PIRSA FISHERIES & AQUACULTURE

COST RECOVERY PROGRAM

2014-15

GSV PRAWN FISHERY

Fishery Opening: 1 November 2014
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## SUMMARY TABLE

### Gulf St Vincent Prawn Fishery

<table>
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INTRODUCTION

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 services related to 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 annual licence fees.

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 2014/15

<table>
<thead>
<tr>
<th>Long term objectives - Gulf St Vincent</th>
<th>Outcomes 2014/15 to 2016/17</th>
<th>Fishery Policy and Management</th>
<th>Compliance</th>
<th>Assessment and Research</th>
<th>Systems &amp; Information</th>
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<tr>
<td>Ensure Optimum utilisation and equitable distribution</td>
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| Cost-effective and participative management of the fishery | Effective engagement with the industry, in accordance with agreed co-management arrangements. | Maintain regular communication with industry representatives. Be accessible to licence holders. | Provide advice on compliance arrangements or requirements where necessary throughout the licensing year | Maintain regular communication with industry representatives and licence holders. | Provide ongoing support for licensing queries. |
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 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 Director on matters relating to fisheries.
- Represent the 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.


**Program Contact Officer:**
Keith Rowling, Manager Fisheries Policy and Management Unit
08 8226 2369
Keith.rowling@sa.gov.au
PROGRAM: LEGAL SERVICES

BRIEF DESCRIPTION OF FUNCTION

The Legislation Unit of PIRSA Fisheries & Aquaculture provides legal services to the Director and the Director, Aquaculture and Fisheries and to all other members of the Division on an as needs basis. Among other things these services include problem solving and 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 introduction, amendment or revocation of Fisheries and Aquaculture legislation i.e. Act or regulation amendments, the introduction of new regulations and drafting of other legislative and administrative instruments such as delegation, permit or exemption instruments as required under the Fisheries Management Act 2007. 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 Divisional liaison with the Office of Parliamentary Counsel and the Crown Solicitor’s Office to ensure that regulations and proposed activities of the Division are accurately and effectively drafted and or implemented.

2. Maintenance and review of licensing arrangements required to appropriately implement approved fishery management policy and measures within the limitations of the Fisheries Management Act 2007. The service includes working with the Licensing program (part of Systems and Information) to set up efficient administrative systems and finalise forms and instruments that are legally sound.

3. Problem solving together with the provision and co-ordination of legal advisory services in liaison with the Crown Solicitor’s office relating to the implementation and administration of the Fisheries Management Act 2007, Regulations and fisheries management policies, and the defence of those policies and arrangements in litigation.

4. Responsible for the coordination of applications for Ministerial exemptions and Permits under Part 7 Division 2 of the Fisheries Management Act 2007.

5. 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).

Program Contact Officer:
Lambertus Lopez, Manager, Legal and Legislative Programs
08 8226 0266
Lambertus.Lopez@sa.gov.au
PROGRAM: LEASING AND LICENSING

BRIEF DESCRIPTION OF FUNCTION

The Fisheries Leasing & Licensing 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.
5. Record and track unpaid renewals.
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 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:
Kim Terry, Manager Leasing & Licensing
08 8204 1374
Kim.Terry@sa.gov.au
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 and industry 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.
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 Director, Fisheries and Aquaculture, Director, Fisheries and Aquaculture Policy Management, Director, Operations, PIRSA fisheries managers, and 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.
4. Appropriate management of industry funds and services.

Program Contact Officer:
Benn Gramola, Business Manager
08 8226 2317
Benn.Gramola@sa.gov.au
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 form 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 immerging 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.
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

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.

Program Contact Officer:
Peter Dietman, Director, Operations
08 8226 2873
Peter.Dietman@sa.gov.au
Fishery Management Plan Goals:

1. Stock recovery
2. Ensure optimum utilisation and equitable distribution within the constraints of stock recovery
3. Minimise impacts on the ecosystem
4. Cost-effective and participative management of the fishery

Compliance Risk Summary:

1. Fish in Closed / Outside Prescribed Fishing Areas & Times - PIRSA Risk Rating: High (Likelihood – Occasional 5: Consequence – Severe 3: Score 15)
   
   Fishing within prescribed areas and times is an integral component of Prawn Fishery self-regulation. Deviation from this places additional pressure on the bio-mass and threatens the integrity of the self-regulation component of the Co-Management program. It also gives a false representation of the true stock limits being sourced as prawns are being taken from significant recruiting zones outside the designated fishing areas.

2. Take Protected / Non-Permitted Species – PIRSA Risk Rating: Moderate (Likelihood – Possible 4: Consequence – Moderate 2: Score 8)

   Includes take other than finfish for consumption on board vessel, being in possession of more than 2 kg of finfish fillets or frozen fish, take of finfish off vessel following return to port.

3. Use of Illegal Fishing Gear and Equipment – PIRSA Risk Rating: Moderate (Likelihood – Possible 4: Consequence – Moderate 2: Score 8)

   Use of illegal fishing gear and equipment creates an unfair advantage and can lead to additional pressure being placed on the biomass. Illegal fishing gear and equipment includes:

   - Undersize mesh/excess nets
   - Excess headline length
   - Maximum permitted engine horsepower capacity being exceeded
   - Different shaped trawl rigs

*Whilst not recognised by PIRSA Fisheries & Aquaculture as a Compliance risk*, PIRSA Fisheries & Aquaculture recognises that man made and uncharted obstructions placed on the sea bed in the past in prawn fishing areas pose considerable risk to prawn fishing vessels including gear damage, fishing disruption and potentially placing the safety and wellbeing of their crews at risk. Accordingly, this risk has been included on the risk matrix.

The attached Compliance program includes activities to be undertaken aimed at assisting the SVG Prawn Industry to address the issue.

5. **Prior report tradeable fishing nights - PIRSA Risk Rating: Moderate** (Likelihood – 4 Possible: Consequence – 3 Severe: Score 12)

Need to prior report prior to fishing tradeable nights. Should tradeable nights not be reported, can lead to additional effort by fishers, leading to greater pressure being placed on the fishery and an unfair commercial advantage.

6. **Other Compliance risks identified within the fishery that may occur will be addressed as they are detected. They include the following:**

- Illegal sale of by-catch
- High grading of product
- Biosecurity response
- Failure to lodge SARDI catch and effort returns
- Inaccurate or misleading reporting of catch location and volume on SARDI Returns
- Assist / provide services to other agencies (ie SAPOL, threats at sea amongst Industry, vandalism)

Whilst not directly a Compliance risk, inappropriate usage of social media such as Facebook and Twitter to draw attention to by-catch is an emerging risk to Industry, having the potential to damage Industry reputation.
Risk Likelihood & Consequence Analysis:

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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
**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**
   - Enforcement Plan Communication Strategy
   - Enforcement Outcomes Communication Strategy
   - All aspects of fishing activity monitored

3. **Enforcement**
   - Maximise successful prosecutions Outcomes

**Target Outcomes:**

The following target outcomes have been identified:

- Minimise incidents of fishing in closed areas, times
- Minimise take of protected / non-permitted species
- Eliminate use of illegal fishing gear and equipment
- Reduce occurrence of new obstructions being placed on sea bed
- Ensure adherence to tradeable fishing night reporting requirements
- Ensure fisherman adhere to strict boundaries during SARDI sanctioned surveys
### Risks

1 = Fish Closed Areas, Times
2 = Take Protected / Non-Permitted Species
3 = Eliminate use of Illegal Fishing Gear
4 = Obstructions on Sea Bed
5 = Tradeable Nights

### Strategies

1 = Education & Awareness
2 = Deterrence
3 = Enforcement

### Coordination Team:

SVG Prawn Coordinator (SC) = Mark Spencer
Policy Manager Brad Milic

### Risks Addressed

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<th>Initiative</th>
<th>Actions</th>
<th>Who</th>
<th>When</th>
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| 1 on 1 interactions | Meet with LH’s prior to season. Ensure all have a clear understanding of:  
- Legislative changes impacting coming season  
- Compliance focus for coming season  
- Any new gear requirements  
- Requirements around take of finfish  
- Requirement to report tradeable nights  

Have 1 on 1 interactions with LH’s throughout the season; ensure all remain clear on the rules and their obligations  
Industry Days (Survey nights) | SC | Pre Season |
| Fishery Induction Package | Induct new entrants | RC’s | As Required |
| Established liaison & contact with Industry | Have regular contact with SARDI, Policy, Industry Representatives and Stakeholders  
Prior to season commencing, communicate forthcoming Compliance focus to Industry  
Attend Industry meetings. Communicate Industry performance. Raise Compliance issues in a timely manner | Ops Mgr, SC | Ongoing |

Cost Recovery Program 2014-15 – GSV Prawn Fishery
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<th>Risks Addressed</th>
<th>Strategies</th>
<th>Initiative</th>
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<td>- All gear compliant (inspect pre-season and ongoing)</td>
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<td>- Allowable type and quantity of marine scale fish by-catch stored on</td>
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<td>- Nil take home marine scale fish</td>
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<td>- Protected species returned to water</td>
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<td>- No fishing takes place in closed areas</td>
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<td>Media</td>
<td>Utilise media to update on successful prosecution outcomes</td>
<td>Ops Mgr, SC, PIRSA</td>
<td>As required</td>
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<td>Comms</td>
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<td>x</td>
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<td>Regulatory review &amp; revision</td>
<td>Contribute to amendment of legislation and policy where appropriate</td>
<td>SC</td>
<td>As required</td>
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<td>x</td>
<td>x</td>
<td>Intelligence</td>
<td>Collate and analyse information received through</td>
<td>Regions, Intel</td>
<td>As required</td>
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<td>FISHWATCH and Stakeholders</td>
<td>Analyst</td>
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<td>x</td>
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<td>Intelligence driven operations</td>
<td>Develop investigations and carry out targeted operations in</td>
<td>SC, SOG</td>
<td>As required</td>
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<td>line with the Serious Offence Plan</td>
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<td>Risks Addressed</td>
<td>Strategies</td>
<td>Initiative</td>
<td>Actions</td>
<td>Who</td>
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<td>x</td>
<td>Address non-compliance</td>
<td>FO’s</td>
<td>As required</td>
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<td>Investigate instances of non-compliance</td>
<td>FO’s</td>
<td>As required</td>
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<td>Take enforcement action including issue of Caution, Expiation and Brief</td>
<td>FO’s</td>
<td>As required</td>
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<td>Brief Quality Assurance</td>
<td>Ops Mgr, PSC</td>
<td>As required</td>
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<td>Briefs of evidence meet evidentiary requirements and are vetted to ensure quality assurance</td>
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</table>

**Abbreviations**: FO (Fisheries Officer); Ops Mgr (Regional Operations Manager); SR (Southern Ranger), SC (State Coordinator); Central (local region servicing SVG Prawn); PSC (Prosecution Steering Committee – PIRSA internal); SOG (Special Operations Group – PIRSA internal); Intel Analyst (Intelligence Analyst – PIRSA internal); PIRSA Comms (PIRSA Communications – PIRSA internal); SG (Shane Gassner, SGWC Prawn Coordinator)