

# Sustainable Fisheries Strategy

## 2017–2027

### Discussion Paper

### Allocation approach - East Coast Otter Trawl Fishery

#### Background

The Queensland Government is committed to reforming its fisheries to ensure they are managed sustainably into the future and continue to provide benefits for the community, in line with the Sustainable Fisheries Strategy 2017-2027. Following extensive consultation with fishery stakeholders, fishery working groups and the Sustainable Fisheries Expert Panel, the Queensland Government has agreed on a number of key directions for each of the fisheries.

The preferred management framework for the East Coast Trawl Fishery (T1, T2, M1 and M2 symbols) is a regional effort unit system with regional total allowable effort is the existing effort unit system with a Total Allowable Commercial Effort (TACE) limit. The key reforms include:

- dividing the east coast into five management regions based on target species;
- allocating existing effort units into those regions based on catch history from vessel tracking (and for unused effort based on a split of 36% southern offshore, 21% southern inshore, 21% central and 22% northern);
- setting regional effort caps based on at least achieving maximum sustainable yield and adjust these as needed through harvest strategies, and;
- Additional changes to reduce unnecessary regulations.

Licence holders are able to access Fishnet Secure to review *estimated* individual allocations under each of the proposed fishery allocation approach. You can access your own Fishnet account at this online link: <https://fishnet.fisheries.qld.gov.au>. Fishers are advised that these estimates are for consultation purposes only, will likely be subject to change and should not be relied upon for business decisions. The actual allocation remains subject to regulatory amendments later in 2019 are the total allowable commercial catch that is set for each fishery

#### How to provide feedback

This discussion paper is designed to provide licence holders with the opportunity to have a say about the allocation of quota for the C1 fishery. Once feedback has been received, Fisheries Queensland will collate all responses for consideration by the Crab Fishery Working Group and the Queensland Government.

Fishers are invited to provide feedback on the proposed allocation approach by **26 April 2019** by completing a short survey online at <https://www.surveymonkey.com/r/L9PV9ZP> or by emailing a written submission to [fisheriesmanagers@daf.qld.gov.au](mailto:fisheriesmanagers@daf.qld.gov.au).

For more information, visit [daf.qld.gov.au/fisheries](http://daf.qld.gov.au/fisheries) or call 13 25 23.

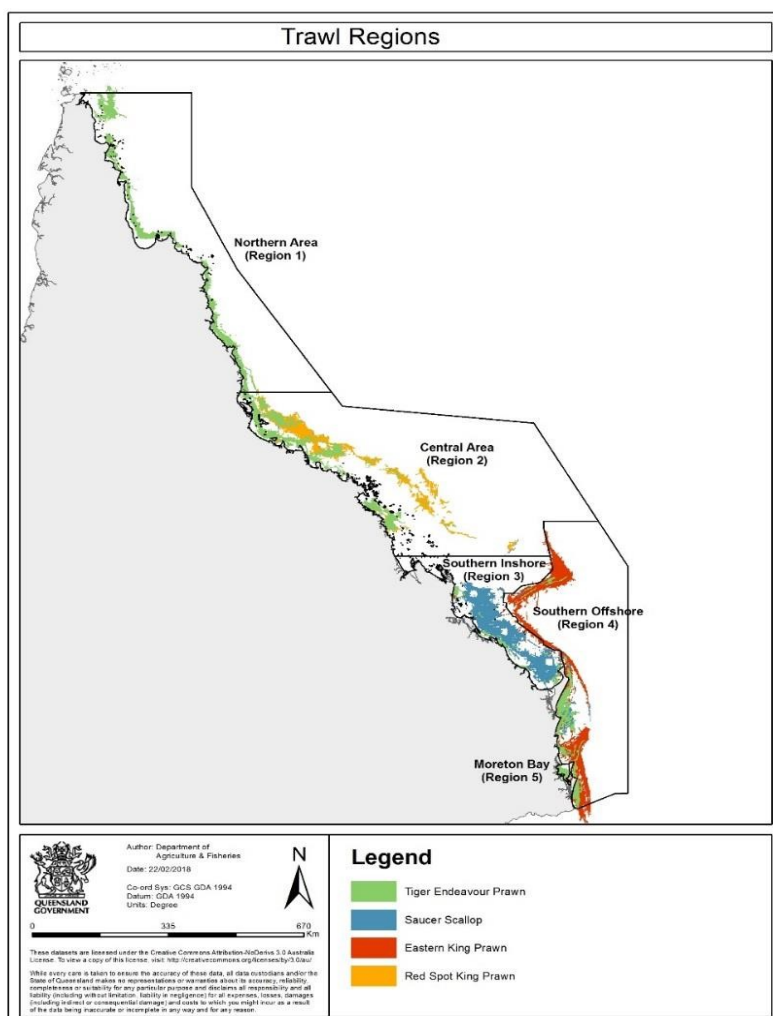
## Objectives of allocation

The objective of the allocation is to establish five effort unit pools for each of the proposed management regions with individual allocations representing the historical usage of effort units on the licence. A key part of the allocation is also to address the large number of unused effort units and also allocate them to the five effort unit pools.

In line with best practice, Fisheries Queensland will aim to minimise the change in economic position of licence holders relative to other licence holders in East Coast Trawl fishery prior to the proposed changed compared to after.

## Management regions

The existing East Coast Trawl fishery is proposed to be divided into five management units. The objective of defining management regions is to establish a framework that allows harvest strategies to operate at the stock level.



## Allocation principles

The following principles will apply when considering effort unit allocation in the trawl fishery.

<b>LICENCE REQUIREMENTS</b> <ul style="list-style-type: none"><li>• All existing east coast effort units will be allocated.</li><li>• M1 and M2 fishers will receive a new allocation of Moreton Bay effort units. However M1 licence holders who don't already own east coast effort units will not receive a Moreton Bay allocation.</li><li>• Fishers will be advised in advance of the date of the allocation decision</li></ul>	<b>RECOGNISED EFFORT HISTORY</b> <ul style="list-style-type: none"><li>• VMS effort will be used to allocate existing effort units held.</li><li>• Logbooks will be used to determine the Moreton Bay effort unit allocation to M1/M2 fishers.</li></ul>
<b>RELEVANT TIME PERIOD AND DATES</b> <ul style="list-style-type: none"><li>• The relevant years for determining effort unit usage are 2008-2017.</li><li>• The longer time period will limit the impact of short term changes in individual effort usage on average historical use figures.</li></ul>	<b>EFFORT HISTORY PROVISIONS</b> <ul style="list-style-type: none"><li>• The annual average regional T1 effort unit usage for each individual will be allocated to the region the units were used in.</li><li>• Individual unused effort unit holdings will be allocated to regions based on fixed percentages. Northern 22%, Central 21%, Southern Inshore 21%, Southern Offshore 36%</li><li>• Total days fished over the 10 year period will be used to determine M1 proportional history.</li><li>• M1 fishers choosing to receive more than their 75 night base allocation will have additional effort units deducted off their current east coast holdings</li></ul>

### East Coast (T1/T2) Proposed allocation approach

Existing "used" East Coast effort units would be allocated to the five management regions based on annual average usage established from the 10 year vessel tracking history associated with the commercial fishing boat licence attached to each effort unit account. Multiple commercial fishing boat licences on an account would result in pooled history.

Any "unused" units would be allocated based on the regional percentages. The regional percentages (36% southern offshore, 21% southern inshore, 21% central and 22% northern) are based on a value halfway between an equal split to each region and the existing fleet usage percentage for each management region.

Note: T2 fishers would only be allocated effort units into the Southern Offshore region.

### East Coast (T1/T2) Fishnet allocation example

East Coast Otter Trawl Effort Unit History							
		Northern Area	Central Area	Southern Inshore	Southern Offshore	Moreton Bay	Total
Average annual EU used per zone (2008 - 2017)		0	315	4329	152	0	4795
Individual % per zone (2008 - 2017)		0.00%	6.57%	90.28%	3.17%	0.00%	100.00%
Effort Units Held							5800
Average "Unused" Effort Units for nomination							1005
Regional Weightings		22.1976%	20.8563%	20.7051%	36.1951%		
Total EU used in 2017		289850	342690	177601	774458	0	1622158
Preferred Option - Total allocated EU 10yr - weighted split		561480	511700	501768	1232165	0	2807113

Management Options – Your Outcomes	Northern Area	Central Area	Southern Inshore	Southern Offshore	Moreton Bay	Total
Preferred Option - weighted split of unused allocation 10yr	223	524	4537	515	0	5800

In the example above, the fisher owns 5800 effort units. Their average annual 10 year usage is 4795 effort units with the historical split used to allocate units into their regions. The 'unused' part of the quota (1005 effort units) is allocated using the regional weightings shown in the table above. The final row shows the total individual proposed allocation. For those account holders who own less effort units than what they have used historically, their allocation will be based on the individual percentage used in each region.

An option for discussion is to allow fishers to allocate their "unused" part of their effort unit holdings into which ever region they wish.

### Moreton Bay (M1/M2) Proposed allocation approach

The allocation approach for Moreton Bay needs to take into account M1/T1 licence holders who already operate under an effort unit system and M2 licence holders who are operating on an input control system (i.e. no effort units).

The Moreton Bay Total Allowable Commercial Effort (TACE) will be set through the Harvest Strategy. Based on the most recent assessment work undertaken in Moreton Bay the TACE associated with at least Maximum Sustainable Yield is estimated at 10 669 nights. The proposed allocation approach is:

1. 50/50 split of TACE between M1 (47 licences)/M2 (24 licences) licence holders which represents the historical 10 year proportional effort usage between these symbols within Moreton Bay.
2. Fleet Allocations:
  - a. M2 50% of the TACE would be equally split between each licence.
  - b. M1 50% of the TACE would be allocated using a base allocation of 75 nights for all eligible licence holders plus an **optional** proportional 10 year Moreton Bay history allocation (above 75 nights) which would be subtracted off their east coast effort unit holdings.
3. Individual night allocations would then be converted into effort units based on the Effort Unit Conversion Factor value of the vessel that was on the commercial fishing boat licence at a nominated date (e.g. 30 December 2017).

Note: M1 licence holders who don't already own east coast effort units would not receive a Moreton Bay allocation. M1 licence holders would need to nominate by a specified date for the additional (above 75 nights) proportional 10 year Moreton Bay history allocation given these would be subtracted off their east coast effort unit holdings.

#### ***Moreton Bay (M1/M2) Fishnet allocation example***

Boat Mark: XXXX	10 HU (14 EUCF)
Base Allocation (all M1 licences who own effort units currently)	75 nights (1050 Moreton Bay EU)
Optional Proportional History Allocation (subtracted off East Coast EU if accepted)	21 nights (294 Moreton Bay EU)
Total	96 nights (1344 Moreton Bay EU)
Current East Coast EU	4000 EU
Moreton Bay Effort Units	1344 EU (1050 EU base only)
East Coast Effort Units	3706 EU (4000 EU base only)

## **Alternative Considerations**

### ***East Coast (T1/T2) proposed allocation***

A number of other allocation options were analysed, including the period of allocation (5 years of vessel tracking history) and in particular for the "unused" effort units (equal split, fleet averages, nomination). The alternative approaches were compared with the fleet average, proposed total Allowable Commercial Effort limits for each management region and the subsequent proportion of 'used' and 'unused' effort units that would be allocated to each management region.

Stakeholders have raised concerns around the lack of flexibility around allocating effort units. One option to consider is to provide fishers the opportunity to nominate within a specified timeframe (e.g. 2 months) which management regions they wanted unused effort units to be allocated. Where a fisher failed to nominate, their unused allocation would default to the previously agreed proportional splits.

The main concerns with a nomination approach were around excessive units being allocated into the southern offshore region where there is a perception that these units may be most valuable under a regionalised effort unit system and significant effort allocation into a fishery that is assessed as operating at about maximum sustainable yield already.

### ***Moreton Bay (M1/M2) proposed allocation***

A number of other allocation approaches were discussed at meetings with fishers in Moreton Bay. There was no clear preference established at these meetings. The preferred approach is the options that would likely achieve the most equitable outcome between the two licence (M1/M2) groups. An additional option similar to the proposed option for Moreton Bay was also considered out of session whereby M1 fishers would receive their history based proportion and the 75 night base allocation would be optional and would come off their current east coast entitlement.

The table below outlines the alternative options and examples of how hypothetical licences would fare under the different allocation options.

	<b>Option 1 Split Cap between M1 and M2</b>	<b>Option 2 M2 260 nights M1 Max nights fished</b>	<b>Option 3 Allocate Cap based on history</b>	<b>Option 4 Moreton bay units based on history (discussion paper)</b>
<b>Allocation Period</b>	10 years 2007-2017	10 years 2007-2017	10 years 2007-2017	10 years 2007-2017
<b>Allocation process</b>	50/50 split of cap based on historical effort usage in Moreton Bay between M1 and M2 fleet  <b>M1/T1:</b> 75 base nights plus History  <b>M2:</b> Equal Split (213 nights each)  Nights converted to effort units based on size of current boat	<b>M1/T1:</b> Max nights fished in a given year in past 10 years or 50 night minimum (whichever is higher)  <b>M2:</b> 260 nights each  Nights converted to effort units based on size of current boat	<b>All vessels:</b> 75 base nights plus history across entire Moreton bay fleet  Nights converted to effort units based on size of current boat	<b>M1/T1:</b> Existing effort units allocated to 5 regions (including Moreton bay) based on history. Effort units allocated to Moreton bay deducted off east coast.  <b>M2:</b> Night allocation based on average annual history in bay. (history or 75 night minimum whichever is higher)  Nights converted to effort units based on size of current boat
<b>Hypothetical allocation impacts based on alternative options</b>				
<b>M1</b> (minimal history, 100 nights in total over last 10 years)	86 nights	99 nights	90 nights	44 nights
<b>M2</b> (Minimal history, 300 nights in total over past 10 years)	213 nights each licence	260 nights each licence	117 nights	75 nights
<b>M1</b> (Good history, 900 nights in total over past 10 years)	177 nights	154 nights	212 nights	140 nights
<b>M2</b> (Good history, 1400 nights in total over past 10 years)	213 nights each licence	260 nights each licence	289 nights	132 nights

## Other circumstances

Balancing the needs and different circumstances of all licence holders is difficult to achieve in all fishery allocation processes. There may be other circumstances some stakeholders feel have not been adequately addressed in the proposed allocation approach.

Fisheries Queensland would like to hear from fishers as to what may not be accounted for in the proposed approach for allocating crab quota. Noting that fishing in another fishery, many business decisions, boat size and capability and being a recent entrant are *not* considered exceptional circumstances for allocation purposes.