



# Annual Plan 2016-2017

## *IFCA Vision*

*“Inshore Fisheries and Conservation Authorities will lead, champion and manage a sustainable marine environment and inshore fisheries, by successfully securing the right balance between social, environmental and economic benefits to ensure healthy seas, sustainable fisheries and a viable industry.”*

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## 1. Introduction

This is the fifth annual plan for the Devon & Severn Inshore Fisheries and Conservation Authority. The Minister George Eustice announced in December 2015 that the New Burdens Funding from Defra will continue until March 2021 to the IFCAs. This is a clear demonstration of the value placed on the work of the IFCAs by Defra and that the IFCAs are seen as a major delivery partner for the Government. The continued support of the local Authorities also demonstrates their support for the IFCA and the work of the officers during very testing times for local council budgets. Gloucestershire County Council, South Gloucestershire Council, Bristol City Council, North Somerset Council and Somerset County Council are still seeking for a change in the boundaries of the D&SIFCA to remove them from IFCA. The councils are in discussion with Defra and the other funding Authorities to seek a way forward. Any consultation on changes in the boundaries of the D&SIFCA will inevitably be a strain on budget and staff time towards the end of the year.

Following the Comprehensive Spending Review in autumn 2015 Defra is undertaking a review of all its Marine Functions and the work of the Arm's Length Bodies (ALB) with regard to this work. The IFCAs are part of this review and will work closely with Defra and other partner organisations to ensure that the best outcome possible is achieved. The IFCAs and the Marine Management Organisation (MMO) have been working closely together since Autumn 2015 to identify where savings and increased harmonisation of services can be achieved through closer working. This work is seen as an exemplar of how Defra and its ALB should work in the future.

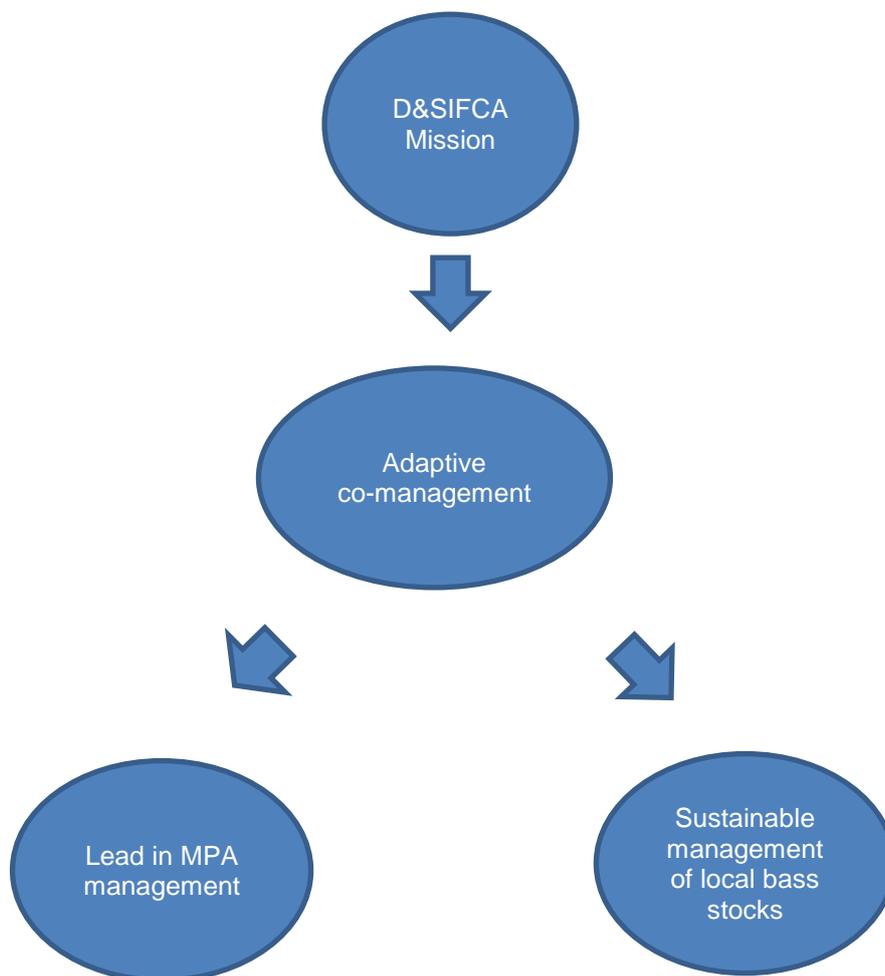
The IFCAs have until the end of 2016 to have management processes in place to protect marine protected areas (MPA) from the damaging effects of fishing activity as laid out in the change of approach to the management of fisheries within marine protected areas (MPA) by Defra in February 2103. Large amounts of IFCA time and resource has been concentrated on the delivery of a very ambitious timetable to implement protection for all sites within the district. Defra have been able to support the IFCAs with some additional funding for research equipment and also for an additional staff member for a twelve month period to help complete the MPA work. The D&SIFCA anticipates that the target will be met for all MPA within the district. Protection of the bass stocks has become a priority at a European, national and local level with management changes to enable an 80% reduction in fishing mortality which is required to safeguard the stocks in the long-term. Now in the second year of

increased management of the stocks there will be increased requirement from the IFCA's to work with the Marine Management Organisation (MMO) to deliver appropriate enforcement of the new EU and national control measures. The IFCA's are involved in the national review of the Bass Nursery Areas (BNA) which will help to deliver local benefits to bass stocks and the local fishery.

With the introduction of the new permitting byelaws for towed gear, potting and diving focus has to the enforcement of these new permits. New and innovative technology will be used to assist in the dissemination of the new byelaw boundaries and also in assisting the enforcement officers to ensure that all vessels adhere to the new byelaw permit conditions. The consultation process has already started for the introduction of a netting permit byelaw for the district and it is anticipated that this work will be completed during the year leading to a fourth permitting byelaw for the district.

This year will again be a challenging and busy year for the officers and members of the Authority with expectations to be met from national and local organisations, to deliver the protection required for MPA, to continue to enforce the current byelaws and to continue with the byelaw review process to ensure that all D&SIFCA byelaws provide flexible and adaptive management for the entire district.

## 2. Areas of Importance



Action	Delivery Targets
1. MPA Management	i) Completion of EMS Management
	ii) MCZ Management
	iii) Introduction of iVMS
	iv) Re-evaluate Red Risk management
2. Management of local Bass	i) Undertake review of BNA locally
	ii) Map bass aggregation sites offshore
	iii) Ensure representation at national meetings
	iv) Harmonise management with adjacent IFCA
	v) Support PhD Research into district bass populations.

### 3. Action Plan

#### *Outline of Challenges for 2016 – 2017*

This annual plan lays out the main activities and actions to be undertaken in 2016-17.

There are two targeted areas where the D&SIFCA will be able to lead and develop best management practice to provide a benefit to those who live and work within the IFCA district. These will be to lead on the protection of the Marine Protected Areas network within the district and protection of bass stocks within the district. These two areas are linked to the mission statement for the D&SIFCA and help to deliver adaptive co-management of the sea fish resources for the district. These work streams have been developed through adherence to Ministerial guidance and stakeholder feedback.

#### **Lead on MPA Management**

The first tranche of Marine Conservation Zones (MCZ) were designated by the Minister on 21<sup>st</sup> November 2013. The MCZ were enacted through the Marine and Coastal Access Act 09 (MACAA). Consultation has now been completed on tranche two sites, this will give an additional two sites which will require management within the next two years. The two sites give an additional 1331.40 km<sup>2</sup> of coastal waters in need of additional protection. The IFCAs were set up to manage the new MCZ network and were given specific powers and requirements to undertake the role. With the designation of any sites in the D&SIFCA district work on producing management schemes to further the conservation objectives of the sites will be required. Several of the sites are co-located within current European Marine Sites (EMS) but will still require management measures in tandem with the EMS to protect and in some cases aid the recovery of the named feature.

Following the revised approach by Defra in October 2012 there was an initial requirement for the management of the red risk fisheries within EMS by January 2014, this was delivered by D&SIFCA. This years' work will revolve around projects providing management measures required to protect the EMS features from the Amber risk fisheries activity that have to be completed by the end of December 2016. Last years' work involved assessing all the fisheries interactions identified in the national matrix as amber and fitting them into an individual site assessment plan. The plan identified the high risk ambers which will require management in order to reduce the risk of damage to the features of the site. As part of the process each amber will

require a Test of Likely Significant Effect to help establish the risk, if the activity is high risk then an Appropriate Assessment will be required which may necessitate further research in order to assess the full impact of an activity and the required management action. This years' work will involve completing the TLSE work and undertaking any AA that result where there are problems over the impact of activity on the features of the site.

The D&SIFCA has nine European Marine Sites (EMS) within the district all of which have fishing activities which are considered to be amber risk within the national matrix. Four of the EMS have shared boundaries with another IFCA or in the case of the Severn EMS a boundary with the Welsh Government. One site has two IFCAs and the MMO as the managers for the fishing activity. The drawing up of management measures to protect the sites from fishing activities by the end of 2016 will require a great deal of joint working to produce coherent protection for the sites.

With the amount of work required to deliver the expected outcomes within some very ambitious targets the work on management of the MPAs will take priority over all other work. The risk to the D&SIFCA and the funding Authorities dictates that this must be the priority for this year and up until the end of 2016. The D&SIFCA is well placed to undertake this area of work but will depend heavily of partner organisations delivering their work on time to allow the work of the IFCA to progress on schedule.

The byelaw review process, already underway, will help the IFCA to address some of MPA issues with improved capability through a more flexible approach to fisheries management. The D&SIFCA have pioneered this approach using the new byelaw powers afforded by MACAA. The new Permitting Byelaws for fishery activities within the district will help to provide a flexible and adaptive approach. All byelaws that are proposed by the IFCA will require an Impact Assessment (IA). This will give a level of detail required for all new legislation and will be used as part of the consultation process prior to the signing of any new byelaws. These will provide the main framework for the IFCAs management and protection of the EMS as well as providing flexible management for the entire district.

The potential use of modern and innovative technology will allow for the tracking of fishing activity within the district and it is hoped to build upon trials work that has been undertaken, to allow greater use of inshore vessel monitoring systems (IVMS) to provide confidence as part of greater flexible management.

The second area of work required for the management of the EMS is accurate mapping of the features of the EMS that require protection. Some mapping has been undertaken by NE and this will need to be built upon in order for the IFCA permitting byelaw approach to work correctly. The provision of buffer zones in order to give full protection to the features will also be required and this can only be based in accurate initial mapping of the site. The second part of the research work will require data to be collected on the interaction of fishing activities labelled as amber within the matrix to assess the possible management measures required to provide protection to the features of the EMS by 2016.

One of the difficulties in the IFCA planning process and budgeting is predicting the amount of work that D&SIFCA will face in delivering and implementing its duties and powers connected to the byelaw review process with impact assessments required and with the management of the EMS. It is also hard to predict exactly the levels of management and enforcement that will be connected with the MPA process within D&SIFCA district. Once the amount of time and resources D&SIFCA will apportion to these key tasks has been established, long term planning of D&SIFCA resources should become more straightforward.

### **Sustainable Management of Local Bass Stocks**

European sea bass (*Dicentrarchus labrax*) is an important fish species in Northwest Europe to both commercial fishermen and recreational anglers. Its biology, in particular its slow growth rate, temperature dependent recruitment and schooling behaviour at inshore and offshore sites, makes it a particularly vulnerable species to overfishing. Coupled with greatly increased market demand, the natural and anthropogenic pressures on European sea bass have led to a major decline in abundance, leaving stocks at a potentially critical level.

Sea bass is an extremely important target species in the Devon and Severn IFCA district. The species is taken by both fixed and drift net, by longline and rod and line fishing. Netting for sea bass takes place in all Devon estuaries outside the BNA closure dates. Whilst the majority of netting outside of estuaries occurs in the summer, local observations suggest that adult bass don't seem to be moving offshore so much and the period has extended from late spring through to Christmas time. The boats involved operate from all ports within South Devon. Rod and line boats target the inshore wrecks in the summer and the East banks south of the Mew

Stone. Additional hotspots for commercial rod and line targeting of sea bass occur at Berry Head, outside the River Dart, Eddystone and Start Point. Rod and line fishing for sea bass from kayaks seems to have increased significantly and not being a powered vessel means fish can be sold without a fishing vessel licence.

Bass is also of great importance to recreational anglers throughout the south and south west of England. It is targeted from both the shore and private boats and is also an important species for the charter boats operating on the south and north coasts of the district. In 2012 D&S IFCA identified 73 angling charter boats operating out of ports on the south coast of Devon and 38 boats operating out of North Devon and the Severn Estuary. It is extremely difficult to quantify the importance of one species to recreational angling as a whole, but the existence of the extremely active and engaged organisation dedicated to the conservation of the species; Bass Anglers Sportfishing Society (B.A.S.S) goes some way to determining the importance of the fish to the recreational sector. Recreational anglers have been campaigning for an increased MLS applicable to all sectors for some time now, and minimum club sizes for sea bass far exceed the legal MLS, for example the bass MLS for the Bristol Channel Federation of Sea Anglers is 55cm.

### **Bass PhD - Ecology and distribution of European Sea Bass in inshore and coastal waters in South West England**

Following a review of the causes of recent declines in European sea bass (*Dicentrarchus labrax*) and associated changes in management at a European level, Devon and Severn IFCA stated that it would review possible additional work that the IFCA could undertake which would aid bass conservation efforts (Ross, 2015). A workplan was developed, part of which was to be undertaken following the appointment of a PhD student funded jointly by D&S IFCA and Plymouth University. A student is now in place and the project currently has five focus areas, although as these are still in the developmental stages, they could change. At present these are:

#### **1. Review of existing datasets**

Environmental monitoring as part of; statutory monitoring under national or European legislation (e.g. Water Framework Directive), Environmental Impact Assessments (e.g. power plant surveys) and as part of scientific or consultancy surveys (e.g. Donovan Kelley) has provided a wealth of freely accessible data on the presence/absence of European sea bass around the UK. Combined with other

environmental and anthropogenic data, this data is intended to be used to discern trends in bass movement within the D&S IFCA district over long time series.

## ***2. Tagging studies***

To date there have been multiple studies which have used tagged bass to track regional and oceanic movement. These studies have suggested that bass will spend their first 4-5 years within Bass Nursery Areas (BNAs), after which a series of migrations occur which increase in distance from BNAs into coastal waters with age/maturity. Whilst a large number of these studies have identified juvenile bass movement as being largely restricted to within and in close proximity to BNAs, little information is known on the fine scale movement of juvenile bass within BNAs or juvenile habitat use outside BNAs. Radio tags have been used to track fine scale movement of a number of migratory fish (e.g. salmon) and is a technique which can complement stable isotope analyses (see below) to yield fine-scale movement patterns. Fish are marked with a radio tag, and strategically placed radio sensors can then record the presence of the fish. This study will yield much needed information on fine scale juvenile bass movement within BNAs plus coastal areas adjacent to BNAs.

## ***3. Stable isotope analysis***

Stable isotopes are naturally occurring chemical signatures which are absorbed from the surrounding environment into bodily tissues. Different isotopes can be used to infer a suite of information about a particular test organism. For example, Strontium isotope ratios are known to vary significantly between watersheds and can therefore be used as a geographic marker. Other isotope signatures can be used to infer diet e.g. Carbon and Nitrogen. Otoliths are calcium based structures used for hearing and/or balance in all teleost fish. Similar to “tree rings” bands are laid down in otoliths in a predictable daily and annual rate, which can be used to infer age. If otoliths are sampled at specific age points the isotopic signatures can then be used to infer the geographic position of that fish at that point in time, to a potential accuracy of 1-10km. Due to the rapid uptake of certain isotopic signatures this method will be used to infer the regional distribution of European Sea bass across a larger age range (particularly juvenile <42cm) than possible with tags. The major negative of this technique is within fully marine conditions geographic isotope markers are not regionally distinguishable and therefore this technique will be limited to fresh water influenced habitats e.g. estuaries. It is envisaged this element of the research will complement the physical tagging of larger fish (as discussed above).

#### **4. Static net study**

Devon and Severn IFCA are interested in the salmon and trout by-catch of fixed net gear within their district. Current by-law proposals include limiting the height of fixed net gear to allow a 3m and 5m gap between the net headline and the water surface at all states of the tide. These bylaws are being proposed to limit salmon and trout by-catch. In an experimental setting we are proposing to use a number of different net setups along the Devon and Severn coast to assess regional patterns in fish communities and trends in bass movement.

#### **5. Steart Peninsula managed re-alignment scheme: habitat utilisation and associations**

Managed re-alignment/retreat is a technique where instead of re-enforcing the coastline with concrete sea defences the sea is encouraged to flood low lying land. This process is thought to enhance coastal stability and offer protection to areas further inland by creating new habitats that may absorb marine energy. Managed retreat has also been used as a mitigation method to replace lost habitats caused by coastal development elsewhere. Steart Point is a managed retreat site located in the Severn Estuary. It is of management interest to understand how juvenile bass are using these habitats and how this may compare to a natural equivalent i.e. a habitat not created by managed retreat.

Devon and Severn IFCA are working closely with Southern and Cornwall IFCAs to align management as closely as possible.

#### **General Work Areas**

Risk based enforcement frameworks are key to the new work of the IFCA. Implementing this framework is a key component of meeting many of the high level objectives set for the IFCA. A key part of developing and delivering this framework will be compiling a risk register for the district and then using this table to evaluate and rank risk. These tools can then be used to inform enforcement policy and to allocate enforcement resources.

To continue the IFCAs work of building strong relationships with partner organisations and stakeholders by developing new and more efficient ways of working. The MoUs signed during year one will be reviewed and amended as necessary. Through the development of memoranda of understanding (MOUs) with key partner organisations, agreement has been reached regarding shared use of

resources and data, wherever possible, including sharing training facilities. The locally agreed annexes to the main MoUs will be developed further to increase the collaboration between the organisations.

The enforcement plan and research plan for 2016/17 will be published in separate documents but should be linked to the Annual Plan for context. The Risk Assessment carried out in the Annual Plan covers both these areas of work.

#### 4. Budget

	<b>2015/16 Base Budget £</b>	<b>Base Budget Adjustments £</b>	<b>Inflation £</b>	<b>2016/17 Budget £</b>
Employees	491,400	15,800	4,600	511,800
Premises	34,700	6,700	100	41,500
Transport	34,300	(4,900)	200	29,600
Supplies & Services	70,600	19,800	0	90,400
Boat Costs	63,300	(800)	100	62,600
Support	23,300	500	0	23,800
Fees & Charges	(16,000)	5000	0	(11,000)
	<b>701,600</b>	<b>42,100</b>	<b>5,000</b>	<b>748,700</b>
<b>DEFRA (MPA) Grant</b>	<b>0</b>	<b>(20,000)</b>	<b>0</b>	<b>(20,000)</b>
<b>Transfer from General Fund</b>	<b>0</b>	<b>(34,700)</b>	<b>0</b>	<b>(34,700)</b>
<b>Total</b>	<b>701,600</b>	<b>(12,600)</b>	<b>5,000</b>	<b>694,000</b>

	<b>2015/16 New Burdens Funding £</b>	<b>*2016/17 Indicative Levy £</b>	<b>Variance £</b>
Bristol City Council	50,851	39,211	(11,640)
Gloucestershire County Council	122,428	100,422	(22,006)
North Somerset Council	42,574	32,132	(10,442)
Somerset County Council	133,952	110,277	(23,675)
South Gloucestershire Council	38,110	28,315	(9,795)
Devon County Council	21,382	326,804	305,442
Plymouth City Council	0	32,618	32,618
Torbay Council	0	24,221	24,221
<b>Total</b>	<b>409,297</b>	<b>694,000</b>	<b>284,703</b>

## Appendices

<p><b>Success Criterion 1:</b> IFCAs are recognised and heard, whilst working in partnership and engaging with stakeholders</p>		
<p><b>Definition:</b> IFCAs will be visible, respected and trusted regulator within coastal communities and will maintain and deliver a strategy to communicate their vision and duties effectively. IFCAs will engage with policy makers, industry, Non-Governmental Organisations (NGOs), recreational and commercial users; and other regulators. They will work jointly and collaboratively with partner organisations across boundaries; will participate and contribute to the development and implementation of regional and national marine policy, including the marine planning regime; will take long-term strategic decisions and manage risks effectively. IFCAs may maintain a national body to co-ordinate the activities of authorities that are party to arrangements.</p>		
<p><b>Outcomes</b></p> <ul style="list-style-type: none"> <li>The IFCA will maintain and implement an effective communication strategy.</li> <li>The IFCA will maintain its website, ensuring public access to current fisheries and conservation information for the District, including management requirements and byelaws. Non-reserved IFCA Committee papers will be published.</li> <li>The IFCA will contribute to co-ordinated activity at a national level</li> <li>The IFCA and its principal partners will have a clear understanding of roles and responsibilities. Memoranda of Understanding with MMO, Natural England, Environment Agency and Cefas will be maintained. Opportunities for greater efficiencies, effective joint working and collaboration will be explored and implemented when feasible.</li> </ul>	<p><b>Indicators</b></p> <ul style="list-style-type: none"> <li><b>SC1A:</b> The IFCA will maintain a database of stakeholder contacts that will have been reviewed and updated by 31 March each year</li> <li><b>SC1B:</b> The IFCA will have completed a review of its communication strategy and implementation plan by 31 March each year.</li> <li><b>SC1C:</b> The IFCA will have reviewed its website by the last working day of each month.</li> <li><b>SC1D:</b> The IFCA will have reviewed its website and ensured it meets the objectives of its communication strategy, by 31 March each year.</li> <li><b>SC1E:</b> The IFCA will have reviewed all of its Memoranda of Understanding by 31 March each year. There will be a clear plan in place to update MoUs where necessary, to an agreed timescale.</li> <li><b>SC1F:</b> By 31 March each year, the IFCA will have participated appropriately, proportionately and at the right level of delegation, in regional and national fisheries and conservation activity identified in the annual plan.</li> </ul>	<p><b>Q4</b></p> <p><b>Q4</b></p> <p><b>All</b></p> <p><b>Q4</b></p> <p><b>Q4</b></p> <p><b>All</b></p>

**Success Criterion 2:**

IFCAs implement a fair, effective and proportionate enforcement regime

**Definition:**

The IFCA enforcement regime is risk-based, makes appropriate use of intelligence, meets legislative standards and complies with the Regulators Code. It should make effective use of the resources available to regulators; complement and align, if possible, with the regimes in adjacent IFC Districts and management by other organisations including the MMO and Environment Agency. Consistency and fairness is important. Regulatory compliance is promoted. Enforcement action is carried out by trained, professional officers working to clear standards of conduct.

**Outcomes**

- The IFCA will publish its enforcement risk register and strategy, clearly setting out its approach to achieving regulatory compliance and potential sanctions that may be applied for infringements and/or offences.
- The IFCA will have developed consistency in regulations (byelaws) with other organisations
- The IFCA will manage operational activity (e.g. through a Tasking & Co-ordination Group) and capture, record, evaluate and disseminate intelligence that is compatible with partner organisations. It is engaged in joint working with partner organisations.
- Warranted Inshore Fisheries and Conservation Officers (IFCOs) will be trained and accredited to nationally agreed standards. They will maintain professionalism and make appropriate interventions to deliver efficient, effective enforcement activity

**Indicators**

- **SC2A:** The IFCA will ensure its enforcement risk register and strategy are published and available on its website from 1 April each year
- **SC2B:** The IFCA will demonstrate in its Annual Report how it has worked with other regulators to achieve consistent quality, application and enforcement of management measures
- **SC2C:** The IFCA will compile records of enforcement activity in a standard format; provide them to the National Inshore Marine Enforcement Group (NIMEG) and publish them on its website.
- **SC2D:** The IFCA will adopt the national Code of Conduct for IFCOs, which will be reviewed annually and published on its website by 1 April.
- **SC2E:** The Code of Conduct for IFCOs is reflected in work objectives and annual appraisals for all Warranted Officers.
- **SC2F:** Warranted Officers attain accreditation. All undertake Continuing Professional Development

**Q4****All****All****Q1****Q1  
&3****All**

<b>Success Criterion 3:</b> IFCAs use evidence based and appropriate measures to manage the sustainable exploitation of sea fisheries resources and deliver marine environmental protection within their districts		
<b>Definition:</b> The IFCAs were created as statutory inshore regulators by the Marine and Coastal Access Act 2009. They are relevant authorities for implementing international environmental commitments including the Birds, Habitats, Water and Marine Strategy Framework Directives and make an important contribution to securing a network of well managed marine protected areas, including European Marine Sites and Marine Conservation Zones. Fisheries Management Plans identify local management measures which should be based on evidence; be timely; subject to appropriate consultation and in step with national initiatives and priorities. An IFCA should balance the social and economic benefits of exploiting sea fisheries resources with the need to protect the environment. It should make a contribution to sustainable development.		
<b>Outcomes</b>	<b>Indicators</b>	
<ul style="list-style-type: none"> <li>The IFCA will identify issues likely to affect sustainable management of the marine environment in the IFC District; undertake risk assessment and gap analysis; review appropriateness of existing measures; evaluate management options and develop and implement proportionate marine management solutions</li> <li>The IFCA will support implementation of a well-managed network of marine protected areas by: developing a range of criteria-based management options; implementing management measures to ensure that inshore fisheries activities comply with the Marine and Coastal Access Act 2009 and the revised approach to managing commercial fisheries in European Marine Sites; and that local management contributes to delivery of targets for the Marine Strategy Framework Directive, Water Framework Directive and Marine Plans.</li> <li>The IFCA will develop Fisheries Management Plans for priority species where appropriate. Shared objectives will be developed with identified partners; actions identified and best practice reflected so that management makes a contribution to sustainable development.</li> </ul>	<ul style="list-style-type: none"> <li><b>SC3A:</b> The IFCA will record site-specific management considerations for Marine Protected Areas and report progress to the Authority</li> <li><b>SC3B:</b> The IFCA will publish data analysis and evidence supporting new management measures, on its website</li> <li><b>SC3C:</b> Management information (e.g. sampling and/or survey results) will be collected periodically after new management measures have been implemented, to demonstrate the extent of effectiveness of the intervention</li> <li><b>SC3D:</b> The IFCA will have developed a range of criteria-based management options that are explained to stakeholders through the IFCA website, and reviewed by 31 March each year</li> <li><b>SC3E:</b> New IFCA management measures selected for development and implementation are delivered within agreed timescales</li> <li><b>SC3F:</b> The IFCA will include shared agreed objectives and actions from Fisheries Management Plans in its own Annual Plan, which will be published by 31 March each year.</li> <li><b>SC3G:</b> Progress made in relevant Fisheries Management Plan areas, including Maximum Sustainable Yield commitments, will be noted in the IFCA's Annual Report.</li> </ul>	<p><b>All</b></p> <p><b>All</b></p> <p><b>All</b></p> <p><b>All</b></p> <p><b>Q3</b></p>

**Success Criterion 4:**

IFCAs have appropriate governance in place and staff are trained and professional

**Definition:**

IFCAs are statutory authorities and sit within the local government family. Authority members may be either general members or local councillors. They comply with Codes of Conduct and the Standing Orders that apply to meetings of local government committees. General members are appointed on merit, through open competition and for a term. They are subject to an annual performance appraisal.

An IFCA is funded by levy, charged to its member councils. Funding originates in local taxation. An IFCA is accountable for its use of public resources and should ensure that a proper auditing regime provides confidence in its commitment and spend of public money. It should make effective use of its resources, including staff and assets. An IFCA has a statutory obligation to prepare and publish Annual Plans and Annual Reports.

**Outcomes**

- The IFCA will demonstrate its long-term strategic approach to sustainable marine management by having appropriate plan-making, review, update and amendment procedures in place. The IFCA will record its performance against corporate outcomes and indicators as soon as practically possible following the end of the financial year.
- Staff performance management systems will be in place that link to the IFCA success criteria. There will be an induction procedure for new joiners. Staff training and development needs will be identified. Performance will be managed and, where necessary, improvement procedures will be followed.
- The IFCA Committee will be supported by an organised, efficient and effective secretariat. New members will receive an induction pack and briefing from the Authority. There will be a rolling twelve month schedule of quarterly Authority meetings. Notices of meetings and documentation will be made available in line with Standing Orders.
- IFCA Committee meetings will be held in public unless material is either confidential, or exempt within the meaning of the Local Government Act 1972

**Indicators**

- **SC4A:** The IFCA will publish a Plan on its website by 31 March, setting out the main objectives and priorities for the next financial year. A copy will be sent to the Secretary of State.
- **SC4B:** After the end of each financial year, the IFCA will publish a Report on its website describing its activities, performance and a summary of audited financial information in that year, by 30 November. A copy will be sent to the Secretary of State.
- **SC4C:** IFCA staff will have annual performance management plans in place. Annual appraisals for all staff will have been completed by 31 May each year.
- **SC4D:** An efficient secretariat of IFCA staff support IFCA Authority meetings which are held quarterly and are quorate. Meeting documentation will meet Standing Orders.
- **SC4E:** The IFCA will have demonstrated, in its Annual Report, how marine, land and water management mechanisms in the Inshore Fisheries & Conservation District have worked responsively and effectively together.

**Q1****Q3****Q1  
&3****All**

<p><b>Success Criterion 5:</b> IFCAs make the best use of evidence to deliver their objectives</p>		
<p><b>Definition:</b> IFCAs are statutory regulators for their Inshore Fisheries and Conservation District. Decision-making should be based on evidence. All IFCAs are supported by officers who pool their expertise and share best practice as a Technical Advisory Group (TAG). A programme of research activity and monitoring is planned, developed and updated in consultation with partners. The programme informs management decisions and supports justification for additional research and evidence gathering.</p>		
<p><b>Outcomes</b></p> <ul style="list-style-type: none"> <li>• A strategic research plan that contributes to greater understanding of the marine environment and delivery of cost-effective management of sea fisheries resources</li> <li>• Standard Operating Procedures describe how data is captured and shared with principal partners</li> <li>• A list of research databases held by the IFCA and the frequency of their review</li> <li>• Non-confidential meta-data collected through the IFCA research programme should be recorded in a database available to the marine research community</li> </ul>	<p><b>Indicators</b></p> <p><b>SC5A:</b> The IFCA will demonstrate progress that has made towards identifying its evidence needs by publishing a research plan each year</p> <p><b>SC5B:</b> The IFCA will publish a research report annually that demonstrates how evidence has supported decision making</p> <p><b>SC5C:</b> The IFCA's contribution to TAG and progress that has made towards a national evidence needs programme will be recorded in the IFCA's Annual Report</p>	<p><b>Q1</b></p> <p><b>Q1</b></p> <p><b>All</b></p>

## SWOT Analysis

The following SWOT analysis was initially developed by the IFCA. It outlines both the challenges and opportunities facing the D&SIFCA in delivering its annual plan. The analysis will be useful when reflecting on the success of the annual plan in the annual monitoring report.

STRENGTHS:	WEAKNESSES:
<ol style="list-style-type: none"> <li>1. Locally delivered fisheries &amp; environmental management</li> <li>2. Partnership working with Defra organisations</li> <li>3. IFCA committee oversight of the process</li> <li>4. Sub Committee delivery of key objectives</li> <li>5. Experienced &amp; Trained staff</li> <li>6. Flexible and adaptive approach to fisheries and conservation</li> <li>7. Ministerial Support</li> <li>8. Modernised powers</li> <li>9. Close working with NGO sector</li> <li>10. Strong Research Ability</li> <li>11. Organisational Intergrity</li> <li>12. Skills of the Authority members</li> <li>13. Delivering Projects on time</li> </ol>	<ol style="list-style-type: none"> <li>1. Resources being directed by national issues.</li> <li>2. Size of the area in relation to resources</li> <li>3. Lack of understanding of new duties amongst IFC Authority</li> <li>4. Managing a large and complex committee structure</li> <li>5. Small team under pressure to deliver large areas of work.</li> <li>6. Not in full control of district fishery legislation</li> <li>7. Full integration difficult to achieved</li> <li>8. Scope for potential overlap with other relevant authorities</li> <li>9. Lack of effective national voice</li> <li>10. Lack of budget to carry out work required.</li> </ol>
OPPORTUNITIES:	THREATS:
<ol style="list-style-type: none"> <li>1. Partnership working with Defra funded organisations</li> <li>2. MOU's and co-delivery</li> <li>3. Partnership with universities</li> <li>4. Community level engagement</li> <li>5. Delivering sustainable development</li> <li>6. Develop better marine protection</li> <li>7. Social, Economic and environmental gains</li> <li>8. Underpinning IFCA planning through sound, enhanced scientific information for the whole IFCA area</li> <li>9. Maximise opportunities to deliver statutory duties</li> <li>10. Develop improved inshore management through byelaw review.</li> <li>11. Make longterm improvements to the inshore environment.</li> <li>12. Develop the model of transistion to allow for new and innovative funding to be accessed to improve delivery by the organisation.</li> <li>13. Use of new innovative technology</li> </ol>	<ol style="list-style-type: none"> <li>1. Removal of New Burdens Funding</li> <li>2. Redrawing of the IFCA Boundaries in the Severn Area</li> <li>3. Lack of support from Severn authorities</li> <li>4. Limitations of funding available</li> <li>5. IFCA perceived as low priority by councils</li> <li>6. Failure to comply with legislation</li> <li>7. Failure to meet DEFRA new approach to EMS management</li> <li>8. Increased regulation as a result of new MCZ</li> <li>9. Failure of support from local people</li> <li>10. Tight timescales and DEFRA's expectations</li> <li>11. Unrealistic expectations from third parties</li> <li>12. Fear from fishermen may limit engagement</li> <li>13. Poor perception as a result of unpopular decisions</li> <li>14. Lack of understanding</li> </ol>

## Risk Assessment Matrix

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Degradation of Marine Protected Areas due to fishing activity	4	2	3	4	<ul style="list-style-type: none"> <li>• Effective enforcement</li> <li>• Undertake an adaptive co-management approach to fishing</li> <li>• Work closely with Management groups for MPAs</li> <li>• Undertake Strategic Environmental Assessment for district.</li> <li>• Introduction of proactive public education and outreach programme</li> <li>• Continue present data gathering</li> <li>• Undertake audit of environmental features likely to be affected by fishing activity</li> <li>• Use of new technology to monitor fishing activity within the district.</li> </ul>	2
	Loss of important habitat and species	Environmental welfare a statutory material consideration in IFCA management decision making process	<p>Fisheries responsible closed.</p> <p>Increased pressure from conservation groups to stop fishing activities</p> <p>Possible Judicial Review &amp; possible breach of UK statutory duties &amp; possible EU Infraction with financial liability for local taxpayers</p>	IFCA not meeting statutory duties under EU & UK conservation legislation.		Fishing activity can damage protected habitat and species.

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Enforcement activities conducted in an unprofessional and uncoordinated manner.	4	2	3	4	<ul style="list-style-type: none"> <li>• Regular staff meetings</li> <li>• Regular staff training</li> <li>• Staff appraisals</li> <li>• All IFCOs receive regular PACE training through a nationally accredited scheme.</li> <li>• All seconded officers receive regular training.</li> <li>• Code of Conduct for inspections at sea and ashore developed</li> <li>• Standard boarding forms developed</li> <li>• Standard legislation notes provided to all IFCOs</li> <li>• Legislation notes regularly updated</li> <li>• IFCO trained alongside MMO boarding officers</li> <li>• Adequate budget identified for training of IFCOs</li> <li>• Compliance &amp; Enforcement Strategy published on website</li> <li>• Joint working with other enforcement agencies</li> <li>•</li> </ul>	2
	<p>Inconsistent approach to fisheries enforcement.</p> <p>Enforcement problems and non compliance with legislation.</p> <p>Poor morale amongst IFCA staff.</p>	<p>Misinformation may be given by officers or information may be misinterpreted by fishermen.</p>	<p>Wrong interpretation of legislation may lead to loss of earnings of fishermen.</p> <p>Possible financial liability incurred for local taxpayers</p> <p>Uncoordinated enforcement may lead to over regulation by enforcement bodies.</p> <p>Failure of court cases with a loss of 'cost recovery'</p>	<p>Failure to carry enforcement efficiently and effectively reflects poorly on the IFCA</p>		<p>Considerable resources are directed towards officer training but frequent changes to legislation and human error can lead to mistakes being made.</p>

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Failure to maintain survey/ sampling programme.	4	2	4	4	<ul style="list-style-type: none"> <li>• Work plans developed for research staff</li> <li>• Research staff well qualified and experienced with local fisheries</li> <li>• Good communication with relevant organisations and local fisheries</li> <li>• Contingency plans developed</li> <li>• Work in partnership with relevant research groups</li> <li>• Partnership working with fishing industry and environmental partners</li> <li>• Use of seconded staff with additional expertise.</li> <li>• Use of outside agencies to undertake specialist work areas.</li> </ul>	2
	<p>Lack of accurate data leading to poor management of fisheries.</p> <p>Collapse of stocks.</p> <p>Decline in bio-diversity</p> <p>Loss of public amenity</p> <p>Degradation of the wider environment.</p>	<p>Well trained and qualified staff.</p> <p>Regular survey programme</p>	<p>Closure of a fishery due to over exploitation of stock.</p> <p>Fisheries not opened due to insufficient information available to gain consent through an Appropriate Assessment.</p> <p>Potential breach of UK statutory duty and EU infringement</p> <p>Possible Judicial Review with financial liability incurred by local taxpayers</p>	<p>High expectation that fisheries and environment are well managed by IFCA</p>		<p>Planned surveys lost due to poor weather or lack of survey vessel.</p> <p>Change of conditions for an Appropriate Assessment.</p>

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Failure to fully engage with stakeholders	4	3	4	4	<ul style="list-style-type: none"> <li>• Regular contact with nature conservation bodies</li> <li>• Establish effective dialogue with relevant stakeholders</li> <li>• Introduction of proactive public education and outreach programme</li> <li>• Regular contact and dialogue with fishing industry, both commercial and recreational.</li> <li>• Dissemination of all survey data and management proposals</li> <li>• Respond to all relevant consultations</li> <li>• Improved website design</li> <li>• Regular/structured liaison with other enforcement agencies</li> <li>• Develop communication strategy</li> <li>• Publish quarterly reports on IFCA website</li> <li>• Develop a database of stakeholders and regularly update</li> </ul>	3
	<p>Conflict between different stakeholders.</p> <p>Non compliance with fisheries and environmental legislation.</p>	Difficult to identify and consult with relevant stakeholders	<p>Stakeholder requirements are not considered in management of the IFCA district fisheries.</p> <p>Possible breach of UK statutory duties &amp; administrative law.</p> <p>Possible EU infringement.</p> <p>Possible financial liability for local taxpayers</p>	<p>Lack of trust in the IFCAs management processes.</p> <p>Misunderstanding of the IFCAs role</p>		Further improvement to contact with NGOs and other stakeholders needs to be targeted.

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Injury to staff due to unsafe working practices	4	2	4	3	<ul style="list-style-type: none"> <li>• Safety training register maintained</li> <li>• Adequate budget to cover all training requirements</li> <li>• Well trained staff</li> <li>• Risk assessments available and regularly reviewed</li> <li>• High quality PPE issued to all staff</li> <li>• Scheduled safety drills conducted on vessel</li> <li>• Lone Working Policy adhered to.</li> <li>• Conflict Resolution Policy developed</li> <li>• Boarding Policy developed</li> <li>• Indemnity insurance obtained &amp; maintained</li> </ul>	3
	Death or injury to staff	Well trained staff  Provision of high quality safety equipment  Well maintained IFCA assets	Injury claims, tribunals  HSE/MCA investigations  Possible criminal & civil proceedings with potential financial liability to local taxpayers	Poor morale of staff leading to problems with recruitment & retention  Increased surveillance by regulatory authorities of IFCA's procedures and practices, with attendant costs		Regularly working in hazardous environments  Difficult to mitigate for accidents  Difficult to mitigate for the actions of third parties

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Failure to maintain effective financial management and control	4	2	4	4	<ul style="list-style-type: none"> <li>• DCC audit of accounts</li> <li>• Finance sub-committee in place to review budgetary spend</li> <li>• Policy developed with regard to the Bribery Act 2010.</li> <li>• Restricted use of company credit card</li> <li>• D&amp;SIFCA Financial Regulations</li> <li>• Restricted authority to sign cheques</li> <li>• Annual Plan</li> <li>• Production of detailed accounts</li> <li>• Maintenance of contingency funds</li> <li>• Indemnity insurance obtained for marine peril</li> <li>• Budget monitoring report presented at IFCA ¼ meetings</li> <li>• Asset register kept up to date and audited.</li> </ul>	1
	<p>Fraudulent activity leading to misuse and/or misappropriation of funds</p> <p>Unforeseen expenditure, major mechanical failure or total loss of patrol vessel</p>	<p>Limited staff access to financial information and authority to spend money</p> <p>Vessel contingency funds maintained</p>	<p>Lack of financial resources to carry out statutory obligations</p>	<p>IFCA funded through local taxpayer money, expectation to provide best value for money service</p>		<p>Very limited potential for large scale fraud or corruption</p> <p>Small scale misuse of consumable items is still possible</p> <p>Patrol vessel operating in hazardous conditions</p>

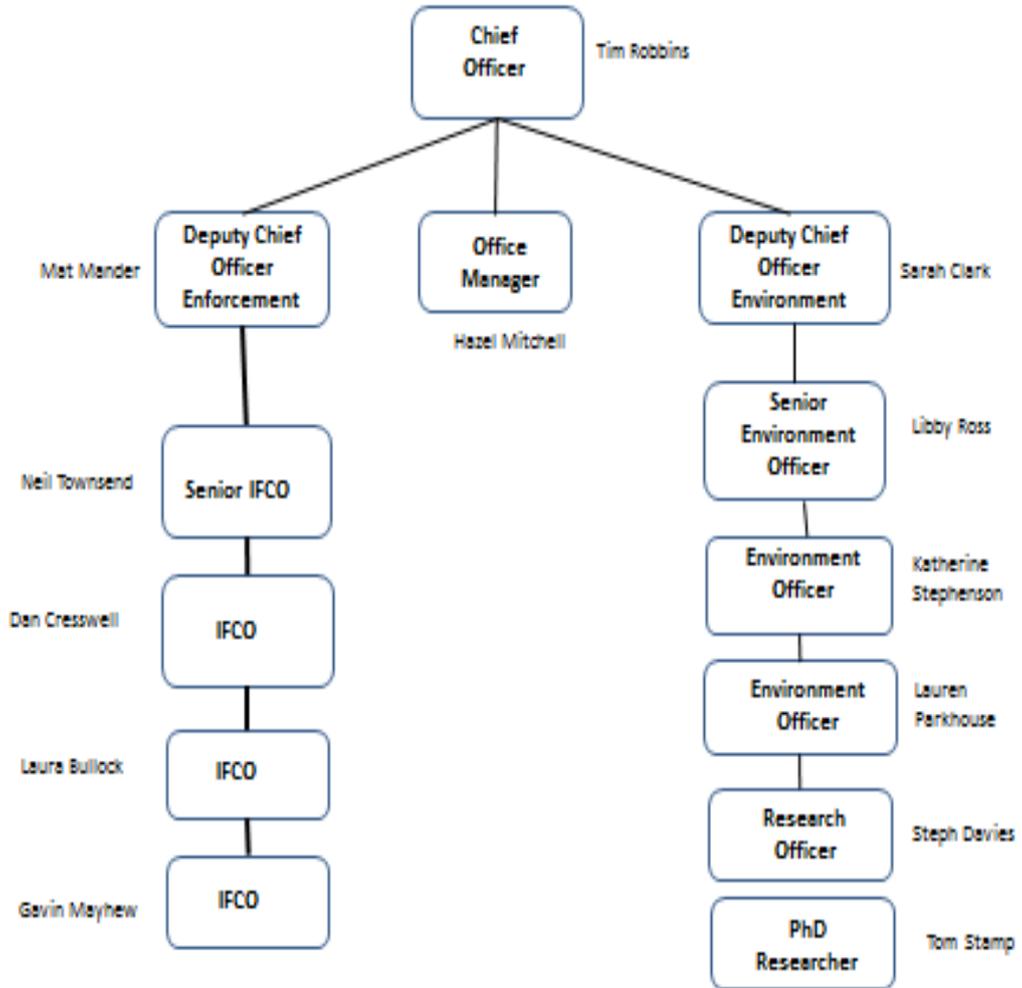
Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
<p>Fisheries in the district impacted by the activities of developers /industry</p> <p>Insufficient time to fully consider environmental impact assessments for offshore developments</p>	3	3	3	3	<ul style="list-style-type: none"> <li>• Consultations responded to</li> <li>• Liaison with consenting agencies</li> <li>• Developer meetings attended by IFCA representatives</li> <li>• Database created holding information on current historical fishing activities within the district</li> <li>• Development of a Strategic Environmental Policy</li> <li>• Development scrutinized by DEFRA, NE &amp; English Heritage</li> <li>• Consents required for developments</li> <li>• Development of baseline data sets</li> </ul>	3
	<p>Fisheries closed due to contamination.</p> <p>Significant fish / shellfish mortality</p> <p>Temporary or permanent loss of, or damage to, fish stocks, fishery habitats or fishing grounds</p> <p>Loss of public amenity</p> <p>Risk to public health</p>	<p>Lack of fishing activity data.</p> <p>Lack of baseline data</p> <p>Limited understanding of impacts of developments on the marine environment</p>	<p>Reduced catches and income from the fishery</p> <p>Displaced fishing activity</p> <p>Potential Judicial Review</p> <p>Breach of UK statutory duty and EU infringement</p> <p>Potential financial liability for local taxpayers</p>	<p>High expectation that the IFCA will represent the fishing and environmental interests, even when an activity may be occurring outside of the district</p>		<p>Increased wind farm development, dredging and number of MPAs</p> <p>High reliance on modelling to determine impacts of developments</p> <p>Lack of baseline data</p>

Description	Risk High 4 - 3 - 2 - 1 Low				Mitigation	Residual Risk
	Impact	Likelihood	Financial	Reputation		
Failure of vessel and vehicle assets	3	2	3	2	<ul style="list-style-type: none"> <li>Highly maintained vessel 7 vehicles</li> <li>Extensive annual refits</li> <li>Establish preventative maintenance programme</li> <li>Maintenance schedule for all vessels adhered to</li> <li>Annual Workboat Code survey</li> <li>Service contracts with main equipment suppliers</li> <li>Annual survey on all vessels</li> <li>All equipment serviced in line with manufacturers recommendations</li> </ul>	2
	Limits enforcement and research capabilities  Limited ability to undertake coastal visits	Patrol vessel is well maintained  All vehicles are well maintained	Hiring of a replacement vessel / vehicle  Significant mechanical failures are expensive and time consuming	Significant local taxpayer money invested in the service with a high expectation that the vessel provides value for money		Unforeseen events may lead to disruption of activities

		Impact			
		Low (1)	Medium (2)	High (3)	Very High (4)
Likelihood	Very High (4)				
	High (3)			1	1
	Medium (2)			1	5
	Low (1)				

- 1 - 2 Acceptable  
3 - 6 Additional effort should be considered  
8 - 12 Additional effort must be implemented

# Staff Structure April 2016



## Members of the Devon & Severn IFCA

Cllr Jonathan Hawkins	Devon CC
Cllr Eileen Wragg	Devon CC
Cllr Chris Clarence	Devon CC
Cllr Jim Knight	Devon CC
Cllr Stuart Hughes	Devon CC
Cllr Nick Bye	Torbay C
Cllr Nick Kelly	Plymouth CC
Cllr Terry Napper	Somerset CC
Cllr Peter Bryant	N. Somerset C
Cllr Daniella Radice	Bristol CC
Cllr Robert Griffin	S. Gloucestershire C
Cllr Stan Waddington	Gloucestershire CC
Mrs Natasha Barker Bradshaw	General Member
Mr John Butterwith	General Member
Mr Michael Cominetti	General Member
Mr Dave Cuthbert	General Member
Mr Stephen Gledhill	General Member
Ms Elaine Hayes	General Member
Mr James Marsden	General Member
Mr John May	General Member
Mr David Morgan	General Member
Mr David Murphy	General Member
Mr Simon Pollentine	General Member
Mr Jim Portus	General Member
Mr David Rowe	General Member
Mr Mike Williams	General Member
Mr Richard White	General Member
Mr Rachel Irish	MMO
Mr Simon Toms	EA
Mr Andrew Knights	NE

## Glossary

CO	Chief Officer
CIFCA	Cornwall Inshore Fisheries and Conservation Authority
DCO	Deputy Chief Officer
DEFRA	Department of Environment, Fisheries & Rural Affairs
EA	Environment Agency
EMS	European Marine Site
HLO	High Level Objective
IA	Impact Assessment
IFCA	Inshore Fisheries and Conservation Authority
IFCO	Inshore Fisheries and Conservation Officer
MCZ	Marine Conservation Zone
MMO	Marine Management Organisation
MoU	Memorandum of Understanding
MPA	Marine Protected Area
NE	Natural England
OM	Office Manager
PO	Principal Officer
SAC	Special Area of Conservation
SIFCA	Southern Inshore Fisheries and Conservation Authority
SoS	Secretary of State
SPA	Special Protection Area
WG	Welsh Government
Wrt	with relation to

## Definitions

This section gives a definition of general terms used in this document.

Severn Estuary – the area of tidal water above the M48 road bridge.

Bristol Channel – the area of the district below the M48 road bridge

Precautionary Principle – the D&SIFCA will follow the direction laid out by the UK Government - <http://www.hse.gov.uk/aboutus/meetings/committees/ilgra/pppa.htm>

Sustainability - Brundtland (1987): This is the most commonly quoted definition and it aims to be more comprehensive than most:

*Sustainable development is development that meets the needs of the present without compromising the needs of future generations to meet their own needs.*

It contains within it two key concepts:

*The concepts of needs, in particular the essential needs of the worlds poor, to which overriding priority should be given, and:*

*The idea of limitations imposed by the state of technology and social organization on the environments ability to meet present and future needs.*