

PIRSA

Cost Recovery Implementation Statement for the Marine Scalefish Fishery

1 July 2021 to 30 June 2022

Cost Recovery Implementation Statement

Information current as of February 2021

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Introduction

Wild catch commercial fisheries in South Australia are managed in accordance with the Department of Primary Industries and Regions (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 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 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 Ministerial Notice briefing to vary and prescribe lease and 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 (Marine Scalefish Fishery)

2020-21 (\$)	PROGRAM AREA	2021-22 (\$)	COMMENTS	DAYS	FTE
RESEARCH COSTS					
890,573	Stock Assessment and Monitoring	786,088	1 year research project scope		
25,807	Economic Assessment	26,582	As per contracted services 2021-22		
14,185	Other Research	14,567	Contribution towards Threatened and Endangered Species		
PIRSA RELATED COSTS					
213,840	Fisheries Management	188,760	Same level of service as previous year	220	1.10
10,510	Legislation	9,240	Same level of service as previous year	10	0.05
70,110	Licensing	83,700	Same level of service as previous year	90	0.45
15,600	Directorate	13,648	Same level of service as previous year	16	0.08
1,261,935	Compliance	1,209,717	Same level of service as previous year	967	4.84
47,256	Vessel	40,350	Same level of service as previous year	6	0.03
OTHER COSTS					
53,127	FRDC	52,015	Funding based on 0.25% of rolling three year average GVP		
192,361	Co-Management Services	184,455	Co-Management Service request for 2021-22		
2,795,304	*TOTAL	2,609,122			

Licence Fees 2021-22 (\$)	
*Base Fee	2,771
Net Fee	4,938
Licence Fees 2020-21 (\$)	
Base Fee	2,947
Net Fee	5,264

* Note: true costs are reflected above, licence fees below include the 50% fee relief approved by the Minister in 2019

Program Daily Charge Out Rate 2021-22

	DAILY RATE (\$)						
	Compliance	Vessel	Quota	Directorate	Legislation	Licensing	Fisheries Management
Total Employee Expenses	640	2,529	424	624	720	503	622
Total Operating Expenses	319	2,714	125	90	65	127	98
Deprecation and Capital Costs	69	1,049					
Total Other Expenses*	223	433	299	138	138	299	138
TOTAL DAILY RATE	1251	6725	848	853	924	930	858

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

* Other expenses includes ICT, finance, human resources, WHS, accommodation, insurance and other costs incurred corporately in providing services to divisions, apportioned across PIRSA using a range of cost drivers such as number of logons, headcount, volume data and other workload indicators, in accordance with PIRSA's cost recovery policy. It excludes the costs of servicing government and costs too far removed from the activity such as Ministerial Offices, Office of the Chief Executive, Strategic Communications and Engagement and the PIRSA Policy Unit, for example.

Fishery Management Objectives (Marine Scalefish Fishery)

Management Plan Goals	Outcomes	Fisheries Management	Compliance	Assessment and Research	Leasing and Licensing
Ensure MSF resources are harvested within ecologically sustainable limits.	<p>Implement Management Plan.</p> <p>Monitor the biological performance of the fishery and ensure the collection of fishery and biological data.</p>	<p>Lead implementation of Management Plan.</p> <p>Lead review of Management Plan in 2021/22.</p> <p>Update Harvest Strategies as appropriate.</p> <p>Support investigation into underutilised species in the MSF.</p> <p>Consider stock assessment and stock status report with Marine Fisheries Association /SARDI address any performance indicators (Harvest Strategy) as needed.</p>	<p>Implement and review fishery compliance plan, informed by risk assessment.</p> <p>Support implementation of Management Plan and review in 2021/22.</p> <p>Support implementation of Snapper management changes</p> <p>Support implementation of outcomes of King George Whiting management review.</p> <p>Support implementation of Garfish management changes.</p>	<p>Support implementation of Management Plan.</p> <p>Support review of Management Plan in 2021/22.</p> <p>Support review Harvest Strategies as necessary.</p> <p>Progress and finalise FRDC projects:</p> <ul style="list-style-type: none"> • Fisheries biology of Western Australian Salmon • Post release survival and movement of Snapper • Pre-recruit index of Snapper • Developing a positive cultural attitude towards capture and release of sharks and rays 	<p>Support review of Management Plan, including issue of 10-year licences.</p> <p>Implement changes to licensing systems and update licences as required.</p>

Management Plan Goals	Outcomes	Fisheries Management	Compliance	Assessment and Research	Leasing and Licensing
				Market sampling of key species to feed into fishery assessment reports as per schedule in the Harvest Strategy. Fishery assessment report with stock assessment for King George Whiting as per schedule in the Harvest Strategy.	
Minimise impacts on the ecosystem	Address recommendations and conditions from EPBC Act accreditation.	Reporting and submissions on ecological sustainability for Commonwealth EPBC Act assessment as required by the accreditation. Address other conditions and recommendations as required.		TEPs annual report.	
Optimum utilisation and equitable distribution of Marine Scalefish Fishery resources.	Manage catch of each sector within allocated shares.	Review any breaches of allocations and implement management arrangements as necessary		Status reports include assessment of catches against allocation triggers.	
Cost-effective and participative management of the fishery.	Support industry body to participate and function within the co-management framework of the fishery.	Support MFA in the development and implementation of a consultative model within the MSF.	Implement and review fishery compliance plan, informed by risk assessment.	Industry liaison, attendance of meetings with MFA and provision of research advice, as required.	Provide ongoing support for licensing queries.

Management Plan Goals	Outcomes	Fisheries Management	Compliance	Assessment and Research	Leasing and Licensing
	Supporting and assisting the Commercial Marine Scalefish Fishery Reform Advisory Committee	<p>Develop and implement communication protocol, with annual review.</p> <p>Regular communication with industry and Executive Officer, Marine Fishers' Association and attendance of meetings, as required.</p> <p>Update MSF operator user guide, as required.</p> <p>Administer and participate in MAC meetings, and other co-management meetings when required</p> <p>Assist the fishery in supporting the participation of licence holders in any implementation of government policy the process. Including participation in the FRDC reform project.</p>	<p>Attend meetings with MFA and provide compliance advice, as required.</p> <p>Support updates to MSF operator user guide as required.</p> <p>Input and expertise into the internal reference group, to ensure the reform package is consistent with the legislative requirements of the <i>Fisheries Management Act 2007</i> projects and support of implementation</p>	<p>Administer and participate in MAC meetings, and other co-management meetings when required</p> <p>Input and expertise into the Commercial Marine Scalefish Fishery Reform Advisory Committee.</p> <p>FRDC project - Informing the structural reform of South Australia's Marine Scalefish Fishery.</p>	<p>Support and coordination of FISHWATCH number and commercial app.</p> <p>Support updates to MSF operator user guide, as required.</p> <p>Input and expertise into the internal reference group, to ensure the reform package is consistent with the legislative requirements of the <i>Fisheries Management Act 2007</i> projects and support of implementation.</p>

Fisheries Management Program

Program Manager:

Sam Stone, Fisheries Manager, Fisheries Management
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Program summary

The Fisheries 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 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 Executive Director, Fisheries and Aquaculture, 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 Marine Scalefish Fishery 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

Program delivery

1. Participate in inter and intra-departmental meetings and workshops on issues relevant to fisheries management.

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
3. Liaise within PIRSA, with other government agencies and with industry representatives in implementing decisions relevant to fisheries management.
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.
5. Coordinate consultation with fishery stakeholders through established co-management processes.
6. Participate in industry liaison in the field and on vessels to strengthen fishery management knowledge and understanding, and develop rapport with licence holders and divers.
7. Participate in industry development initiatives related to fisheries management.
8. Attending to general correspondence and enquiries relevant to fisheries.
9. Provide advice to the Minister in relation to the management of fisheries and Ministerial correspondence
10. Communicate on fisheries management issues to key stakeholder groups and the broader community.

Anticipated outcomes

1. Prepare day-to-day necessary legislative instruments and/or advice required for the management of the Marine Scalefish Fishery (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 Marine Scalefish.

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 (\$)
Fisheries Management	220	1.10	188,760

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, other State and Commonwealth agencies and local government 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.	November 2021
5.	Coordinate consultation with fishery stakeholders through established co-management processes. Management arrangements for key species; <ul style="list-style-type: none"> • Garfish management arrangements • Snapper management arrangement • King George Whiting arrangements • Other species in fishery assessment report 	Ongoing July 2021 February 2022 May 2022 March 2022
6.	Participate in industry liaison in the field and on vessels to strengthen fishery management knowledge and understanding, and develop rapport with licence holders and divers.	Ongoing
7.	Participate in industry development initiatives related to fisheries management. <ul style="list-style-type: none"> • Facilitate process to utilise lesser known species • Support red tape reduction recommendations from working group 	June 2021 June 2022

9.	Attend to general correspondence and enquiries relevant to the Marine Scalefish Fishery.	Ongoing
10.	Provide advice to Minister in relation to the management of fisheries and Ministerial correspondence.	Ongoing
11.	Communicate on fisheries management issues to key stakeholder groups and the broader community.	Ongoing
12	Support MAC processes including commencing review of management plan and developing harvest strategies	June 2022

Legal Services Program

Program Manager:

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Program summary

PIRSA Fisheries and Aquaculture Directorate provides legal services to the Executive Director 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 Marine Scalefish Fishery 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

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	10	0.05	9,240

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

Anticipated outcomes

	Deliverables	Due date
1.	Co-ordinate and review 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 delegations, licences, permits, closures or exemption instruments as required under the <i>Fisheries Management Act 2007</i> (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 and review of the cabinet process and working with the Office of Parliamentary Counsel and the Crown Solicitor's Office and other government agencies to ensure that proposed regulatory arrangements are accurately described, drafted and scrutinised before being implemented.	Ongoing
2.	Review licensing arrangements required on an as needs basis to lawfully 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) and policy program to ensure licence conditions are effective and where necessary to implement efficient administrative systems and finalise forms and instruments that are legally sound.	Ongoing
3.	Problem solve and review policy developments together with the provision and co-ordination of legal advisory services in liaison with the Crown Solicitor's office relating to and the lawful 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.	Ongoing
4.	Coordinate applications for Ministerial exemptions under Part 10 Division 1 and Permits under Part 7 Division 2 of the Act and review draft notices.	Ongoing
5.	Additional legal services to support and review, on an as needs basis, the legislative compliance of decision-making documentation created for 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, carry over of quota or reporting arrangements) or new administrative or compliance arrangements (for example, changes to licensing processes, conditions, introduction and variation of fishing closures).	Ongoing
6.	Support compliance for statutory interpretation, problem solving and correspondence advice (per above).	Ongoing

Leasing and Licensing Program

Program Manager:

Annalise Gracey, A/Manager, Leasing and Licensing

Telephone: 08 8207 5321 Email: annalise.gracey@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.
4. Provide fee relief as a result of the Snapper closure.

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	90	0.45	83,700

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

	Deliverables	Due date
	Services to directly support the fishery	
1.	Issue and maintain fishery licences.	Ongoing
2.	Database management for licences and licence holder information.	Ongoing
3.	Manage changes to licences as part of the MSF reform management arrangements and issue quotas and new licence documentation to all licence holders.	Ongoing
4.	Design, test, implement and manage quota trading system for new quota entitlements	Ongoing
5.	Collect licence fees and associated payments.	Ongoing
6.	Compose and send quarterly instalment notices.	Ongoing
7.	Record and track unpaid invoices.	Ongoing
8.	Compose and send late payment instalment notices for unpaid quarterly instalments.	Ongoing
9.	Draft and issue notices to fishers.	Ongoing
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 and master changes, gear enquiries and fishing regulations.	Ongoing
11.	Regularly update information about licence holders.	Ongoing
12.	Research and prepare documents for public record.	Ongoing
13.	Liaise with government stakeholders to verify the credentials of fishers.	Ongoing
14.	Liaise with PIRSA Fisheries and Aquaculture, SARDI Aquatic Sciences, Crown Solicitors and other state and local agencies on matters relevant to the fishery.	Ongoing
15.	Draft and update licence conditions over the duration of the licensing year as determined by the Executive Director, Fisheries and Aquaculture.	Ongoing
16.	Provide information to licence holders relating to the requirements pursuant to licence administration.	Ongoing
17.	Manage calls from fishers regarding late payment notices, fees and general enquiries about their licences.	Ongoing

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

Directorate Program

Program Manager:

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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

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	16	0.08	13,648

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

Anticipated outcomes

	Deliverables	Due date
1.	Coordinate and facilitate cost recovery processes and program agreements, including liaising with program providers, managers and financial services as required.	Ongoing
2.	Meet with industry on matters relating to cost recovery, licence setting and related policy issues.	Ongoing
3.	Develop and review cost recovery policy, processes and program agreements.	Ongoing

4.	Manage major service providers' contractual agreements, and co-management services contractual agreements with industry associations.	Ongoing
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.	Ongoing
6.	Provide advice on procurement and invoicing requirements.	Ongoing
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.	Ongoing
8.	Ongoing review, development and documentation of the cost recovery model, framework, processes and roles.	Ongoing
9.	Meet agreed timeframes on management and administration of external contractual services.	Ongoing
10.	Appropriate management of industry funds and services.	Ongoing
11.	Provide an Annual Report on PIRSA's service delivery of the Cost Recovery agreement to industry Executive Officer.	September

Fisheries Compliance Operations Program

Marine Scalefish Fishery

Program Manager:

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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 Marine Scalefish 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 Marine Scalefish Compliance Plan are primarily delivered by teams located in West Beach, Kingscote, Ceduna, Port Lincoln, Whyalla, Moonta, Yorketown and the Offshore Patrol Vessel. Support is also provided as required from the other Regional Operation teams 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 Marine Scalefish 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 Marine Scalefish 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 MSF fishery are identified herein.

Legislative and regulatory framework

Fisheries Management Act 2007

Fisheries Management (Marine Scalefish Fisheries) Regulations 2017

Fisheries Management (Fish Processors) Regulations 2017

Fisheries Management (General) Regulations 2017 Schedule 2

Fisheries Management (Demerit Points) Regulations 2017

Fisheries Management (Rock Lobster Fisheries) Regulations 2017

Marine Scalefish Management Fishery Plan

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 Marine Scalefish 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.

It should be noted that for the year ending 30 June 2020 PIRSA expended an additional 219 days of effort (~\$285k) above the cost recovered program and a further 1187 days of effort into recreational marine scale fishery compliance.

For the coming 2021/22 period there are a number of significant management changes resulting from the Marine Scale reform process that will require an additional compliance focus on another new input control – monitoring of activity within the new four fishing zones, and significantly, implementing and educating fishers and fish processors on compliance arrangements relating to the individual transferable quota system (input controls) that will require an additional compliance focus.

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 2021/22:

Compliance Outputs	Days	FTE	Cost (\$)
Education Awareness	130	2.55	162,630
Effective Deterrence, Monitoring and Surveillance	557	3.54	696,807
Enforcement	280	2.15	350,280
TOTAL OFFICER DAYS	967	8.24	1,209,717
Offshore Patrol Vessel	6		40,350

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 was guided by an industry specific compliance plan which was developed in consultation with the Marine Scalefish Industry. The plan ensures compliance effort is intelligence driven, efficient, and cost effective and outcome focused. Existing compliance risks, both funded and unfunded, remain within the fishery. Additional compliance risks will now also need to be addressed

The compliance plan will be updated to reflect compliance needed to address the additional management (ITQ's) and the additional zones (input control). This 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 existing major risks to the sustainable harvest of Marine Scalefish. The combination of strategies, actions, and initiatives have been, and remain, critical to focus compliance effort to manage the risks and achieve targeted outcomes.

Implementing the new management arrangements through significant education effort by Fisheries Officers on an individual basis with licence holders, registered masters and fish processors is an expected focus

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 education meetings with all fishery participants
- Assist fishers install and use the commercial reporting App and provide educational material to licence holders.
- Ensure all interested parties understand their respective obligations.
- Develop Industry communication and relationship programs to facilitate discussion of topics such as the quota monitoring arrangements and issues impacting the Marine Scalefish 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 all aspects of commercial fishing activities are monitored such as inspections of catch at sea, when landed, in transit and at fish processing premises.
- Conduct intelligence driven operations that give rise to appropriate enforcement action.
- Ensure gear types being used within the fishery are compliant e.g. net lengths, net mesh sizes, hook numbers, crab pot dimensions, fish trap specifications.
- Monitor fishing activities during seasonal closures and within spatial closed areas.
- Respond to reported incidents/issues.
- Inspections of fish processors ensuring declarations are accurate.
- Communicate activities in formal reporting.

Enforcement

- Investigate reports of non-compliance and where appropriate take action.
- Issue expiations, cautions and court enforced actions.
- Prepare briefs of evidence for the Crown Solicitors Office to consider court enforced actions.
- Communicate enforcement outcomes in formal reporting.
- Service of suspension notices.

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 Marine Scalefish Fishery.

1. Accurately declare quota monitored species at landing and at fish processors
2. Fish in Closed Seasons.
 3. Fish in Closed Areas.
4. Using Illegal Gear.
5. Taking Undersize.
 6. Collusion between licensed, fish processing and/or unlicensed sectors.

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, behavior 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 and 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 Marine Scalefish 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 Marine Scalefish between user groups, a confidence in the ability of PIRSA to manage Marine Scalefish 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 Marine Scalefish resources is fair and equitable.
- Investment support continues for ecologically and economically sustainable harvest of Marine Scalefish.

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 Marine Scalefish 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

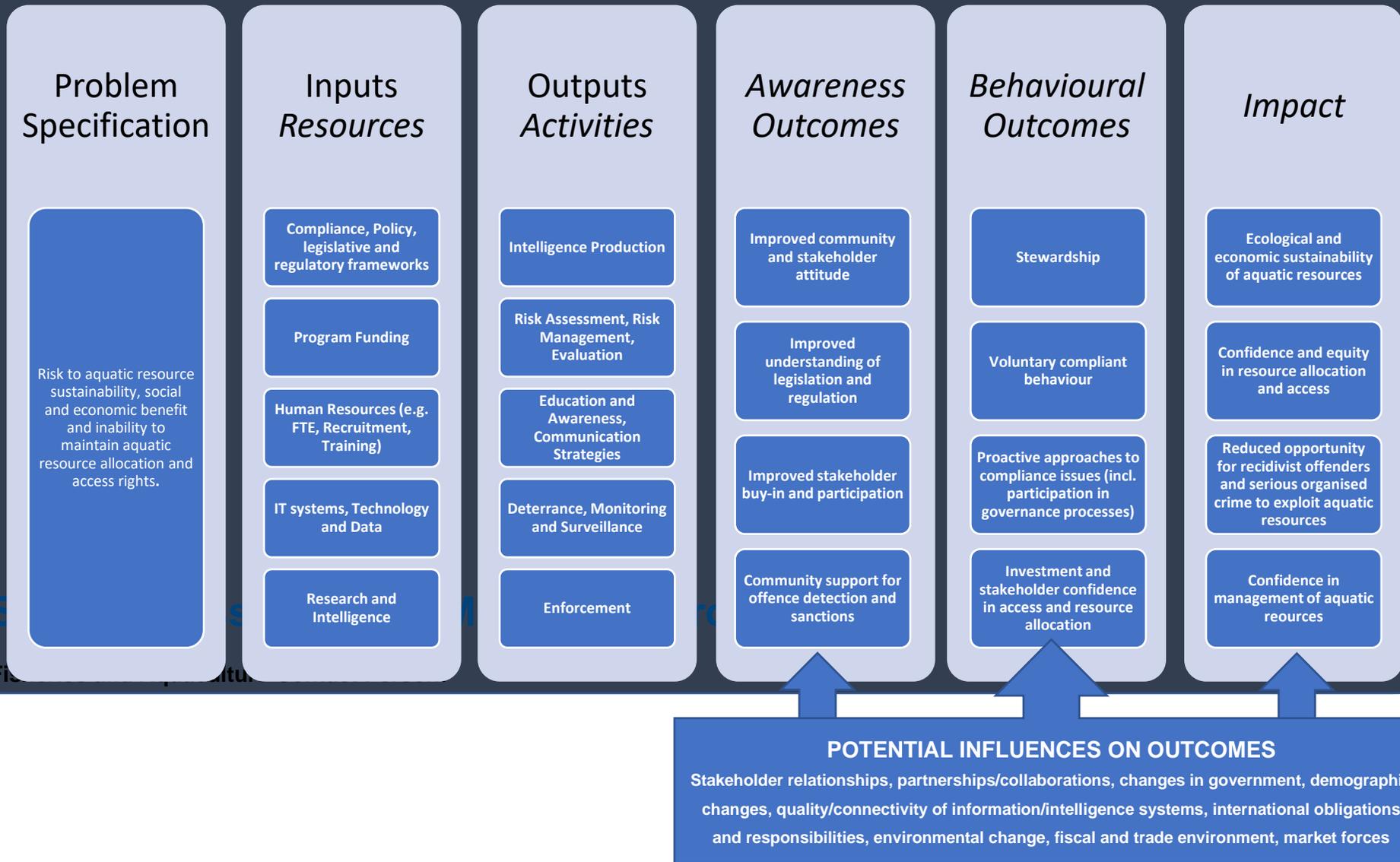
- Positive public perception in the management of Marine Scalefish stocks.
- Positive consumer perception for commercially harvested Marine Scalefish.
- An absence of adverse industry publicity.

Deliverables

In line with the annual performance report the compliance deliverables will be presented separately.

Appendix 1: PIRSA Fisheries and Aquaculture Compliance Program Logic Model

Ecologically Sustainable Development (ESD) and Risk Management Framework



Stock Assessment and Monitoring Program

Marine Scalefish Fishery

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1. Project details

1.1 Title

Marine Scalefish Fishery

1.2 Subcontractor/Collaborator

Not applicable

1.3 Timeframe

Commencement Date: 1 July 2021

Completion Date: 30 June 2022

1.4 Summary

This Project Scope outlines SARDI's research program for South Australia's Marine Scalefish Fishery for 2021/22. The primary objective of the program is to provide scientific information and assessment of stock status for the different Marine Scalefish Fishery species, to support their sustainable utilisation. It conforms to the research and reporting plan outlined in the Management Plan for the South Australian Commercial Marine Scalefish Fishery. The Management Plan recognises that in this complex, multi-species fishery there is a considerable range in the contribution of the different taxa to the overall economic value of the fishery. Consequently, the multiple taxa taken in the fishery are divided into different categories according to their value (i.e. 'Primary', 'Secondary', 'Tertiary' and 'Other' species) and for which the research requirements to underpin the sustainable management vary. This Project adopts a cascading approach in its assessment of stock status for all the permitted species listed in 'Schedule 1' (Aquatic resources prescribed for the MSF under Schedule 1 of the Regulations) outlined in the Management Plan. This level of detail will cascade from a fully integrated fishery assessment of Garfish at the biological stock level, a regional interrogation of commercial catch and effort data for Secondary species, a State-wide interrogation of the commercial catch and effort data for Tertiary species, and State-wide catch summaries for the other species. Furthermore, broad spatial and temporal patterns in fleet dynamics will be

summarised. Funds are also recovered in the SLA for a Strategic Research Project on developing new harvest strategies for application post reform, to support assessment and management of the fishery.

The primary output from the research program is a stock assessment report focused on Garfish, due 28/02/2022. This report includes assessment and stock status of remaining Schedule 1 species.

2. Project description

2.1 Background

There are five primary components to the research provided by SARDI Aquatic Sciences to PIRSA in support of the Marine Scalefish Fishery. These are:

- (1) To collect, collate and enter data on commercial catch and effort statistics to maintain the long-term Marine Scalefish Fishery Information System;
- (2) To undertake market sampling primarily at the SAFCOL fish market in Adelaide throughout the year for three Primary species (KGW, Garfish and Snapper from South East SA);
- (3) To undertake a comprehensive stock assessment of Garfish;
- (4) To provide a comprehensive annual report that assesses the stock status of the listed MSF species against their relative performance indicators identified in the Management Plan, as well as an analysis of the State-wide trends in total catch and effort by the MSF fishing fleet by species, season and gear; and
- (5) To undertake a Strategic Research Project on developing new harvest strategies for application post reform, to support assessment and management of the fishery.

2.2 Need

This research program will fulfil the needs for scientific information in order to support the sustainable utilisation of South Australia's Marine Scalefish Fishery. The information conforms to that specified in the Management Plan, allowing application of species-specific Harvest Strategies and assessment of performances of fisheries based on established fishery performance indicators and reference points. Furthermore, the program recognises the need for ongoing work to support assessment and management of the fishery.

2.3 Objectives

2.3.1 To provide to PIRSA an annual fishery assessment report that determines the stock status of the permitted 'Schedule 1' MSF species against their relative performance indicators identified in the Management Plan and provides an analysis of the State-wide trends in total catch and effort by the MSF fishing fleet by species, season and gear; and identification of future research needs. This report will provide:

- (1) MSF fleet dynamics;
- (2) summaries of commercial catch and effort statistics for all permitted MSF species at either the biological stock, regional or State-wide level;
- (3) a comprehensive stock assessment for Garfish;
- (4) an assessment of stock status based on fishery performance indicators and trigger reference points for each permitted species in line with the Management Plan;
- (5) population demographic data from market sampling program for Garfish;
- (6) output parameters from the computer fishery model (GarEst) for Garfish; and

(7) identification of key research priorities.

2.3.2 To undertake a Strategic Research Project on developing new harvest strategies for application post reform, to support assessment and management of the fishery.

2.4 Methods

For the Primary species, the methodological approach is to integrate all fishery data from the different fishery sectors with the biological data from SARDI and/or market sampling to assess stock status. For Secondary and Tertiary species, fishery performance will be assessed from commercial fishery data at either a biological stock, regional or State-wide scale. These different levels of assessment require SARDI to:

- 2.4.1 Collect, collate, and store commercial catch and effort data from fishery catch returns in order to maintain the on-going Marine Scalefish Fishery Information System;
- 2.4.2 Continue market sampling for the Primary species, including the collection of region-specific age and length data; and
- 2.4.3 Undertake a full stock assessment for garfish that integrates the fishery and biological data, including outputs from the computer fishery model (GarEst). Stock status will then be determined based on assessment of fishery and biological performance indicators and reference points specified in the Management Plan.

3. Deliverables

The key deliverables of the 2021/22 Marine Scalefish stock assessment and monitoring program are tabulated below; additional work related to the core program is also identified:

Funding Source	Deliverable	Due Date
SLA	Stock status report for primary, secondary and tertiary Marine Scalefish species, including stock assessment for Garfish delivered.	28 February 2022
SLA	Stock status and assessment presentations to PIRSA Fisheries and Aquaculture, Industry, the Marine Fishers Association, Snapper MAC and the Minister's Recreational Fishing Advisory Council delivered as required	30 June 2022
SLA	South Australian Charter Boat Fishery assessment report delivered.	31 May 2022
SLA	Blue Crab Fishery assessment report delivered	30 June 2022
PIRSA	Assist PIRSA with a review of the Management Plan for the South Australian Commercial Marine Scalefish Fishery	30 June 2022
FRDC	Project completion: Informing structural reform of South Australia's Marine Scalefish fishery (FRDC project 2017/014)	31 December 2021
FRDC	Project continuation: Fisheries biology of Western Australian salmon: improving our understanding of population dynamics in South Australia to enable quantitative stock assessments and improved fisheries management (FRDC project 2018/035)	30 June 2022
FRDC	Project completion: Developing a positive cultural attitude towards the capture and release of sharks and rays (FRDC project 2018/055)	30 June 2022
FRDC	Project EOI/Proposal: Re-opening shared-access fisheries – development and application of decision matrices and 'toolkits' (FRDC project 2021/016). (Note: this is a proposal, not a funded program)	30 June 2022
FRDC	Project continuation: Quantifying post-release survival and movement of Snapper (<i>Chrysophrys auratus</i>): informing strategies to engage the fishing community in practices to enhance the sustainability of an important multi-sector fishery (FRDC project 2019/044)	30 June 2022
FRDC	Project continuation: Cost-effective, non-destructive solutions to developing a pre-recruit index for Snapper (FRDC project 2019/046)	30 June 2022

FRDC	Project continuation: Evaluation of a smart-phone application to collect recreational fishing catch estimates, including an assessment against an independent probability based survey, using South Australia as a case study (FRDC project 2020/056).	30 June 2022
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3.1 Service Provided:

3.1.1 *Collect, collate and store commercial fishery data*

- Manage the comprehensive commercial logbook program.
- Correct erroneous returns, involving contact with fishers when necessary.
- Undertake data-entry in association with appropriate error checking procedures.
- Maintain databases as required.
- Securely store original logbook returns.

3.1.2 *Collect, collate, store and analyse data from market sampling to generate size and age structures for the primary species*

- Maintain a two-stage (fish length, fish age) market sampling program for the Primary species that involves measurements from representative samples from fishery catches and collections of otoliths to determine ages of fish.
- Age fish from their otoliths using validated ageing protocols and established QA procedures.
- Generate age structures from otolith-based age estimates and length frequency distributions using age-length key statistical procedures.
- Interpret data on population structure in terms of population dynamics.

3.1.3 *Analyse, integrate and interpret fishery and biological data*

- Update and run the computer fishery model (GarEst) with fishery and biological data to provide estimates of output parameters for Southern Garfish stocks for the 2021/22 stock assessment of Southern Garfish.
- Assess general performance indicators against reference points to indicate stock status.
- Summarise all data and findings on stock status in a comprehensive fishery assessment report.
- Summarise annual commercial fishery data for multiple taxa at the biological stock, regional or State-wide scale
- Describe key patterns in State-wide fleet dynamics
- Provide presentations to industry and PIRSA on the status of each permitted MSF species as requested

3.1.4 *Undertake a Strategic Research Project*

- Undertake a Strategic Research Project on developing new harvest strategies for application post reform, to support assessment and management of the fishery .

3.2 Outcomes:

The principal outcome will be fishery and biological information and scientific advice to support the sustainability of South Australia's Marine Scalefish Fishery.

3.3. Outputs and extension:

The key outputs and extensions are:

- A comprehensive annual MSF report that delivers a stock assessment for Garfish, assesses the stock status for selected permitted species, describes key patterns in fleet dynamics and identifies future research priorities to be delivered on 28th February 2022; and
- Presentations to PIRSA and industry.

4. Funding arrangements

4.1 Project costing policy

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

4.2 Project cost

Program Milestones	Industry Contribution (\$) 79.5%	PIRSA F&A Cash Contribution (\$) 20.5%	SARDI In-Kind (\$)	Total Program Cost (\$) No GST
Logbook Program	\$187,112	NIL	NIL	\$187,112
Size and Age Structures	\$279,756	NIL	\$60,147	\$339,903
Stock Assessment (Garfish)	\$337,671	\$87,072	\$80,042	\$504,785
Strategic Project*	\$100,000	NIL	TBA	\$100,000
TOTAL	\$904,539	87,072	\$140,189	

* The industry contribution is anticipated to be leveraged with FRDC funding to support the development of the Strategic Research Project.

4.3 Milestone and payment schedule

Date	Milestone	Payment (\$) Ex GST
31 December 2021	First half payment 2021/22 SLA	\$495,805
28 February 2022	MSF stock status report with Stock assessment of Garfish	
31 May 2022	Second half payment 2021/22 SLA	\$495,806
SUBTOTAL		\$991,611
GST		NO GST
TOTAL COST		\$991,611

5. Project staff

Staff	2021/22 FTE
Principal Scientist	1.24
Research Scientist	0.80
Research Officers	0.96
TOTAL	3.00

6. Project cost summary

Cost	Detail	2021/22 Total (\$) Ex GST
Salaries (FTE)	3.00	
Salaries (\$)		\$435,220
Operating (\$)		
Logbook program (\$)		\$187,112
Strategic (FRDC) Project*		\$100,000
Fieldwork (\$)		\$19,100
Laboratory (\$)		\$16,500
Travel (\$)		
Office and communication (\$)		\$1,000
Capital equipment (\$)		
SARDI overhead (\$)		\$232,680
SARDI inkind (\$)		\$140,189
Total Cost (\$)		\$1,131,800
Revenue – PRICE		
Licence Holders		\$904,539
PIRSA F&A		\$87,072
Total Revenue \$(88%)		\$991,611
PIRSA/SARDI Investment \$(12%)		\$140,189

* Industry cash contribution to leverage FRDC funds to support the development of the Strategic Research project (pre-recruit survey) on SNP

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-



Government of South Australia

Department of Primary Industries
and Regions