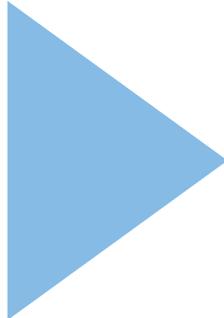


# ▶ TERMS OF REFERENCE

## TASMANIAN **RECREATIONAL** SEA FISHING STRATEGY



*For a better fishing future*

# TASMANIAN RECREATIONAL SEA FISHING STRATEGY PROJECT

## Terms of Reference

### Project objective

The objective of this project is to develop a 10-year recreational sea fishing strategy to provide a more explicit, inclusive and forward-looking management framework for recreational sea fishing, which clearly delineates the vision, goals and strategies/guidelines for recreational sea fisheries and their management.

### Why is a Strategy necessary?

Being an island state, Tasmania boasts a rich history of fishing, by indigenous, recreational and commercial fishers. While commercial fishing activities are reasonably well documented and understood, there is a growing need to better understand the recreational fishery and its importance to the lives of Tasmanians – in particular, its social value to fishers and its economic contributions to the State.

Underpinning this need is the understanding that optimal management outcomes can only occur when the fishery, including its biological, ecological, social and economic components, is sufficiently understood. However, attending to the management needs of a large and heterogeneous group of fishers, in a manner that recognises and maximises their social and economic values is particularly challenging. Further challenges result from ongoing changes to the marine environment, fish stocks, fisher demographics and community values, creating the need for a more strategic approach – one that is guided by principles, objectives and actions. The purpose of this strategy is to provide guidance in dealing with these changes and develop a pathway to optimise opportunities for recreational sea fishing into the future.

### Background information

Key facts and trends reported in the *2017-18 Survey of Recreational Fishing in Tasmania* include:

#### Key facts

- Around a quarter of Tasmanians aged 5 years or older fished at least annually.
- Participation rates vary with age: 5-14-year olds have the highest rate of participation (35%) although the greatest numbers of fishers are in the 45-59 age group.
- Flathead (predominantly Southern Sand Flathead) represent approximately 70% of the total finfish catch by number, followed by Australian salmon, gurnards and King George whiting. By total harvest weights, catches of striped trumpeter, tunas and Atlantic salmon are also significant. Important invertebrate fisheries include rock lobster, abalone, squid (calamari and Gould's) and scallops.
- In terms of fishing mode, overall fishing activity is dominated by line fishing (88%) followed by lobster potting, dive harvesting and gillnetting.
- By region, eastern and south-eastern Tasmania experience the greatest fishing effort.

- Recreational fishers spend approximately \$160 million per year on goods and services relating to fishing in Tasmania – almost \$1800 per active fisher. Boats and trailers account for about one third of the total spend.
- For most fishers, non-catch motives relating to relaxation, socialising and being outdoors are reported to be more important than catching and consuming fish. However, this does not suggest that catch motives are unimportant: the reasonable likelihood of catching target species and/or a ‘good catch’ underpins most fishing trips. Consumptive motivations in particular vary considerably between fisheries and with fisher demographics.
- In obtaining information about fishing regulations, other fishers/friends is the most commonly cited information source, followed by government publications and websites.

### Key trends (since 2000)

- There has been a decline in participation, both in absolute and relative terms. Much of this is linked to changing community demographics.
- Linked to changing participation, there has been an overall decline in fishing effort. However, exceptions include the east and south-east coasts, representing a concentration of fishing effort to areas accessible to fishers and close to concentrated population centres and holiday destinations.
- The recreational calamari squid fishery has expanded considerably over the past two decades; however, more recent abundance declines have arrested this trend.
- Stock challenges have resulted in a decline in rock lobster, sand flathead, bastard trumpeter, blue warehou abalone and other Tasmanian fisheries.
- King George whiting, pink snapper and yellowtail kingfish are becoming increasingly targeted as they become more common in Tasmanian waters.
- Recreational fishers are generally becoming more conscious of the need for resource conservation and lower impact fishing practices, including catch and release fishing.
- There has been a gradual decrease in satisfaction and increase in the proportion of fishers indicating dissatisfaction with management over the past decade

Given these trends, the changing expectations of recreational fishers and increasing tensions over fisheries allocation and access, it is timely to develop a dedicated recreational sea fisheries Strategy for Tasmania

### Scope

- Current and future recreational sea fishing activities (2020 - 2030) which fall within the purview of government administration, regulation and funding.
- All saltwater recreational fishing in Tasmania with a focus on areas and species with the highest levels of recreational fishing activity and pressure, respectively.
- Marine/estuarine fishing connections to freshwater fishing, but not including inland fisheries except insofar as where there are collaborative opportunities (e.g. administration, education and marketing) that may engage the Inland Fisheries Service.
- Recreational fishing infrastructure.
- Consultative mechanisms and decision-making processes

- Recreational fishers' access to fish stocks considering community values of resource use, the social values of recreational fishing and its economic contributions to the State.
- Compliance and monitoring associated with marine recreational fisheries.
- The preferred regulatory environment.
- A framework for a fair relationship between the recreational, commercial and Indigenous sectors.
- Any other matters considered relevant to the development of the Strategy that arise during its development.

It is important to emphasize that fisheries management activities considered in pursuit of the Strategy must accord with the objectives of the *Living Marine Resources Management Act 1995*<sup>1</sup>. These objectives (Section 7.1) stipulate that sustainable development of marine resources should attend to the following:

- (a) Increase the community's understanding of the integrity of the ecosystem upon which fisheries depend; and
- (b) Provide and maintain sustainability of living marine resources; and
- (c) Take account of the community's needs in respect of living marine resources; and
- (d) Take account of the community's interests in living marine resources.

All potential issues and initiatives raised within the scope of the process will be considered. However, some may not be progressed due to a variety of reasons including:

- Being outside DPIPWE's roles and responsibilities, and/or
- Being outside 'core' fisheries management roles and responsibilities, and/or
- Being beyond the remit of, or in conflict with current government policy, and/or
- Exceeding financial and other resources<sup>2</sup>, and/or
- Being overly complex or not practicable within the 10-year life of the strategy

## Vision

A vision for recreational fishing will be developed. In developing the vision, the following will be considered:

- The preferred condition of fish stocks
- The level of community participation
- The relationship between the recreational sector, the commercial sector, indigenous fishers, marine farming, or any other industry or activity that affects fish stocks and access.
- The role that recreational fishing should play in the Tasmanian way of life
- The quality of the recreational fishing experience

The above is not an exhaustive list of things to be considered in developing the vision

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<sup>2</sup> Potential mechanisms to source additional funds will be considered under the Strategy

## Proposed content:

1. A description of what we want to accomplish in recreational fisheries by 2030 (“vision”).
2. Explicit principles, goals and strategies/guidelines for action
3. A description of recreational fisheries in Tasmania including history of recreational management, biological, ecological, social and economic dimensions, influencing factors on recreational fishing and potential future challenges.
4. Linkages to related management instruments (e.g. DPIPWE Fisheries Management Plans, Inland Fisheries Service, tourism development and MaST plans)
5. Recreational fisheries research and monitoring priorities,
6. An Implementation and Performance Assessment Framework. This will include performance measures and reviews, budget requirements (and revenue sources)
7. Outline of implementation responsibilities including organisational roles, staffing responsibilities, roles of fishery advisory committees, plus the role of the Public in Strategy reviews.

## Timeframe<sup>3</sup>:

	2020												2021											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
<b>Key Processes</b>																								
Initial information collection and analysis																								
•Engage and consult key stakeholders	■																							
•Assess previous surveys and management reviews	■																							
Document preparation																								
•Literature review			■	■	■																			
•Situation analysis				■	■	■																		
•Discussion paper					■	■	■																	
•Online questionnaire						■	■	■																
Online questionnaire																								
• Public consultation								■	■															
•Analyse results									■	■														
Mapping of Issues																								
Draft strategy development									■	■	■	■												
Public review of draft													■	■										
Preparation of final draft																	■	■	■	■	■	■	■	■
Strategy implementation																								■
<b>Key Events</b>																								
AGFEST 2020						■																		
Stakeholder workshop to review issues and generate strategies										■	■													
Draft Strategy for DPIPWE and RecFAC to review													■											
Draft strategy released for public review																								■
Final Strategy signed																								■
Final Strategy launched																								■
Strategy implemented																								■
Policy Officer contract expiry																								■

\* Key milestone events shaded in black cannot be changed

<sup>3</sup> Note that this timetable is subject to adjustment in response to unforeseen setbacks including those associated with Covid-19

Strategy Steering Committee meetings will be convened for February and March in 2020 and bi-monthly thereafter.

## How (types of work to be undertaken)

This section is composed of three sub-sections: (1) Stakeholder Engagement Activities; (2) Documents; and (3) Other Activities.

### Stakeholder Engagement Activities

A broad suite of activities will be undertaken over the course of the project to inform, consult engage and collaborate with the wider community and stakeholder groups (see Appendix I for definitions and examples on these engagement terms). The aim is to engage the broader community while recognising the diverse nature of those with interests in recreational fishing. The nature of communications and engagement activities will evolve as the project progresses. The main steps identified are:

1. *Preliminary Consultation and Initial Scoping Exercise.* From January to March 2020, the Recreational Fishing Policy Officer will undertake a comprehensive scoping exercise to canvass views and ideas among key stakeholders to inform ongoing project development. In doing so, stakeholders will be provided with four key questions designed to identify issues (existing and emerging) requiring management attention, determine community views on addressing these issues, and to better understand aspirations for how recreational fisheries should 'look like' in 2030.
2. *Secondary Consultation and Scoping.* Informed by responses to Step 1, DPIPWE will undertake more targeted communication and engagement activities with identified stakeholder groups and the general public. Stakeholder feedback through these activities will further inform the development of a Discussion Paper and Questionnaire.
3. *Consultation on Developing Strategy.* Informed by the above activities and Situation Analysis (described below) of what can be reasonably achieved, a questionnaire will provide an opportunity for all Tasmanians to provide confidential<sup>4</sup> input into the development of the Strategy. Perhaps most importantly, the questionnaire will further identify key views, issues and preferred means to address them. The questionnaire will be posted online and also made available offline.
4. *Draft Strategy Development.* This phase of the project will involve further extensive engagement with key stakeholders to translate feedback through the above processes to policy considerations. Reference groups will be established to consider specific interests or activities aligned with recreational fisheries management (e.g. rock lobster fishing, infrastructure needs etc) and workshops comprising diverse stakeholder interests will also be convened.
5. *Public Review of the Draft Strategy.* All stakeholders will have the opportunity to comment on the draft Strategy in February and March 2021.

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<sup>4</sup> All responses will remain entirely confidential and respondent details will not be released publicly. The results of this survey will be reported in aggregate so individual respondents will not be identified

Details on stakeholder identification and the nature and timing of engagement activities will be contained in the Change Communication and Stakeholder Engagement Plan (see Appendix 2 for an overview of stakeholder groups identified to date). It is important to note that over the course of the project, DPIPWE will be providing regular updates on the Strategy to the public on the DPIPWE website.

## Documents

*Literature Review.* This will be undertaken on recreational fishing strategies – or comparable management instruments – developed in Australia and elsewhere. A ‘compare and contrast’ approach will be undertaken to critically evaluate the outputs in view of localised issues, available resources etc. For historic and current context, this study will dedicate a chapter on describing the management of recreational fisheries in Tasmania to date. In doing so, some information on commercial fisheries management will also be discussed.

*Situation Analysis.* This will be used to analyse DPIPWE’s internal and external environment to understand capabilities, stakeholders, and intersecting issues associated with Strategy implementation. The Analysis will be undertaken before the release of the questionnaire and discussion paper (below) to evaluate the realities and logistics of a spectrum of potential activities that may be prescribed under the Strategy.

*Discussion Paper.* This will be publicly released with the online questionnaire (below) to provide background/context to respondents. The Paper will clarify what is meant by the Strategy, summarise similar projects undertaken elsewhere, explore the main issues (as identified through the initial information and analysis process) and seek public input on potential management approaches that could be employed to address these issues.

## Other Activities

*Issues Mapping Exercise.* This will commence in September 2020 following an analysis of data collected through the questionnaire. The exercise will enable a better understanding of the views, needs and wants particular to sub-groups as defined by factors such as stakeholder group, demographics and geography. The Steering Committee may also decide to form “Reference Groups” around select key issues that require more focused discussion/engagement.

*Ministerial Launch of Final Strategy.* This is expected to occur in July 2021

## **Project management**

The Strategy development process will be managed by the DPIPWE Marine Resources Group.

A **Steering Committee (SC)** will oversee the project, review milestones and advise on policy considerations. The SC will meet approximately bi-monthly throughout the strategy process. A project plan will be drafted for approval by the SC by the end of February 2020.

### Project Steering Committee Membership:

- Fiona Bourne – General Manager Water and Marine Resources (Chair)
- Dr Ian Dutton – Director Marine Resources
- Max Kitchell – RecFAC Chair
- Andrew Hart – Recreational fisher
- Emily Donovan – Recreational fisher

- Jane Gallichan – TARFish CEO
- Ass Prof Jeremy Lyle – senior Recreational Fisheries Researcher at IMAS

The Principal Fisheries Management Officer (Recreational Fisheries) and Recreational Fisheries Policy Officer will attend meetings to provide project updates and administrative support.

Expert input will be sought when required. Experts may be linked to, but not limited to the following fields: fisheries science and monitoring, social science, freshwater and cross jurisdictional fishing issues, management and policy, Culturally and Linguistically Diverse (CaLD) fishing, indigenous fishing, infrastructure and tourism.

A **Working Group (WG)** will provide day to day input, undertake key activities and provide support for the Recreational Fisheries Policy Officer. The WG will meet monthly, with more frequent meetings of team members as needed.

Working Group Membership:

- Dr Ian Dutton – Director Marine Resources (Chair)
- Dr Sven Frijlink – Recreational Fisheries Policy Officer
- Rod Pearn – Principal Fisheries Management Officer (Recreational Fisheries)
- Sally Williams – Fisheries Communications Officer
- Grant Pullen – Manager, Wild Fisheries Management Branch –
- Travis Preece – Fisheries Awareness Officer (Northern Tasmania) –
- Fang Zhou – Fisheries Awareness Facilitator
- IMAS Recreational Fisheries Researchers (as needed)

Expert input will be sought when required. Experts may be linked to, but not limited to the following fields: fisheries science and monitoring, social science, freshwater and cross jurisdictional fishing issues, management and policy, Culturally and Linguistically Diverse (CaLD) fishing, indigenous fishing, infrastructure and tourism.

**Reference Groups** will be assembled, if required, in the latter half of 2020 to inform draft Strategy development. The role of Reference Groups will be to provide advice on policy considerations particular to specific interests or activities aligned with recreational fisheries management. The composition of Reference Groups will be decided by the Committee

## Appendix I.

Definitions and examples of the four types of stakeholder engagement to be undertaken during Strategy development

TYPE	PURPOSE OF ENGAGEMENT	EXAMPLES
<b>Inform</b>	Provide stakeholders with balanced, objective information to assist with understanding the problem, alternatives and/or solutions.	Websites, fact sheets, letters, media releases, meetings, signage and social media.
<b>Consult</b>	Obtain stakeholder feedback on analysis, alternatives and/or decisions.	Targeted mail outs, feedback, online surveys, submissions and meetings.
<b>Engage</b>	Work directly with stakeholders throughout the project to ensure that concerns and aspirations are understood and considered.	Facilitated workshops, forums, idea and issue identification.
<b>Collaborate</b>	Partner with stakeholders in each aspect of the project, including the development of alternatives and the identification of the preferred solution.	Partnerships, committees, meetings, grant funding, and reference groups

## Appendix 2

Stakeholder groups identified to date

