

Administrative Summary

Project Title

Competition to collaboration: exploring co-management models for the Spencer Gulf Prawn Fishery

Applicant

Spencer Gulf and West Coast Prawn Fishermens Association

Contacts

Administrative

Name:	Jenny Kranz	Phone:	(08) 8682 1859
Position:	Administration Officer	Email:	jenny@prawnassociation.com.au
Organisation:	Spencer Gulf and West Coast Prawn Fishermen's Association		

Financial

Name:	Jenny Kranz	Phone:	08 8682 1859
Position:	Administration Officer	Email:	jenny@prawnassociation.com.au
Organisation:	Spencer Gulf and West Coast Prawn Fishermen's Association		

Principal Investigator

Name:	Samara Miller	Phone:	(08) 8682 4600
Position:	Executive Officer	Email:	samara@prawnassociation.com.au
Organisation:	Spencer Gulf and West Coast Prawn Fishermen's Association		

Co-Investigator

Name:	Martin Smallridge	Phone:	(08) 8226 0398
Position:	General Manager Fisheries Policy	Email:	smallridge.martin@saugov.sa.gov.au
Organisation:	PIRSA Fisheries		
Name:	Chris Ball	Phone:	(08) 8223 5155
Position:	Marine Programs Manager	Email:	coastal@ccsa.asn.au
Organisation:	Conservation Council of South Australia Inc		

Planned Start and End Date

Start Date: 01-Jul-07
End Date: 30-Jun-10

Project Budget Summary

Contribution by FRDC

<u>Year</u>	<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>	<u>Total</u>	<u>FRDC Contribution</u>
2007/2008	107,488.64	10,748.86	7,882.50		126,120.00	119,120.00
2008/2009						
2009/2010	72,511.36	7,251.14	5,317.50		85,080.00	81,580.00
Total	180,000.00	18,000.00	13,200.00	0.00	211,200.00	200,700.00

Contribution by Applicant

<u>Year</u>	<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>	<u>Total</u>	<u>FRDC Contribution</u>
2007/2008						
2008/2009						
2009/2010						
Total	0.00	0.00	0.00	0.00	0.00	

Contribution by Other

<u>Year</u>	<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>	<u>Total</u>	<u>FRDC Contribution</u>
2007/2008	20,000.00				20,000.00	
2008/2009	20,000.00				20,000.00	
2009/2010	20,000.00				20,000.00	
Total	60,000.00	0.00	0.00	0.00	60,000.00	
Budget Total	240,000.00	18,000.00	13,200.00	0.00	271,200.00	200,700.00

External Review

I agree to all information being sent to external reviewers.

Certification

The Applicant and the Principal Investigator warrant that all information contained in and forming part of this R&D Application to the FRDC is complete, accurate and provided in good faith at the date submitted to the FRDC and that any changes to circumstances will be notified to the FRDC as soon as possible. They also warrant that the Principal Investigator, key research staff and research agency funding inputs will be available for the duration of the project.

Signed for and on behalf of the Applicant

(Print Name and Position)

(Signature and Date)

Signed by the Principal Investigator

(Print Name and Position)

(Signature and Date)

Time to Complete Application

(Applicable to applicant organisations with less than 20 employees)
16 hour(s)

Project Description**Challenge**

Optimise resource access, resource allocation and opportunities for each sector of the fishing industry, within a rights-based framework

10.00%

Maintain and improve the management and use of aquatic natural resources to ensure their sustainability	35.00%
Respond to, and take advantage of, increased demand for seafood and for recreational and customary fishing experiences	0.00%
Increase community and consumer support for the benefits of the three main sectors of the fishing industry	20.00%
Develop people who will help the fishing industry to meet its future needs	35.00%

National Research Priority

Frontier technologies for building and transforming Australian industries.	100.00%
--	---------

Rural Research Priority

Natural Resource Management	100.00%
-----------------------------	---------

Species

PRAWN — King Melicertus plebejus, M. latisulcatus & M. longistylus

Background

In September 2002, the Spencer Gulf and West Coast Prawn Fishermen's Association ('Prawn Association') developed a ten year plan. One of the goals was that "We manage the fishery ourselves with minimal involvement of the Government and have the finances to do this." Whilst at the time some believed that this was ambitious and possibly unrealistic, others have suggested that an emphasis on legislative controls is not the most efficient way of sustainably managing the prawn resource in Spencer Gulf.

The South Australian fishing industries are managed under a general framework of "Co-Management" whereby industry and other stakeholders are involved in the management and decision-making process. Involvement includes membership of the Ministerial Advisory Bodies - Fisheries Management Committees - providing stakeholders with a voice on all issues relating to management and including the services that are required to manage the fisheries each year. In some fisheries, most notably the Spencer Gulf Prawn Fishery, this model has enabled the development of a fisheries management model which requires the implicit involvement of industry members in the day to day running of the fishery.

Since 2002, with the resignation of a long-serving Senior Research Scientist, the Prawn Association took over the coordination of the research surveys. This change resulted in cost savings and an increased level of professionalism within the Association. This has since progressed to a state where the Prawn Association is now formally contracted by Government to provide Co-ordinator At Sea services to the fishery, whereby a member of industry coordinates a Committee At Sea comprising skippers who are responsible for making decisions on area closures during fishing trips.

In addition, the Prawn Association is about to enter into a second contractual arrangement with government to provide Co-Management services to the fishery. These services are aimed at enhancing the Association's level of responsibility for management with the Co-Manager taking an active role in managing and improving the operational processes in partnership with PIRSA.

The new Fisheries Act scheduled to be enacted over the next twelve months contains provisions for the further delegation of management responsibility to an industry association or other organisation with government taking an audit role against the Fishery Management Plan.

The above arrangements have positioned the Association to take advantage of the opportunity to move towards a greater level of co-management. It is anticipated that the outcomes of the project will be a return on investment by way of increased flexibility and management responsiveness which will engender a more commercial focus for management.

The Prawn Association has either directly or indirectly implemented new policies and processes to support a future move towards taking on more responsibility for managing the fishery. Industry's strong role in managing the prawn stock recently received positive coverage on ABC Landline television program and this has been supported by previous presentations on the fishery's Real Time Management System at national conferences which have created much interest in the practices and ideas initiated by the Spencer Gulf Prawn Fishery.

The industry is now at a stage where research is needed to assess an alternative co-management model and what would be needed at an operational level to achieve it.

Consultation

A research pre-proposal on modeling self management was developed by the Prawn Association in September 2005 with the idea of including the Northern Prawn Fishery and Exmouth Gulf Prawn Fishery. It was considered that this would allow a comparison to occur between fisheries that have the same target stock, i.e. prawns, but also allowing the difference between management styles of each prawn fishery to be considered.

The project proposal was then discussed with the new national prawn fisheries body, Australian Council of Prawn Fisheries (ACPF), to further develop a project that would have national significance. The ACPF wrote to FRDC Chair on 21st November 2005 indicating support for a national project and understood that FRDC was to convene a national workshop on investigating co-management in Australia's fishing industries.

In March 2006 the ACPF contacted FRDC to follow up on the next step forward for developing a national project. A meeting was arranged with Peter Neville, Chair National Working Group on Co-Management, on 21st June 2006 to discuss forming a national group to pursue a national co-management project. The Prawn Association was advised that the role of the National Working Group is to provide advice on ways to add value to applications submitted to FRDC. Hence, a research application is only now finally being submitted.

Specific endorsement for this research application was provided by the Prawn Association Committee members at their most recent meeting on 10th July 2006. PIRSA Fisheries has supported the Spencer Gulf Prawn Fishery in moving towards a greater level of co-management for many years and has taken an active role in developing the application as co-investigator on the project. The Conservation Council of SA met with the Prawn Association and PIRSA Fisheries to discuss and develop the project on 25 July 2006.

Need

Fisheries management across Australia relies on maximising the benefits to the community from a limited seafood resource. A range of stakeholders all have an interest in sustainable fisheries management. Up until now, the focus of fisheries management has been on ensuring sustainability of the marine resources and on legislative and other regulatory controls to support this.

However, a gap remains between fishers creating effective business outcomes for the wider community and the legislative management framework adopted by government. For sustainable environmental outcomes to be really driven by participants in a fishery, there is a need to consider sustainability within a context of industry's business needs.

The Spencer Gulf Prawn Fishery currently participates within a co-management framework and are taking stronger ownership over the day-to-day management of the resource on which they rely. More and more industry management processes are being based on business concepts, rather than legislative controls. The implementation of environmental management systems that address fisheries risks on the environment, the welfare of its people and the welfare of customers, is an example.

"Self-management" has become a vision for the Spencer Gulf Prawn Fishery as a way of promoting more effective, efficient and equitable management regimes for dealing with the plethora of issues relating to harvesting a public resource. However, there is a need to describe and assess alternative management models.

This project aims to explore the best management option for the fishery in the future as well as provide insight into models for alternative management arrangements that other fisheries may wish to consider.

Objectives

- 1 To develop effective working relationships between three key stakeholder groups regarding future management of the Spencer Gulf Prawn Fishery.
- 2 To identify, document and evaluate new fisheries management models for the Spencer Gulf Prawn Fishery.
- 3 To develop a preferred management model for the Spencer Gulf Prawn Fishery with discussions of the implications and potential risks of the model.

Outputs & Extension

The main output from the project will be a documented preferred co-management model for the Spencer Gulf Prawn Fishery. This document will contain a discussion of the existing management arrangements, discussion on the ideas and models presented from each steering committee and the rationale for the preferred model. The report will be widely available to industry, PIRSA and the general community.

The extension of the results of the project will be targeted towards the Prawn Fisheries Management Committee or an alternative forum that is established under the new Fisheries Act. The results will also be extended to the general community groups via the Conservation Council of SA and their network.

Intellectual Property

Published, widely disseminated and promoted, and/or training and extension provided. Related products and/or services developed. Relates mainly to outputs that will largely be available in the public domain, but components may be commercialised or intellectual property protected.

Planned Outcomes and Benefits

1. Key fishers with skills and understanding to enable them to pursue alternative strategies to implement a new co-management model for the Spencer Gulf Prawn Fishery. The industry participants will receive key skills and expertise in negotiation, problem solving, strategic planning and other social benefits from the project.
2. Broader involvement and understanding within industry, government and the community of what is required for a commercial fishery to move towards a greater level of responsibility under a co-management model, while ensuring long-term sustainability of the resource.
3. Documentation of a preferred management model for the Spencer Gulf Prawn Fishery with discussions of the implications and risks.

Flow Of Benefits

<u>Fishery</u>	<u>Commercial Sector</u>	<u>Recreational Sector</u>	<u>Traditional Fishing Sector</u>
SA - Other	100.00	0.00	0.00
Sub Total:	100.00	0.00	0.00
		Total:	100.00

Region

SA - Eyre Peninsula

Fishery

SA - Prawn Trawl Fishery

Methods

1. To develop effective working relationships between three key stakeholder groups regarding future management of the Spencer Gulf Prawn Fishery.

Three key stakeholders will be involved in the project representing industry, government and the general community.

The Project Working Group will comprise of three individuals representing:

- Executive Officer, Spencer Gulf and West Coast Prawn Fishermen's Association,
- General Manager Fisheries Policy, PIRSA, and
- SA Marine Programs Manager, Conservation Council of SA.

The Conservation Council of South Australia has been invited to participate in the project as their membership represents informed people in the general community who have an interest in sustainability and biodiversity of ecosystems in relation to commercial fishing. They are the peak environmental body in South Australia.

Each Project Working Group member will in turn establish an informal Steering Committee comprising members of their constituency to discuss, brainstorm and debate the merits of each of the management models that are developed.

The research concentrates on exploring the range of options and creating a sense of empowerment by the three stakeholder groups in being able to come together to discuss the advantages and disadvantages of each model in a workshop environment. A total of three workshops will be organised for the stakeholder groups to interact.

During development of this research project it became apparent that there was the need to encourage real engagement from all three groups and to encourage a greater level of interaction between the groups. It is likely that the stakeholder groups have more in common than they may think. There is also potential for the relationships that are developed between the groups to continue after the project.

2. To identify, document and evaluate new fisheries management models for the Spencer Gulf Prawn Fishery.

The project will consider alternative management models that aim to provide a greater level of responsibility and involvement of the industry for ongoing sustainable management of the fishery. For example, models may include establishment of a single company, a co-operative with strong governance processes, or a company managed with regional based processes. Examples of co-management arrangements in other fisheries such as the Challenger Scallop Fishery in New Zealand will be reviewed and considered when developing a new management model for the fishery.

Phase 1 - Data Gathering

The project working group will document the processes currently used in the fishery in four key fisheries management areas of; data and information, policies, rules and compliance.

Each working group member will discuss the current processes used in the fishery with their steering committee. This may involve the Principle Investigator meeting with the steering committee established by the Conservation Council to explain how the fishery is currently managed.

The working group members will then work with their steering committee to consider and discuss suggestions on which processes could be transferred to industry for implementation and what new processes would be required for industry to effectively implement the fisheries management areas and ensure the sustainability of the resource.

To assist each steering committee a matrix will provide guidance to ensure that each fisheries management area is covered, such as:

	Current Processes	Process Transfer	New Processes
Data			
Policy			
Rules			
Compliance			

To assist with discussion on the issues raised in the matrix, the following questions will be used as a guide:

- 1 What is the mandate for self management?
- 2 What are the benefits of the mandate and do they outweigh the costs?
- 3 What is the clear purpose?
- 4 Who are the key participants and stakeholders?
- 5 Are there sufficient resources available?
- 6 Identifying potential risks and ensure that they are managed from the onset
- 7 What are the roles and tasks and are they defined well?
- 8 What is the transparent governance structure?
- 9 What is the process for ongoing monitoring?
- 10 What is the mechanism to ensure compliance with the rules?
- 11 What are the conflict resolution procedures and are they clear and fair?
- 12 What is the process for reviewing the performance of the collective action?

A workshop will be held for the three steering committees to come together to present their ideas and comments to the other groups.

Phase 2 - Co-Management Model Development

This phase of the project allows each working group member and their respective stakeholder group to

develop one or more co-management models for the fishery for each of the four fisheries management areas. The ideas and comments presented at the workshop are considered and debated with the aim of creating a management model that is safe, cost effective, practical and sustainable.

A second workshop is held for the steering committees to again come together to present their preferred management model for the fishery.

Following the workshop, the working group will develop a range of management models and a preferred management model based on what was presented at the second workshop. The group will document and articulate the potential impacts and risks of each model as well as the requirements of the model such as the skills, people and processes/structures that would be necessary for implementation of the preferred model.

3. To develop a preferred management model for the Spencer Gulf Prawn Fishery with discussions of the implications and risks of the model.

Phase 3 - Model Assessment

The preferred management model is assessed with the Spencer Gulf Prawn Fishery throughout a fishing season from November 2008 to June 2009. This will not involve a trial or implementation of the most appropriate management model for the fishery. Instead, the working group will analyse the preferred management model in parallel to the fishing season and identify areas which have not been addressed or explored in the project. The working group will assess the gaps in the systems and processes and determine what would be needed to operationalise the model.

A third workshop will be organised at which the preferred model considered developed following the fishing season will be presented to all stakeholder groups. At this workshop the model will be handed over to the Prawn Association for them to assess the findings and determine what form of fisheries management they wish to progress in the future.

Data Management

I have searched for existing data. (Refer to guidelines on how to search the Australian Spatial Data Directory and Oceans Portal)

I intend to make project data available on the Internet. (As per the FRDC data management policy)

The data produced for this project will be records, notes and information from the workshops and meetings held between the project partners as part of the Project Working Group and the Steering Committees. The notes from each of the meetings and workshops will be summarised for the final report to protect the individual's who are members of the Steering Committee's as some of the information discussed will be sensitive. These notes will be included as Appendices in the final project report.

The Principle Investigator will be responsible for drafting the final report and including the data, whilst the co-investigators will be responsible for providing input and checking the final report and data. The Executive Officer of the Spencer Gulf and West Coast Prawn Fishermen's Association will be responsible for the ongoing management of the information compiled as a result of the project and the data will be kept on CD/DVD in the filing system at the Association office.

Data Description

The information provided by the project will be a report specifying how a new fisheries management model was developed and evaluated. The report will also specify the preferred management model for the Spencer Gulf Prawn Fishery and the rationale behind the support for the model. Notes from each of the workshops will be included as an Appendices with the final report. The Principle Investigator will be responsible for drafting the final report and including the data, whilst the co-investigators will be responsible for providing input and checking the final report and data.

Risk Analysis

Threat: Individual members of the steering committees or stakeholder groups may cease their involvement part way through the project.

Contingency: Each of the steering committee members needs to believe that their ideas and suggestions are valued as part of the project. For this reason, each steering committee will have no more than five (5) people to enable each of the working group members to communicate and liaise with these people effectively throughout the project.

Threat: Individual steering committee members may use the information obtained during the project in a

negative way, i.e. bad publicity through media.

Contingency: The principles and values underpinning this project will be articulated with each steering committee at the start of the project. Each member will have the opportunity to be step down if they feel that they do not support these values. The working group will document principles relating to transparency of information on the project and the use of information obtained during the project.

Threat: Timeframes for the project may not be met given the lack of understanding by the community steering committee on fisheries management.

Contingency: During Phase 1 of the project, PIRSA and the Prawn Association will meet with the community steering committee to discuss existing fisheries management arrangements. This will provide an opportunity for this stakeholder group to better understand the current data and information requirements for the fishery, as well as the policies, rules and compliance. The value of this stakeholder group is their independence from the fishery and government.

Threat: Lack of agreement between parties on key element(s) of the model.

Contingency: Agreement has been reached between the working group for separate reports to be prepared from each Steering Committee for consideration. The involvement of an independent facilitator will assist in conflict resolution if required.

Performance Indicators

1. Ongoing liaison and effective working relationships between PIRSA, the Prawn Association and the Conservation Council of SA regarding fisheries management issues throughout the project.
2. Seventy percent (70%) attendance and participation of members on the steering committees to all three workshops.
3. Willingness indicated from industry steering committee to pursue ideas and suggestions provided during the project.
4. Development of a preferred co-management model for the Spencer Gulf Prawn Fishery with a comprehensive rationale for the model developed.

Related Projects and Research Capability

Project 2006/026 Development of Co-management Arrangements for Queensland Fisheries - Stage 1 Picking the Winners, is investigating co-management options in Queensland fisheries. This project is looking at identifying the fisheries characteristics required for effectively implementing new co-management arrangements and the characteristics more amenable to a co-management approach. The project commenced on 1 July 2006.

Project 2006/026, in the first instance, will conduct a desktop study into co-management arrangements used internationally which will be completed by 1 July 2007. It is intended that the proposed project due to commence on 1 July 2007 will consider the findings and use the information from the desktop study as a benchmark, rather than duplicate an international review of literature. The other key differences between the two projects are that project 2006/026 is identifying commercial fisheries that have characteristics most amenable to a particular management model. Instead, this project will do the reverse and identify which model best fits one specific commercial fishery. The other difference is that project 2006/026 will aim to define "co-management". This proposed project will not attempt to define "self-management". Instead it will explore possible management options that the fishery may or may not wish to implement following the research. Discussions have already commenced between the Principal Investigators of both projects and there has been agreement to collaborate closely on the research.

Project 2005/024 Abalone Industry Development: Local assessment and management by industry, is investigating collaborative fine scale management arrangements in the abalone fishing industry.

Budget

Milestones

Date: September 1, 2007
Description: Phase 1 - Data gathering

Cost

<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>
60,000.00	6,000.00	3,900.00	0.00

Justification

During Phase 1 the steering committees will be organised, the Project Working Group will meet to work on the matrix and organise the first workshop, the Steering Committees will meet to complete the matrix and the first workshop will be held in January 2008.

Date: June 1, 2008

Description: Phase 2 - Co-Management Model Development

Cost

<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>
60,000.00	6,000.00	3,900.00	0.00

Justification

Phase 2 involves the Project Working Group meeting to organise the second workshop, the Steering Committees to develop fisheries models based on the outcomes of the first workshop and holding Workshop 2 in September 2008.

Date: August 1, 2009

Description: Phase 3 - Model Assessment

Cost

<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>
60,000.00	6,000.00	5,400.00	0.00

Justification

Phase 3 involves ground-truthing the preferred co-management model during a fishing season from November 2008 to June 2009 by the Project Working Group. In August 2009 the Project Working Group will meet to organise the final workshop which will be held in October 2009.

Contributions by Other

<u>Year:</u>	<u>Salaries</u>	<u>Travel</u>	<u>Operating</u>	<u>Capital</u>	<u>Total</u>
2007/2008	20,000.00	0.00	0.00	0.00	20,000.00
Contributor:	PIRSA Fisheries				
Justification:	The salary and on costs for the General Manager Fisheries Policy involvement in the project is provided by government as an in-kind contribution.				
2008/2009	20,000.00	0.00	0.00	0.00	20,000.00
Contributor:	PIRSA Fisheries				
Justification:	The salary and on costs for General Manager Fisheries Policy involvement in the project is provided by government as an in-kind contribution.				
2009/2010	20,000.00	0.00	0.00	0.00	20,000.00
Contributor:	PIRSA Fisheries				
Justification:	The salary and on costs for the General Manager Fisheries Policy involvement in the project is provided by government as an in-kind contribution.				
Total	60,000.00	0.00	0.00	0.00	60,000.00

Schedule of Payments

<u>Due Date</u>	<u>Milestone Cost</u>	<u>Schedule of Payments</u>	<u>Schedule of Cash Contributions</u>
Initial Payment			
01/07/2007		42,240.00	3,500.00
Milestones			
01/09/2007	69,900.00	41,940.00	0.00
01/06/2008	69,900.00	41,940.00	3,500.00
01/08/2009	71,400.00	42,840.00	3,500.00
Draft Final Report			
01/02/2010		21,120.00	0.00
Final Report			
30/06/2010		21,120.00	0.00
Total	211,200.00	211,200.00	10,500.00