



Government of South Australia
Primary Industries and Regions SA

PIRSA FISHERIES & AQUACULTURE
COST RECOVERY PROGRAM

2013-14

ABALONE FISHERY
(SOUTHERN ZONE)

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SUMMARY TABLE ABALONE FISHERY – SOUTHERN ZONE

2012/13 \$	PROGRAM AREA	2013/14 \$	COMMENTS	DAYS
206,472	Stock Assessment and Monitoring	218,146	Half the cost of two year research program total: \$436,292. As per SARDI project scope.	
2,309	Economic Assessment	2,379	As per Econsearch Contract	
197	TEPS	205	Contribution towards Threatened and Endangered Species	
PIRSA RELATED COSTS				
13,416	Policy	13,418	Same level of service as previous year	15.43
1,482	Legislation	1,437	Same level of service as previous year	1.71
6,979	Licensing	7,014	Same level of service as previous year	8.57
2,991	Directorate	3,031	Same level of service as previous year	3.09
112,734	Compliance	115,422	Increased by 19 days due to compliance effort	101.00
0	Vessel	0	Same level of service as previous year	0
3,833	Quota Monitoring	4,005	Same level of service as previous year	6.86
0	VMS	5,400		6.00
OTHER COSTS				
10,560	FRDC	10,469	Funding based on 0.25% of rolling three year average GVP.	
0	Co-Management Services	0	Previously Consultative and Strategic Planning Services. No Services requested for 2013-14.	
0	Adjustments	0	No adjustments	
\$360,973	TOTAL	\$380,926		
2013/14 Fees:				
	\$			
SZ Base Fee	13,418			
SZ Unit Fee	238.45			
<i>Licence Fees 2012/13</i>				
<i>Base Fee</i>	12,032			
<i>SZ Unit Fee</i>	229.20			

INTRODUCTION

In October 2010, the Fisheries and Aquaculture Divisions of Primary Industries and Regions South Australia (PIRSA) were combined into a single administrative division known as PIRSA Fisheries & Aquaculture.

The decision to amalgamate the Fisheries and Aquaculture Divisions is a forward step in the Government's positioning of itself to not only fulfil its management and regulatory responsibilities, but also address the future needs and projected growth of the seafood industry.

Wild catch commercial fisheries in South Australia will continue to be managed in accordance with the previously established cost recovery policy. This policy requires commercial fishery licence fees to fund 100% of commercial fisheries management costs. PIRSA Fisheries & Aquaculture will continue to manage the process of consulting with service providers and relevant industry associations to establish fishery based management programs which will form the basis of licence fees for the upcoming licensing year.

For each fishery, 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 for discussions to assist in the establishment of appropriate research, policy, compliance and support services to manage a fishery.

MANAGEMENT OBJECTIVES 2013/14

Long term objectives	Outcomes 2012/13 to 2015/16	Fishery Policy and Management	Compliance	Assessment and Research	Systems & Information
<p>Ensure the Abalone resource is harvested sustainably</p> <p>Optimum economic utilisation and equitable distribution of the Abalone resource</p>	<p>Maintain Greenlip and Blacklip Abalone stocks above sustainable levels</p> <p>Ensure sufficient data and information is available to undertake harvest strategy</p> <p>Maximise catches for both species within ecologically sustainable limits</p> <p>Improve integrity in quota management system</p> <p>Development of finer spatial scale management framework</p> <p>Optimise and maximise economic returns to the fishery</p>	<p>Implement new management plan</p> <p>Implement harvest strategy under new management plan</p> <p>Set TACC annually, in accordance with the harvest strategy</p> <p>Provide management advice, in the development of finer spatial scale management framework</p>	<p>Implement compliance program, informed by risk assessment. Provide compliance advice in the development of finer spatial scale management framework</p>	<p>Stock Assessment and monitoring to underpin stock status and stock assessment reports</p> <p>Provide scientific advice, in the development of finer spatial scale management framework</p>	<p>Provide ongoing support for licensing, quota and transfer queries</p> <p>Provide licensing advice, in the development of finer spatial scale management framework</p>
<p>Minimise impacts on the ecosystem</p>	<p>Disease risk management</p>	<p>Undertake aquatic animal health risk assessment</p>	<p>Provide support with investigation of fish kills, as required</p>	<p>Provide scientific advice on aquatic animal health risks and continue participation in disease monitoring as part of existing research</p>	
<p>Cost effective and participative management of the fishery</p>	<p>Support co-management of the fishery</p>	<p>Maintain regular communication with industry representatives and be accessible to all licence holders.</p> <p>Provide management advice, where necessary, throughout the licensing year</p> <p>Progress co-management arrangements following finalisation of the Co-management Policy by the Fisheries Council.</p>	<p>Maintain regular communication with industry representatives</p> <p>Provide compliance advice, where necessary, throughout the licensing year</p>	<p>Maintain regular communication with industry representatives</p> <p>Provide scientific advice to inform decision-making process of new harvest strategy</p>	<p>Maintain regular communication with industry representatives</p> <p>Provide licensing advice, where necessary, throughout the licensing year</p>

PROGRAM: FISHERIES POLICY AND MANAGEMENT

BRIEF DESCRIPTION OF FUNCTION

The Fisheries Policy and Management Unit of PIRSA Fisheries & Aquaculture undertakes activities such as day-to-day management, long-term planning and strategic 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 Agriculture, Food and Fisheries, Chief Executive and Executive Director on matters relating to fisheries
- Represent the Executive Director 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
- Provide support and advice on fisheries management issues to the Fisheries Council of South Australia.
- Progress Australian Government recommendations under EPBC Act assessment

OUTPUTS AND ACTIVITIES

Day-to-day fisheries management includes:

- Participation in inter and intra-departmental meetings and workshops on issues relevant to fisheries management
- Liaison 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
- Liaison within PIRSA, with other government agencies and with industry representatives in implementing decisions relevant to fisheries management
- Conducting 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
- Coordinating consultation with fishery stakeholders through established co-management processes
- Participation in industry liaison in the field and on vessels to strengthen fishery management knowledge and understanding, and develop rapport with licence holders
- Participation in industry development initiatives related to fisheries management
- Attending to general correspondence and enquiries relevant to fisheries
- Provision of advice to Minister in relation to the management of fisheries and Ministerial correspondence
- Communication of fisheries management issues to key stakeholder groups and the broader community

Key deliverables of the Fisheries Policy and Management Unit are:

- Development and implementation of management plans for commercial and recreational fisheries, including harvest strategy development and ESD risk assessment
- Development and implementation of Aboriginal traditional fishing management plans, in accordance with Indigenous Land Use Agreements
- Day-to-day preparation of necessary legislative instruments and/or advice required for the management of fisheries (regulations, closure notices, licence conditions, Ministerial exemptions etc).
- Day-to-day provision of advice to the Minister or his/her delegate on setting total allowable commercial catch and effort levels
- Preparation of other policies to support fisheries management
- Preparation of submissions to enable regular assessment of commercial fisheries under the EPBC Act
- Preparation of annual report to the Australian Government on EPBC Act requirements for all SA fisheries
- Preparation of regular fisheries status reports
- Delivery of Fisheries Council projects
- Day-to-day development and maintenance of productive working relationships and outcomes through cooperative management and collaboration with stakeholders

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 plans in accordance with Fisheries Council schedules and statutory consultative processes. 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.

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PROGRAM: LEGAL SERVICES

BRIEF DESCRIPTION OF FUNCTION

The Legislation Unit of PIRSA Fisheries & Aquaculture provides legal services to the Executive Director and the Director, Aquaculture and Fisheries and to other members of the Division on an as needs basis. Among other things these services include the provision of advice, in consultation with the Crown Solicitor's Office where necessary, regarding any legal issues involving the implementation or administration of fisheries management arrangements through existing legislative framework and licence conditions.

OUTPUTS AND ACTIVITIES

These activities include:

1. Co-ordination of the amendment of regulations, the introduction of new regulations and drafting of other legislative and administrative instruments such as delegation instruments required or permitted under the *Fisheries Management Act 2007*. New regulations or amendments involve the drafting of Cabinet submissions, including the preparation of drafting instructions, for consideration by government to provide for the necessary legislative framework to implement approved fishery management policy. This service includes co-ordinating liaison with the Office of Parliamentary Counsel and the Crown Solicitor's Office to ensure that regulations are accurately and effectively drafted.
2. Maintenance and review of licensing arrangements required to appropriately implement approved fishery management policy and measures within the limits of the *Fisheries Management Act 2007*. The service includes working with the Licensing (part of Systems and Information) to set up efficient administrative systems that are legally sound.
3. Problem solving together with the co-ordination of the provision of legal advisory services in liaison with the Crown Solicitor's office relating to the implementation and administration of the *Fisheries Management Act 2007*, Regulations and fisheries management policies, and the defence of those policies and arrangements in litigation.
4. To safeguard the ongoing sustainability of a fishery may require additional legal services in any particular year, 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 arrangements (for example, changes to licensing processes, conditions, introduction of closures).

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PROGRAM: LICENSING

BRIEF DESCRIPTION OF FUNCTION

The Fisheries Systems and Information Section of PIRSA Fisheries & Aquaculture is responsible for the management of Licensing, Quota Monitoring and VMS 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.

OUTPUTS AND ACTIVITIES

Services to directly support the fishery:

1. Renew and maintain fishery licences.
2. Database management for licence renewal.
3. Collect licence fees and associated payments.
4. Compose and send quarterly instalment notices.
5. Record and track unpaid renewals.
6. Compose and send late payment instalment notices for un-paid quarterly instalments.
7. Draft and issue notices to Fishers.
8. 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 licence renewal forms, application for licence transfers, boat changes, gear enquiries and fishing regulations.
9. Regularly update information about licence holders.
10. Research and prepare documents for public record.
11. Liaise with government stakeholders to verify the credentials of fishers.
12. Liaise with PIRSA Fisheries & Aquaculture, SARDI Aquatic Sciences, Crown Solicitors and other state and local agencies on matters relevant to the fishery.
13. Draft and update licence conditions over the duration of the licensing year as determined by the Executive Director, Fisheries and Aquaculture and the Director, Fisheries and Aquaculture Policy.
14. Provide information to licence holders relating to the requirements pursuant to licence administration.
15. Manage calls from fishers regarding late payment notices, fees and general enquiries about their licences.
16. Provide support regarding an increased frequency of last minute administrative enquiries from fishers. e.g., master changes 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 Aquaculture and Fisheries 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.

PERFORMANCE INDICATORS

1. Issue of licences to licence holders in an accurate and timely manner.
2. Provision of accurate and timely information related to licences.
3. Quarterly activity report as required within one month at the end of each quarter.

Program Contact Officer:

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PROGRAM: DIRECTORATE

BRIEF DESCRIPTION OF FUNCTION

Business Services, within Directorate of PIRSA Fisheries & 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.

OUTPUTS AND ACTIVITIES

Business Services provides support services to government as well as advice and facilitation of corporate related policy and management issues:

1. Coordinate and facilitate cost recovery processes and program agreements, including liaising with program providers, managers and financial services as required.
2. Attend meetings 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' service level agreements, in particular SARDI.
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 Executive Director, Aquaculture and Fisheries and the Director, Aquaculture and Fisheries, PIRSA fisheries managers, the Office of the Minister and other parties as needed.
8. Management of industry funds and services.

PERFORMANCE INDICATORS

1. Plan, coordinate and facilitate the cost recovery process with industry associations and program providers in a timely and efficient manner.
2. Ongoing review, development and documentation of the cost recovery model, framework, processes and roles.
3. Meet agreed timeframes on management and administration of external contractual services

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PROGRAM: FISHERIES COMPLIANCE OPERATIONS

BRIEF DESCRIPTION OF FUNCTION

The Fisheries & Aquaculture Operations Group is comprised of the Regional Operations teams, Offshore Patrol Operations and the Intelligence & Strategic Support teams. The complementary teams undertake compliance activities to educate fishers, deter opportunistic and financially motivated fishery related crimes, and enforce rules and regulations.

Each Fishery has a dedicated coordination team assigned consisting of a State Coordinator, Regional Coordinators, Policy Manager, and the SARDI Program leader for the fishery. The coordination team is also supported by timely and accurate intelligence briefings from the Intelligence & Strategic Support Team.

In consultation with the fishery industry representatives a dedicated Compliance Plan has been developed for each fishery. Each Compliance Plan is developed to ensure compliance activities with the fishery are intelligence driven, cost effective and efficient and outcome focussed. The three core strategies in order of priority (Education and Awareness, Effective Deterrence and Appropriate Enforcement) are directed at increasing voluntary compliance and maximising effective deterrence.

Following the consultation process and a detailed analysis of all intelligence and information to hand the major risks have been identified, prioritised and rated for each fishery specific plan. The resulting plan itemises a series of strategies, actions, and initiatives aimed at achieving the targeted outcomes. In addition, any other risks will be addressed outside of the planned program as the need arises. The risks and strategies to address them are constantly reviewed and assessed for relevance. Contingency plans are in place to address any emerging trend or issues where intelligence received or changes in circumstances within the fishery require attention in addition to monitoring all the rules and requirements of each fishery

The level of effort required to deliver the compliance program in accordance with the dedicated plan is also 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

Activity, effort and outcomes are collated and reported against each of the identified fishery specific risks and strategies.

The dedicated Fishery Compliance Plan for this fishery outlining each of the risks and strategies, actions and initiatives to address those risks is attached hereto.

ACTIVITIES

- Monitoring of all fishery management and quota systems for compliance
- Offence identification and response
- Operational and Investigation Planning and Surveillance
- Risk assessments, trend and threat analysis
- Master Operational Planning Process
- Legislative review for efficacy and relevance
- Prosecution system maintenance and development
- Prosecution Steering Committee coordination and assessment
- Industry liaison and education

OUTPUTS

- Delivery of Actions and Initiatives against Compliance Plan
- Educational material
- Induction & Pre-season information packages
- Intelligence driven operations and investigations
- On land and at sea inspections
- Engagement with fishers and attendance at industry meetings
- Cautions, Expiations and Prosecutions
- Intelligence briefings and target packages
- Consultative Industry initiatives and planning
- Engagement and participation in Rules & Gear Reviews
- Continued development of cost effective and efficient fishery specific compliance plans
- Quarterly or bi-annual compliance activity reports
- Annual fishery compliance outcomes and scorecard

PERFORMANCE INDICATORS

- Increased voluntary compliance
- Continued development of effective deterrence strategies
- Accurate intelligence and risk predictions
- Successful court outcomes for serious offences
- Development of efficient and cost effective compliance strategies
- Continued development of stakeholder engagement programs
- Reduced incidence of reported illegal activity
- Reduced incidence of documentation errors and inconsistencies
- Increased integrity in fishery management systems and/or quota systems
- Increased positive interactions & collaboration with stakeholders

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FINAL PIRSA Fisheries & Aquaculture - Abalone Fishery Plan (incorporating SZA, CZA & WZA) 2013- 2014

Fishery Management Plan Goals

1. Ensure the Abalone resource is sustainably harvested
2. Optimum utilisation and equitable distribution of the abalone resource to the benefit of the community
3. Minimum impacts on the ecosystem
4. Cost effective and participative management of the fishery

Compliance Risk Summary:

1. Quota Management System Integrity – PIRSA Risk Rating: HIGH (Likelihood 6: Consequence 3: Score 18)

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

A robust and manageable Quota System is an integral component to the effective management of a quota fishery. Whilst the Sealed Bin and Bag Trial has added a degree of integrity to the Abalone Quota System, a number of shortfalls still remain, with these shortfalls leaving the fishery exposed to other offending including Quota Evasion.

The lack of an accurate weight of the catch on landing has a direct and adverse impact on the integrity of the underlying Abalone Quota System. Without an initial accurate weight (the fisher estimates the weight only), there is an absence of a “starting point” against which all audit thereafter can be checked against. This severely limits the ability of Fisheries Compliance to detect quota evasion if it were to occur.

The requirement for fishers to contain their catch within sealed bins and bags at point of landing has added integrity from point of tagging, until delivery at the Fish Processing premises and breaking of tags, however there remains opportunity for the fisher and / or the Fish Processor to under report catch (again, due to the requirement to estimate weight only), which further undermines the integrity of the Quota System.

Under the SBB Trial, fishers are currently required to record the number of sealed bins, bags and tag numbers on Part A of the CDR upon landing and also their estimate of total catch weight per species. Actual weighing of the catch is not required until delivery at the Fish Processing premises and in some instances weighing can take place up to 48 hours after the catch has been landed. As a result, the delay exposes the fishery to potential exploitation of catch weight. Increased blood loss can lead to reduced meat weight being declared.

Where the fisher has an interest in the Fish Processing Business that they sell their catch to, under the current legislation, it is permitted that they can complete both Part A and also Part B of their CDR. Again, whilst this is permitted, such situations lend themselves to potential under reporting of actual catch weight, leading to Quota Evasion.

FINAL PIRSA Fisheries & Aquaculture - Abalone Fishery Plan (incorporating SZA, CZA & WZA) 2013- 2014

Other elements that have a direct impact on the overall effectiveness and integrity of the Quota System Include:

- Inconsistencies between the number of receptacles containing abalone and the number of tags used to seal these receptacles.
- Part A and Part B can be signed off by the same person
- Prior reporting at one location then landing at another, resulting in catch landed at un reported location
- Prior reporting but no CDR submitted for that day
- Errors and/or omissions on CDRs and limited scope for Fisheries Officers to prove/disprove offending
- Tags not applied tightly and limited scope for Fisheries Officers to address
- Abalone not sealed in bins or bags
- CDR not immediately signed upon completion of weighing the catch
- Abalone not delivered to registered Fish Processor in a timely manner
- Abalone declared as caught in area different to where they were taken from

2. Quota Evasion - PIRSA Risk Rating: HIGH (Likelihood 5: Consequence 3: Score 15)

Quota Evasion is where a Commercial Fisher takes fish but not all of those fish are documented as having been taken. The risk “Quota Management System Integrity” has direct links to the risk “Quota Evasion”. Where the system lacks effective checks and balances, the potential for Quota Evasion is heightened and at the same time the likelihood of detection is reduced.

The need for or opportunity to increase personal income is the primary driver for quota evasion to occur. Factors including changed personal financial circumstances, reducing profit margins and product sale uncertainty (China) can influence the likelihood of quota evasion occurring.

Quota Evasion can occur in a number of ways, including; (1) not all catch being delivered to a Fish Processor for weighing and declaration (2) removal of Abalone during the transportation from landing to the processor (3) under declaration of the catch at the Fish Processing premises.

The fact that fishers only estimate their catch weight makes it very difficult to prove or disprove catch weight variances at the Fish Processing Premises. Should catch be under declared by the Processor, additional fishing activity will be required and additional fish taken from the biomass to catch quota. The absence of an accurate weight on Part A inhibits the ability of the Fisher to self-monitor his catch against that recorded by the Fish processor on part B of the CDR.

Weighing of the catch occurs at the Fish Processing Premises and can occur up to 48 hours after landing the catch. Fish processors could under declare the weight of the catch, resulting in Quota Evasion occurring, with little opportunity for Fisheries Officers to reweigh the catch after CDR completion and before the Abalone is dispersed into the Factory.

Within the current Quota Management System there is opportunity for the Fish Processors to exploit the absence of an accurate weight recorded by the fishers by under recording the weight of the catch on Part B. In turn, the fisherman is only paid for the weight of the catch declared by the Processor whilst the processor can retain the un- declared portion of the catch for their own financial gain. Short of conducting a full audit of Fish Processor records and catch on hand annually, the risk of detection for this type of offence remains almost non-existent.

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In some instances the Fisher and the Fish Processor are the same entity so there is potential for quota evasion to occur should both parties collude to under report catch weigh on both Part A and Part B of the CDR. Should this occur, the likelihood of detection is again limited given difficulties in taking action against an estimated weight.

The remote locations at which fishing occurs also provide opportunity for some of the catch to be offloaded at point of landing or fishing activities not being declared. Financial factors including increased input costs, variations in market prices and individual financial circumstances may also be a driver for potential quota evasion, including the temptation for Commercial Fishers to take Abalone and sell it on the black market.

Other elements that have the potential to lead to Quota Evasion include;

- Failing to make a prior to fishing report and landing catch without completing a CDR
- Making a prior report but not completing a CDR (indicators could include making a late cancellation report)
- Incorrectly reporting number of bins or bags containing abalone that have been landed
- Re-using tags by applying loosely to bins or bags
- Using bins that can be tampered with
- Tagging bins or bags but not declaring all bins/bags and delivering all abalone to FP
- Sale of, or purchase of abalone without a CDR
- Tags applied loosely and abalone removed in transit to FP
- No tags applied to bags/bins
- Delayed delivery to FP to allow time for abalone to be skimmed and dispersed
- Landing catch at location different to launch location to avoid detection

FINAL PIRSA Fisheries & Aquaculture - Abalone Fishery Plan (incorporating SZA, CZA & WZA) 2013- 2014

3. Take undersize – PIRSA Risk Rating: MODERATE (Likelihood 6: Consequence 2: Score 12)

There are legislated minimum shell sizes and meat weights in the Abalone Fishery. The taking of undersize abalone results in more abalone being taken in order to catch the quota. More abalone taken means less egg production.

Southern Zone has a requirement to land all abalone in shell, resulting in ample opportunity for Fisheries Officers to measure and inspect all Abalone taken for compliance with minimum legal shell sizes. In addition SZ is moving to permanent implementation of spatial management to further manage individual areas on a more finite scale. With the spatial trial come minimum size limits specific to different specified areas and other requirements to support monitoring of spatial management.

Western and Central Zone can land abalone in shell or as meat only however, catch is mostly landed as meat only. This means that the Sheller removes the abalone from its shell when it is sent to the surface by the diver. The shell is then discarded back into the water and only the meat is retained in most instances. There is a small market for live abalone that, if it becomes more prevalent, may result in more abalone being landed in shell. With existing trends and markets however, most abalone in CZ and WZ is landed as meat only. This means that the only opportunity to check shell size is from the time it is sent to the surface by the diver until the Sheller removes the meat from the shell and returns it to the water. Once shucked the ability of Fisheries Officers to prove the take of undersize is severely impeded. Whilst the minimum meat weights are set, a meat weight detected below the minimum legislated weight does not necessarily mean that it came from an undersized shell (due to variance in meat to shell ratio throughout the year), limiting opportunity to prosecute for this offence.

4. Pest / Disease Incursion

- **AVG – PIRSA Risk Rating: HIGH (Likelihood 4: Consequences 4: Score 16)**
- **Perkinsus – PIRSA Risk Rating MODERATE (Likelihood 6: Consequence 2: Score 12)**
- **Other Pest / Disease Incursion or Outbreak – Not Rated (contingency & Response Planning Required)**

AVG has been located in the waters of Victoria. The movement of AVG into SA waters could result in catastrophic consequences for the Abalone populations of SA. There is limited opportunity for Fisheries (including Compliance) to monitor and limit the risk of AVG spreading. This risk is higher within the SZA area compared to the waters west of this location.

Perkinsus affects Black Lip Abalone and is present in some Black Lip Abalone near Port Lincoln. To minimise the spread of Perkinsus, it is a requirement that Black Lip Abalone taken from east of Cape Carnot are landed in shell.

The risk of pest or disease incursion increases where;

- Fisher fails to report mortalities in Abalone
- Fisher fails to monitor or react to mortalities
- And due to Fisheries Compliance having limited ability to monitor the transshipment of AVG infected fish

FINAL PIRSA Fisheries & Aquaculture - Abalone Fishery Plan (incorporating SZA, CZA & WZA) 2013- 2014

5. Illegal, Unreported, Unregulated Take – PIRSA Risk Rating: HIGH (Likelihood 6: Consequences 3: Score 18)

Note – Actions & Initiatives are addressed and delivered against the Recreational Fishery Compliance Plan

Illegal, Unreported, Unregulated harvesting of Abalone, by unlicensed fishers, is a direct risk to the commercial Abalone Fishery. Organised un-licensed fishing has a direct impact on the abalone biomass as Abalone that is taken outside of quote results in more abalone being taken from the water and therefore reduced egg production.

Unlicensed fishers often take abalone well below the legal minimum size which also has an impact on egg production. Unlicensed fishing can lead to localised depletion of abalone stocks as these groups or individuals often fish repeatedly in the same areas with little concern for long term sustainability.

Intelligence collected during the year is showing a move towards more organised and well equipped illegal harvesting of abalone. In one zone this is known to be in the high hundreds of kilograms per month. Intelligence received from interstate (confirmed in SA) is showing WZA and SZA are more susceptible to incursions from interstate divers. PIRSA is also aware of persons of interest from Victoria targeting CZA grounds. Furthermore intelligence has been gained of persons operating near West Bay on Kangaroo Island.

FINAL

FINAL PIRSA Fisheries & Aquaculture - Abalone Fishery Plan (incorporating SZA, CZA & WZA) 2013- 2014

Risk Likelihood & Consequence Analysis:

		CONSEQUENCES					
		NEGLIGIBLE	MINOR	MODERATE	SEVERE	MAJOR	CATASTROPHIC
		0	1	2	3	4	5
LIKELIHOOD	REMOTE	1					
	RARE	2					
	UNLIKELY	3					
	POSSIBLE	4				Pest / Disease Incursion (16) AVG Greater in SE	
	OCCASIONAL	5				Quota Evasion (15)	
	LIKELY	6			Pest / Disease Incursion - Perkinsus (12) Take Undersize (12)	Quota Management System Integrity (18)	

LIKELIHOOD DEFINITIONS

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

CONSEQUENCE DEFINITIONS

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

RISK RATING

Negligible	Low	Moderate	High	Extreme
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Strategies:

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

1. Education & Awareness

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

2. Deterrence

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

3. Enforcement

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

Target Outcomes:

The following target outcomes have been identified:

- Quota Management System integrity maintained
- Minimise quota evasion
- Pest / Disease incursions reported
- Reduce / minimise take of undersize

FINAL PIRSA Fisheries & Aquaculture - Abalone Fishery Plan (incorporating SZA, CZA & WZA) 2013- 2014

Risks

1 = Quota Management System Integrity
 2 = Quota Evasion
 3 = Pest / Disease Incursion
 4 = Take Undersize

Strategies

1 = Education & Awareness
 2 = Deterrence
 3 = Enforcement

Coordination Team:

Limestone Coast – Barry Tarr
 West – Yolande Markey (State Coordinator)
 Central North – Aaron Hanson
 Central South – Damien Wood
 Southern Ranger – Steven Kempster
 Abalone Fishery Policy Manager – Lianos Triantafillos

Risks Addressed				Strategies			Initiative	Actions	Who	When
1	2	3	4	1	2	3				
x		x	x	x			1 on 1 interactions	Update 2013 – 2014 Abalone Fishery Operating Guidelines Meet with LH's, RM's, and Processors prior to season. Refer to and distribute 2013 – 2014 Abalone Fishery Operating Guidelines. Ensure all clear on: <ul style="list-style-type: none"> Fishers obligations in respect to completion of Part A of CDR SARDI Catch & Effort returns Pest / disease incursion protocol All divers are able to ID potential disease incursions and how to report such observations 	SC RC's	Prior to Season
x		x	x	x			Fishery Induction Package	Induct all new entrants; utilise Abalone Operating Guidelines 2013 – 2014	RC's	Season
x		x	x	x			Established liaison & contact with Industry	Establish regular liaison and communication including; <ul style="list-style-type: none"> Pre-season presentation of forthcoming season Compliance focus Report on outcomes quarterly Participate in AVG Response Working Group Regularly attend Industry meetings Have regular contact with SARDI, Policy & Industry EO Accompany fishers on trips and meet outside fishing Liaise with Industry re coordinating One on Ones 	OMT, SC SC, RC's, OMT	Nov/Dec On going
x		x	x	x	x		MOUs, Exemptions and Trials	MOUs, Exemptions and Trials developed and reviewed through; <ul style="list-style-type: none"> Consult and liaise with Industry in relation to MOUs, Exemptions and Trial to create awareness and understanding of objectives Review MOUs for Integrity & Enforceability; recommend future management 	SC, RC's, Policy, SARDI	Ongoing

Risks Addressed				Strategies			Initiative	Actions	Who	When
1	2	3	4	1	2	3				
x		x	x		x		Protection of reefs	Surveillance and Intelligence led patrols on known productive and threatened commercial reefs to prevent exploitation and maintain commercial viability of those stocks	SC, RC's, FO's, SR	Ongoing
x	x	x			x	x	Audits	Continued monitoring and auditing of CDRs to; <ul style="list-style-type: none"> • Ensure CDRs are completed fully • Ensure that audit points between Part A and Part B match accordingly • Identify and investigate anomalies • Educate fishers in regard to errors identified • Cross check and reconciliations of SARDI catch and effort with CDRs • Check to ensure adherence to Perkinsus policy • Conduct an annual cross check of CDR data against Prior Reports and Parts A & B 	Quota, RC's West Region	Season End season
x	x				x		Follow up CDR irregularity	CDRs are checked to; <ul style="list-style-type: none"> • Identify CDR irregularities and follow up where required • Maintain appropriate business rules for CDR completion so that errors and/or anomalies are detected and followed up accordingly • Monitor quota balance for exceeding catch 	Quota, RC's	Season
x		x	x	x	x		Media	<ul style="list-style-type: none"> • Pre-empt operations and initiatives • Provide post operation updates • Update on prosecution outcomes • Update on disease outbreaks • Update on new initiatives impacting Industry 	Ops Mgrs, PIRSA Comms	Ongoing
x	x	x	x		x	x	Checks at sea, at landing, in transit & at Processor	Using intelligence and prior report data, conduct: <ul style="list-style-type: none"> • Targeted inspections at sea by Southern Ranger & station vessels • Targeted inspections at landing, in transit and at Processor Conduct checks to ensure adherence to MOUs / trials	SR, FO's	Season
x		x	x	x	x		Contribute to policy review & revision	Contribute to PIRSA reviewing and addressing key legislative issues such as; <ul style="list-style-type: none"> • Review legislated meat weight • Review of Sealed Bin and Bag Trial • Fish Processor Review 	SC, Policy SARDI	Ongoing

Risks Addressed				Strategies			Initiative	Actions	Who	When
1	2	3	4	1	2	3				
x	x	x	x			x	Intelligence	Collate and analyse information received from FISHWATCH (1800) number and stakeholders Review trends; determine future strategic direction	SOG	Ongoing
	x		x			x	Intelligence driven operations	Develop investigations and operations in line with Serious Offence Plan.	SOG, FO's	Ongoing
x	x		x			x	Brief Quality Assurance	Briefs of evidence meet quality assurance guidelines and are vetted Briefs of evidence to meet evidentiary requirements and are in line with the guidelines	FO's, Ops Mgrs, PSC	Ongoing

