

Cost Recovery Implementation Statement for the Rock Lobster Fishery (Southern Zone)

1 July 2020 to 30 June 2021



Cost Recovery Implementation Statement

Information current as of February 2020
© Government of South Australia 2020

Disclaimer

PIRSA and its employees do not warrant or make any representation regarding the use, or results of the use, of the information contained herein as regards to its correctness, accuracy, reliability and currency or otherwise. PIRSA and its employees expressly disclaim all liability or responsibility to any person using the information or advice.

All Enquiries

General Manager, Fisheries
Primary Industries and Regions SA (PIRSA)
Level 14, 25 Grenfell Street
GPO Box 1625, Adelaide SA 5001
T 08 8429 3565
E alice.fistr@sa.gov.au

Business Manager, Fisheries and Aquaculture
Primary Industries and Regions SA (PIRSA)
Level 14, 25 Grenfell Street
GPO Box 1625, Adelaide SA 5001
T 08 8226 0900
E chiara.ciui@sa.gov.au

Contents

Introduction	5
Summary Table.....	7
Fishery Management Objectives.....	8
Fisheries Policy and Management Program	10
Program summary	10
Objectives	10
Program strategies and supporting actions and initiatives.....	10
Anticipated outcomes	10
Performance indicators.....	11
Program effort allocation	11
Legal Services Program.....	13
Program summary	13
Objectives	13
Program strategies and supporting actions and initiatives.....	13
Anticipated outcomes	13
Program effort allocation	14
Leasing and Licensing Program.....	15
Program summary	15
Objectives	15
Program strategies and supporting actions and initiatives.....	15
Anticipated outcomes	15
Services to directly support the fishery	15
Services to support fisheries management.....	16
Program effort allocation	17
Directorate Program.....	18
Program summary	18
Objectives	18

Program strategies and supporting actions and initiatives	18
Anticipated outcomes	18
Program effort allocation	19
Fisheries Compliance Operations Program	20
Program summary	20
Inputs.....	20
Legislative and regulatory framework.....	20
Program effort, funding and resources	21
IT systems, technology and data.....	22
Delivery outputs	22
Intelligence	22
Education and awareness	22
Effective deterrence, monitoring and surveillance.....	23
Enforcement.....	23
Risk assessment and management (work priorities)	23
Anticipated outcomes.....	24
Awareness	24
Behaviour	24
Impact	25
Stock Assessment and Monitoring Program	28
1. Project details	28
2. Project description	29
3. Deliverables.....	31
4. Funding arrangements.....	33
5. Project staff.....	35
6. Project cost summary	36

Introduction

Wild catch commercial fisheries in South Australia are managed in accordance with the PIRSA Cost Recovery Policy. This policy requires commercial fishery licence fees to fund services related to commercial fisheries management costs. PIRSA Fisheries and Aquaculture continue to manage the process of consulting with service providers and relevant industry associations to establish fishery-based management programs, which form the basis of annual licence fees.

For each sector, the program required to manage the fishery has the following components:

- Assessment and Research Services.
- Fisheries Policy and Management Services.
- Compliance Services, including communication, enforcement and monitoring activities.
- Support Services, including Legislation, Licensing and Business Services (Directorate).

This documentation provides a framework to assist in establishing appropriate research, policy, compliance and support services to manage a fishery.

In 2018, the Government made an election commitment to initiate an independent review of the cost recovery policy of Primary Industries and Regions South Australia (PIRSA) as applied to the fisheries and aquaculture sectors. An independent consultant was engaged to undertake the review and consulted with all fisheries and aquaculture sector representatives and representatives from PIRSA. The final report, with 11 recommendations, was provided to PIRSA in November 2018 and all recommendations were accepted by Government. The report observed that PIRSA's management of both the fisheries and aquaculture sectors had significantly improved since 2015 in terms of increasing transparency and accountability as well as taking significant strides to reduce administrative burden, through the use of longer term cost recovery agreements between PIRSA and individual industry sectors. Implementation of the 11 recommendations from the independent review will further enhance efficiency and transparency of PIRSA cost recovery approach to the Fisheries and Aquaculture sectors. Information relating to the Government response to the recommendations can be found at https://www.pir.sa.gov.au/fishing/commercial_fishing/pirsa_services_to_fisheries_industry.

Consistent with Principle 7 of the PIRSA Cost Recovery Policy, an annual schedule of meetings for stakeholder engagement and support for the cost recovery process in relation to commercial fisheries is outlined below:

Annual schedule of meetings		
Date	Activity	Parties
Sept/Oct	Review long-term objectives for fishery and update if necessary. Identify priority outcomes for upcoming financial year.	PIRSA and industry association
October	Develop policy, research and compliance work programs in readiness for discussions (fisheries managers with industry) in November.	PIRSA
November	Discuss proposed programs with relevant industry associations and reach agreement on programs for the upcoming period. Industry associations to consult with wider industry.	PIRSA and industry association
February	Formal meetings with industry associations to finalise work programs and summarise costs.	PIRSA and industry association
March	Submit proposed licence fees to Minister. Prepare Cabinet Submission to amend regulations to prescribe licence fees for the next financial year.	PIRSA and government agencies
June	Invoices sent for annual licence fees.	PIRSA

* Dates above are indicative only and may vary due to unforeseen circumstances that may arise throughout any year.

** If a four-year agreement has been adopted, the Cost Recovery Implementation Agreement (CRIA) will determine that an annual meeting will occur to enable annual stakeholder engagement.

Summary Table

2019-20 (\$)	PROGRAM AREA	2020-21 (\$)	COMMENTS	DAYS	FTE
RESEARCH COSTS					
814,160	Stock Assessment and Monitoring	831,216	Year 2 of 4 year research project scope		
22,180	Economic Assessment	22,845	As per contracted services 2020-21		
7,828	Other research	8,049	Contribution towards Threatened and Endangered Species		
PIRSA RELATED COSTS *					
86,400	Policy and Management	87,480	Same level of service as previous year	90	0.45
15,450	Legislation	15,765	Same level of service as previous year	15	0.08
52,920	Licensing	54,530	Same level of service as previous year	70	0.35
26,348	Directorate	27,300	Same level of service as previous year	28	0.14
1,498,988	Compliance	1,529,460	Same level of service as previous year	1172	5.86
136,620	Quota Monitoring	140,346	Same level of service as previous year	207	1.04
OTHER COSTS					
258,979	FRDC	257,198	Funding based on 0.25% of rolling three year average		
97,182	E-Catch (eScales)	97,182	Co-Management Services Project: eScales upgrade and management 2020-21		
72,057	E-Quota Monitoring System Operating	72,057	Co-Management Services Project: Deckhand implementation 2020-21		
315,000	Co-Management Services	315,000	Co-Management Services requested for 2020-21		
3,404,112	TOTAL	3,458,428			

Licence Fees 2020-21 (\$)	
Base Fee	7,609
Quota Unit Fee	175.00
Giant Crab Quota Fee	24.40
By-catch Fee	7.10
<i>Licence Fees 2019-20 (\$)</i>	
<i>Base Fee</i>	<i>7,518</i>
<i>Quota Unit Fee</i>	<i>171</i>
<i>Giant Crab Unit Fee</i>	<i>24.30</i>
<i>By-catch Fee</i>	<i>4.50</i>

Fishery Management Objectives

Long term objectives	Outcomes	Fishery Policy and Management	Compliance	Assessment and Research	Leasing and Licensing
<p>Ensure the Rock Lobster resource is harvested sustainably.</p> <p>Optimum economic utilisation and equitable distribution of the Rock Lobster resource.</p>	<p>Maintain stock at sustainable levels.</p> <p>Ensure sufficient data and information is available to undertake TACC setting using the Harvest Strategy.</p> <p>Maintain Integrity in the quota system.</p> <p>Management arrangements support the objectives of the fishery.</p> <p>Implement new Management Plan 1 July 2020.</p> <p>Support strategic research activities for the SZRLF.</p>	<p>Implement new Management Plan on 1 July 2020.</p> <p>Support FRDC project relating to catch rate standardisation and alternative pot design.</p> <p>Support strategic research activities for the SZRLF in consultation with the RLFMAC.</p> <p>Ongoing support with eCatch reporting requirements.</p>	<p>Implement compliance program, informed by risk assessment.</p> <p>Support implementation of Management Plan in 2020/21.</p> <p>Ongoing support with eCatch reporting requirements.</p>	<p>Lead Stock Assessment and monitoring to underpin stock status and stock assessment reports.</p> <p>Provide scientific advice to inform decision-making process of Harvest Strategy.</p> <p>Conduct puerulus monitoring program.</p> <p>Undertake fishery-independent monitoring survey.</p> <p>Lead FRDC project relating to catch rate standardisation and alternative pot design.</p> <p>Support strategic research activities for the SZRLF in consultation with the RLFMAC.</p>	<p>Provide ongoing support for licensing, quota and transfer queries.</p> <p>Support finalisation of implementation of new Management Plan on 1 July 2020.</p> <p>Ongoing support with eCatch reporting requirements.</p>

Long term objectives	Outcomes	Fishery Policy and Management	Compliance	Assessment and Research	Leasing and Licensing
Minimise impacts on the ecosystem.	Continue to undertake and monitor current fisheries dependent and independent monitoring.	Support continuation of current fisheries dependent and independent monitoring. Consider implementation of outcomes of FRDC Research project 2017-082 <i>Ensuring monitoring and management of bycatch in Southern Rock Lobster fisheries is best practice</i> in consultation with the RLFMAC.		Monitor TEPS interactions through logbooks. Support continuation of current fisheries dependent and independent monitoring. Consider implementation of outcomes of FRDC Research project 2017-082 <i>Ensuring monitoring and management of bycatch in Southern Rock Lobster fisheries is best practice</i> in consultation with the RLFMAC.	
Cost effective and participative management of the fishery.	Support co-management of the fishery.	Support the co-management and consultative processes. Participate in the co-management and consultative processes. Regular communication with industry and attendance at meetings (eg RLFMAC, SEPFA-led port meetings), as required.	Implement compliance program, informed by risk assessment. Industry liaison and attendance at meetings, as required.	Participate in the RLFMAC as an observer. Provide scientific advice in support of co-management of the fishery. Industry liaison and attendance at meetings, as required.	Provide licensing advice related to electronic reporting. Provide technical advice on implementation of further development of electronic reporting.

Fisheries Policy and Management Program

Program Manager:

Alice Fistr, General Manager, Fisheries Policy and Management Unit
Telephone: 08 8429 3565 Email: alice.fistr@sa.gov.au

Program summary

The Fisheries Policy and Management Unit of PIRSA Fisheries and Aquaculture undertakes activities such as day-to-day management, long-term planning and policy development for South Australian commercial, recreational and Aboriginal traditional fisheries.

The Fisheries Policy and Management unit has the following core functions:

- Administer the *Fisheries Management Act 2007* and regulations.
- Day-to-day management of fisheries resources, to ensure catch and effort levels are commensurate with resource sustainability.
- Develop and implement Management Plans, including Harvest Strategy development and ESD risk assessment, in accordance with the *Fisheries Management Act 2007*.
- Provide advice to the Minister for Primary Industries and Regional Development, Chief Executive and Deputy Chief Executive on matters relating to fisheries.
- Represent the Executive Director, Fisheries and Aquaculture on committees and other forums on matters related to the administration of the *Fisheries Management Act 2007*.
- Develop over-arching policy frameworks to support fisheries management.
- Build and maintain relationships with key stakeholders, with a particular focus on the commercial and recreational fishing sectors.
- Progress Australian Government recommendations under EPBC Act (1999) assessment.

Objectives

To provide day-to-day fisheries management services to the Rock Lobster Fishery (Southern Zone) to government and industry, as well as advice and facilitation of fisheries policy and management issues, through the Fisheries Policy and Management Program.

Program strategies and supporting actions and initiatives

Anticipated outcomes

1. Prepare day-to-day necessary legislative instruments and/or advice required for the management of the Rock Lobster Fishery (Southern Zone) (regulations, catch limits, closure notices, licence conditions, Ministerial exemptions etc).

2. Prepare policies to support fisheries management.
3. Prepare regular fisheries status reports.
4. Develop and maintain day-to-day productive working relationships and outcomes through cooperative management and collaboration with stakeholders.
5. Deliver quality and timely responses to correspondence.
6. Further the development of co-management arrangements.

Performance indicators

1. Strong industry and government involvement in co-management relationship and adherence to formally agreed co-management arrangements.
2. Develop and implement Management Plan. Management Plans to include Harvest Strategies that protect sustainability of the fishery based on ESD risk assessment processes.
3. Australian Government recommendations met in relation to EPBC assessment.
4. Setting of TACC for Rock Lobster Fishery (Southern Zone).

Program effort allocation

The table below includes an abbreviated suite of core activities and initiatives used to manage risks and reflect the anticipated split of effort and associated costs.

Activity	Days	FTE	Cost (\$)
Policy and Management	90	0.45	87,480

Please Note: All dollar values have been rounded to the nearest dollar figure.

	Deliverables	Due date
1.	Participate in inter and intra-departmental meetings and workshops on issues relevant to fisheries management.	Ongoing
2.	Liaise within the Fisheries and Aquaculture Division, with SARDI Aquatic Sciences, other parts of PIRSA and other State and Commonwealth agencies on matters relevant to fisheries management.	Ongoing
3.	Liaise within PIRSA, with other government agencies and with industry representatives in implementing decisions relevant to fisheries management.	Ongoing
4.	Conduct regular assessment or review of existing management arrangements for fisheries management, including analysis of statistical information on fisheries and interactions with threatened, endangered and protected species.	July 2020
5.	Coordinate consultation with fishery stakeholders through established co-management processes. <ul style="list-style-type: none"> • Implement management plan • TACC setting 	July 2020 July 2020;
6.	Participate in industry liaison in the field to strengthen fishery management knowledge and understanding, and develop rapport with licence holders. <ul style="list-style-type: none"> • Pre-season port visit • Mid-season port visits 	October 2020 March 2021
7.	Participate in industry development initiatives related to fisheries management. <ul style="list-style-type: none"> • Support industry to address market downturn as a result of Coronavirus outbreak in China 	Ongoing As required
8.	Attending to general correspondence and enquiries relevant to fisheries.	Ongoing
9.	Provide advice to the Minister in relation to the management of fisheries and Ministerial correspondence.	Ongoing
10.	Communicate on fisheries management issues to key stakeholder groups and the broader community.	Ongoing

Legal Services Program

Program Manager:

Lambertus Lopez, Manager, Legal and Legislative Programs

Telephone: 08 8429 0527 Email: lambertus.lopez@sa.gov.au

Program summary

PIRSA Fisheries and Aquaculture Directorate provides legal services to the Deputy Chief Executive and all other members of the Division, in particular the policy group, on a daily basis. Among other things these services include strategic advice and problem solving, review of draft documentation and correspondence, statutory interpretation and the provision of general advice and statutory interpretation, in consultation with the Crown Solicitor's Office where necessary, regarding any legal issues relating to proposed actions and the implementation or administration of Rock Lobster fisheries management and regulatory arrangements through existing legislative frameworks and licence conditions. Consideration is also given to the impacts and effects of other related legislation if and when required.

Objectives

To provide legal services supporting the implementation of necessary, appropriate and effective statutory and administrative changes to government administration of all fishery sectors, as well as strategic advice and facilitation of related policy development, legislative and regulatory issues, through the Legal Services Program.

Program strategies and supporting actions and initiatives

Anticipated outcomes

1. Co-ordinate the introduction, amendment or revocation of Fisheries legislation in line with Fisheries Policy decisions i.e. Act or regulation amendments, the introduction of new regulations and drafting of other legislative and administrative instruments such as delegation, permit or exemption instruments as required under the *Fisheries Management Act 2007* (the Act). New regulations or amendments require the drafting of Cabinet submissions and supporting documentation, including the preparation of drafting instructions, for consideration by Cabinet. This service includes co-ordinating the cabinet process involving liaison with the Office of Parliamentary Counsel and the Crown Solicitor's Office and inter agency consultation to ensure that proposed regulatory arrangements are accurately described, drafted and scrutinised before being implemented.
2. Review licensing arrangements required on an as needs basis to appropriately implement approved fishery management policy and measures within the limitations of the Act. The service includes working with the Licensing program (part of Leasing and Licensing) where necessary to implement efficient administrative systems and finalise forms and instruments that are legally sound.
3. Problem solve together with the provision and co-ordination of legal advisory services in liaison with the Crown Solicitor's office relating to the implementation and administration of the Act, Regulations and fisheries management policies, interaction with other Acts, and the defence of those policies and arrangements raised in litigation or industry correspondence.

4. Coordinate applications for Ministerial exemptions under Part 10 Division 1 and Permits under Part 7 Division 2 of the Act.
5. Additional legal services to support, on an as needs basis, the decision-making of the Executive Director, Fisheries and Aquaculture and the Director Operations and other delegates of the Minister under the Act to safeguard the ongoing sustainability of a fishery in any particular year (where required), depending on positive or negative scientific indicators, to implement new fisheries management arrangements (for example the introduction or variation of a quota system) or new administrative or compliance arrangements (for example, changes to licensing processes, conditions, introduction of closures).
6. Support compliance for statutory interpretation, problem solving and correspondence advice (per above).

Program effort allocation

The table below includes an abbreviated suite of core activities and initiatives used to manage risks and reflect the anticipated split of effort and associated costs.

Activity	Days	FTE	Cost (\$)
Legislation	15	0.08	15,765

Please Note: All dollar values have been rounded to the nearest dollar figure.

Leasing and Licensing Program

Program Manager:

Rob Falco, Manager, Leasing and Licensing

Telephone: 08 8204 1374 Email: rob.falco@sa.gov.au

Program summary

The Fisheries Leasing and Licensing unit of PIRSA Fisheries and Aquaculture is responsible for the management of licensing and quota monitoring services.

This business unit provides a range of services related to the timely processing and management of information leading to the issue of licences and other reporting services.

The unit administers a licensing call centre for licence inquiries and other administrative services. The success of these functions is based on maintaining the Primary Industries Information Management System (PIIMS) database.

Objectives

To provide leasing and licensing services to government and industry through the Leasing and Licensing Program.

Program strategies and supporting actions and initiatives

Anticipated outcomes

1. Issue licences to licence holders in an accurate and timely manner.
2. Provide accurate and timely information related to licences.
3. Provide reports as required.

Services to directly support the fishery

1. Renew and maintain fishery licences.
2. Database management for licence renewal.
3. Quota monitoring.
4. Monitor and support eBusiness systems
5. Collect licence fees and associated payments.
6. Compose and send quarterly instalment notices.
7. Record and track unpaid invoices.
8. Compose and send late payment instalment notices for un-paid quarterly instalments.

9. Draft and issue notices to fishers.
10. Process requests for information from fishers who make such inquiries over the counter, through the call centre, via facsimile or e-mail. For example, helping fishers to process information relevant to licensing and quota, application for licence transfers, boat changes, gear enquiries and fishing regulations.
11. Regularly update information about licence holders.
12. Research and prepare documents for public record.
13. Liaise with government stakeholders to verify the credentials of fishers.
14. Liaise with PIRSA Fisheries and Aquaculture, SARDI Aquatic Sciences, Crown Solicitors and other state and local agencies on matters relevant to the fishery.
15. Draft and update licence conditions over the duration of the licensing year as determined by the Executive Director, Fisheries and Aquaculture.
16. Provide information to licence holders relating to the requirements pursuant to licence administration.
17. Manage calls from fishers regarding late payment notices, fees and general enquiries about their licences.
18. Provide support regarding an increased frequency of last minute administrative enquiries from fishers. e.g., master changes, boat variations and quota transfers, as well as provide advice and support to fishers on licence information to complete the required forms.

Services to support fisheries management

1. Participate in inter and intra departmental meetings and workshops on issues relevant to the fishing industry.
2. Liaise with relevant staff within PIRSA Fisheries and Aquaculture in implementing decisions relevant to the fishery.
3. Interrogate the PIIMS database to extract information for other stakeholders to use in preparing reports.
4. Prepare reports requested by internal and external customers including maintenance of a public register of licence holders.
5. Liaise with information technology providers to maintain PIIMS and administer licensing requests.
6. Generate quota management reports to update stakeholders on varying Total Allowable Commercial Catch (TACC) returns and end of season quota holdings.

Program effort allocation

The table below includes an abbreviated suite of core activities and initiatives used to manage risks and reflect the anticipated split of effort and associated costs.

Activity	Days	FTE	Cost (\$)
Leasing and Licensing	70	0.35	54,530
Quota Monitoring	207	1.04	140,346

Please Note: All dollar values have been rounded to the nearest dollar figure.

Directorate Program

Program Manager:

Chiara Ciui, Business Manager

Telephone: 08 8429 0378 Email: chiara.ciui@sa.gov.au

Program summary

Business Strategy, within the Directorate Unit of PIRSA Fisheries and Aquaculture, provides a range of services to support fisheries management. These include coordinating the cost recovery process and establishing agreements with service providers; coordinating program provider reports; administering external contracts and agreements; and providing audit, financial and human resource functions.

Objectives

To provide support services to government and industry, as well as advice and facilitation of corporate related policy and management issues, through the Directorate Program that incorporates the Fisheries and Aquaculture Business Strategy unit.

Program strategies and supporting actions and initiatives

Anticipated outcomes

1. Coordinate and facilitate cost recovery processes and program agreements, including liaising with program providers, managers and financial services as required.
2. Meet with industry on matters relating to cost recovery, licence setting and related policy issues.
3. Develop and review cost recovery policy, processes and program agreements.
4. Manage major service providers' contractual agreements, and co-management services contractual agreements with industry associations.
5. Project manage and administer external contractual services and agreements – including liaising with PIRSA Accredited Purchasing Unit, preparing acquisition plans and selecting evaluation criteria, managing tender processes, drafting purchase recommendations and liaising with the Crown Solicitor's office to develop contractual agreements.
6. Provide advice on procurement and invoicing requirements.
7. Consult with the Deputy Chief Executive, Executive Director, Fisheries and Aquaculture, Director Operations, PIRSA fisheries managers, and the Office of the Minister and other parties as needed.
8. Ongoing review, development and documentation of the cost recovery model, framework, processes and roles.
9. Meet agreed timeframes on management and administration of external contractual services.

10. Appropriate management of industry funds and services.

Program effort allocation

The table below includes an abbreviated suite of core activities and initiatives used to manage risks and reflect the anticipated split of effort and associated costs.

Activity	Days	FTE	Cost (\$)
Directorate	28	0.14	27,300

Please Note: All dollar values have been rounded to the nearest dollar figure.

Fisheries Compliance Operations Program

Program Manager:

Melanie Teagle, Regional Manager

Telephone: 0428 101 198 Email: melanie.teagle@sa.gov.au

State Coordinator:

Hamish Telfer, Senior Fisheries Officer

Telephone: 0409 696 500 Email: hamish.telfer@sa.gov.au

Program summary

PIRSA Fisheries and Aquaculture teams coordinate compliance activities (outputs) to build awareness and behavioural outcomes that have a long term beneficial impact in the Southern Zone Rock Lobster (SZRL) Fishery. The objective of the compliance activities (outputs) is to minimise the risks to aquatic resource sustainability, resource allocation and access rights and ultimately commercial economic viability.

The outputs of the SZRL Compliance Plan are primarily delivered by teams located in Mt Gambier and Kingston. Support is also provided as required from the other Regional Operation teams, Offshore Patrol Operations and the Intelligence and Strategic Support team.

The coordination of the compliance outputs is guided by an industry specific compliance plan which was developed in consultation with the SZRL industry. These outputs are aimed at educating fishers, deterring opportunistic and financially motivated crimes, enforce the rules and regulations and reducing overall compliance risks to resource sustainability.

A diagrammatic representation of the PIRSA compliance model is shown as a Program Logic Model (Appendix 1). This identifies the high level relationships and intended causal links between fisheries compliance inputs, outputs and intended program outcomes.

The elements of the compliance Program Logic Model are also linked to a new assessment tool (Maturity Model) that was developed during National Fisheries Compliance Committee (NFCC) workshops. The Maturity Model allows a weight of evidence approach to assess the efficacy of the compliance outputs and the outcomes achieved. This is designed to support decisions that achieve a shared view between SZRL industry and PIRSA and the existence of a mature sustainable fishery

Inputs

Compliance inputs are the resources and constraints that frame the delivery of the compliance outputs or activities. This covers policies, legislative and regulatory frameworks, program funding, human resourcing, information technology systems and research. The compliance inputs for the SZRL fishery are identified herein.

Legislative and regulatory framework

Fisheries Management Act 2007

Fisheries Management (Rock Lobster Fisheries) Regulations 2017

Fisheries Management (Fish Processors) Regulations 2017

Fisheries Management (General) Regulations 2017

Fisheries Management (Demerit Points) Regulations 2017

Fisheries Management (Marine Scalefish Fisheries) Regulations 2017

Fisheries Management (Miscellaneous Fishery) Regulations 2015

Management Plan for the South Australian Commercial Southern Zone Rock lobster Fishery

Program effort, funding and resources

The level of effort required to deliver the compliance program in accordance with the dedicated plan is reviewed annually taking into account:

- previous effort required to deliver established programs developed over last 10 years.
- the identified risks to the fishery and any associated changes.
- shifts or changes to the fishery management.
- changes to fishing practices.
- additional pressures or influences on fishers or the fishery.
- intelligence holdings.
- trends or change behaviours that required monitoring and/or investigation.
- cost effectiveness and identified efficiencies.
- any other relevant information required to deliver an effective compliance program to monitor and enforce the rules and regulations for each fishery.

PIRSA has continually reviewed the SZRL fishery compliance program, gaining efficiencies through data driven and targeted operations and re-directing compliance effort where necessary to address current and emerging issues and risks. A large educational and awareness focus has been applied in recent years to assist with the transition of a paper based system to an electronic system. It should also be noted that for the year ending 30 June 2019 the program required an additional 99.5 days of effort (~\$127k) above the cost recovered program.

The following table includes the number of days predicted to reflect the anticipated split of effort and associated costs to deliver the compliance outputs for 2020-21.

Compliance Outputs	Days	FTE	Cost (\$)
Education Awareness	400	2.00	522,000
Effective Deterrence, Monitoring and Surveillance	592	2.96	772,560
Enforcement	180	0.90	234,900
TOTAL OFFICER DAYS	1,172	5.86	1,529,460

Please Note; to comply with Work Health and Safety obligations and evidentiary requirements, operational activities are generally required to be undertaken by a minimum of two (2) officers at any time.

IT systems, technology and data

Fisheries and Aquaculture Compliance Operations are supported by a number of electronic systems which continue to be refined to allow optimum delivery of information in a reliable and timely way. Some of the key systems that assist to drive the compliance outputs include:

- IBase and Analyst Notebooks (Intelligence system).
- FACT (Fisheries and Aquaculture Information Collection Tool).
- Timewise (Effort Reporting Tool).
- Evidence.com (Video Evidence Collection Tool).
- PIIMS (Primary Industries Information Management System – Quota and Licence Information).
- eCatch.
- eBrief (prosecutions system).
- Commercial Fishing Application.

Delivery outputs

The coordination of compliance outputs is guided by an industry specific compliance plan which was developed in consultation with the SZRL industry. The plan ensures compliance effort is intelligence driven, efficient, cost effective and outcome focused. The compliance plan comprises three core outputs (Education and Awareness, Effective Deterrence and Appropriate Enforcement) and is optimised towards increasing voluntary compliance and maximising effective deterrence.

Analysis of intelligence and information holdings is regularly conducted to identify the major risks to the sustainable harvest of Rock lobster. The combination of strategies, actions, and initiatives are critical to focus the primary compliance effort to manage the risks and achieve targeted outcomes. The details are identified herein.

Intelligence

- Information collection.
- Analysis and testing of information voracity.
- Provide recommendations for targeted operations.
- Develop strategic assessments.

Education and awareness

- Conduct pre-season education meetings and participate in industry days.

- Provide electronic distribution of educational material to fishers and licence holders at the start of the season.
- Ensure all interested parties understand their respective obligations and the compliance focus for the coming season.
- Develop Industry communication & relationship programs to facilitate discussion of topics such as compliance inspection outcomes and issues impacting the SZRL fishery.
- Ongoing one on one education during inspections

Effective deterrence, monitoring and surveillance

- Ensure all aspects of the Quota Management System are monitored such as prior reporting and chain of custody requirements in catch disposal records (CDR) including auditing.
- Ensure integrity of eCatch data sent from the field and deducted from quota.
- Ensure all aspects of commercial fishing activities are monitored such as inspections of catch at sea, when landed, in transit and at change of ownership in fish processing premises.
- Conduct intelligence driven operations that give rise to appropriate enforcement action.
- Respond to reported incidents/issue.
- Communicate activities in formal reporting

Enforcement

- Investigate reports of non-compliance and where appropriate take action.
- Issue expiations, cautions and court enforced actions.
- Communicate enforcement outcomes in formal reporting.
- Service of suspension.

Risk assessment and management (work priorities)

PIRSA use information obtained from intelligence, monitoring, surveillance and enforcement processes to assess compliance and sustainability risks to the fishery. This subsequently informs work priorities for service delivery. The priorities are prone to change during the fishing season however the following are currently relevant to the Southern Zone Rock Lobster Fishery.

1. Quota Management System Integrity.
2. Take Female Rock lobster with Eggs.
3. Take Undersize Rock lobster
4. Illegal Unreported Unregulated Take.

Anticipated outcomes

PIRSA will assess the efficacy of the compliance program by evaluating particular outcomes. The outcomes will be in the form of stakeholder awareness, behaviour and impact. The evaluation in the form of a maturity model will be used to establish an order of magnitude to support decision making and progress towards a common view of a mature fishery and ultimately co-management.

Awareness

Awareness is a short term outcome that is necessary to prevent unnecessary use of enforcement activities. Awareness constitutes an improved community and stakeholder attitude towards compliance, an improved understanding of legislation and regulation, improved stakeholder buy-in and participation and community support for offence detection. The attributes for each are articulated herein.

Improved community and stakeholder attitude

- Confidence in compliance ability to use statutory and discretionary powers appropriately.
- Understanding of the public value of compliance.
- Comprehension of services delivered by compliance against the objects of the Act.
- Confidence in compliance ability to sustain resource allocation equity amongst direct resource users.

Improved understanding of legislation and regulation

- Understanding fishing obligations.
- Legislation and regulation is considered simple and fair to follow.

Improved stakeholder buy-in and participation

- Actively engage with compliance in development of risk assessments, reporting frameworks and reviewing rules.
- Collaborative problem-solving.

Community support for offence detection and sanctions

- Actively provide relevant information.
- Industry driven initiatives and evidence of self-regulation.

Behaviour

Successful outcomes and long term sustainable fisheries are ultimately driven by behavior that is in the interest of sustainability, ongoing economic viability and public value. The behavioural outcomes that are important to PIRSA include stewardship, voluntary compliance and proactive approaches to compliance issues. The attributes for each are articulated herein.

Stewardship

Stewardship is the aggregation of a number of actions and behaviours where industry is entrusted with the management of the SZRL resource and the associated compliance of its members within the regulatory and legislative input constraints.

Some of the behaviours of stewardship include:

- An acceptance of change from traditional approaches and attitudes to strong partnerships between government, industry and key stakeholder groups.
- An established mutual trust and respect between government, industry and key stakeholders.
- An alignment of values that gives rise to industry and PIRSA communicating the same message focusing on the sustainability of the aquatic resource and associated ongoing economic viability as the primary drivers.
- PIRSA compliance appears seamless to industry. Inputs and outputs are shared. Joint investigations and national problem solving actions are taken by all, collectively and with representative groups engaged in partnership.
- Minimal conflict exists with other stakeholder groups or industry has clear mechanisms or a demonstrated capacity to address the conflict.

Voluntary compliant behaviour

- All appropriate attempts to understand and adhere to rules and regulations are made by industry.
- PIRSA Fisheries and Aquaculture compliance is contacted when industry is unable to meet regulatory requirements so an alternative legal solution can be arranged.
- Industry members report other commercial fishers who fail to meet regulatory requirements.

Proactive approaches to compliance issues (incl. participation in governance process)

- Use established industry structures to collaborate on compliance issues to deliver the shared objective of sustainability and public value.
- Actively participate and respond to compliance issues.
- Highlight deficiencies in compliance programs and suggest improvements.
- Influence other industry participants to promote voluntary compliance.

Impact

The awareness and behavior changes will lead to a longer term impact that is reflected in economic and ecological sustainability, broad confidence in the allocation of Rock lobster between user groups, a confidence in the ability of PIRSA to manage Rock lobster resources and an industry that is free from the influence of serious and organised crime. The attributes for each impact is articulated herein.

Ecological and economic sustainability of aquatic resources

- SARDI stock status assessments reflect an ecological sustainability.
- Industry reflect economic sustainability.

Confidence and equity in resource allocation and access

- Recreational, commercial and Aboriginal fishing stakeholders are confident that the division of Rock lobster resources is fair and equitable.
- Investment support continues for ecologically and economically sustainable harvest of Rock lobster.

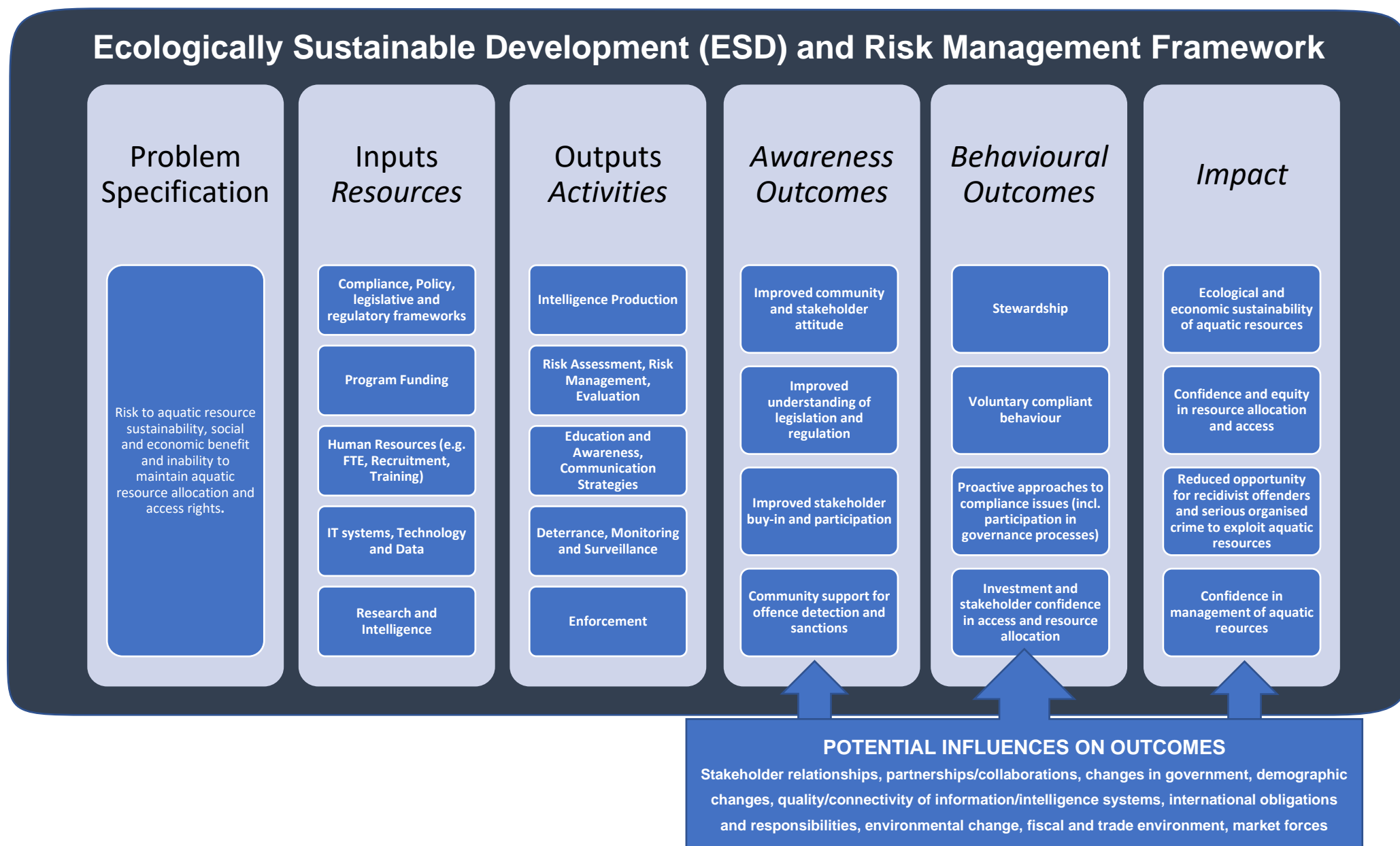
Reduced opportunity for recidivist offenders and Serious Organised Crime to exploit aquatic resources

- Regulators, law enforcement and industry have closed opportunities for Serious Organised Crime to participate in the Rock lobster industry.
- Industry has not had any impact resulting from Serious Organised Crime activities for a significant period of time.

Confidence in management of aquatic resources

- Positive public perception in the management of Rock lobster stocks.
- Positive consumer perception for commercially harvested Rock lobster.
- An absence of adverse industry publicity.

Appendix 1: PIRSA Fisheries and Aquaculture Compliance Program Logic Model



Stock Assessment and Monitoring Program

Fisheries and Aquaculture Contact Person:

Gavin Begg, Acting Executive Director, Fisheries and Aquaculture
Telephone: 08 8429 0960 Email: gavin.begg@sa.gov.au

SARDI Contact Person:

Dr Michael Steer, Acting Research Director, SARDI Aquatic Sciences
Telephone: 08 8429 0115 Email: michael.steer@sa.gov.au

1. Project details

1.1 Title

South Australian Rock Lobster Fishery

1.2 Subcontractor/Collaborator

Not Applicable

1.3 Timeframe

Commencement Date: 1 July 2019

Completion Date: 30 June 2023

1.4 Summary

This scope of work will provide PIRSA Fisheries and Aquaculture with the scientific information required to underpin the ecologically sustainable management of the rock lobster fishery in South Australia. The core stock assessment and monitoring program for rock lobster is comprised of three key components:

- (1) Project 1 – Annual report on performance indicators;
- (2) Project 2 – Puerulus monitoring; and
- (3) Project 3 – Fishery Independent Monitoring Survey (FIMS) – Southern Zone only.

2. Project description

2.1 Background

Southern rock lobster (*Jasus edwardsii*) are distributed around southern mainland Australia, Tasmania and New Zealand. In Australia, the northerly limits of distribution are Geraldton in Western Australia and Coffs Harbour in New South Wales but the bulk of the population can be found in South Australia, Victoria, and Tasmania where they occur in depths from 1 to 200 m. In South Australia, the fishery is divided into two zones, Northern and Southern. Lobsters are caught using pots that are set overnight and hauled at first light with the majority of commercial catch exported live, mainly to China.

2.2 Need

Annual stock assessment and status reports are required as part of the ongoing management of the South Australian southern rock lobster resource. The broad statutory framework for the sustainable management of this resource is provided by the *Fisheries Management Act 2007* with specific policies, objectives and strategies to be employed for the sustainable management of the Northern and Southern zones described in the Management Plans for both fisheries (PIRSA 2013, 2014).

2.3 Objectives

2.3.1 Annual report on performance indicators

To undertake monitoring required to underpin the annual stock assessment and status reports for the Northern and Southern Zone fisheries. The annual stock assessments will report against the key biological performance indicators identified in the Management Plan for both fisheries.

2.3.2 Puerulus monitoring

To monitor annual levels of puerulus settlement and to link settlement patterns to pre-recruit abundance and model estimates of recruitment as a potential indicator of future fishery performance.

2.3.3 Fishery Independent Monitoring Survey (FIMS);

To undertake a fishery independent monitoring survey in the Southern Zone. Data to be incorporated into annual stock assessments to provide information independent of the commercial fishery and to support finer scale assessment. The objective is to provide a measure of relative abundance not altered by changing fishing patterns.

2.4 Methods

2.4.1 Annual report on performance indicators

Collection of fisheries statistics

- Manage a comprehensive fishing logbook program.
- Collate fishing logbook returns and provide a secure and commercial-in-confidence service.
- Validate returns (consultation with fishers to correct errors).
- Entry and storage of data, providing database administration, maintenance and development.

- Provide mid-season, annual and other reports and presentations as required by PIRSA Fisheries and Aquaculture for the Northern and Southern zone rock lobster fisheries.
- Promote and manage a voluntary catch sampling program.

2.4.2 Puerulus monitoring

Service Collectors

- Provide regular monthly servicing of collectors at various sites located across the range of the fishery.
- Repair collectors and collect biological samples.

2.4.3 Fishery Independent Monitoring Survey (FIMS)

- Surveys be undertaken at the beginning (September) and middle (January) of each fishing season along predetermined transects within the SZ fishery.

3. Deliverables

The key deliverables of the 2020/21 Southern Rock Lobster stock assessment and monitoring program are tabulated below; additional work related to the core program is also identified:

Funding Source	Deliverable	Due Date
SLA	End-of-season (2019/20) SZ and NZ presentations to PIRSA Fisheries and Aquaculture and the RLFMAC	31 July 2020
SLA	Status report for SZ and NZ (2019/20 season)	31 October 2020
SLA	SZ September FIMS Advice Note	31 December 2020
SLA	SZ January FIMS Advice Note	30 April 2021
SLA	Stock Assessment report for Southern Zone and Northern Zone (2019/20 season)	30 June 2021
FRDC	Chapter update for Status of Australian Fish Stocks 2020	31 December 2020
FRDC	–Final report: Assessing the efficiency of alternative pot designs for the Southern Rock Lobster (<i>Jasus edwardsii</i>) Fishery (FRDC 2016/258).	30 April 2021
PIRSA	Implement new SZ Harvest Strategy	31 July 2020

3.1 Service Provided:

- Derive indices of catch rate, pre-recruit index, length frequency, biomass, recruitment and egg production. The latter are obtained from stock assessment models.
- Develop and apply stock assessment models for alternative Harvest Strategy evaluation as required.
- Interpret the performance indicators and report on status of fisheries.

As well as reporting on the performance indicators for the fishery, the project also entails the following deliverables:

- Maintaining the integrity of the historical data.
- Maintaining the SARL database.
- Improving the quality of catch and effort electronic and historical logbook data.
- Maintaining current data collection systems (both eCatch and paper logbook).
- Collecting, editing, entering, validating and updating catch and effort data (eCatch and paper logbooks), catch sampling data and gear/vessel data.
- Monitoring the physical environment.

- Maintaining temperature loggers and uploading data into SARL database.
- Liaising with fishers through annual port meetings.
- Understanding the broad range of factors effecting the industry that are not necessarily quantifiable through the collection of logbook or other data, but is important to the understanding of the fishery dynamics (e.g. high grading).
- Providing feedback on the voluntary data collection.
- Identifying areas of weakness or uncertainty in the assessment of the stocks and developing means by which uncertainty can be minimised and quantified.
- Developing project proposals to create research opportunities in regard to aspects of the lobster fishery and/or biology that are of strategic interest, including projects of interest beyond SA.
- Contributing to the development and/or update of a Strategic Research Plan for the SA lobster fisheries.
- Advising the Fisheries Management Committee on a range of issues, for example, the need for changes in levels of total catch, effort, size limits, and advice regarding the extent of ecological interactions and their minimisation.
- Provide outputs for the development of alternative Harvest Strategies.

3.2 Outcomes:

- Publish annual Status and Stock Assessment Reports for both the Northern and Southern zone rock lobster fisheries.
- Supervision of project, management of deliverables and milestones.
- Provision of verbal and written advice to PIRSA Fisheries and Aquaculture as requested. Provision of advice during review of Harvest Strategies during Management Plan reviews when required.
- For the FIMS in the Southern Zone fishery, an Advice Note detailing catch from each survey pot and overall SZ survey catch rate to be provided after both September and January surveys

3.3. Outputs and extension:

- Status and Stock Assessment Reports for both the Northern and Southern zone rock lobster fisheries will be provided to PIRSA Fisheries and Aquaculture and all rock lobster licence holders. Reports will also be posted on the PIRSA website.
- Port meetings in both Northern and Southern Zones.
- Mid and Final-season presentations to both the South Australian Research Sub-Committee (RSC), the Rock Lobster Fishery Management Advisory Committee (RLFMAC) and PIRSA Fisheries and Aquaculture.
- Advice Notes to PIRSA Fisheries and Aquaculture.
- Routine data-extraction requests from the South Australian Rock Lobster database.
- Representation at both RSC and RLFMAC meetings.

4. Funding arrangements

4.1 Project costing policy

This four-year research program Scope and Costing has been costed at a Discounted rate.

Project Cost	Total Funded	Total In-kind	Total Project Cost
STOCK ASSESSMENT	\$4,347,423	\$713,698	\$5,061,121
SZ FIMS	\$486,910	\$17,408	\$504,318
SUBTOTAL	\$4,834,333	\$731,106	\$5,565,439
GST	No GST	No GST	No GST
TOTAL	\$4,834,333	\$731,106	\$5,565,439

4.2 Project cost

Funded Project Cost	2019/20	2020/21	2021/22	2022/23	Total Funded Cost
STOCK ASSESSMENT	\$1,046,423	\$1,068,827	\$1,092,615	\$1,139,558	\$4,347,423
SZ FIMS	\$118,354	\$120,501	\$122,682	\$125,373	\$486,910
SUBTOTAL	\$1,164,777	\$1,189,328	\$1,215,297	\$1,264,931	\$4,834,333
GST	No GST	No GST	No GST	No GST	No GST
TOTAL	\$1,164,777	\$1,189,328	\$1,215,297	\$1,264,931	\$4,834,333

4.3 Milestone and payment schedule

Date	Milestone	Payment (\$) Ex GST
31 July 2019	End-of-season (2018/19) SZ and NZ presentations to PIRSA Fisheries and Aquaculture and the RLFMAC	
31 October 2019	Status report for Southern Zone and Northern Zone 2018/19 season	
31 December 2019	SZ September survey Advice Note First Half Payment 2019/20 SLA	\$582,388
30 April 2020	SZ January survey Advice Note	
31 May 2020	Second Half Payment 2019/20 SLA	\$582,389
30 June 2020	Stock Assessment report for Southern Zone and Northern Zone 2018/19 season	
31 July 2020	End-of-season (2019/20) SZ and NZ presentations to PIRSA Fisheries and Aquaculture and the RLFMAC	
31 October 2020	Status report for Southern Zone and Northern Zone 2019/20 season	
31 December 2020	SZ September survey Advice Note First Half Payment 2020/21 SLA	\$594,664
30 April 2021	SZ January survey Advice Note	
31 May 2021	Second Half Payment 2020/21 SLA	\$594,664
30 June 2021	Stock Assessment report for Southern Zone and Northern Zone 2019/20 season	
31 July 2021	End-of-season (2020/21) SZ and NZ presentations to PIRSA Fisheries and Aquaculture and the RLFMAC	
31 October 2021	Status report for Southern Zone and Northern Zone 2020/21 season	
31 December 2021	SZ September survey Advice Note First Half Payment 2021/22 SLA	\$607,648
30 April 2022	SZ January survey Advice Note	
31 May 2022	Second Half Payment 2021/22 SLA	\$607,649
30 June 2022	Stock Assessment report for Southern Zone and Northern Zone 2020/21 season	
31 July 2022	End-of-season (2021/22) SZ and NZ presentations to PIRSA Fisheries and Aquaculture and the RLFMAC	
31 October 2022	Status report for Southern Zone and Northern Zone 2021/22 season	
31 December 2022	SZ September survey Advice Note First Half Payment 2022/23 SLA	\$632,465
30 April 2023	SZ January survey Advice Note	
31 May 2023	Second Half Payment 2022/23 SLA	\$632,466
30 June 2023	Stock Assessment report for Southern Zone and Northern Zone 2021/22 season	
SUBTOTAL		\$4,834,333
GST		NO GST
TOTAL COST		\$4,834,333

5. Project staff

Staff	FTE 2019/20	FTE 2020/21	FTE 2021/22	FTE 2022/23
Principal Scientist	1.30	1.30	1.30	1.30
Research Scientist	0.60	0.60	0.60	0.60
Research Officers	2.30	2.30	2.30	2.30
TOTAL	4.20	4.20	4.20	4.20

6. Project cost summary

Cost	Detail	2019/20 Total (\$) Ex GST	2020/21 Total (\$) Ex GST	2021/22 Total (\$) Ex GST	2022/23 Total (\$) Ex GST
Salaries (FTE)		4.20	4.20	4.20	4.20
Salaries (\$)		560,731	573,080	586,528	623,334
Operating					
Logbook program (\$)		87,068	89,681	92,372	95,141
Payment to industry for surveys (\$)		83,000	84,660	86,353	88,080
Fieldwork (\$)		104,000	104,000	104,000	104,000
Laboratory (\$)					
Travel (\$)		4,000	4,000	4,000	4,000
Office & communication (\$)		11,000	11,000	11,000	11,000
Capital equipment (\$)					
SARDI overhead (\$)		314,978	322,907	331,044	339,377
SARDI inkind (\$)		176,064	180,465	184,977	189,600
Total Cost (\$)		1,340,841	1,369,793	1,400,274	1,454,531
Revenue – PRICE					
Licence holders (\$)	82.5%	1,112,362	1,135,808	1,160,609	1,208,009
PIRSA F&A (\$)	4.5%	52,415	53,520	54,688	56,922
Total Revenue (\$)	87%	1,164,777	1,189,328	1,215,297	1,264,931
SARDI Investment (\$)	13%	176,064	180,465	184,977	189,600

Explanation of costs above:

Logbook Program - Entry, validation, management and reporting of data

Payment to industry for surveys - Direct costs of using industry vessels and staff to undertake surveys

Fieldwork - Fieldwork costs including vessels, travel and OHS requirements

Laboratory - Costs for processing samples

Travel - Costs for attending meetings with industry, PIRSA F&A and stakeholders

Office and communication - Stationery, communications and publications

Capital equipment –

