

Sustainable Fisheries Strategy

2017–2027

Supporting Impact Statement

The reforms outlined in the Discussion Paper will provide the necessary tools to manage Queensland's fisheries resources sustainably. These reforms are also a significant step forward on delivering three actions in the *Reef 2050 Long Term Sustainability Plan* and demonstrates the Government's commitment to the Great Barrier Reef. In particular, actions to reduce impacts on non-target species, and review of the regulatory structure of fishing to ensure the sustainability of Queensland's fisheries.

Objectives

In consultation with stakeholders, achievement of the following objectives have underpinned the reform process:

- A professional and profitable commercial fishing industry supplying sustainable seafood products
- Recognition of the importance of fishing to Aboriginal and Torres Strait Islander communities and recreational fishers, for traditional custom, tourism and regional economies
- Fishing that is sustainable and available for future generations to enjoy
- More responsive fisheries management system that avoids drastic and urgent changes and provides greater certainty to fishers.
- Deliver on the actions in the *Reef 2050 Long Term Sustainability Plan* and demonstrate our commitment to the Great Barrier Reef

The outcome of the reform process is to produce a modern legislative framework under the *Fisheries Act 1994* and *Fisheries Regulation 2008* that will enable best practice fisheries management to be implemented and ensure the ongoing ecological, economic and social sustainability of our fisheries resources.

Consideration of options

Maintaining the status quo was not considered an option. While this would mean there is no change for the fishing sectors it would not achieve the objectives of the Strategy and there are significant risks for ecological, social and economic sustainability of our fisheries if the current management is continued. Over time, it is likely that more stocks may become depleted, competition between and within sectors may result in further adverse fishing rules or closures and administration of the system would become more complex and cumbersome.

In March 2018, Discussion Papers on options were released for public consultation. The options identified, specific to each of the fisheries, in the discussion papers are summarised below:

East Coast Inshore Fishery options considered	East Coast Trawl Fishery options considered	Queensland Crab Fisheries options considered
<ul style="list-style-type: none"> • Splitting the fishery up – proposed management regions. • Individual transferable commercial quotas (ITQs). • Total allowable commercial catches with regional triggers. • Individual transferable effort units (ITEs) for commercial fishers. • Review size and possession limits (all sectors). • Gear technology. • Temporary or flexible spatial closures. • Better education and training. 	<ul style="list-style-type: none"> • Splitting the fishery up – proposed management regions. • Individual transferable catch quota. • Individual transferable effort units (ITEs) allocated to management regions. • Regional total allowable effort caps. • Allocate individual licences to a management region. • Limit the allowable nights per month a boat can fish in each region. 	<ul style="list-style-type: none"> • Splitting the fishery up – proposed management regions. • Individual transferable quotas (ITQs). • Individual transferable effort units (ITEs) for commercial fishers. • Splitting the fishery up – proposed management units • Symbol amalgamation • Pot unitisation. • Review recreational fishing rules. • Review blue swimmer crab caught by the trawl sector.

More detailed information on the options and results of consultation is available online at <https://publications.qld.gov.au/dataset/sfs-discussion-papers-fisheries-reform>.

Options, consultation feedback, impacts and benefits were discussed with the fishery-specific working groups and the Sustainable Fisheries Expert Panel. Meeting communiques are also available online at <https://www.daf.qld.gov.au/business-priorities/fisheries/sustainable/sustainable-fisheries-strategy>.

Through this process, a number of changes were made including:

- No seasonal closure for crab pot clean up given the potential economic impact
- No conversion factor or effort controls that result in a reduction for trawl initially (all effort units kept)
- Only a handful of quota species for inshore based on those that drive effort and behaviour in the fishery. A second tier of species would be managed through competitive total allowable catches, providing fishers more flexibility.
- No permanent closures
- No major in-possession limit reductions for recreational fishers
- No locking into areas, fishers will need to comply with the quota/TACC for the management area but can still move
- No hard latent effort or forced consolidation proposed. This provides more flexibility for commercial fishers to adjust over time.

Further discussion papers were released in March 2019 specifically on proposed allocation approaches. This included individual indicative allocations being sent to all individual licence holders affected by the proposed reforms. This allowed fishers to better understand and provide feedback on the potential impacts and how the allocation approaches could be improved. Following this process a number of changes were made to the allocation approaches as a result, including:

- Aligning the allocation approach for East Coast Inshore and Crab fisheries – using best years (i.e. best 6 of 7 years so that people could drop out a poor year) to apply a longer period of time to establish each fisher's relative economic position and to fairly account for natural fluctuations in abundance and seasonality in annual harvest
- Remove the eligibility criteria (was a minimum of 500kg) for East Coast Inshore so that all fishers with fishing history were allocated some quota even if it was a small amount
- Amend the allocation years from financial year to calendar year to support some more recent entrants receiving quota and align with the proposed quota seasons between crab and inshore fisheries where a number of multi-endorsed fishing businesses operate.
- Provide an option for trawl to nominate unused effort within a certain period of time after which time it would default to a regionalised split. This would allow trawl operators to choose where they allocate their existing units to provide business flexibility.

Benefits and impacts

Most of Queensland's fisheries do not have the fundamental management framework to enable harvest strategies to be implemented. The proposed management areas and fishery structure (i.e. quota, effort units, total allowable commercial catch limits, in-possession limits, general possession limits and boat limits) will enable effective harvest strategies to be implemented in the east coast inshore, trawl and Queensland crab fisheries. Harvest strategies provide for more regular and smaller adjustments to fishing to avoid blunt management changes like closing the entire fishery if there are concerns about a particular species in a particular area.

The proposed management areas or units will become the scale at which harvest strategies and management changes are based. Splitting these fisheries up avoids the need for more blunt management changes that apply across the entire fishery and also allow for greater co-management approaches at the regional level with local fishers and the community. One of the major concerns that fishers raised during consultation processes was the ability to move between areas and maintain flexibility. The proposed amendments recognise this desire and allow commercial fishers to continue to move between areas with their existing licences and fishery symbols, provided that they also hold the appropriate quota or effort unit for the area in which they are working.

Allocation

The term "allocation" refers to the distribution of the opportunity to participate in a fishery among user groups or individuals. Allocation of fishery resources is challenging due to the perceptions of fairness that arise with allocation decisions. Around Australia and internationally, the most legally defensible and accepted approach to allocation is using catch history and maintain each fisher's relative economic position. This ensures that those fishers who have a demonstrated reliance on the resource are allocated a larger share compared to those fishers who have not caught significant amounts of product over the years or have only recently joined the fishery and do not have a demonstrated history of participation.

Since 2014, an investment warning has been in place for Queensland fisheries so that people purchasing licences were aware that additional effort in the fishery may not be considered in future allocation processes. The investment warning is available online at

https://www.daf.qld.gov.au/data/assets/pdf_file/0004/1396372/Investment-and-increased-effort-warning-notification-for-all-Queensland.pdf.

All commercial fishers were provided with their individual indicative allocations of quota / effort units

as part of the consultation process in March/April 2019 to gauge the impacts and enable refinement of the proposed allocation approaches.

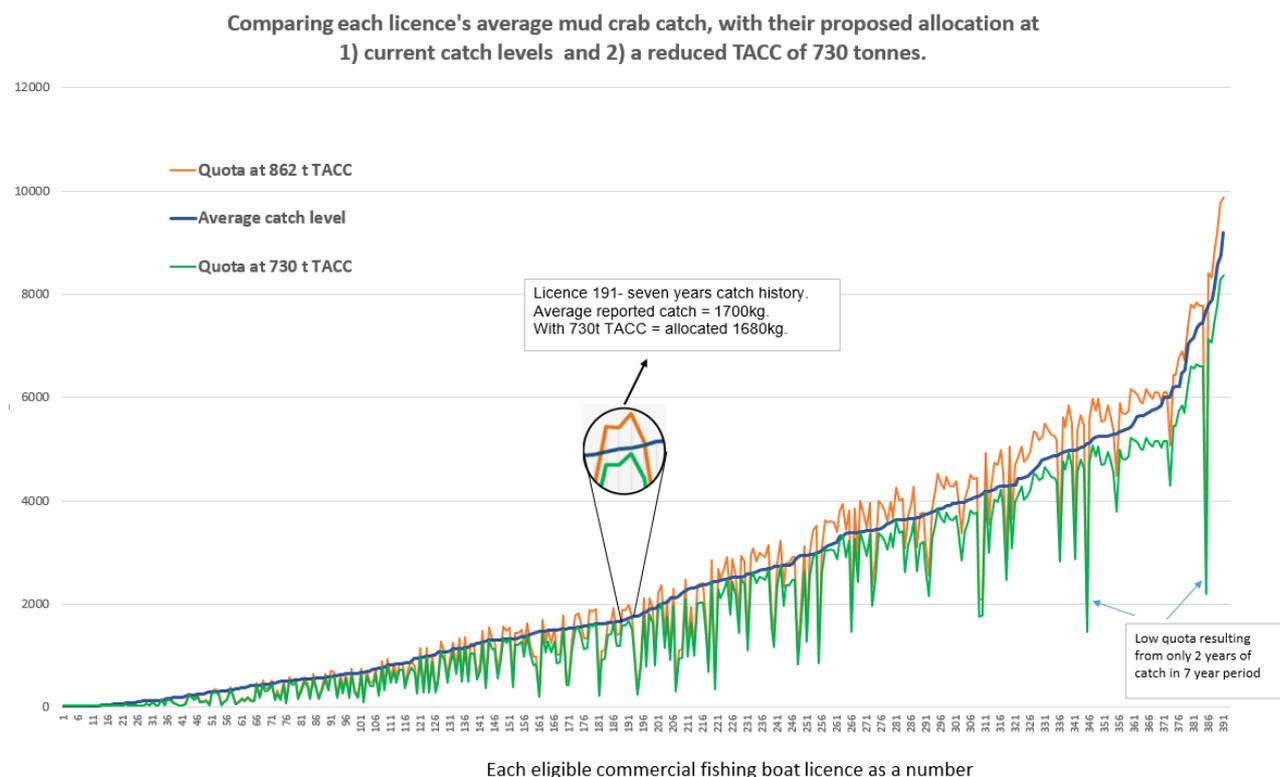


Figure 1: East coast mud crab allocation - comparison of allocation with individuals' current relevant economic position in the fishery.

The allocation models that have been developed for the Queensland east coast inshore and mud and blue swimmer crab fisheries are the result of modelling (refer to Figure 1, example of modelling for mud crab allocation approach) with advice from the relevant fishery working groups. Every effort has been made to ensure that the impacts on each individual fishing business remain consistent with their relevant economic position. This means that where a commercial fisher has reported higher catches over a longer period of time, this is recognised through a higher catch allocation of the total allowable commercial catch.

Commercial fishing

The impacts from these reforms on commercial fishers will vary on an individual, fishery and regional basis, and are difficult to quantify. It is acknowledged that fishers are already paying for vessel tracking which is an increased cost, and that in general the cumulative financial impact for fishing businesses is increasing – through AMSA safety reforms, increasing operational requirements to improve fisheries reporting and address protected species interactions through independent data validation (like digital observers).

However, changing how these fisheries are managed will assist in maintaining export and protected species interaction accreditation under the Federal Government's *Environment Protection and Biodiversity Conservation Act 1999*, which would be at risk if the current management arrangements continue. Through these reforms, healthier fish stocks will support more viable businesses and more defensible management of our fisheries will support continued access.

In the short term, there will be a number of fishers who will likely be directly impacted as these reforms are operationalised. In other jurisdictions, major reforms to fisheries such as moving to quota

management resulted in consolidation. While some consolidation can support greater business viability, it is acknowledged that too much consolidation can generate less desirable social and economic outcomes for our fisheries. This has been a major concern from fishers during consultation. The proposed amendments recognise this and provide that a Commercial Fishing Boat Licence and relevant fishery symbol would be required to hold quota – keeping it in the hands of fishers. Once quota is allocated, fishers may still choose to sell or lease to other remaining fishing businesses or invest in buying or leasing additional quota. There are many examples of reformed fisheries that have experienced improved profitability, economic performance and investment confidence in the longer term. In the longer term, those fishers remaining in the industry will experience improved return on investment, less competition and improved efficiency. However, this will take time to realise and harvest strategies will need to continually adapt to improved information and research over the next 10 years.

The impact of fishing related income on regional communities goes beyond the value of the landed product. Fishing generates multiple income streams in regional areas, which is also potentially spent locally, further generating economic activity in these communities.

Recreational fishing

The proposed changes to recreational fishing rules are relatively minor. These proposals, like general possession limits and boat limits, are in place in other jurisdictions to manage recreational harvest and reduce the risk of black-marketing and will bring Queensland’s management in line with best practice. The average recreational fisher is not likely to be impacted and the proposals will enable recreational harvest to be managed in line with the new harvest strategies. The only major change for recreational fishers is the proposed reduction in the mud crab limit and a proposal to establish boat limits for priority black-market species (e.g. mud crab, prawn, trout, Spanish mackerel).

Social and economic monitoring

There is currently very little quantifiable information available on the benefits of the commercial fishing industries, charter and recreational fishing sectors. The Queensland Government has initiated a new study into the contribution Queensland’s commercial fisheries, seafood processing sector and related businesses make to the State’s economy and community generally. Similar studies are being undertaken as part of the State-wide recreational fishing survey on the contribution of recreational fishers to the State’s economy and community generally. The outcomes of this research will help us to better understand and minimise the impacts of fisheries management on these sectors. It will also establish an important baseline to monitor the impact and benefit of the Strategy over the next 10 years.

Fishery analysis

The table below provides a snapshot of the number of fishers and a summary of allocation modelling.

Fishery	Trawl	East Coast Inshore	Crab
<i>Number of fishers</i>	409 Commercial Fishing Boat Licence holders with an eligible symbol, which includes: <ul style="list-style-type: none"> 369 T1 symbols 16 T2 symbols 	Commercial Fishing Boat Licence holders with an eligible symbol, which includes: <ul style="list-style-type: none"> 86 N1 symbols 94 N2 symbols 	348 Commercial Fishing Boat Licence holders with an eligible symbol, which includes: <ul style="list-style-type: none"> 412 C1 symbols (more than one C1 can be

Fishery	Trawl	East Coast Inshore	Crab
	<ul style="list-style-type: none"> • 47 M1/T1 symbols • 24 M2 symbols 	<ul style="list-style-type: none"> • 5 N4 symbols • 22 N10 (Tunnel netting) symbols • 36 K (Ocean Beach) symbols • 281 N11 (Small mesh nets) symbols • 221 L1 (line) symbols • 190 L2 (line) symbols • 923 L3 (line) symbols <p><i>Note: This is a summary – some of these symbols are not eligible for some species in some management areas.</i></p>	written on a primary licence)
<i>Allocation</i>	<p><i>East Coast</i></p> <p>All existing effort unit holders would have their 'used' effort units allocated to regions based on where they have historically fished.</p> <p>Effort unit holders would have the option to nominate which regions their 'unused' effort units are allocated into.</p> <p><i>Moreton Bay</i></p> <p>Fishers would receive an allocation of Moreton Bay effort units based predominately on history with a small base allocation (for M1) and equal allocation (for M2). All eligible licence holders would receive some allocation.</p>	<p>Licence holders would be allocated quota units in management areas based on where they have historically fished.</p> <p>Around 60% of licence holders would receive more than 80% of their catch average between 2011 and 2017.</p>	<p>More than half of eligible licence holders would receive more than 70% of their average catch (2011 to 2017) and it would be capped.</p> <p>Around 22% crab fishers are estimated to lease licences and around 13% of crab fishers are recent entrants.</p>
<i>Cost-benefit summary</i>	<p>More control over effort shift on different stocks at different times through regionalised management</p> <p>Effort caps to manage the risk of 'unused' effort units being activated and fishing becoming unsustainable</p> <p>Some additional costs for Moreton Bay through annual ITQ unit fees and improved reporting requirements</p> <p>Will require education to smooth the transition to the new management framework</p>	<p>Increased confidence in the management of commercial netting in Queensland</p> <p>Tiered management approach (ITQ and TACC's) to provide a balance between ITQ so fishers can fish when it's economically viable and TACC's which provide more flexibility but with competition for the resource.</p> <p>Less conflict between sectors through regionalised management.</p>	<p>Some consolidation of fishing platforms to support more viable commercial fishing businesses</p> <p>Less 'race to fish' through allocated ITQ so fishers can fish when it's more economically viable. Less 'c-grade' crabs as a result of ITQs which will improve the value of the fishery.</p> <p>Less conflict between sectors through proposed catch limits and fishing rules</p> <p>Some additional costs through annual ITQ unit</p>

Fishery	Trawl	East Coast Inshore	Crab
	Improved sustainability outcomes now and into the future.	Some additional costs through annual ITQ unit fees and improved reporting requirements Will require education to smooth the transition to the new management framework Improved sustainability outcomes now and into the future.	fees and improved reporting requirements Will require education to smooth the transition to the new management framework Improved sustainability outcomes now and into the future.

Recommended reforms

The recommended reforms (based on the specific fisheries issues) are those outlined in the Discussion Paper and best achieve the objectives set for each fishery, the principles outlined in the Strategy and consider the impacts on fishers. The proposed changes will result in more sustainable fisheries, a better recreational fishing experience, a profitable commercial fishing sector and improved stakeholder engagement.

Implementation of the proposed fisheries reforms is not possible without impact. As far as possible the impacts to fishers have been minimised or avoided, but it is not possible to achieve essential improvements to fisheries management without additional fishing restrictions or some costs. In the long run, more sustainable fisheries and management should deliver improved profitability that will support sustained regional jobs associated with fishing and related industries such as retailers, wholesalers, marketers, and tourism.

The proposed regulatory amendments to implement the fisheries reforms have sufficient regard to the rights and liberties of individuals and the institution of Parliament, and are consistent with the fundamental legislative principles provided for under the *Legislative Standards Act 1992*. Any new restrictions are for the purpose of achieving sustainability objectives. They therefore do not impose greater restrictions to competition than apply at present.

The proposed amendments do not extinguish the right for Aboriginal and Torres Strait Islanders to take, use or keep fisheries resources in accordance with Aboriginal tradition or under Torres Strait Islander custom. The proposed amendments do not introduce any new anti-competitive elements.

Detailed benefit and Impact analysis

Proposal	Details	Analysis
<p>Number 6 in the Discussion Paper Divide the existing Queensland Commercial Crab Fishery (C1) into three management areas and establish a separate Total Allowable Commercial Catch (TACC) based on sustainable catch limits for each management area.</p>	<p>The TACC would be adjusted up and down in accordance with a harvest strategy:</p> <ol style="list-style-type: none"> Mud Crab Gulf of Carpentaria (GC1) Mud Crab East Coast (EC1) Blue Swimmer Crab all waters (BC1). <p>Fishers who hold a C1 fishery symbol would be able to access all management areas, as they currently can. However, they would only be able to fish for, and retain, crab species if they hold individual transferable quota units for the relevant management area.</p>	<p>Government: The 3 proposed management areas will require Government to monitor three separate catch limits and ensure compliance in each area. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from smaller more manageable management areas, which will enable effective harvest strategies to be implemented.</p> <p>Business: While 3 separate management areas would be created, there is no proposed restriction on the existing C1 access to these areas – that is fishers who currently access these areas will continue to be able to. The introduction of restrictions on commercial catch will likely limit individual fisher’s access. However establishing sustainable catch limits is in line with best practice and will contribute to greater community acceptance of commercial fishing.</p> <p>Community: The community will benefit from the establishment of a management framework that is capable of constraining commercial catch to sustainable levels. This will support healthy fish stocks, minimise competition between sectors for access to this resource and improve recreational and Aboriginal and Torres Strait Islander fishing experiences.</p>
<p>Number 7 in the Discussion Paper Allocate Individual Transferable Quota (ITQ) for Mud Crab and Blue Swimmer Crab for Queensland Commercial Crab Fishery.</p>	<p>It is proposed to allocate mud crab and blue swimmer crab ITQ units to eligible fishers. Each ITQ unit would entitle the holder to take a share of the TACC in the relevant management unit. The annual ITQ unit administration fee for mud crab GC1 would be approximately \$7.76 per unit (or 20c per crab), for EC1 \$4.86 per unit (or 20c per crab), and for BC1 \$6.96 per unit (or 15c per crab).</p> <p>To be eligible to fish, a minimum holding of ITQ units or equivalent to 1.2 tonnes for GC1</p>	<p>Government: This will require Government to establish an administration process to allocate quota initially and administer two additional quota managed species. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from having effective mechanisms to constrain fishing pressure directed at these stocks and ensure these resources remain sustainable.</p> <p>Business: Allocating ITQ’s means that those who hold quota get their part of the TACC no matter how or when they want to go fishing – by removing</p>

Proposal	Details	Analysis
	<p>and EC1 would be required. As long as the minimum holding is maintained in a licence holders quota account (fished plus non-fished) they would be eligible to undertake fishing activities</p>	<p>competition, fishers can work out when it is more economic to fish. The Government's modelling indicates that more than half of eligible licence holders in the crab fishery would receive more than 80% of their seven year catch history, if the total allowable catch remains at current levels. If the TACC is 20% less than current catch levels, then the impact to each fisher is proportional. If a fisher does not receive any allocation or a small allocation, it is likely that they do not hold an eligible licence or their licence does not have the same amount of fishing history recorded against it as another fisher's licence. The quota management system will impose restrictions on commercial catch, reporting obligations and some direct costs through a new administration fee for quota units. However, industry would benefit from less competition for resources and security of access which would support increased profitability for those remaining industry participants.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial catch to sustainable levels.</p>
<p>Number 13 in the Discussion Paper</p> <p>Divide the existing East Coast Otter Trawl Fishery (T1, T2) into four management areas and establish a separate Total Allowable Commercial Effort (TACE) based on sustainable catch limits for each management area.</p>	<p>The TACE would be adjusted up and down in accordance with a harvest strategy:</p> <ul style="list-style-type: none"> Northern (tiger prawns) trawl area: Cape York to Northern tip of Dunk Island at approximately 17°55.6'. Central (multi-species) trawl area: Between Northern tip of Dunk Island at approximately 17°55.6' and south to approximately 22° excluding the Swain Reefs and Hydrographers Passage. Southern offshore (Eastern King Prawns) trawl area: Offshore waters from 22° to the Queensland/New South Wales border, including Swain Reefs and Hydrographers Passage and excluding the inshore fishery. 	<p>Government:</p> <p>The four proposed management areas will require Government to monitor four separate effort limits and ensure compliance in each area. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from smaller more manageable management areas which will enable effective harvest strategies to be implemented and greater use of co-management models where industry is part of the decision making process.</p> <p>Business:</p> <p>While four separate management areas would be created there is no proposed restriction on the existing T1/T2 access to these areas – fishers who currently access these areas will continue to be able to. The introduction of restrictions on commercial effort will likely limit individual fisher's access – noting that current effort in most of the proposed management areas is below initial TACE estimates. However, establishing sustainable effort limits is in line with best</p>

Proposal	Details	Analysis
	<ul style="list-style-type: none"> <li data-bbox="674 225 1189 344">Southern inshore (Scallops) trawl area: Inshore waters from 22° to the Southern end of Hervey Bay, excluding the offshore fishery near Fraser Island. <p data-bbox="674 360 1189 544">Fishers who hold a T1 or T2 fishery symbol will be able to access all management areas, as they currently can. However, they will only be able to fish for, and retain permitted trawl species if they hold effort units for that management area.</p>	<p data-bbox="1218 225 1957 280">practice and will contribute to greater community acceptance of commercial fishing</p> <p data-bbox="1218 296 1368 320">Community:</p> <p data-bbox="1218 336 2024 424">The community will benefit from the establishment of a management framework that is capable of constraining commercial effort to sustainable levels.</p>
<p data-bbox="159 568 629 663">Number 14 in the Discussion Paper Allocate existing trawl Effort Units to the new management areas.</p>	<p data-bbox="674 568 1189 719">It is proposed to allocate all existing effort units (T1/T2) to the new management areas. Each effort unit would entitle the holder to fish in the relevant management area until the TACE is reached.</p> <p data-bbox="674 735 1189 823">There is no change to the annual Effort Unit administration fee (currently \$0.3934/unit) for the East Coast Otter Trawl Fishery.</p>	<p data-bbox="1218 568 1379 592">Government:</p> <p data-bbox="1218 608 2024 759">This will require Government to establish an administration process reallocate the existing effort units. However, Government will benefit from having effective mechanisms to constrain fishing pressure directed at these stocks and ensure these resources remain sustainable.</p> <p data-bbox="1218 775 1346 799">Business:</p> <p data-bbox="1218 815 2047 1398">The Government's modelling indicates all current effort unit holders in the trawl fishery would be allocated 'used effort units' based on where they have historically fished. Unused effort units would be allocated based on a nomination process whereby effort unit holders have the option to nominate which region to allocate their unused effort units into up to a set by regulation otherwise the default regional percentages would apply – enabling fishers to determine which management region is best to allocate 'unused' efforts units based on their individual business circumstances. The revised effort management system will impose restrictions on commercial effort and reporting obligations. There is no change to administration fees, the existing fee will continue to apply across all management areas. While the administration fees would be consistent it is likely that the value of effort units, to buy or lease, would be determined by market influences and return on investment after allocation – over time each region is likely to vary. Industry would benefit from regionalised management of trawl effort and potentially less competition for resources as effort shift is better managed. Improved security of access would support increased profitability for those remaining industry participants.</p>

Proposal	Details	Analysis
		<p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial effort to sustainable levels.</p>
<p>Number 15 in the Discussion Paper</p> <p>Transition Moreton Bay (M2) fishers to an effort unit system similar to the rest of the trawl fishery and establish a separate total allowable commercial effort (TACE) for Moreton Bay (applying to M1/T1 and M2 fishers).</p>	<p>It is proposed that the defined area of the M1/M2 fishery be expanded to include the restricted T1 waters in the Comboyuro Point to Caloundra Head area. This expansion is intended to create a single management area where the current 32.5 metre net length restriction would apply. The existing M1/M2 plus the Comboyuro Point to Caloundra Head area would be the Moreton Bay Management Area.</p> <p>The TACE would be adjusted up and down in accordance with a harvest strategy.</p> <p>It is proposed to allocate effort units (M1/M2) to the new management area. Each effort unit would entitle the holder to fish in the Moreton Bay management area until the TACE is reached.</p> <p>The existing annual effort unit administration fee for the East Coast Otter Trawl Fishery of \$0.3934 per unit would apply to the new effort units for Moreton Bay (M2).</p>	<p>Government:</p> <p>This will require Government to establish an administration process allocate quota initially and will require monitoring of an effort limit and compliance in Moreton Bay. Additional communication and education processes will need to be implemented the reform. However, Government will benefit from having effective mechanisms to constrain fishing pressure directed at these stocks and ensure these resources remain sustainable.</p> <p>Business:</p> <p>The Government's modelling indicates that the majority of eligible licence holders would receive an effort unit allocation. If a fisher does not receive any allocation or a small allocation, it is likely that they do not hold an eligible licence or their licence does not have the same amount of fishing history recorded against it as another fisher's licence. The revised effort management system will impose restrictions on commercial effort and reporting obligations. The existing fee would continue to apply for M1 fishers while for M2 fishers it would be a new fee as they don't currently use effort units. Industry would benefit from M1 and M2 managed under a common management system and potentially less competition for resources as effort shift is better managed. Improved security of access would support increased profitability for those remaining industry participants.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial catch to sustainable levels.</p>
<p>Number 19 in the Discussion Paper</p> <p>Divide the existing East Coast Inshore Fishery into six management areas and establish a separate Total Allowable Commercial Catch (TACC) based on</p>	<p>The TACC would be adjusted up and down in accordance with a harvest strategy:</p> <ul style="list-style-type: none"> Far North - 10°30'S north of Cape York to 15°00'S, just north of Cooktown 	<p>Government:</p> <p>The six proposed management areas will require Government to monitor six separate catch limits for each of the ITQ/TACC species and ensure compliance in each area. Additional communication and education processes will be needed to implement the reform.</p>

Proposal	Details	Analysis
sustainable catch limits for each management area	<ul style="list-style-type: none"> • North - 15°00'S, just north of Cooktown to 18°00'S, near Tully Heads • Northern Central - 18°00'S, near Tully Heads to 20°30'S, near Cape Conway • Central - 20°30'S, near Cape Conway to 23°00'S, near Corio Bay • Southern Central - 23°00'S, near Corio Bay to 24°30'S, Baffle Creek • South - 24°30'S, Baffle Creek to the Queensland / NSW border <p>Persons who hold a N1, N2, N4, N10, N11, K1-K8, L1, L2 or L3 fishery symbol will be able to access all management areas as they currently can. However they will only be able to retain inshore finfish ITQ species if they hold ITQ units for that management area.</p>	<p>However, Government will benefit from smaller more manageable management areas which will enable effective harvest strategies to be implemented.</p> <p>Business:</p> <p>While six separate management areas would be created there is no proposed restriction on the existing N1, N2, N4, N10, N11, K1-K8, L1, L2 or L3 access to these areas –fishers who currently access these areas will continue to be able to. The introduction of restrictions on commercial catch will likely limit individual fisher's access. However establishing sustainable catch limits is in line with best practice will contribute to greater community acceptance of commercial fishing.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial catch to sustainable levels. This will support healthy fish stocks, minimise competition between sectors for access to this resource and improve recreational and Aboriginal and Torres Strait Islander fishing experiences.</p>
<p>Number 20 in the Discussion Paper</p> <p>Allocate Individual Transferable Quota (ITQ) for Tier 1 inshore species, barramundi, king threadfin, grey mackerel, school mackerel and whiting in the East Coast Inshore Fishery</p>	<p>It is proposed to allocate barramundi, king threadfin, grey mackerel, school mackerel and whiting ITQ units to eligible fishers.</p> <p>Noting that school mackerel and Whiting ITQ would only apply to 'management area 6'.</p> <p>Each ITQ unit would entitle the holder to take a share of the total allowable commercial catch in the relevant management area.</p> <p>Each ITQ unit would be worth 1 kg at initial allocation but will vary over time, in line with the harvest strategy. The annual ITQ unit administration fee for inshore species would be approximately \$0.1965/unit.</p>	<p>Government:</p> <p>This will require Government to establish an administration process allocate quota initially and administer five additional quota managed species. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from having effective mechanisms to constrain fishing pressure directed at these stocks and ensure these resources remain sustainable.</p> <p>Business:</p> <p>Allocating ITQ's means that those who hold quota get their part of the TACC no matter how or when they want to go fishing – by removing competition, fishers can work out when it is more economic to fish. The Government's modelling indicates the majority of eligible licence holders in the East Coast Inshore fishery would receive more than 85% of their five year catch history. If a fisher does not receive any allocation or a small allocation, it is likely that they do not hold an eligible licence or their licence does not have the same amount of fishing history recorded against it as another fisher's licence. The</p>

Proposal	Details	Analysis
		<p>quota management system will impose restrictions on commercial catch, reporting obligations and some direct costs through a new quota administration fee. However, industry would benefit from less competition for resources and security of access which would support increased profitability for those remaining industry participants.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial catch to sustainable levels.</p>
<p>Number 21 in the Discussion Paper Establish Total Allowable Commercial Catch limits for Tier 2 inshore species in the East Coast Inshore Fishery</p>	<p>It is proposed that Sea Mullet (MA6 only), Shark (including Hammerhead Shark), Ray, Yellowfin Bream (MA6 only), Flathead (MA6 only), Tailor, Spotted Mackerel and Black Jewfish would be managed through a competitive Total Allowable Commercial Catch (TACC).</p> <p>While these will not be allocated (like ITQ species) standardised quota/TACC reporting will apply.</p>	<p>Government:</p> <p>This will require Government to administer five additional TACC managed species. Black jewfish, sharks and rays, spotted mackerel and tailor already have TACC's established under legislation. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from having effective mechanisms to constrain fishing pressure directed at these stocks and ensure these resources remain sustainable.</p> <p>Business:</p> <p>TACC's are not individually allocated, and allow competitive access amongst eligible fishers to access nominated fisheries resources up to a limit. Once the TACC is reached, fishing for that species stops. While this means fishers do not need to own or lease quota, there is likely to be more competition for the resource. Some businesses could be impacted as they are no longer able to retain these species once the TACC limit has been reached.</p> <p>There will be some restrictions on commercial catch and reporting obligations. However, industry would benefit from less restrictive (compared to ITQ) access to these resources.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial catch to sustainable levels. This will support healthy fish stocks, minimise competition between sectors for access to this resource and improve recreational and Aboriginal and Torres Strait Islander fishing experiences.</p>

Proposal	Details	Analysis
<p>Number 29 in the Discussion Paper Introduce new arrangements for charter fishing operators.</p>	<p>In 2018, the Queensland Government released the <i>Charter Fishing Action Plan 2018-2021</i> which outlined a number of actions to support growing the charter fishing sector. To implement actions under the Plan, the following amendments are proposed:</p> <ol style="list-style-type: none"> a. Introduce a new 'Restricted charter fishing' category to require: <ul style="list-style-type: none"> • Charter operations restricted to fishing in smooth or partially smooth waters, freshwater and Stocked Impoundments; • to register with the Department (at no cost); and • Provide data on their fishing activities either through logbooks or a fishing app. b. Amend the existing licensed charter 'Unrestricted charter fishing' category to require: <ul style="list-style-type: none"> • Charter operations in any waters including offshore (i.e. unrestricted); • Provide data on their fishing activities either through logbooks or a fishing app; • Fit and maintain vessel tracking equipment to their vessels. • There would be no change to the existing annual fees (\$327.65) <p>There are 340 charter licences currently issued in Queensland that would be 'unrestricted' charter fishing operations under this proposal.</p>	<p>Government: This will require Government to administer a new register of 'restricted' charter fishing operators. There is no change to the existing 'unrestricted' charter fishing licence. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from having a better understanding of charter fishing operations in Queensland and ensure they are appropriately engaged as part of managing our fisheries.</p> <p>Business: There is no changes to those currently licences under the Fisheries Act 1994. For inshore operators the proposed registration requirements will be at no cost and through online systems to minimise the cost and simplify transactional processes. There will be reporting obligations (i.e. submission of a catch log) associated with all charter operations in Queensland. However, industry would benefit from more improved engagement, detailed information on charter fishing business numbers and catch levels as part of future management of our fisheries.</p> <p>Community: The community will benefit from the establishment of a management framework that is capable of better understanding and supporting sustainable charter fishing operations in Queensland.</p>

Proposal	Details	Analysis
<p>Numbers 1 to 45 in the Discussion Paper</p> <p>Remainder of the proposals in Part 1 – Implementing the fisheries reforms – essential for long term sustainability and profitability</p>	<p>The proposed amendments in Part 1 of the Discussion Paper cover the following areas:</p> <ul style="list-style-type: none"> • Size and in-possession limits for recreational, charter and commercial fishers in both tidal and freshwater fisheries; • Fishing apparatus requirements for charter and commercial fishers; • Spatial management arrangements to support the recovery of a number of fish species; • Licencing and reporting requirements for commercial and charter fisheries; and • Measures to minimise interactions with species of conservation interest. 	<p>Government:</p> <p>The proposed measures are intended to complement the reforms being implemented in Queensland’s fisheries and support the sustainable management of the State’s fisheries resources into the future. Additional communication and education processes will need to be implemented the proposed changes. Enforcement of new management arrangements will be undertaken within existing resources. However, Government will benefit from fishing rules that support the overall effectiveness of the management of our fisheries.</p> <p>Business:</p> <p>There will be changes and likely some costs for fishing businesses to transition from the current management rules to the proposed changes. These costs vary based on the fishery and the fishing business and are difficult to quantify. Generally though, these costs are expected to be offset in the long-term by improved catch rates and profitability that are expected to result from more resilient and sustainable fish stocks and a reduction in competition for the resource.</p> <p>Community:</p> <p>Recreational fishers will be impacted by the proposed changes to size and in-possession limits. However, these proposals provide a good balance between catching a good feed, ensuring recreational fishing is sustainable and enabling management of our fisheries keeps pace with changing fishing behaviours. Some, like boat limits, are necessary to reduce the risks of black-marketing, particularly for high value resources (i.e. mud crab, prawns).</p> <p>More broadly, the community will benefit from the establishment of supporting fishing rules that ensure the overall effectiveness of the management of our fisheries.</p>
<p>Number 46 in the Discussion Paper</p> <p>Introduce a seasonal closure for snapper and pearl perch.</p>	<p>It is proposed that a 1-month fishing closure be implemented in July each year (starting from July 2020) to protect snapper at the start of its spawning season to maximise the opportunity for successful reproduction and recruitment. A minimum of 1 month in a high-catch period is required to reduce fishing pressure to a level that could allow stocks to</p>	<p>Government:</p> <p>Significant communication and education material will be needed to ensure compliance with a new fishing closure, as well as to minimise discard mortality (i.e. fish that are caught and discarded, but die as a result of being caught). However, Government will benefit from a management tool capable of protecting snapper at the start of its</p>

Proposal	Details	Analysis
	<p>rebuild. While there is limited information on the spawning behaviour of pearl perch, they are included in the closure as they are commonly caught with snapper</p>	<p>spawning season and reducing the total harvest of snapper and pearl perch by all sectors to levels which allow stocks to rebuild.</p> <p>Business:</p> <p>Fishing closures are used in Queensland and other jurisdictions to leave aggregations of spawning fish undisturbed for periods of time and reduce total harvest (e.g. barramundi and tailor in Queensland and snapper in Western Australia and South Australia). Commercial and charter businesses and recreational fishers will not be able to retain snapper and pearl perch during this time. While this is likely to impact individual businesses during July, there are limited management tools available to the government to constrain catch at a level which will allow stocks to rebuild for the long-term benefits of all stakeholders. Licence holders are also able to target other species during this time (e.g. amberjack etc.).</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining the catch by all sectors to levels which will allow stocks to rebuild.</p> <p>Some in the recreational fishing community will be impacted by the proposed closure as they would not be able to fish for snapper in July. However, fishing for other species can be undertaken during this time.</p>
<p>Number 47 in the Discussion Paper Establish a Total Allowable Commercial Catch (TACC) for snapper and pearl perch.</p>	<p>It is proposed that a total allowable commercial catch limit of 42 tonnes for snapper and 15 tonnes for pearl perch be introduced to support the recovery of these species.</p>	<p>Government:</p> <p>This will require Government to administer two additional TACC managed species. Additional communication and education processes will be needed to implement the reform. However, Government will benefit from having effective mechanisms to constrain commercial fishing pressure on snapper and pearl perch stocks and provide an opportunity for these stocks rebuild.</p> <p>Business:</p> <p>TACC's are not individually allocated, and allow competitive access amongst eligible fishers to access nominated fisheries resources up to a limit. Once the TACC is reached, fishing for that species stops. While this means fishers do not need to own or lease quota, there is likely to be more competition for the resource. Some businesses could</p>

Proposal	Details	Analysis
		<p>be impacted as they are no longer able to retain these species once the TACC limit has been reached.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of constraining commercial catch of snapper and pearl perch at a level which allows the stocks to rebuild.</p>
<p>Numbers 46 to 50 in the Discussion Paper</p> <p>Remainder of the proposals in Part 2 – Urgent management action to take the pressure off snapper and pearl perch</p>	<p>The proposed amendments in Part 2 of the Discussion Paper cover the following areas:</p> <ul style="list-style-type: none"> • Prohibiting the use of net apparatus to take snapper and pearl perch; • Remove extended charter limit for snapper and pearl perch • Amend the size (commercial and recreational) and in-possession limit (recreational) for pearl perch. 	<p>Government</p> <p>The proposed measures are intended to complement the urgent management action being implemented to take the pressure of snapper and pearl perch. Additional communication and education processes will need to be implemented the proposed changes. Enforcement of new management arrangements will be undertaken within existing resources. However, Government will benefit from fishing rules that support the rebuilding of these depleted stocks.</p> <p>Business:</p> <p>There will be changes and likely some costs for fishing businesses to transition from the current management rules to the proposed changes. These costs vary based on the fishery and the fishing business and are difficult to quantify. Generally though, it will be difficult to rebuild these depleted stocks without these changes. These costs are expected to be offset in the long-term when stocks are rebuild to sustainable levels. The net catch of snapper and pearl perch is very small and therefore prohibiting it is unlikely to have a significant economic impact but will ensure the net catch doesn't increase in future when the focus is on rebuilding the stocks.</p> <p>Community:</p> <p>Recreational and charter fishers will be impacted by the proposed changes. Generally though, it will be difficult to rebuild these depleted stocks without these changes. These costs are expected to be offset in the long-term when stocks are rebuild to sustainable levels.</p> <p>More broadly, the community will benefit from the urgent management action as it will start the process of rebuilding these stocks to sustainable levels again.</p>

Proposal	Details	Analysis
		<p>Business:</p> <p>There will be costs to fishing related businesses associated with transitioning from the current management framework and regulations to that outlined in the proposals. These costs are difficult to quantify at an individual business level. Generally though, these costs are expected to be offset in the long-term by improved catch rates and profitability that are expected to result from more resilient and sustainable fish stocks and a reduction in competition for the resource.</p> <p>Community:</p> <p>The community will benefit from the establishment of a management framework that is capable of supporting the sustainable fisheries management in Queensland. Recreational fishers will be directly impacted by those proposals that amend or introduce recreational fishing size or in-possession limits. These changes are necessary however to address immediate or potential sustainability concerns and reduce the potential for black marketing</p>
<p>Number 56 in the Discussion Paper Streamline reporting requirements</p>	<p>It is proposed to consolidate, clarify and enhance the existing requirements for all fisheries. This will be phased in, starting with existing quota species (i.e. coral trout, spanner crab, Spanish mackerel) along with the new quota and TACC species. Later the reporting requirements will be consolidated for all fisheries. It is proposed that the regulation be amended to:</p> <ul style="list-style-type: none"> • Introduce pre-trip commitment requirements • Streamline and standardise reporting requirements in quota and TACC managed fisheries. • Require all quota and TACC species to be reported at the species level. • Allow commercial and charter fishers to report catch and effort information through electronic applications. 	<p>Government</p> <p>The Government will continue to be responsible for the administration of fisheries reporting systems. While there will be additional short-term costs associated with development of system infrastructure to support the proposed streamlined reporting requirements, the Government is expected to benefit in the long-term from the greater efficiency that will result from widespread use of electronic reporting.</p> <p>Business</p> <p>Fishing businesses are expected to benefit from the timesaving's that will result from the expanded use of electronic technologies. Standardised reporting across fisheries will benefit industry by reducing the potential for confusion that can result from the different reporting arrangements that apply in different fisheries. Improved reporting will also improve understanding of commercial fishing risks, which without this information means a more precautionary approach to management is required.</p> <p>Community</p>

Proposal	Details	Analysis
	<ul style="list-style-type: none"> Standardise logbook requirements for all commercial fisheries. <p>It is proposed that all commercial fishers will be required report catch and effort through electronic applications by 2021.</p>	<p>The community will benefit from more confidence in the management of our fisheries resources using the improvements to data that standardised and electronic reporting will provide.</p>
<p>Number 51 to 89 in the Discussion Paper Part 3 - Standardising fishing rules and supporting compliance</p>	<p>The proposed amendments in Part 3 of the Discussion Paper cover the following areas:</p> <ul style="list-style-type: none"> Measures to combat black marketing of fisheries resources in Queensland; Better alignment of requirements between commercial fisheries; Adoption of standard requirements across fisheries to address specific issues; Transition to charging fees in advance rather than in arrears; Clarification of a number of commercial fisheries areas; Support the continued rollout of vessel tracking in Queensland commercial and charter fisheries; Clarification of existing terminology and requirements. 	<p>Government</p> <p>The proposed measures are intended to clarify, simplify and standardise management arrangements across Queensland's fisheries to aid administration, enforcement and modernisation of the management of Queensland's fisheries. The transition to charging fees in advance (the same as car and boat registration) will require some systems changes upfront to implement. However, Government is however expected to benefit in the long term through the reduction in costs associated with recovering fees and administering the administration system compared to the current model.</p> <p>Business</p> <p>These measures intended to standardise commercial fisheries arrangements are generally expected to benefit participants in Queensland's commercial fisheries by providing for greater consistency and simplification of fishing rules. The proposal to transition charging fees in advance as opposed to in arrears will not financially impact fishers although a new system of administration will need to be complied with. The requirement for the remaining commercial fishing vessels and unrestricted charter fishing vessels to be fitted with vessel tracking equipment will impose costs on these businesses. To offset the costs associated with installing this equipment, the Queensland with assistance from the Great Barrier Reef Marine Park Authority has set aside up to \$3 million to help fishers pay for the purchase and installation costs associated with implementing vessel tracking. Fishers will be able to apply for a rebate through the Queensland Rural and Industry Development Authority (QRIDA). Once installed commercial fishers will be required to pay for the ongoing polling (reporting) costs associated with the vessel tracking. These costs are around \$30-40/month.</p> <p>Community</p>

Proposal	Details	Analysis
		<p>Consultation undertaken to date has consistently indicated that there is strong community support for measures designed to combat serious fisheries offences such as black marketing. The proposed measures will support recent changes to the <i>Fisheries Act 1994</i> that are intended to address these issues. The other proposal will help to build community confidence that the State's fisheries resources are being managed in an efficient and responsible manner.</p>
<p>Number 90 to 102 in the Discussion Paper Part 4 - Reducing red tape and unnecessary restrictions</p>	<p>The proposed amendments in Part 4 of the Discussion Paper cover the following areas:</p> <ul style="list-style-type: none"> • Support online licensing transactions • Remove redundant restrictions from several commercial fisheries • Clarify and/or amend the defined area of several commercial fisheries 	<p>Government</p> <p>These measures intended to support the expanded use of electronic transactions to provide for efficiencies that will reduce the costs associated with administering the State's fisheries. Ensuring that the regulations used to govern Queensland's fisheries are relevant and necessary will help redirect resources to those areas that are essential (harvest strategies, science and enforcement) to the future management of these fisheries.</p> <p>Business</p> <p>The adoption of online licensing and reporting mechanisms is expected to modernise processing in line with Queensland Government standards and reduce the time and difficulties associated with such transactions for commercial fishing businesses. The removal of redundant provisions is also expected to provide greater flexibility to commercial fishing businesses and support the adoption of more efficient practices and technologies over time.</p> <p>Community</p> <p>The community will benefit generally from improved management of the State's fisheries and more focused use of resources to those areas that are essential (harvest strategies, science and enforcement) to the future management of these fisheries.</p>