

# Annual Report on PIRSA's Service Delivery on the Cost Recovery Agreement for the Land-based Sector

2023-24



**Government  
of South Australia**

Department of Primary  
Industries and Regions

OFFICIAL

# Annual Report on PIRSA's Service Delivery on the Cost Recovery Agreement for the Land-based Sector 2023-24

Information current as of August 2024  
© Government of South Australia 2024

## Disclaimer

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

## All Enquiries

General Manager Aquaculture, Fisheries and Aquaculture  
Primary Industries and Regions (PIRSA)  
2 Hamra Avenue, West Beach SA  
GPO Box 1625, Adelaide SA 5001  
T 08 8207 5332  
E [emily.mellor@sa.gov.au](mailto:emily.mellor@sa.gov.au)

# Contents

Resource Planning.....	4
Aquaculture Leasing and Licensing .....	6
Legislation.....	7
Compliance Operations.....	8
Aquaculture Systems .....	9
Aquatic Animal Health.....	10
Environmental Monitoring and Management.....	11
Program Management and Administration.....	12
Other Aquaculture Activities.....	14

# Resource Planning

## Deliverables

### Activity 1 – Strategic resource planning and management

- Continued development of internal policies and guidelines that flow from the amendments to the Act and Regulations.
  - Commenced internal policies and procedures relating to the assessment, approval and ongoing management of aquaculture tourism development authorities following amendments to the Aquaculture Act and Regulations.
- Continued implementation of Renewal Guidelines in determining renewal terms of Land-based licences.
- Continued to implement the *Aquaculture (Standard Lease and Licence Conditions) Policy 2022 (SLLCP)*, including through reissuing of aquaculture licence certificates.

### Activity 2 - Provide input to, and alignment with, broader State and national policy development activities and planning frameworks that impact on South Australian aquaculture

- Ongoing input to broader State and national policy, legislative and planning frameworks that influence and impact land-based aquaculture development processes:
  - Department for Trade and Investment (DTI):
    - SA Water Eyre Peninsula desalination plant development application
    - Northern Water development application- Draft Assessment Requirements of the Environmental Impact Statement (EIS)
  - Department for Energy and Mining (DEM):
    - Draft Hydrogen and Renewable Energy Act 2023
    - Draft Hydrogen and Renewable Energy Regulations 2024
    - Draft impact assessment criteria and guidelines for the *Energy Resources Act 2000*
    - Green Paper on South Australia's energy transition
    - Draft Energy Resources Act 2023 and Regulations
    - Samphire Retention Lease Proposal
  - Department of Climate Change, Energy, the Environment and Water (DCCEEW):
    - Draft National Hydrogen Strategy
    - Draft National Environmental Standards for Matters of National Environmental Significance under the EPBC Act.
  - Department for Environment and Water (DEW):
    - Animal Welfare Act amendments
    - Proposed Biodiversity Act

<ul style="list-style-type: none"><li>▪ <i>Landscape South Australia Act 2019</i> review</li><li>○ Department of Industry, Science and Resources (DISR):<ul style="list-style-type: none"><li>▪ <i>Offshore Petroleum &amp; Greenhouse Gas Storage Act 2006</i> consultation requirements</li></ul></li><li>○ Department of Premier and Cabinet (DPC)<ul style="list-style-type: none"><li>▪ State Development Coordination and Facilitation Bill</li></ul></li><li>○ State Planning Commission<ul style="list-style-type: none"><li>▪ Draft Kangaroo Island Regional Plan under the <i>Planning, Development and Infrastructure Act 2016</i></li></ul></li></ul>
<ul style="list-style-type: none"><li>• Continued input into national management arrangements for ornamental fish and the translocation of live aquatic resources.</li></ul>
<ul style="list-style-type: none"><li>• Ongoing liaison and consultation with relevant government departments, industry stakeholders and prescribed bodies in relation to other agencies' policy development.</li></ul>

# Aquaculture Leasing and Licensing

Deliverables
<p><b>Activity 1 - Management of licences</b></p>
<ul style="list-style-type: none"> <li>Maintained the eBusiness environment, systems and procedures to supported day to day administration of licensing activities, including industry consultation, liaison, approval of new users, reviewing licence application forms and processes that increased efficiency in application assessments.</li> </ul>
<ul style="list-style-type: none"> <li>Maintained ongoing liaison with relevant government (e.g. Department for Infrastructure and Transport (DIT), Environment Protection Authority (EPA), Attorney-General's Department – Native Title) and non-government agencies.</li> </ul>
<ul style="list-style-type: none"> <li>Continued implementation of an administrative agreement between PIRSA and the EPA through meetings discussing ways to ensure efficiencies are maintained.</li> </ul>
<ul style="list-style-type: none"> <li>Implemented Broodstock and Seedstock Collection Permit regulations and processed permit applications.</li> </ul>
<ul style="list-style-type: none"> <li>Maintained internal licence audit functions, including auditing procedures (flowcharts, checklists and manuals) and performance criteria relating to leases and licences.</li> </ul>
<ul style="list-style-type: none"> <li>Adhered to internal policies, guidelines and processes relating to leases and licences.</li> </ul>
<ul style="list-style-type: none"> <li>Implemented revised licence categories for land-based aquaculture and ensured all current licences were appropriately categorised based on the risk posed by their operations.</li> </ul>
<ul style="list-style-type: none"> <li>Processed annual production returns and environmental monitoring reports from the Land-based sector. This included reminders and follow-up of unsubmitted reports to ensure licence holders met their obligations under the Act and ensured information was collated efficiently for the development of the annual economic reporting.</li> </ul>
<ul style="list-style-type: none"> <li>Generated annual and application invoices, ensured accuracy, collected associated fees and payments, followed up unpaid invoices. Reconciled receipt of annual lease and licence fees, application fees and liaised with Shared Services SA as required.</li> </ul>
<ul style="list-style-type: none"> <li>Reviewed all lease and licence application forms and amended where required to ensure internal policies, guidelines and processes relating to each application was adhered to.</li> </ul>
<ul style="list-style-type: none"> <li>Processed requests from lease and licence holders who made enquiries over the phone or by e-mail.</li> </ul>
<p><b>Activity 2 - Processing of licence applications</b></p>
<ul style="list-style-type: none"> <li>Provided case management functions to licence holders such as discussions prior to application submissions, following up on outstanding information or requirements and ongoing discussions relating to applications.</li> </ul>
<ul style="list-style-type: none"> <li>Undertook administrative processing of land-based applications submitted under the Act as required (new, renewals, transfer, variation, division).</li> </ul>

<ul style="list-style-type: none"> <li>• Issued and processed invoices relating to licence applications.</li> </ul>
<ul style="list-style-type: none"> <li>• Produced internal risk assessment documents specific to each application were produced.</li> </ul>
<ul style="list-style-type: none"> <li>• Referrals and liaison with other government and non-government agencies was undertaken as required (e.g., EPA, DIT, local councils, AGD, Industry).</li> </ul>
<ul style="list-style-type: none"> <li>• Adhered to internal policies, guidelines and processes relating to applications.</li> </ul>

## Legislation

Deliverables
<b>Activity 1 - Administration of the Act and Regulations</b>
<ul style="list-style-type: none"> <li>• Implementation of informed and legally valid administrative decisions consistent with the Act to promote efficient and transparent government administration and industry development.</li> </ul>
<ul style="list-style-type: none"> <li>• Referral to and liaison with Parliamentary committees.</li> </ul>
<ul style="list-style-type: none"> <li>• Internal strategic, Crown and Parliamentary Counsel legal input into new internal policies, procedures, documents, correspondence, instruments and decisions under the Act as amended. <ul style="list-style-type: none"> <li>○ Amended the <i>Aquaculture Regulations 2016</i> to assist implementation of amendments to the Aquaculture Act for aquaculture related tourism developments.</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>• Ongoing implementation of the requirements of and developments under the Act and Regulations.</li> </ul>
<ul style="list-style-type: none"> <li>• Working with Parliamentary Counsel and CSO to effect standard policy requirements.</li> </ul>
<b>Activity 2 - Legal services and legislative interpretation</b>
<ul style="list-style-type: none"> <li>• Interpretation of the Act, Regulations and applicable Statutory Policies.</li> </ul>
<ul style="list-style-type: none"> <li>• Interaction of the Act with requirements of other legislation (e.g., <i>Fisheries Management Act 2007</i>, <i>Native Title Act 1993</i>, <i>Marine Parks Act 2007</i>, <i>Environment Protection Act 1993</i>, <i>Livestock Act 1997</i>, and <i>Planning, Development and Infrastructure Act 2016</i>) and others as necessary.</li> </ul>

## Compliance Operations

Deliverables
<p><b>Activity 1 - Operational planning and implementation (section 82 of the Act)</b></p> <ul style="list-style-type: none"> <li>Compliance related issues of key importance and relevance to the Land-based sector were communicated to the sector in a timely manner.</li> </ul>
<p><b>Activity 2 – Site surveillance (parts 6 and 7; Section 82A; Regulation 25)</b></p> <ul style="list-style-type: none"> <li>Undertook site inspections; ensuring licence holder compliance with licence conditions and requirements of the <i>Aquaculture Act 2001</i>, <i>Aquaculture Regulations 2016</i> and <i>Aquaculture (Standard Lease and Licence Conditions) Policy 2022</i>.</li> <li>Timely communication of inspection outcomes to relevant licence holders, including identification of instances of both compliance and non-compliance</li> <li>Responded to information provided by members of the public or SA Government Agencies in relation to compliance issues relevant to the Land-based sector.</li> </ul>
<p><b>Activity 3 – Aquaculture Compliance liaison (Section 9 of the Act)</b></p> <ul style="list-style-type: none"> <li>Sought assistance from Fisheries &amp; Aquaculture Policy and Environment staff in relation to compliance activities. Included, but not limited to scheduling of sector specific site inspections, confirmation of licence and lease conditions, positioning of sites, confirmation of sites requiring or subject to rehabilitation and provision of assistance in field-based compliance initiatives.</li> </ul>

# Aquaculture Systems

Deliverables
<b>Activity 1 - IT Systems management</b>
<ul style="list-style-type: none"> <li>Accurate and efficient systems are maintained and enhanced to provide for effective and efficient management and administration of the aquaculture industry, in accordance with the Act.</li> </ul>
<ul style="list-style-type: none"> <li>Provided for public transparency of use of the States aquaculture resources (e.g., Public Register is available on the PIRSA Fisheries and Aquaculture website for all stakeholders, including the aquaculture industry, relevant government Agencies and general public).</li> </ul>
<ul style="list-style-type: none"> <li>To safeguard licence holder details by adhering to broader government guidelines (e.g., records management requirements for public service document standards and freedom of information requests).</li> </ul>
<ul style="list-style-type: none"> <li>Included in the management of the PIIMS database is assessing reporting functionalities, liaison with the PIRSA IT group, testing updates to the database, reporting of functional issues and troubleshooting with system users.</li> </ul>
<ul style="list-style-type: none"> <li>Included in the management of the Public Register system is the rollout of updates, reporting of functional issues to the PIRSA IT group, testing when updates occur and troubleshooting with system users both internally and externally.</li> </ul>
<ul style="list-style-type: none"> <li>Included in the management of ArcGIS is the rollout of update software, appropriate training for use of the program, recognition, requests and testing for software fixes, liaison with the PIRSA spatial group, reporting spatial information and troubleshooting with system users.</li> </ul>
<ul style="list-style-type: none"> <li>Management of the Microsoft Database includes alignment of databases annually to reflect data requirements of Environmental Monitoring Reports.</li> </ul>
<ul style="list-style-type: none"> <li>Management of records management systems (e.g., Objective) may include testing of various functionalities, liaison with the PIRSA IT group and requests for further updates to systems and software.</li> </ul>
<ul style="list-style-type: none"> <li>Ongoing maintenance and troubleshooting of the electronic lodgment system (my PIRSA) for environmental monitoring program and production return data.</li> </ul>

# Aquatic Animal Health

Deliverables
<ul style="list-style-type: none"> <li>15 invertebrate (including mollusc and crustaceans) related mortality events, and 14 finfish related mortality events were reported to PIRSA and investigated. Mortality events included both aquaculture and wild fish kills. Samples were submitted to the laboratory and tested to rule out disease and harmful algae.</li> </ul>
<ul style="list-style-type: none"> <li>Coordination of State-wide early detection surveillance for Ostreid herpesvirus type-1 microvariant (OsHV-1) / Pacific Oyster Mortality Syndrome (POMS). In 2023/24, 726 samples were tested, all of which were negative for OsHV-1 / POMS.</li> </ul>
<ul style="list-style-type: none"> <li>Maintained passive surveillance systems, including summarising relevant pathology reports from the State Vetlab, summarised fish kill and aquaculture mortality investigations for trade and market access purposes.</li> </ul>
<ul style="list-style-type: none"> <li>Seven livestock and macroalgae translocation requests were assessed and approved by PIRSA.</li> </ul>
<ul style="list-style-type: none"> <li>Administered the regulation and compliance for off-label veterinary medicine use. Assessed and processed 10 veterinary medicine use requests for the Land-based Sector to support Ministerial approvals for off label use of veterinary medicines to maintain fish health and welfare. Liaised with industry veterinarians, EPA and adjacent industry where required and other government departments during assessment.</li> </ul>
<ul style="list-style-type: none"> <li>Assisted with progress of minor use permit and registration for veterinary medicines with Australian Pesticides and Veterinary Medicines Authority (APVMA) through meetings, workshops and communications with APVMA, Department of Agriculture, Fisheries and Forestry (DAFF), Fisheries Research and Development Corporation (FRDC), Seafood Industry Australia (SIA), aquaculture industry sectors, EPA, PIRSA rural chemicals, veterinarians and researchers.</li> </ul>
<ul style="list-style-type: none"> <li>Assessment and advice to the PIRSA Fisheries Management Group on stock release applications to ensure the risks of introduction and spread of disease in the State are reduced.</li> </ul>
<ul style="list-style-type: none"> <li>Facilitated the implementation of disease mitigation strategies as identified in risk assessments for disease management purposes (disease prevention, preparedness, response and recovery strategies). An example included white spot syndrome virus (WSSV) detection in New South Wales, which involved advice and assistance to Biosecurity to manage risks to South Australia.</li> </ul>
<ul style="list-style-type: none"> <li>Administered Chief Veterinary Officer approvals for biosecurity audits of one oyster hatchery and two land-based abalone farms.</li> </ul>
<ul style="list-style-type: none"> <li>Progressed the project "Improving the availability of safe and effective veterinary medicines for Australia's seafood industry (FRDC 2020-094)". In this project, one of our primary aims is coordinate a national effort to facilitate the progress of priority aquatic veterinary medicines in the seafood industry through to permitting or registration with the APVMA.</li> </ul>
<ul style="list-style-type: none"> <li>As part of FRDC 2020-094, sought veterinary medicine priorities from the land-based sector and secured funding for two marine finfish projects and one freshwater finfish project to collect data toward permitting products.</li> </ul>
<ul style="list-style-type: none"> <li>Conducted Emergency Disease Response training and updated PIRSA Emergency Response Plans as required with PIRSA Biosecurity.</li> </ul>

<ul style="list-style-type: none"> <li>• Attended meetings, reviewed documents, contributed to national policy developments and represented South Australia on the national Sub-Committee on Aquatic Animal Health (SCAAH).</li> </ul>
<ul style="list-style-type: none"> <li>• Advice to the Chief Veterinary Officer (Biosecurity) as required, including for mortality / disease cases, state based emergency response preparedness and for national committees (e.g. Animal Health Committee, National Biosecurity Committee).</li> </ul>
<ul style="list-style-type: none"> <li>• Attended Aquatic Veterinary Medicine Working Group (under SCAAH), to facilitate progress of veterinary medicine permits with the Australian Pesticide and Veterinary Medicine Authority (APVMA).</li> </ul>
<ul style="list-style-type: none"> <li>• Reviewed and updated notices under the <i>Livestock Act 1997</i>:             <ul style="list-style-type: none"> <li>• <i>Prohibition on the Use of Abalone as Bait or Berley</i></li> <li>• <i>Requirements for the control of Abalone Herpes Virus-1 (AbHV-1)</i></li> <li>• <i>Prohibition of Entry into and Movement within South Australia of Decapod Crustaceans (Order Decapoda) and Polychaete Worms (Class Polychaeta)</i></li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>• Reviewed and progressed other notices under the <i>Livestock Act 1997</i>.</li> </ul>

## Environmental Monitoring and Management

Deliverables
<p><b>Activity 1 - Management of environmental monitoring programs</b></p>
<ul style="list-style-type: none"> <li>• Developed, assessed and processed annual Environmental Monitoring Program (EMP) reports for 64 Abalone licences.</li> </ul>
<ul style="list-style-type: none"> <li>• Provided case management functions to licence holders.</li> </ul>
<ul style="list-style-type: none"> <li>• Water quality data obtained as part of the EMP were analysed (including viewing against criteria of the water quality policy, mapping of the co-ordinates relative to site boundaries, or farming structures and assessment of the overall state of the site).</li> </ul>
<ul style="list-style-type: none"> <li>• Finalised the 2023 South Australian Aquaculture Report which contains a summary of production and management of aquaculture in South Australia in 2021/22, including a summary of EMP information for the Land-based sector.</li> </ul>
<ul style="list-style-type: none"> <li>• Commenced drafting the 2024 South Australian Aquaculture Report which contains a summary of production and management of aquaculture in South Australia in 2022/23, including a summary of EMP information for the Land-based sector.</li> </ul>
<ul style="list-style-type: none"> <li>• Responded to aquaculture inquiries from the Land-based Sector and interested stakeholders.</li> </ul>
<ul style="list-style-type: none"> <li>• Conducted regular meetings with the EPA to discuss and prioritise environmental issues and projects relating to aquaculture industry.</li> </ul>
<p><b>Activity 2 - Response to environmental issues</b></p>
<ul style="list-style-type: none"> <li>• Assessed 2 development approvals for new Land-based aquaculture sites.</li> </ul>

<ul style="list-style-type: none"> <li>• Assessment and advice were provided to the PIRSA Fisheries policy group on two seedstock applications and one broodstock application.</li> </ul>
<ul style="list-style-type: none"> <li>• Maintained quarterly seedstock/broodstock permit reporting data submitted by licence holders.</li> </ul>
<ul style="list-style-type: none"> <li>• Liaised with Fisheries Officers for environmental issues related to the Land-based sector, particularly in relation to site audits.</li> </ul>
<ul style="list-style-type: none"> <li>• Input was provided on behalf of the Land-based sector to internal PIRSA documents, the State of the Environment Report, strategies/work plans and external legislation or policies that may impact the land-based sector.</li> </ul>
<ul style="list-style-type: none"> <li>• Ongoing management of issue relating to AVG emergency response (e.g., transition to management)</li> </ul>
<p><b>Activity 4 - Identify research needs/opportunities for sustainable aquaculture planning and management</b></p>
<ul style="list-style-type: none"> <li>• Land-based sector was represented at inter and intra- departmental and agency meetings and workshops on environmental issues or development of new legislative arrangements/tools.</li> </ul>
<ul style="list-style-type: none"> <li>• Provided input into research initiatives that contribute to more efficient and adaptive management of the aquaculture industry (e.g., FRDC seaweed project, workshops conducted with the South Australian Research and Development Institute).</li> </ul>
<ul style="list-style-type: none"> <li>• Commenced review of internal ESD risk assessment guidelines to consider aquaculture tourism developments and update general assessment items relating to the Land-based sector.</li> </ul>

## Program Management and Administration

Deliverables
<p><b>Activities 1, 2 and 3 - (Directorate, Human Resource Management and Administration, Operational and Strategic Business Planning)</b></p>
<ul style="list-style-type: none"> <li>• Strategic direction provided to aquaculture development in South Australia.</li> </ul>
<ul style="list-style-type: none"> <li>• Management and development of human resources.</li> </ul>
<ul style="list-style-type: none"> <li>• Developed, reviewed and implemented policies and procedures relating to administrative practices.</li> </ul>
<ul style="list-style-type: none"> <li>• Developed, reviewed and monitored customer satisfaction standards and implement recommendations for improvement.</li> </ul>
<ul style="list-style-type: none"> <li>• Accurate and timely project management and administration of external contractual services and agreements that are consistent with SA Public Service standards and legal obligations (e.g. tenders for rehabilitation of suspended aquaculture sites).</li> </ul>

<ul style="list-style-type: none"> <li>Developed, reviewed monitored and implemented PIRSA Fisheries and Aquaculture’s budget and business plan.</li> </ul>
<ul style="list-style-type: none"> <li>Demonstrated alignment of PIRSA Fisheries and Aquaculture strategies and actions with State plans and strategic frameworks.</li> </ul>
<p><b>Activity 4 - Financial management and cost recovery</b></p>
<ul style="list-style-type: none"> <li>Ongoing review, development and documentation of the cost recovery process and procedures in line with Australian Government Cost Recovery Guidelines.</li> </ul>
<ul style="list-style-type: none"> <li>Coordinated and facilitated cost recovery processes and program agreements, including liaising with program providers, managers and financial services as required.</li> </ul>
<ul style="list-style-type: none"> <li>Provided advice on procurement and invoicing requirements.</li> </ul>
<ul style="list-style-type: none"> <li>Developed, reviewed and implemented cost recovery procedures and program agreements for the Land-based Sector for the 2023/24 period that are transparent, evidence-based and are developed in a consultative manner.</li> </ul>
<p><b>Activity 5 - Provision of timely advice to Chief Executive and Minister – PIRSA and other government agencies</b></p>
<ul style="list-style-type: none"> <li>Reviewed and provided feedback to the EPA for the State of the Environment report and associated web pages.</li> </ul>
<ul style="list-style-type: none"> <li>Provided feedback to the Department of Energy and Mining (DEM) on the 10-kilometre visual amenity layer included in the constraints analysis undertaken by WSP for the Offshore wind component of the study areas for the Hydrogen and Renewable Energy Act.</li> </ul>
<ul style="list-style-type: none"> <li>Provided feedback on the draft National Environmental Standard for Matters of National Environmental Significance.</li> </ul>
<ul style="list-style-type: none"> <li>Provided feedback on DEW’s Draft submission for South Australian adoption of Intergovernmental Memorandum of Understanding – Agreement on a common assessment method for listing threatened species</li> </ul>
<ul style="list-style-type: none"> <li>Consulted with the Chief Executive, Executive Director, Fisheries and Aquaculture, Director Operations, PIRSA Fisheries Managers, and the Office of the Minister and other parties as needed.</li> </ul>
<ul style="list-style-type: none"> <li>Provided accurate and timely advice to the Chief Executive of Primary Industries and Regions and the Minister so they are aware of current and emerging issues faced by PIRSA Fisheries and Aquaculture and the Land-based sector.</li> </ul>

## Other Aquaculture Activities

Deliverables
<p><b>Activity 1 - Perform economic and production forecasting</b></p> <ul style="list-style-type: none"> <li>• Annual production of economic report (currently through BDO Advisory Pty Ltd) which is made publicly available through the PIRSA Fisheries and Aquaculture website. <ul style="list-style-type: none"> <li>○ All aquaculture sector production data collated and entered and forwarded to BDO for compiling 2022/23 report.</li> <li>○ 2022/23 annual economic report, incorporating Land-based Sector data, drafted, finalised and published on PIRSA website.</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>• Production return data reported to Australian Bureau of Agricultural and Resource Economics and Sciences (ABARES).</li> </ul>
<p><b>Activity 2 - Marketing research</b></p>
<ul style="list-style-type: none"> <li>• Accurate and timely extension of recommendations from economic and marketing research to the land-based industry sector.</li> </ul>
<ul style="list-style-type: none"> <li>• Representation of achievements of aquaculture in SA at national and international forums and conferences: <ul style="list-style-type: none"> <li>○ Sixth FRDC Australasian Scientific Conference on Aquatic Animal Health and Biosecurity</li> <li>○ 13th Asia Pacific Marine Biotechnology Conference</li> <li>○ Delegation from Shandong, China</li> <li>○ Provided lectures to Flinders University and University of Adelaide students on aquaculture policy and aquatic animal health.</li> </ul> </li> </ul>