

**FINAL REPORT**  
**FORTY SECOND MEETING OF THE AFMA RESEARCH COMMITTEE (ARC)**  
**AND**  
**COMMONWEALTH FISHERIES RESEARCH ADVISORY BOARD (COMFRAB)**  
**(ARC 42)**

**RESEARCH GAP ANALYSIS AND PRIORITY SETTING WORKSHOP**

**WEDNESDAY 9 MARCH 2005, CANBERRA**

*Members Present:* Mr Ian Cartwright (Chair)  
Dr Keith Sainsbury  
Mr Richard Stevens  
Mr Brian Jeffriess  
Mr Les Roberts  
Mr Richard McLoughlin  
Mrs Cassandra Brown (Secretary)

*Observers:* Mr Patrick Hone (FRDC)  
Ms Katrina Maguire (AFMA's Senior Manager – Environment)  
Mr Bruce Wallner (AFMA's Senior Manager – Research and Data)  
Dr Dave Alden (AFMA's Research Manager)

*Workshop participants:* Attendance list included as Attachment 1

**Opening remarks**

1.1 The workshop commenced at 9:15 am on Wednesday 9 March 2005. The Facilitator, Russ Reichelt, and Chair, Ian Cartwright, welcomed guests and outlined the reason for the workshop. They noted that there is a need to harmonise the available funding from AFMA, FRDC, DAFF and CSIRO for Commonwealth fisheries to meet the policy objectives for these fisheries. The workshop is a new initiative designed to address gaps and cross fishery issues and will be held annually.

**Information needs to manage Commonwealth fisheries**

- 1.2 AFMA's Managing Director, Richard McLoughlin, made a presentation to the workshop regarding the information needs to manage Commonwealth fisheries (Attachment 2).
- 1.3 There was discussion as to the definition of research and whether it overlapped with monitoring and policy issues. It was agreed that for the purposes of the workshop, the focus should be on broad issues and problems that fisheries face. The funding bodies should determine how the work should be funded.

## Break-out discussion groups

### AFMA business practices (group report - Attachment 3)

1.4 The discussion following presentation of the group report focussed on the relative priority of projects in the group report and fleshed out some of the issues that should be addressed by projects. The following high priority projects were identified:

- *A comparative analysis of different fisheries legislation – focussing on:*
  - How to harmonise Commonwealth fisheries and environmental legislation to better meet EBFM
  - Identifying tools and how best to deliver outcomes against objectives
- *Measuring the effectiveness of AFMA’s compliance programs*
- *A risk management system for AFMA – noting that corporate governance processes have been initiated that will, at least in part, address this issue*
- *Reference points and decision rules to guide priorities for research and management*
- *E-commerce – on-line licensing, data acquisition and reporting – noting that AFMA’s IT review should identify needs and areas for research.*
- *Establish weight conversion factors for species catches – noting that this should be done already*

### Economics of fisheries (group report – Attachment 4)

1.5 The discussion following presentation of the group report focussed on:

- The need for AFMA to refloat the need to focus on maximum economic yield, at the fishery level, as the key objective for fisheries
- Priority projects in order of priority are:
  - *Critical economic information fishery managers need to make decisions*
  - *Introducing bio-economic models into fisheries*
  - *Management approaches for sub-economic fisheries*
  - *Capturing socio-economic impacts of introducing new management arrangements in a fishery*
  - *Identifying when significant changes in industry practices in fisheries require changes to fisheries management arrangements*
- Need for bio-economic modelling to be in major / key fisheries rather than small fisheries
- Small fisheries should be addressed as a group through a project similar in nature to the ecological risk assessment project
- The need for ABARE data to be made available to other research agencies

### People and industry development (group report – Attachment 5)

1.6 The discussion following presentation of the group report focussed on:

- *Co-management for AFMA's fisheries* project – in terms of risk management AFMA should consider how to manage alternative possible outcomes.
- *Development of stakeholder experts for succession planning* project – need to focus on retention of experts and ongoing improvement in skills
- *Options for industry development and effective marketing* project – it was noted that value-adding could be realised through minimising costs, as processing in Australia is often not economically feasible

### Fishery group reports (Attachments 6-8)

1.7 The discussion following presentation of the group reports focussed on:

- The Minister's desire for no more over-fished fisheries
- The need for an economically rational approach to development of small fisheries

<p><b>ACTION 41/1 (Secretary):</b></p>
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<p>Ask MACs to take the workshop report into account when developing their calls for research applications to address fishery and cross-fishery issues.</p>
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### Closing remarks

1.8 The following application evaluation criteria used by FRDC were noted:

- 'Need' must be clear
- The process to establish the need must be articulated – the top down advice to MACs is a good way forward
- The pathway to adoption of research outputs should be articulated, together with the bottlenecks to adoption
- The track record of the applicant in previous projects
- Board scale application of projects rather than species-specific projects favoured

1.9 The workshop facilitator, Russ Reichelt, noted the role of leadership in taking the workshop outputs forward. He emphasised the role of communication in delivering research outputs.

<p><b>ACTION 41/2:</b></p>
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<p>AFMA's Managing Director, Richard McLoughlin, advised that AFMA, FRDC, DAFF and CSIRO will meet on 31 March 2005 to discuss how to harmonise available funds to meet the policy objectives for these fisheries.</p>
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1.10 The ARC/ComFRAB Chair, Ian Cartwright, noted:

- the opportunity cost of research given the economic drivers in fisheries

**ACTION 41/3** (Research and Data Senior Manager and Research Manager):

AFMA's research section will work-up high priority research project outlines to facilitate commissioning of required projects to deliver information needs for AFMA's fisheries in the following areas.

- (1) AFMA business practices
- (2) Economics of fisheries
- (3) People and industry development

**ACTION 41/4** (Secretary):

MACs, managers and industry will be asked to give research a higher priority when considering the future of fisheries

1.11 In his closing remarks the ARC/ComFRAB Chair Ian Cartwright thanked Russell Reichelt for his sterling job as facilitator of the workshop.

Meeting closed at 4:35.

Confirmed as a true and correct record of the meeting.

Signed:

Ian Cartwright, Chair

Date:

**Attachment 1 – Attendance list**

**Attachment 2 – Information needs to manage Commonwealth fisheries**

**Attachment 3 – AFMA business practices group report**

**Attachment 4 – Economics of fisheries group report**

**Attachment 5 – People and industry development group report**

**Attachment 6 – Tuna fisheries group report**

**Attachment 7 – SESS fishery group report**

**Attachment 8 – Other fisheries group report**

## ATTACHMENT 1

### Workshop – Wednesday 9 March 2005 Attendance List

	Group 1 AFMA Business practices		Group 2 Economics of fisheries		Group 3 People and industry development		Group 4 Tuna		Group 5 SESS		Group 6 Other fisheries	
	1A	1B	2A	2B	3A	3B	4A	4B	5A	5B	6A	6B
Russell Reichelt <b>(Facilitator)</b>												
<b>ARC/ComFRAB</b>												
Mr Brian Jeffriess					R		X					
Mr Ian Cartwright						X		X				
Mr Richard Stevens		R									X	
Mr Keith Sainsbury				R								X
Mr Richard McLoughlin	R								X			
Mr Les Roberts			X							R		
Ms Katrina Maguire	X									X		
Mr Patrick Hone						R			X			
<b>Fisheries Managers</b>												
Mr Paul Murphy	X									X		
Mr Geoff Richardson		X									X	
Mr Andy Bodsworth				X			R					
Mr Dave Johnson						X					X	
Ms Trysh Stone			X									R
Mr Peter Neave		X									X	
Mr Trent Timmiss		X							X			
Mr Andrew Townley				X				X				
Mr Wade Whitelaw					X							X
Ms Paula Shoulder				X					R			
Mr Rohan Wilson						X					X	
Mr Ryan Murphy	X											X
<b>Environment NGO's</b>												
Mr Eddie Hegerl		X							X			
Mr Paul Hamblin				X							X	
<b>RAG Chairs</b>												
Dr John Gunn			X					R				
Mr Dave Smith	X								X			
Dr Cathy Dichmont					X							X
Dr Malcolm Haddon		X									R	
Dr Noel Coleman				X							X	
Mr James Findlay	X						X					
Mr Kevin McLoughlin				X				X				
Mr Tom Polacheck						X	X					
<b>Industry</b>												
Fritz Drenkhahn					X					X		
Dr Ian Knuckey						X		X				
Mr Michael Thomas					X							X
<b>Economists</b>												
Tom Kompas			R					X				
Peter Gooday			X						X			
Alistair McIlgorm			X								X	
Quentin Grafton			X									X
<b>Research Staff</b>												
Mr Bruce Wallner		X								X		
Dr Dave Alden			X				X					
Mrs Cassandra Brown		X								X		
Mrs Kerrie Bennetts	X								X			
<b>Other</b>												
Mr Tony Kingston		X						X				
Ms Catherine Smith		X										
Mr Matt Borwick					X					X		
Mr Crispian Ashby						X						X

R = Rapporteur



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**ARC/COMFRAB RESEARCH GAP  
ANALYSIS AND PRIORITY SETTING  
WORKSHOP**

**AFMA Business  
Practices  
RAPPORTEUR  
REPORT**





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# Key Drivers / Gaps

- Need for increasing use of e-business for administration of fisheries (lower transaction costs)
- Need for ongoing review of legislation to ensure that it is relevant for the issues that need managing/response
- More tendering for specific research/information needs rather than generic calls for research proposals
- Wider use of available technology to decrease costs of management and compliance
- Lack of a common framework for reference points and decision rules across fisheries that can guide priorities for research and management
- Not taking a consistent and structured approach to risk management in fisheries, for all FMA objectives.





1.1 A comparative analysis of different fisheries legislation

- Review of international legislation to:
  - Harmonise C'wealth legislation to better meet EBFM
  - Identify tools and how best to deliver outcomes against objectives

1.2 A risk management system for AFMA

- High need but being undertaken through existing corp governance processes. Need to better communicate current initiatives. Hence low prority as a research project

1.3 Assessment and development of appropriate information technology systems to provide AFMA's licencing and fishing concession management function on-line

- High need but being undertaken through existing corp governance processes. Need to better communicate current initiatives. Hence low prority as a research project





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#### 1.4 Measuring the effectiveness of AFMA's compliance programs

- High priority need – need benchmarking to assess value for \$
- independent to service provider

#### 1.5 Estimating the level of domestic IUU fishing

- potential problem but needs more info and focus on problem fisheries. Low priority

#### 1.6 Improving the cost effectiveness of data acquisition and reporting

- high priority but agreed to some support already. Will require tools development and implementation first
- uses for compliance effectiveness





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- 1.7 Establish data interaction procedures and guidelines for fishery data  
- high priority but requires assessment of management uptake
  
- 1.8 Establish weight conversion factors for species catches  
- high / medium priority necessary but why not being done now





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**Economics of  
fisheries  
RAPPORTEUR  
REPORT**





## Key Drivers / Gaps

- ‘Red boxes’ (in Fishery Status Report) and economic efficiency
  - ~modelling and management
- Informational gap on economic performance of the fisheries
  - ~data, capacity, reporting and use
- Making the case to industry and management on MEY and the best instrument
  - ~less harvest, more profit
- Targeting MEY while understanding the social consequences





# Key Drivers / Gaps

- Two separate aspects: pursuing EE in a management context; and improving the economic returns in the market. Ie what can AFMA control?
- Define MeY for Cwth fisheries. Define an acceptable level of risk in terms of choosing the balance between maximum EE and precautionary management for each fishery.
- Determine how big the gap is between where we are and where we need to be? Ie what information do you need to identify this gap?
- What information do we need to develop a process of moving from where we are to an MeY situation. Ie if you have the data what do you do with it and how do you use it to achieve your objectives?





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## Priority Projects

- 2.1 Critical economic information fishery managers need to make decisions
- 2.2 Introducing quantitative bio-economic models into fisheries
- 2.3 Management approaches for sub economic fisheries





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- 2.4 Capturing socio-economic impacts of introducing new management arrangements in a fishery
  
- 2.5 Identifying when significant changes in industry practices in fisheries require changes to fisheries management arrangements





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WORKSHOP**

**People & Industry  
Development  
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## Possible Projects

- 3.1 Co-management for AFMA's fisheries
- 3.2 Development of stakeholder experts for succession planning
- 3.3 Options for industry development and effective marketing





# Co-management Drivers

- Get more efficient decision making and management
- Get industry more participative
- MAC process is a good model, however success is dependent on quality of participants
  - GAB Trawl good example
    - limited entry
    - good cooperation between players
    - strategic research plan
    - Pro-active measures in place (voluntary area closures).
- How to institutionalize it?
- Need management body at core which can ‘step in’ when required.





## Development of Stakeholder Experts Drivers

- -Industry expert/leader recruitment largely takes place from management bodies, less frequently from fishing operations.
- Alot of these skills would need to be exercised through the MAC.
- -Need industry based leadership/expert development program (not just for co-management participants, but for future participants).
- -Need to make participation attractive – not only for industry, but for researchers as well.
  - willing cooperation from industry with researchers is an effective incentive for researchers





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## Options for industry development and effective marketing - Drivers

- Instability of supply is important for market development
- Are those markets available?
- Reduce the number of intermediaries for value-adding
- May require overseas processing to remain competitive on international market
- Need to invest in development of marketing opportunities





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# Priority Projects

## Options for industry development and effective marketing - project priorities

- Create a model which provides incentives for co-management and involvement in development programs (example Spencer Gulf, Shark Bay)
- Branding – both national branding and eco-labelling (residues and market access)
  - Cooperation in itself is a form of value-adding





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# SBT Key Drivers / Gaps

- Sustainability remains key driver (recruitment - fishery independent, CCSBT tagging program)
- Decision support analysis (scenario testing) to inform Australia's position into CCSBT (taking into account economic/ social/ biological considerations)
- Need for collaborative national research, management, and policy development
- Need for clear agency roles, objectives and strategies (for all international fisheries)





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# SBT Priority Projects

- MP : policy interface (scenario testing taking into account local and global economics, biological implications etc).
- Fishery independent indices of recruitment.
- SRP Tagging analysis.
- Evaluation of spatial closure options on the SBT spawning ground.
- Improved extension of results of research





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# Tropical Tuna Key Drivers / Gaps

- Overcapitalization, low returns , low profits etc
- Bycatch issues
- Swordfish + localized depletion.
- WCPFC IOTC roles – science-policy provision for Australia and the SW Pacific with particular emphasis on localised management.
- Why don't we have activity in the SWTBF – what is the future of the fishery – spin off international tuna fishery in good years? Mainly domestic? - how does this influence management and research priorities/strategies





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# Tropical Tuna Priority Projects

- Bio-economic modeling of the complex ETBF system (national-international, multispecies, heterogeneity within fishery resources etc) within an MSE approach.
- Adaptive management strategies for localized depletion (strategy development and evaluation including bio-eco, management)
- ERA driven projects on high priority bycatch risks (incl. bycatch mitigation)
- Improved technologies for monitoring catch and effort.
- Investigate prospects for common tuna fisheries to respond to abundance, market changes (integrated tuna fisheries?)





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## Cross fishery issues

Develop/Maintain long term, cost effective, reliable data collection strategies and commit to them (corporate focus)

Spatial management – identifying environmental hotspots.  
Egs SBT SG, East coast SBT, Swordfish/TEP and bycatch on east coast

Observer coverage – how much is enough?  
Proposal at FRDC

Reference points and decision rules – making decision making easy  
Core business under MPs and EPBC





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# Key Drivers

- Fishery is unprofitable and unsustainable at current levels of effort.
- Not meeting regulatory requirements or reporting obligations under EPBC/strategic assessment.
- Look at the fishery as a single fishery – rather than a group of distinct fisheries. Move towards managing species assemblages across methods as opposed to method based management.





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# Key Gaps

- No clearly defined management objective/s for SESSF (encompassing both economic and sustainability goals) and no identified / agreed transition path to move towards this objective/s.
- Spatial management information needs across a range of objectives (eg MPAs / fisheries closures), including development of performance measures.
- Lack of economic performance data and indicators.
- Fishery data validation
- Bycatch and habitat impact mitigation measures





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# Priority Projects

- Defined and agreed reference points/harvest strategies and decision rules: ie what are the objectives?
- Use AMS outcomes to identify correct suite of management arrangements to achieve objectives.
- Identification and implementation of TACs that reflect stock structure (for some species) in 2005-2006.
- Bio-economic model for SESSF – information to guide management to set TACs and other goals to maximise profit
- Alternative assessment strategies: review how we currently do assessments etc
  - Could identify fishery independent / fishery survey data collection program as more cost-effective etc





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**Other Fisheries  
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# Key Drivers / Gaps

- 22 fisheries in total -3 types of fisheries, large, small and international  
**Small fisheries**
- Lack resources for fisheries specific work.
  - Lack of understanding of stocks and spatial issues.





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# Key Drivers / Gaps

## Spatial Management

- Lack of cost effective measures to assess spatial and temporal closures

*Lack of Data validation*





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# Priority Projects

## *Small fisheries*

- **Small fisheries need cross fishery project to develop a “default” set of indicators and decision rules. Develop a low cost/low risk strategy**
- **Alternative allocation and rights models**
- **Develop cost effective data collection and validation mechanisms for small level fisheries**





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# Priority Projects

## *Spatial management*

- Spatial management and understanding of impacts of spatial management decisions
- How do we measure success of closures?
- Can fishing reserves be used to improve fisheries management or provide a hedge to risk?





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# Priority Projects

## *Data validation*

- **VMS, observer data and logbook data bases needs to be cross linked**
- **Need to develop different approaches to validation, auditing and outlier analysis – cross linking of observer data and targeting placements.**
- **Look at cost incentives for industry to providing accurate data eg targeted observer placements at a cost**
- **Develop a standardised approach to setting observer coverage**





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## Cross fishery issues

- 1 Spatial management – identifying environmental hot-spots.

Function differs by fishery - objectives need to be clear.

Should reflect stock structure, juveniles areas.

More knowledge needed on habitat distributions and interactions with fisheries (e.g. ERA).

Reg. Mar Planning - data sharing required, but AFMA is only a stakeholder





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## 2 Observer coverage – how much is enough?

Industry ownership and support varies – the level of observer coverage is not a constant.

Objectives in each fishery differs – needs to be identified & Communicated.

AFMA responsibility for Observers.





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### 3 Reference points and decision rules – making decision making easy

Requirement to identify commonalities across fisheries.

Management Strategy Evaluation





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## Bass Strait Central Zone Scallop Fishery

1. Cost effective data collection for spatial management – including large un-fished areas **Medium**
2. A cost benefit analysis of options for management decision rules (with different data needs) **High**





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- 3. A Cost benefit analysis of current, compared to, streamlined jurisdictional arrangements. LOW**
- 4. Options for Industry development and support for more effective marketing. LOW**
- 5. Understanding scallop spawning and spatfall across Bass Strait – extent, annual variations, area differences relative to location of adult stocks.**
- 6. The search for a more efficient dredge design – decreasing incidental scallop mortality.**





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## Coral Sea Fishery – Research Priorities

1. Cost effective data collection for spatial management – including large unfished areas. **Medium**
2. What is the extent of the fisheries resources in all sectors – how much fishing is sustainable. **High**





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# Antarctic Fisheries – Research Priorities

## 1. Investigating shared stock scenario on the Kerguelen Plateau **HIGH**

**Objective** – to determine whether the Patagonian toothfish stock at HIMI is shared with the adjacent French EEZ on the Kerguelen Plateau.

## 2. Investigate video monitoring technologies

**Objective** – to determine the appropriateness of video monitoring technology to augment and possibly replace some present observer functions.





## Norfolk Island Inshore Fishery – Research Priorities

1. Cost effective data collection options for this essentially recreational fishery by island residents.
2. What is the extent of the fisheries resources how much fishing is sustainable **HIGH**





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## Northern Prawn Fishery - Research Priorities

1. Cross jurisdictional research projects (domestic and international) on shared squid stocks across northern Australia. Also other Northern Prawn Fishery byproduct species such as scallops and bugs. **HIGH**
2. Stock Assessments for Northern prawn Fishery banana, endeavour and king prawns. **HIGH**
3. Investigation of options and feasibility of improving bycatch mitigation measures in the Northern Prawn Fishery **ABD**





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## Northern Prawn Fishery - Research Priorities – Cont.

4. Economic research relevant to the Northern Prawn Fishery.
5. Bycatch survival and ecosystem impacts in the Northern Prawn Fishery
6. Cost effective data collection for improved spatial management within the Northern Prawn Fishery.





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## Southern Squid Jig Fishery - Research Priorities

1. Options for Industry development and support for more effective marketing  
**HIGH**
2. Understanding the dynamics of annual fluctuations in squid abundance  
**Med/High**
3. Ecosystem effects of removing squid - during high and low abundances years





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# **Information needs to manage Commonwealth fisheries**

**Richard McLoughlin  
& Dave Alden**





# AFMA Decision making

- AFMA seeks to continually improve the quality of decisions
- Quality of AFMA decisions depends on quality of advice from
  - MACs
  - RAGs
  - AFMA Management
- Advice based on quality info./knowledge





## Drivers for info / knowledge

- Commonwealth fisheries policy
- Overfishing & stock recovery
- Ecosystem-based and total stock fisheries management
- Monitoring and assessment
- Triple bottom line outcomes, including costs of management
- Industry development





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# AFMA research plan – programs

1. Fishery stocks and biology
2. Ecosystem-based fisheries management
3. Evaluation
4. Development





# 1. Fishery stocks & biology

## 1. Stock monitoring

- To collect appropriate information to support stock assessments

## 2. Understanding stocks

- To underpin stock assessments with a knowledge of the stock biology and the total stock accessed by all sectors





## 2. EBFM

### 1. Impact monitoring

- To consider management decisions in the context of fishery effects on ecosystems and how this would be measured

### 2. Impact reduction

- To minimise impacts on fisheries ecosystems





## 3. Evaluation

### 1. Management indicators

- To monitor and evaluate the effectiveness of existing management strategies

### 2. Management strategies

- To develop management and harvest strategies to ensure best-practice management and the greatest return to industry and the community





## 4. Development

### 1. Management development

- To develop policies, systems and technology to support the management of Commonwealth fisheries

### 2. Industry development

- To develop skills and knowledge of stakeholders involved in the fishing industry





# Advice COSTS \$\$\$\$

- RAGs = \$1 mill
- MACs = \$1.3 mill
- AFMA Management
  - Fisheries sections = \$5 mill
  - Compliance = \$4.5 mill
  - Logs, Observers & Data Management = \$2.5 mill
  - Licensing and Registers = \$1 mill
  - RESEARCH PROJECTS + Admin = \$ 4.5 mill





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# AFMA research programs

## AFMA funding since 1998

- Fishery stocks and biology - 89 % (\$15 mill)
- Ecosystem-based fisheries management - 3 % (\$0.5 mill)
- Evaluation - 7 % (\$1 mill)
- Development - 2 % (\$0.3 mill)





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# First discussion groups

Focus on ‘Evaluation’ and ‘Development’ programs

1. AFMA Business practices
2. Economics of fisheries
3. People and industry development





# AFMA Business practices

Improving the delivery of AFMA's activities to deliver efficient and cost-effective management:

- What legislative changes might be needed to improve the efficiency of AFMA's activities?
- Can we reduce costs by providing online data acquisition & reporting; licensing & quota transactions, etc?
- How can we improve the efficacy of compliance programs?





## Second discussion groups

- Critical information / knowledge needs across 4 programs ('Evaluation', 'Development', 'Fishery stocks and biology' and 'EBFM') from a fishery & cross-fishery focus
  1. Tuna
  2. SESS
  3. Other fisheries
- Cost of projects and who pays – not for consideration now





# Outputs of workshop

1. Understanding of what types of information / knowledge is critical to manage AFMA fisheries
2. Projects to commission
  - AFMA Business practices projects
  - Cross-fishery projects
  - Compliance efficacy
3. Projects to update fishery research plans and MACs' call for research





# Challenge for MACs

1. Need to provide quality advice to Board **in the context of FMA objectives**
2. Assist information / knowledge providers produce quality applications & projects
3. Evaluate project proposals against drivers
4. Consider balance between
  - Ability to pay for gaining knowledge when GVP declining **versus** cost of not gaining knowledge

