



**DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM**

**BRANCH: MARINE AND COASTAL MANAGEMENT**

**POLICY DOCUMENT:  
ESTABLISHMENT OF NEW FISHERIES IN SOUTH AFRICA**

**Version: Final**

## INTRODUCTION

The Marine Living Resources Act of 1998 states that the marine environment and all living resources within it is a national heritage and should be developed sustainably for the benefit of all South Africans. Government priority lies in the development and diversification of existing fisheries and the establishment of new fisheries in order to fulfil the key objectives of:

- Job creation
- Human Resource Development
- Social Sector Service Delivery: expanding the commercially exploitable resource base, broadening access and prioritising the poor and disadvantaged
- Rural Development Programmes – focusing particularly on previously neglected areas such as the Eastern Cape
- Transformation.

More specifically, the Department of Environmental Affairs and Tourism will attain these through the Branch: Marine and Coastal Management (MCM), subsequently referred to as "the Department". The Department is committed to delivery on all of these objectives, and sees the establishment of several new fisheries as a high priority. In the process of establishing these new fisheries, the Department undertakes to liaise comprehensively with all relevant stakeholders.

The establishment of new fisheries will be addressed in a structured manner, by:

- Bringing already on-going fishing activities which have emerged without coherent management, or in the absence of formal management altogether, under adequate control
- Effectively implementing the Department's policy for development of new fisheries when initiating a new fishery
- Applying the Precautionary Principle and an ecosystem approach to fisheries (EAF) management with respect to the utilization of resources (sustainability and equity are paramount).

- Liaison with all stakeholders, including other government departments are paramount

### **Definition of a new fishery**

*A new fishery is a regulated fishery that exploits a resource or part of a resource that has not previously been managed by the state as a commercial fishery. It also includes previously unexploited resources, underexploited resources that had hitherto been a bycatch of another fishery, or fully exploited or even overexploited resources that had hitherto not been subject to any management controls.*

New fisheries may be explored where a resource shows potential for development. However, the existence of such a resource and the associated experimentation does not guarantee that commercial access will be granted.

### **MISSION STATEMENT**

*The development of marine living resources, through ecological sustainability, the precautionary principle and responsible fishing, towards economic and social gain for all South Africans.*

### **GUIDING PRINCIPLES**

The policy complies with the Marine Living Resources Act (Act 18 of 1998), Code of Conduct for Responsible Fisheries (FAO 1995) and the Precautionary Principle (FAO 1996). Sustainable development of a new fishery should thus take place according to the principles of:

- Ecological sustainable use, through the maintenance of ecological processes, preservation of biodiversity and responsible fishing
- The Precautionary Principle: in the event of uncertainty or risk, management will be cautious and conservative
- An ecosystem approach to fisheries (EAF) management, as set out by the FAO and the Johannesburg Plan of Implementation (JPOI) which mandates signatories to commit themselves to EAF by 2010.
- Management based on best scientific evidence available

- Economic feasibility of fisheries and recognition of social issues and potential impacts
- Full consultation with all interested parties and stakeholders

#### POLICY GOAL

- Sustainable resource development through scientific integrity, sound management and responsible fishing.

#### POLICY OBJECTIVES

- To govern the development of new fisheries according to policy principles
- To institute a standardised operational protocol for the establishment of new fisheries
- To ensure that experimental fisheries are executed successfully, and attain objectives of
  - Assessment of resource availability
  - Optimisation of harvesting techniques
  - Establishment of biological characteristics of the resource
  - Assessment of economic viability of the fishery and its social implications
- To ensure that skill and knowledge transfer and human resource development ensue at the start of a new commercial fishery.

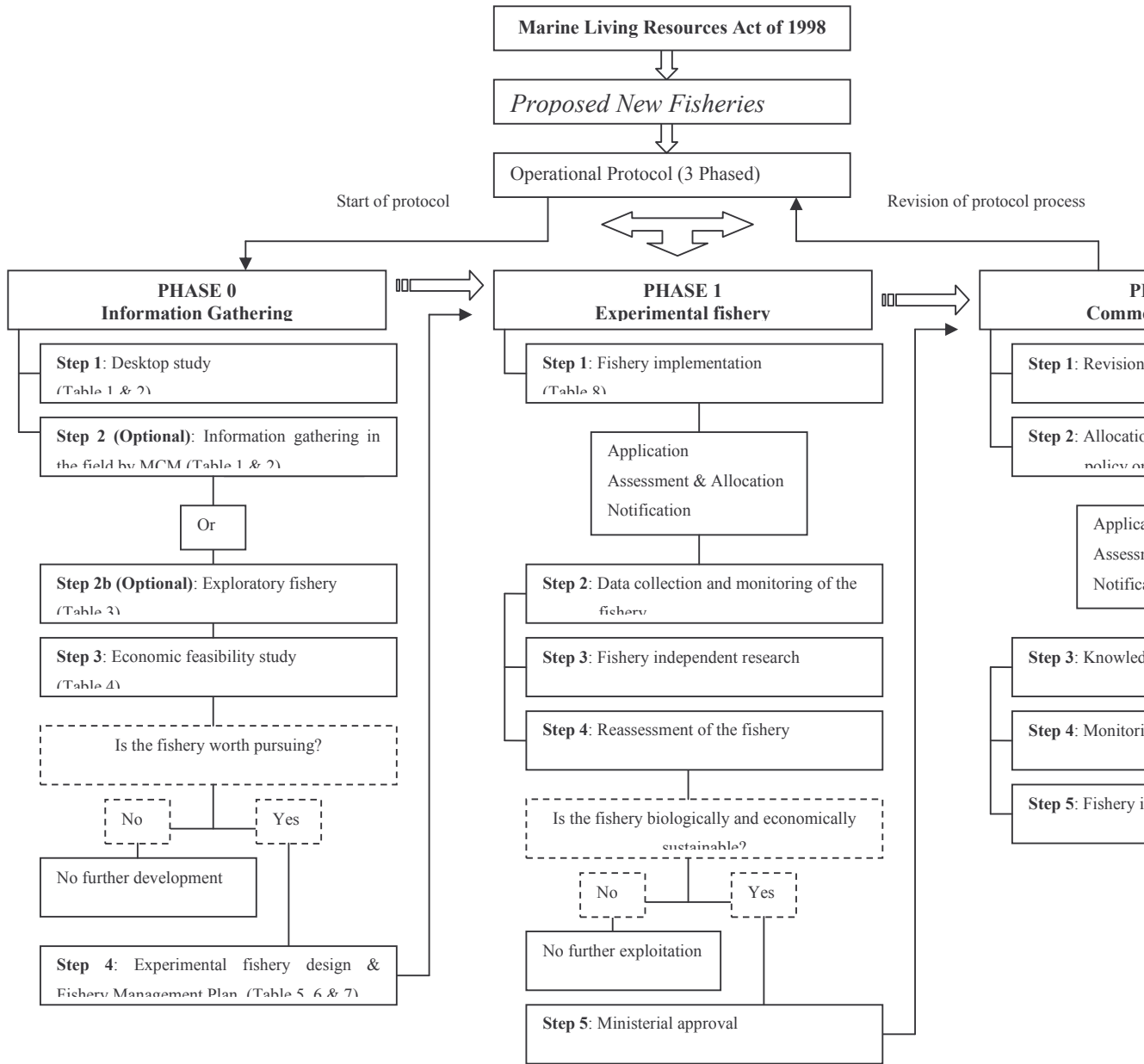
#### MANAGEMENT STRATEGY TO ACHIEVE OBJECTIVES

- The Department will provide infrastructure in terms of designated officials and/or resource managers and resources to execute the implementation of new fisheries.
- New fisheries will be developed according to the prescribed operational protocol.
- A Fisheries Management Plan (FMP) adhering to the guiding principles of the policy will be drafted for each new fishery.

## **OPERATIONAL PROTOCOL: A THREE-PHASED DEVELOPMENT FRAMEWORK FOR NEW FISHERIES**

The operational protocol for the development of new fisheries in South Africa consists of three phases (Fig. 1), namely:

- **Phase 0: Information gathering**
  - Step 1: Desktop study
  - Step 2 (Optional): Information gathering in the field and/or exploratory fishery
  - Step 3: Economic feasibility study
  - Step 4: Experimental fishery design and Fishery Management Plan
- **Phase 1: Implementation of the experimental fishery**
  - Step 1: Fishery implementation
  - Step 2: Data collection, monitoring and control of the fishery
  - Step 3: Fishery-independent research
  - Step 4: Reassessment of the fishery
  - Step 5: Ministerial decision on the approval/prohibition of commercial exploitation of the resource
- **Phase 2: Commercial fishery**
  - Step 1: Revision of the Fishery Management Plan
  - Step 2: The allocation of rights according to general policy on commercial fisheries, giving due consideration to the need for transformation and capacity building
  - Step 3: Knowledge and skills transfer
  - Step 4 & 5: Monitoring of the fishery and fishery-independent research.



**Figure 1.** Three-phased operational protocol for the development of new fisheries in South Africa.

## **PHASE 0: INFORMATION GATHERING**

This preliminary phase comprises a synthesis of all known information on the target species. Furthermore, critical information gaps are identified and new information generated on biology, fisheries, management and economics of the species and potential fishery. This phase consists of four distinct steps, namely a desktop study (literature review), information collection in the field (which can include an exploratory fishery), an economic feasibility study and, lastly, the design of the experimental fishery and the Fishery Management Plan.

### ***Step 1: Desktop study***

In Step 1, data will be accumulated on the basic biology of the species, existing fisheries, and management approaches previously used on similar species and fisheries. Crucial to this step is the identification of information gaps, so as to ensure a precautionary approach to management of the developing fishery. Understanding the basic biology of the species, information on potential fishing techniques, catch trends and market dynamics will all give insight into the potential success or failure of the fishery . This provides vital background information for effective implementation of management measures. Depending on the species and fishery type under consideration, areas of biological and fishery information that may need to be identified during this step for the implementation of appropriate management measures are listed in Table 1 and 2.

**Table 1.** Basic **biological information** required to understand the productive characteristics of a species, and to implement appropriate management measures.

| Control type   | Management measure | Biological information required   |  |
|----------------|--------------------|---|--|
|                |                    | Mobile demersal/pelagic   | Sessile/sedentary benthic  |
| Input control  | Size limits        | Size at maturity<br>Size at age<br>Growth rates<br>Reproduction<br>Natural mortality<br>Yield per recruit<br>Survival after capture and release | Size at maturity<br>Size at age<br>Yield per recruit<br>Growth rates and natural mortality on a spatial scale<br>Survival after capture and release                        |
|                | Effort regulation  | Unit stock<br>Growth rate<br>Migrations<br>Recruitment  | Spatial patterns<br>Unit stock<br>Dispersal and migrations   |
| Output control | Quota/TAC          | Unit stock<br>Migrations<br>Abundance<br>Growth, recruitment, mortality<br>Habitat distribution   | Spatial patterns<br>Unit stock<br>Abundance on a spatial scale<br>Habitat distribution<br>Growth rates and natural mortality on a spatial scale<br>Larval dispersal scales |

**Table 2.** Basic **fisheries** and **management information** required to implement appropriate management measures. Reference is shown as superscript.

| <b>Fisheries information required</b> |   |
|---------------------------------------|---|
| Fishery description                   | Scale of fishery (large, small)<br>Type of fishery (demersal, coastal, high seas) |
| Fishing techniques                    | Vessel and gear type<br>Gear selectivity and efficiency<br>Catch rates            |
| Management measures used              | Input vs. output control<br>Successes / failures of measures                      |
| Environmental impacts                 | Fishery disruption of habitat, ecosystem  |

***Step 2 (Optional): Information gathering in the field and/or exploratory fishery***

Critical information gaps identified during Step 1 can be addressed by additional research. This can proceed either through fishery-independent research conducted by the Department, or through an exploratory fishery. The Department will decide on the method of information gathering. If information gathering in the field by the Department's staff is deemed too time- and effort-consuming, an exploratory fishery might be implemented to collect the required information. The nature of the fishery and information needs will further influence the method of information gathering.

Exploratory fishery: This refers to a situation in which an entrepreneur has approached the Department with an original idea to utilize an unexploited or underexploited resource. The desktop study (Phase 0: Step 1) must be completed and information requirements identified by the Department before an exploratory permit can be issued. An exploratory permit will be issued for a limited time period and/or catch volume to allow the entrepreneur to test the idea, as well as market acceptability of products. Pertinent biological, fisheries and economic data can be collected during this stage. The implementation process for an exploratory fishery is summarized in Table 3.

The Department is committed to a general policy of rewarding entrepreneurship, and some protection might be required for proponents of innovative ideas, techniques, gear use, etc. If an entity has proposed a promising venture/design that might have beneficial results in terms of Government's key focus areas, and providing there is no specific reason why the entity should not be allowed to fish, the entity may be granted a licence to embark on an exploratory fishery. The Department (a management committee chaired by the CD: Resource

Management) will evaluate these cases. The allocation process will be a closed one, with a single permit allocated to the interested party. Requests for access to exploratory fishing proposals will be dealt with in accordance with the provisions of the Promotion of Access to Information Act 2 of 2000. Approval to conduct an exploratory fishery should not be interpreted as an automatic right of entry to experimental or full commercial phases of the fishery. However, if the Department implements an experimental fishery at a later stage, the entity's contribution will be taken into account in selection of participants for the experimental fishery. Similar considerations apply if a commercial fishery is the final outcome. Additional incentives may be negotiated in particular cases where risks are high and large capital investments are required.

**Table 3.** Summary of the **implementation process** of an exploratory fishery.

| <b>Implementa-<br/>tion Process</b>      | <b>Responsibility</b>  | <b>Method</b>                     | <b>Minimum Requirements</b>   | <b>Time<br/>frame</b> |
|--|--|-----------------------------------|---|-----------------------|
| Application                              | Applicant  | Application form<br>Business plan | Fishing experience<br>Vessel ownership<br>Ability to produce gear<br>Presentation of business plan<br>Commitment to workshops, data collection<br>Observer assistance | 1 month               |
| Assessment & Allocation                  | The Department:<br>Working group                             | Evaluation                        | Process must be transparent, fair, legal  | 2 months              |
| Notification                             | The Department:<br>Resource / project manager                | Written reply                     | Reasons for not being successful  | 2 weeks               |
| Implementa-<br>tion                      | Applicant & The<br>Department:<br>Resource / project manager | Check-ups on progress             | Adherence to business plan milestones   | 2 months              |
| Timeframe<br>from<br>notification<br>to: |  |                                   | Implementation:   | 3.2 months            |
|  |  |                                   | Actual fishing:   | 5.2 months            |

**Step 3: Economic feasibility study**

It is essential to establish which vessel type and fishing methods will be economically feasible. This study must include a description of the proposed fishing operation, a basic financial analysis, and market research to determine market areas, demand and prices.

**Table 4.** Basic **economic information** needed to assess the economic feasibility of a fishery.

| <b>Economic information required</b> |
|--------------------------------------|
| Market demand                        |
| Potential economic value of sp.      |
| Expected catch rates                 |
| Cost of fishing                      |
| Vessel and gear type                 |

**Step 4: Experimental fishery design and Fishery Management Plan**

Experimental fishery design: The basic requirements of responsible fishing and a precautionary approach are applicable to various aspects of an experimental fishery. For example, the extent or scale of the experimental fishery in terms of number of participants or tonnage allocated should be determined according to the precautionary principle, with limited available information warranting a more conservative approach. The duration of the experimental fishery should be medium term to create stability and confidence in the fishing sector. An four-year term would create a suitable environment for investment, and would also be sufficient to assess the characteristics of the fishery, according to the specific objectives of the policy. The choice of gear and technology must be approved by the Department, and would depend on catch rates, socio-economic and ecosystem considerations, the potential for inter- or cross-sectoral conflict, overall economic feasibility, and control. Where feasible, existing effort in terms of vessels utilised will be used. The blueprint for the experimental fishery design will be based on the outcome of the desktop study, information gathered in the field, and the recommendations from the economic feasibility study. All relevant information will be considered to ensure a well-balanced scientific experiment suited to local needs (Tables 5 & 6).

**Table 5.** The key **information required from** an experimental fishery.

| <b>Information requirement</b> | <b>Necessity for information</b>   | <b>Method of attaining information</b>    |
|--------------------------------|--|---|
| Abundance/biomass              | To determine if stock is large enough to support commercial exploitation | Analysing trends in CPUE                  |
| Distribution                   | To identify areas of abundance   | Equal fishing effort in all fishing areas |
| Catch rate                     | To assess efficiency of gear, fishing techniques                         | Experimentation with fishing gear         |
| Species biology                | To understand the productive characteristics                             | Biological analysis of catch              |

**Table 6.** Basic **requirements for** the design of an experimental fishery.

| <b>Experimental fishery requirements</b> |  |
|--|--|
| Statistically valid experiments          | Small and large scale<br>Government and fisher involvement<br>Fishery-dependent and -independent research      |
| Early controls on harvesting capacity    | Low vessel numbers<br>Specified time frame (3-4 yrs)<br>Strict licence conditions<br>Monitoring and compliance |
| Fishery Management Plan                  |  |

Fishery Management Plan (FMP): The minimum information requirements for an FMP are listed in Table 7. An FMP must broadly adhere to international legislation and the objectives of national or fishery-specific policy. The operational objectives of the fishery must be stated clearly and must be :

- measurable
- realistic and achievable
- accepted by interested parties
- linked to a time frame.

The management measures must be described and critical components of the ecosystem specified, as well as threats to these components and proposed preventative measures. The FMP should also define performance indicators and reference points. The reference points

measure the state of the resource, i.e. whether it is in a desirable state (target reference point) or in a state to be avoided (limit reference point) . Indicators and reference points must be set for all objectives of the FMP, including biological, ecological, economic and social objectives. Furthermore, consultation measures and review processes of the FMP must be specified. In some cases, it may be appropriate for public-private partnerships (PPPs) to be developed to achieve the desired outcomes.

**Table 7. Minimum requirements of a Fishery Management Plan.**

| <b>Fishery Management Plan requirements</b>         |   |
|---|---|
| Adherence to national and international legislation |   |
| Fishery description                                 |   |
| Management objectives                               | Clear & achievable operational objectives                         |
| Management strategy to achieve objectives           | Management measures<br>Reference points<br>Performance indicators |
| Consultation process of FMP                         | Public consultation*  |
| Review process of FMP                               |   |

\*This step will not be required during the experimental fishery.

Framework for a typical Fishery Management Plan:

- Description of the resource
- Goal
- Management objectives
- Description of the proposed fishery
  - Duration, fishing area, number of participating vessels/licences, vessel type, gear type, etc.
- Experimental design of the fishery
  - Objective of experiment, methods of data collection, statistical analysis
- Management strategy
  - Suggested management measures and alternatives
- Performance indicators to measure achievement of management objectives
- Administration process
- Notification, monitoring and compliance, penalties, reviewing and amendment procedures. Possible ecosystem effects which should be taken into account



## **PHASE 1: IMPLEMENTATION OF THE EXPERIMENTAL FISHERY**

The implementation and execution of the experimental fishery occurs during this five-step second phase, and the process of developing a new fishery is initiated. This stage determines whether the species/stock exists in harvestable quantities and can be captured by a particular gear type, and also investigates habitat impacts and the economic feasibility of the fishery.

### **Step 1: *Fishery implementation***

Departmental infrastructure: The Department will put systems in place to address research and management issues related to the implementation of new fisheries. Procedures to deal with applications for exploratory and experimental fisheries will be as follows:

A *project manager* will be appointed to coordinate the implementation of a new fishery. If the fishery falls within the remit of an existing scientific working group, scientific issues could be dealt with there. If not, an ad hoc scientific working group or task team will be established. Stakeholders and other interested parties will be included, provided they can contribute to the scientific outcomes. Recommendations emanating from the scientific working group or ad hoc working group will be submitted to the Director: Research and Development, Director: Compliance, Chief Director: Research, Antarctica and Islands and Chief Director: Resource Management for submission to the Minister or his delegate for approval.

### **Implementation Process (Table 8)**

1) ***Application:*** Calls for applications to participate in experimental fisheries will be published in the Government Gazette and/or printed media by the Department. The notification will invite interested parties to submit a formal application and business plan (Appendix 1), and include policy objectives, application criteria and the experimental design. The application criteria will be consistent with the policy for new fisheries.

Application criteria: Applicants will need to meet minimum requirements (fishery-dependent), and illustrate their capacity to perform by means of evidence of previous involvement in the fishing industry, knowledge of fishing grounds, and ability to purchase or manufacture minimum gear. Applicants will have to provide proof of vessel ownership, and illustrate commitment by presenting a work plan for the first two years of fishing. Willingness to attend workshops, meticulously record data, assist observers and fishery officers, and commitment to experimental procedures must also be indicated.

- 2) ***Assessment and allocation:*** A designated Group within or appointed by the Department will assess all applications and business plans. Allocation procedures will be transparent, fair, legally sound and equitable. Applications will be assessed using the following tools:
- A question and point system (Appendix 2, point system to be developed by the Department)
  - The panel may request further information from the applicant to assist in its assessment and allocation
  - Information contained in the application may be subject to validation.
- 3) ***Notification of status:*** The applicant is notified of the approval/refusal of an application.
- 4) ***Implementation/Participation:*** Successful applicants commence participation and bring the fishery to life. The permit-holder must start fishing within a prescribed time frame. If not, the permit-holder will be penalized through loss of permit and/or legal action. Fishery officers should liaise with the permit-holders to ensure timely procedure of the fishery (3 - 6 month check-up).

**Table 8.** Summary of the **implementation process** of the experimental fishery.

| <b>Implementa-<br/>tion Process</b> | <b>Responsibility</b>   | <b>Method</b>   | <b>Minimum Requirements</b>   | <b>Guiding<br/>time<br/>frame</b> |
|-------------------------------------|---|---|---|-----------------------------------|
| Notification                        | The<br>Department:<br>Resource /<br>project<br>manager                | Publication in<br>Government<br>Gazette                     | Policy objectives<br>Experimental design<br>Minimum requirements for<br>application   |                                   |
| Application                         | Applicant   | Application<br>form<br>Business plan                        | Fishing experience<br>Vessel ownership<br>Ability to produce gear<br>Presentation of business<br>plan<br>Commitment to workshops,<br>data collection,<br>experimental design<br>Observer assistance | 1 month                           |
| Assessment &<br>Allocation          | The<br>Department:<br>Working group                                   | Question<br>system<br>Point system<br>Validation of<br>data | Process must be transparent,<br>fair, legal   | 4 months                          |
| Notification                        | The<br>Department:<br>Resource /<br>project<br>manager                | Written reply   | Reasons for not being<br>successful   | 2 weeks                           |
| Implementation                      | Applicant &<br>The<br>Department:<br>Resource /<br>project<br>manager | Check-ups on<br>progress                                    | Adherence to business plan<br>milestones  | 4 months                          |
| Timeframe from<br>notification to:  |   |   | Implementation:   | 5.2<br>months                     |
|                                     |   |   | Actual fishing:   | 9.2<br>months                     |

**Step 2:** *Data collection, monitoring and control of the fishery*

Observers: Observers may be required to collect data and monitor fishing activities. The funding of observer programmes will be determined on a resource-specific basis. In general, funding of the observer programme should be on the User Pays principle. However, in the case of small-scale fisheries, the Department may carry the costs for all or part of the

observer programme. This would be a Resource Management responsibility and should be budgeted for by the Chief Directorate: Resource Management. Information collected will include biological data and catch and effort data, as set out in the experimental design.

Data collection (Fishery-dependent): High quality and reliable catch and effort data, as well as samples for biological research, will need to be provided by participants. Specific information required may vary from resource to resource (refer to Tables 1-3 of Phase 0). Furthermore, permit-holders will be obliged to service the Department with biological, fisheries and economic data and information.

Data Analysis: The collation and analysis of information will be the responsibility of the Department.

Monitoring and control: Specific regulations set by the Department (by means of permit conditions, if necessary) with regard to species size limits, bycatch limits, designated areas, designated landing points or harbours, fishing seasons, closed areas, catch limits (by area if appropriate), and effort limitation must be observed. Compliance can be reported on by the on-board observers and Vessel Monitoring Systems (VMS), as well as by Extension Officers and/or Honorary Marine Conservation Officers (Ref MLRA section 9 (2)) if required by the Department. Designated landing points/harbours will be identified where fishery control officers and contracted marine monitors will observe adherence to permit conditions, as well as record catch data. Resource-specific rules regarding the handling of non-target species will also be established. To ease compliance, existing registered fishing vessels will be given priority.

### **Step 3: *Fishery-independent research***

According to the Code of Conduct for Responsible Fisheries (FAO 1995), sound fishery research must be conducted in areas of biology, ecology, and socio-economics. Fishery-dependent and -independent research should be conducted pre-, during and post-experimental fishery to ensure that the fishery is well planned, executed and monitored. The research should be consistent with international trends in the development and management of new fisheries. Information gaps identified during Phase 0, Step 1 must be addressed. Research objectives will vary between resources.

## Departmental research guidelines

- ***Prioritising research on potential experimental fisheries:*** All new or underutilized resources need to be assessed and prioritised, in order to identify research focus areas (due to staff capacity shortages, researchers need to focus attention on key/identified resources).
- Researchers and managers involved in the development of new fisheries need to access, integrate and disseminate various information sources and types. These can be biological, social and economic, but legal and administrative issues should also be taken into account in advising on the way forward.

### **Step 4: *Reassessment of the fishery***

Review, assessment and modification: An annual review of performance achieved by the permit-holders against their business plan, with a full review of the developing fishery, its condition, and status occurring at the end of the developmental period, will be conducted. Both reviews are to be assessed by a designated Working Group or in sourced capacity using data and information supplied by the Department and participants. Permit-holders classified as under/non-performers will be requested to provide reasons in writing within a prescribed time frame as to why their permit should not be revoked. Failure to produce a valid reason will result in the permit being revoked. Criteria for performance measurement of permit-holders could include:

- General compliance to permit conditions
- Commitment to experimental procedure, timely return of data
- Performance in harvesting
- Business/economic feasibility (market access and profitability).

Reporting and recommendations: The dissemination of results and recommendations (feedback and progress reports) to participants will be the responsibility of the Department. Recommendations based on the results of the experiment will form the basis of a decision on whether to implement the next phase, i.e. a commercial fishery. If a commercial fishery is proposed, results of the experimental fishery should form the basis of a Fishery Management Plan for the specific fishery. Recommendations should include information on fishing areas, fishing methods, fishing seasons, fishing and fleet effort, size limits, bycatch levels, market access, economic feasibility and responsibilities, amongst others.

**Note:** *All data/information collected in the course of an experimental phase of a new fishery should be made publicly available.*

**Step 5:** *Ministerial decision on the approval / prohibition of commercial exploitation of the resource.*

## **PHASE 2: COMMERCIAL FISHERY**

Once the Department has enough information about a specific resource to be able to determine a TAC, TAE or Precautionary Maximum Catch Limit (PMCL) and commercial exploitation has been approved by the Minister, rights are allocated for the requisite period and the commercial fishery commences. A precautionary approach and EAF management principles will be applied.

**Step 1:** *Revision of the Fishery Management Plan*

**Step 2:** *The allocation of rights according to general policy on commercial fisheries, giving due consideration to the need for transformation and capacity building*

Application, assessment and allocation: The criteria for implementing a new, full-scale fishery would be in line with those for any existing commercial fishery. However, experienced applicants/experimental fishers should submit proposals indicating how they intend to transfer skills to non-experienced persons and/or applicants.

**Step 3:** *Knowledge and skills transfer*

### **Departmental responsibilities:**

Identification of client group: The sector or client groups that the Department identifies to benefit from the new fishery should be defined. Whenever applicable and relevant, it should be stated that the client groups are small operators and that the main objective in establishing a new commercial fishery is job creation. Inter-sectoral conflict needs to be considered, e.g. the impact of the new fishery on existing sectors such as subsistence fishers or on other existing fisheries. The Department will, as far as possible, implement a system to ensure that the client groups optimise the potential profits derived from such ventures. Participants will be encouraged to be involved in all facets of the venture (including the marketing of the species) in order to enhance their profit margins.

Knowledge transfer: The role of the Department in collecting and disseminating market-related information would depend on the client group. In the case of potential small-scale commercial fisheries (targeting Historically Disadvantaged Individuals or new entrants), the Department would have to take on the responsibility for acquiring this information and presenting such information to the participants. In some cases, relevant information could be provided by the Department to guide potential investors.

Skills transfer: When applying for a commercial licence, the experimental fisher must outline a practical plan for skills transfer. However, the Department should develop a protocol for, and oversee the process of, skills transfer.

**Step 4 & 5: *Monitoring of the fishery and fishery-independent research***

Once the fishery been established, all the management procedures with respect to the resource, the users, monitoring and control, and research will be applied, as for other commercial fisheries, including the input of stakeholders through Management Working Groups established by the Department. However, special attention will be given to new fisheries to ensure that a precautionary approach is followed and ecosystem impacts are monitored.

***NOTE:*** *In any of the above three scenarios, the Department will reserve the right to decide whether to allow a fishery to progress to the next phase or to terminate a fishery at any stage, based on resource or any other considerations.*

Where feasible, existing effort in terms of vessels utilised will be used