

Spencer Gulf Prawn Fishery Co-management FRDC project – ‘Competition to collaboration: Exploring co-management models for the Spencer Gulf Prawn Fishery’

## **PIRSA Fisheries Workshop Summary**

Attendees: Cameron Dixon (SARDI), James Brook (CCSA), Karen Hollamby (SGWCPFA), Martin Smallridge (PIRSA), Merilyn Nobes (PIRSA), Paul Tatarelli (PIRSA), Paula Davies (PIRSA), Sean Sloan (PIRSA), Shane Roberts (PIRSA), Tim Ward (SARDI), Will Zacharin (PIRSA)

A workshop was held on Monday 23 June 2008 by PIRSA Fisheries for the purpose of discussing current and future co-management processes in the Spencer Gulf Prawn Fishery (SGPF) from the perspective of PIRSA Fisheries. The workshop facilitated discussion within government (PIRSA & SARDI) about fisheries co-management as well as with representatives from both the SGPF and the Conservation Council of South Australia (CCSA). The workshop was held in partial fulfilment of the FRDC project on co-management for the SGPF, and was one of three workshops held by each key stakeholder group (government, industry and the conservation sector).

Workshop participants actively discussed the current co-management processes for the SGPF. As a result, a table outlining the current co-management processes was developed and agreed upon. Four stakeholder groups were identified as being involved in managing these processes:

- Government (Minister / PIRSA)
- SARDI
- Industry
- Community (conservation sector).

The current involvement of these stakeholder groups was identified as being either a managing authority, delegated authority, or contributor for each task/duty. Seventy-seven tasks/duties were identified as being involved in the co-management process, while these tasks/duties were within ten broad categories. These categories were: Legislation/Policy, Licensing, Communication, Harvest Strategy, Stock Assessment, Fishery-Dependent ‘Spot’ surveys, Compliance, Other Research, Industry Development and Human Capital Development.

It was acknowledged that these components of co-management have evolved over time, and that the level of authority, responsibility and input by each stakeholder has changed as the management of the fishery has moved toward greater co-management. Consultative co-management was first promoted under the *Fisheries Act 1982*. The *Fisheries (Management Committees) Regulations 1995* outlined a set of co-management principles that underpinned the formation of the Prawn Fishery Management Committee. The new *Fisheries Management Act 2007* facilitates co-management under Section 10 by detailing provisions for the delegation of functions or powers of the Minister. Delegations under the Act can be made to a person or body as either an absolute or conditional delegation so long as it does not detract from the power of the Minister.

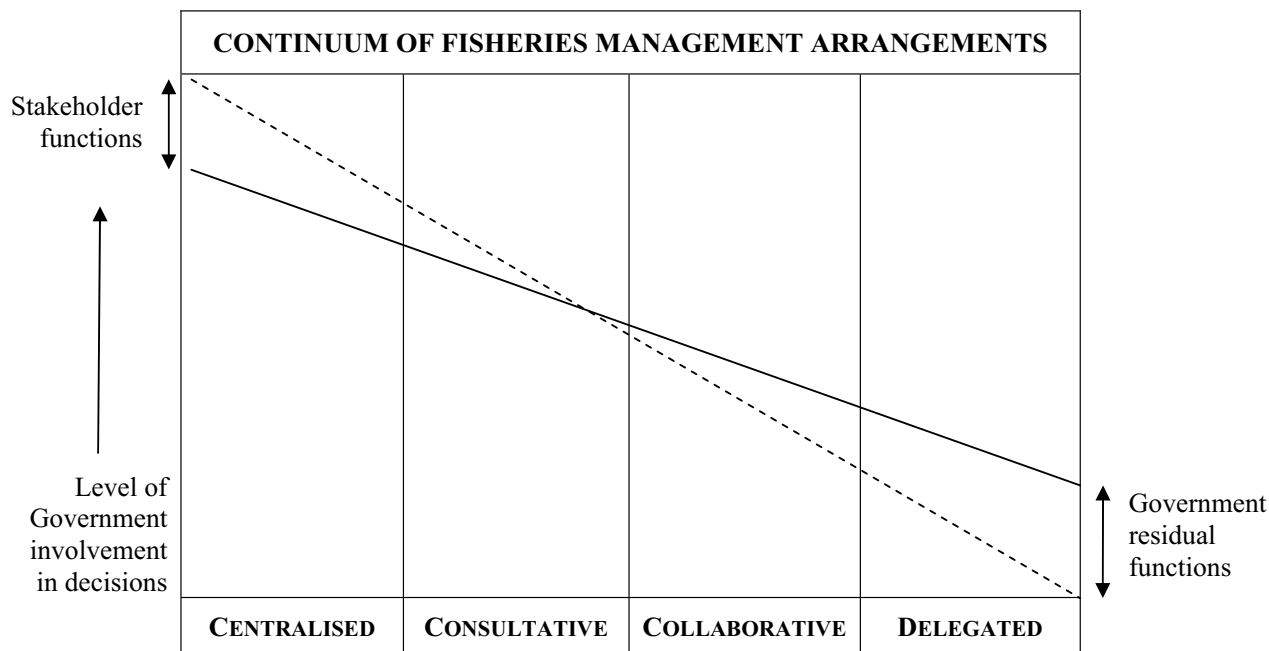
Subsequently, the nine questions provided in the Discussion Paper for the workshop were discussed and answers recorded in the context of evolving co-management towards a collaborative / delegated model. Questions 1-7 were discussed in detail, while time constraints limited discussion and answers to questions 8 and 9. It was suggested that these last two questions would inherently be discussed when the co-management processes table was re-visited at future workshops conducted for the purpose of this FRDC project.

The co-management processes table developed during the first half of the workshop was further discussed in the context of future co-management. Workshop attendees discussed the level of management authority that 1) legally could be delegated to industry, and 2) could realistically be delegated to industry. Underlying assumptions concerning co-management include:

1. Absolute pre-requisites for successful co-management are met for each stakeholder,
2. Industry develops appropriate capacity and resources to effectively assume increased levels of delegated management responsibilities, and
3. The management framework evolves to enable and support delegated management responsibilities to industry.

These assumptions as well as the pre-requisites listed below in question 2 are the limiting factors for further evolving co-management. It was also identified that a number of intermediate models between the current and future ultimate delegated models would have to be developed in order to support the evolving process of co-management. This may require the table of co-management processes to be re-visited at a later date to determine the level of delegated authority to industry for specific intermediate models. Four broad co-management models ranging from 'centralised' to 'delegated' in a continuum of fisheries management arrangements is presented in Figure 1.

Outcomes of the workshop included: 1) a common understanding within PIRSA Fisheries of the current co-management processes for the SGPF, 2) answers to most questions of the Discussion Paper from the perspective of PIRSA Fisheries and 3) debate on future co-management models and identifying ways to progress towards a more collaborative / delegated model for the SGPF. It was agreed at the end of the workshop that PIRSA Fisheries would undertake an internal process to clarify the scope of the new *Fisheries Management Act 2007* to facilitate progress towards greater co-management in South Australian fisheries using the SGPF as a case study.



**Figure 1.** Relationship between four broad fisheries management models and the level of Government involvement in decision making. This diagram was sourced from a draft FRDC report titled ‘National working group on fisheries co-management initiative: a framework for fisheries co-management in Australia’, and was modified from the Environment and Natural Resources Committee’s 2000 report “Inquiry into Fisheries Management Discussion Paper” ENRC, Parliament of Victoria.

The original diagram’s relationship is shown by the dotted line, while a more “realistic” relationship is shown by the solid line. This demonstrates that not all functions of Government in the Centralised model are made solely by Government and that not all functions can be delegated to a fishery under the Delegated model.

Along the continuum are the following broadly defined management models:-

- Centralised model – where Government makes the decisions with little or no consultation with other stakeholders.
- Consultative model – where Government makes the decisions but consults with other stakeholders
- Collaborative model – where Government and other stakeholders co-operate in jointly reaching decisions with some decisions potentially assigned to user groups
- Delegated model – where agreed and negotiated management decisions are made by stakeholders (including Government) within a broad framework and agreed functions are undertaken, or services delivered, by fisher groups under a formal agreement.

Most fisheries in South Australia are managed within the centralised and consultative models. The SGPF is probably the most advanced fishery in SA along the continuum of fishery co-management, having some aspects of their management within the Collaborative and Delegated models. An example of a fishery that is managed within the Delegated model is the New Zealand Challenger Scallop Fishery.