

How we got here

The development of the
Tasmanian Salmon Industry Plan 2023



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Introduction

In September 2021, the Tasmanian Government embarked on a process to develop a new long-term salmon plan, building on the strong foundation and demonstrable improvements in practices and regulation achieved through the 2017 Industry Growth Plan for the Salmon Industry.

The development of the *Tasmanian Salmon Industry Plan 2023* (the Plan) has been led by the Department of Natural Resources and Environment Tasmania (NRE Tas) with support from the Departments of State Growth and Premier and Cabinet, Treasury and Finance and the Environment Protection Authority Tasmania (EPA Tasmania).

The purpose of this paper is to provide an overview of the activities that contributed to the development of the Plan.

Background Context

Sustainable Industry Growth Plan for the Salmon Industry 2017

The now superseded [Sustainable Industry Growth Plan for the Salmon Industry](#) set out the policy framework for Government to support industry achieve its target of becoming a \$2 billion a year industry by 2030. Under this policy framework, progress was made by Government and industry participants to achieve continuous improvement in performance, including improving data availability and transparency, reduction of marine farming debris, environmental regulation, and biosecurity reform. Further details of what was achieved under this Plan is available in the [One Year Review \(2019\)](#) and [Second Progress Report \(2021\)](#).

Independent Inquiries

This Tasmanian Salmon Industry Plan has been informed by two inquiries into aquaculture:

- The House of Representatives Standing Committee on Agriculture and Water Resources conducted an Inquiry into the Australian Aquaculture Sector¹ in February 2022, with a particular focus on implementation of the National Aquaculture Strategy; and
- The Tasmanian Legislative Council Government Administration Committee “A” Inquiry on Finfish Farming in Tasmania (with the final report released in May 2022²).

Government’s response to the Legislative Council inquiry is available at [Response to the Legislative Council Government Administration Sub-Committee "A" Report on Finfish Farming in Tasmania](#). The actions committed to have been incorporated into the Implementation Program supporting the delivering of the Tasmanian Salmon Industry Plan.

¹ [Supporting a strong future for Australian aquaculture](#). | Parliament of the Commonwealth of Australia.

² [Legislative Council Government Administration Committee "A" Report on Finfish Farming in Tasmania 2022](#).



Guiding Principles

Four principles were established in September 2021 to guide the development of the new Salmon Plan. These Principles have influenced the Plan as follows:

1. **There being no net increase in total leasable area for finfish farming in Tasmanian state waters** – A 12-month moratorium was established with this principle to remain whilst the salmon plan was being drafted. This moratorium expired on 15 September 2022. The Plan provides parameters around the Government’s support of existing and future farming, and their regulation.
2. **Innovation - future growth lies in land-based and offshore salmon farming** – refers to research and innovation programs to support salmon farming further offshore, including Commonwealth waters, and to increase salmon farming onshore in land-based systems. This principle aligns to the following Priority Outcome in the Plan:
 - a. Priority Outcome 1: Sustainable Industry - reflects an ongoing commitment to continuing to support the salmon industry and to do so within the scope of the following strategic pathways; Investment certainty; Innovation partnerships; Integrated planning; Diverse and skilled workforce; Market security and Local supply chain.
3. **World-best practice through continuous improvement** – refers to regulation and transparency; and includes a review of fees and charges to ensure full cost recovery and an appropriate return to the Tasmanian community. This principle aligns to the following Priority Outcomes in the Plan:
 - a. Priority Outcome 2: Healthy Ecosystems – reflects an ongoing focus to effectively manage our land, freshwater and marine environments within the scope of the following strategic pathways: Responsible industry; Science-based decisions; Government standards and regulations; Climate change adaptation; and Responsive management.
 - b. Priority Outcome 3: Prosperous Communities – reflects an ongoing focus on maximising opportunities available to regional Tasmanian communities, and to ensuring the flow of benefits to the broader Tasmanian population is enhanced over the next decade and beyond, and within the scope of the following strategic pathways: Meaningful jobs, Regional economic stimulus; Aboriginal enterprises and stewardship; Leveraging benefits; and Value capture.
 - c. Priority Outcome 4: Contemporary Governance – reflects an ongoing focus on building community and industry confidence in Government’s planning, operational and compliance decisions, and to do so within the scope of the following strategic pathways: Process and performance transparency; Independent science; Enforcement and compliance; Community outreach and Strategic linkages.

The review of fees and charges relates to all four priority outcomes, particularly Priority Outcome 3: Prosperous Communities. An increase to full cost recovery, commencing 1 July 2023, will cover the cost of Government servicing the industry and specific actions under the Plan. With full cost recovery in effect, the Government will also consider options to ensure that the Tasmanian community receives an appropriate return for the use of the States’ natural resources.

4. **Strict independent regulation** – This resulted in the separation of the EPA Tasmania from the NRE Tas in December 2021 to enhance the independent role of the EPA Tasmania as the environmental regulator. Additional resourcing and amendments to the *Environmental Management and Pollution Control Action 1994* have also been progressed.



Consultation Activities

Development of the Plan has involved consultation through interviews or a survey, a symposium, public consultation through web-based and verbal submissions, and a workshop/conversation series.

	Preliminary engagement with stakeholder groups	April/May 2022
	2022 Tasmanian Salmon Symposium led by the independent Blue Economy Cooperative Research Centre	May 2022
	Public consultation on Discussion Paper: Towards a 10-Year Salmon Plan	August 2022
	Salmon Workshop and Conversation Series led by the independent Blue Economy Cooperative Research Centre	August 2022
	Public consultation on <i>Draft Tasmanian Salmon Industry Plan</i>	December 2022 / January 2023

Preliminary Engagement

The purpose of this engagement was to seek preliminary feedback from stakeholder groups for Government's consideration in the development of the new Plan.

Stakeholders from the salmon industry, supporting aquaculture businesses, NRM groups, environment NGOs, local, state and federal government, research institutes, community groups and retail were invited to share their feedback on a range of questions via a listening session or qualitative survey.

A summary report is available at:

[Addendum B Preformal Early Engagement Summary Report.pdf](#)

Tasmanian Salmon Symposium and Workshop/Conversation Series

The Tasmanian Government provided funding towards the Salmon Symposium and workshop/conversation series as an opportunity for the Blue Economy Cooperative Research Centre (CRC) to independently engage with the community, in parallel to the government.



The Blue Economy CRC hosted a Salmon Symposium on 10 and 11 May 2022, which brought together local, national and global leading aquaculture experts and practitioners and stakeholders. Cutting-edge innovation and directions in infrastructure and aquaculture operations discussed, along with the components of sustainable contemporary food production systems.

In August 2022, the Blue Economy CRC held two workshops with targeted stakeholders, followed by a series of one-on-one conversations with selected stakeholders over September and October 2022. A series of questions were asked of all stakeholders to better understand visions, aspirations, challenges, opportunities, and elements of a roadmap.

Both the Symposium and workshop/conversation series provided an opportunity to learn about contemporary sustainability and innovation trends, insights and understand critical issues, and for stakeholders to have their say on their aspirations, scrutinise trends, and share what matters to them.

The Blue Economy CRC published a 'What we Heard Report' in November 2022 which sets out what was heard throughout this engagement process. The views expressed in the Report are those of the symposium and forum attendees and are not of the Blue Economy CRC.

The Blue Economy CRC also published its ambition for Tasmania's sustainable ocean economy beyond 2033. The 'Ambition' report includes a roadmap, a series of opportunities that centre on shared values based on what they heard from a broad range of stakeholders and consolidates best practice principles and case studies. It has considered this approach in the context of Tasmania's finfish aquaculture industry. This report provided useful context for the development of the Plan.

Blue Economy CRC's 'What We Heard' Report and 'Ambition' Report are available at: <https://blueeconomycrc.com.au/tasmanias-oceans-of-opportunity/>.



Discussion Paper

In August 2022, the Tasmanian Government released the Discussion Paper: Towards a 10-Year Salmon Plan, for public consultation. The Discussion Paper introduced relevant global sustainability context for the industry including projected global population increases, food security, the United Nations Sustainable Development Goals and the key role of fisheries and aquaculture, as well as the opportunities that ocean development can contribute. It presented a range of national policies that direct and support the development of Tasmania's policies for the State's aquaculture sector.

The Discussion Paper outlined Government's aquaculture aspirations for 2033 which included enabling a vibrant salmon industry – one that continues to strive to be resilient and innovative. It presented a range of proposed policy outcomes and focus areas for the community's consideration in developing a new Salmon Plan. These focus areas aimed for continuous improvement across the existing planning, regulatory and operational approach established by the Government – and industry where relevant. The focus areas would contribute to achieving the proposed policy outcomes sought for a resilient and innovative salmon industry.

275 web-based submissions and two (2) verbal submissions were received during the consultation period. A consultation summary report outlining topics raised through this consultation and how they were considered during the development of the Draft Tasmanian Salmon Industry Plan was published in November 2022.

The Discussion Paper (and supporting addendums), consultation summary report and submissions can be accessed at:

- [Discussion Paper: Towards a 10-Year Salmon Plan](#)
- [Addendum A – Tasmanian Regulatory Framework for Aquaculture \(Version August 2022\)](#)
- [Addendum B – Preformal Early Engagement Summary Report](#)
- [Consultation Summary Report: Discussion Paper: Towards a 10-Year Salmon Plan](#)
- [Submissions received on Discussion Paper](#)

Draft Tasmanian Salmon Industry Plan

From 23 November 2022, members of the public were invited to have their say on the [Draft Tasmanian Salmon Industry Plan](#) (Draft Plan), with submissions closing 20 January 2023.

The following supporting documents were also released with the Draft Plan:

- [Draft Tasmanian Salmon Industry Plan – Draft Workplan](#)
- [Have your Say Information Pack](#)
- [Plan on a Page – Draft Tasmanian Salmon Industry Plan](#)

Web-based submissions were invited during this period and community briefing sessions were held around the state.

A consultation summary report and submissions can be accessed at nre.tas.gov.au/salmonplan.



