



Ministry of  
**Fisheries**  
Te Tautiaki i nga tini a Tangaroa

## Draft National Fisheries Plan for Inshore Finfish

July 2011



New Zealand Government



## Foreword

New Zealand's inshore finfish resources are of great value to us all. They contribute to our cultural and social traditions, to our nation's economy and to our sense of overall well-being. Looking after these resources, in a way that ensures they are healthy, able to be enjoyed and provide benefits to New Zealanders for generations to come, is important work.

The Ministry of Fisheries has developed this draft National Fisheries Plan for Inshore Finfish Fisheries to guide this work. It sets out our management objectives for inshore finfish fishstocks and fisheries, and describes how performance against these objectives will be monitored and measured. Being clear about our objectives and monitoring performance ensures that management is accountable and is focused towards achieving the outcome we want.

The Plan has not been finalised. Fisheries planning in this way is new and New Zealand's inshore fisheries stakeholders are widespread and diverse. The Plan, and its supporting processes, will therefore be trialled for one to two years, after which feedback and input will be collected. This approach provides for not just the Plan itself, but also its supporting processes, to be tested, refined and improved.

I am confident the National Fisheries Plan for Inshore Finfish Fisheries will bring more certainty and more benefits to all who fish and enjoy our inshore finfish fisheries resources.

Gavin Lockwood  
Acting Deputy Director General  
Resource Management & Programmes  
**Ministry of Agriculture and Forestry/Ministry of Fisheries**

1 July 2011



DRAFT



## Ko Te Waiora

Ko te waiora	The tears of Ranginui
Na te Atua	Fall
Te waimāori	And fill the waterways
E rere ana	From the mountains
Mai te maunga ki te moana	To the sea
Na ko Marama	Marama
Pari mai te tai	Regulates
Whakamana nga	The flow of the tides
Uri o Tangaroa	Sustaining
Kei te ora tonu e	The children of Tangaroa
Ko te waitai	The breath of
	Papatuanuku
I piki ai ki runga rawa e	Rises
Ka whano mai	Returning
Ka whangaia	To feed
Te whenua	The land
Te Tautiaki	Te Tautiaki
I nga tini a Tangaroa	I nga tini a Tangaroa
Hei awhina	Will support
Hei whangaia	And replenish
Te moana	The sea
Hei awhina	Will support
Hei whangaia	And replenish
Te moana	The sea
Mo nga iwi	Together with the people
O te motu - HI! AUE HI!	Of this land – INDEED!



# Table of Contents

Foreword .....	i
Glossary of Terms .....	viii
Summary of the National Fisheries Plan for Inshore Finfish .....	1
<b>1. Introduction .....</b>	<b>5</b>
1.1 Scope.....	5
1.2 Approach.....	5
1.3 Legal Status .....	8
1.4 Structure .....	8
<b>2. Context – Situating the Plan .....</b>	<b>9</b>
2.1 Government’s Goal and Outcomes.....	9
2.2 Governance.....	12
2.3 Legislation and Policy.....	13
<b>3. Management Approach .....</b>	<b>17</b>
3.1 Management approach “components” .....	17
3.2 The Fishstock Groups .....	18
3.3 Group 1 Stock Objectives.....	22
3.4 Group 2 Stock Objectives.....	24
3.5 Group 3 Stock Objectives.....	25
3.6 Group 4 Stock Objectives.....	26
3.7 Group 5 Stock Objectives.....	27
3.8 Group 6 Stock Objectives.....	28
3.9 Group 7 (non-QMS) Stock Objectives .....	29
3.10 Environment Objectives for All Groups .....	30
3.11 Meeting Governance Conditions .....	31
<b>4. Implementing the Plan .....</b>	<b>33</b>
4.1 Annual Planning and Service Delivery Cycle .....	33
4.2 Engaging with Others.....	34
4.3 Tangata Whenua and Stakeholder “Forums” .....	36
<b>Appendix 1 - Profile of New Zealand’s inshore finfish sector .....</b>	<b>38</b>
<b>Appendix 2 - National Fisheries Planning – the wider context .....</b>	<b>47</b>

## Glossary of Terms

Annual Catch Entitlement (ACE)	Allocation of the <b>TACC</b> for a given fishing year. Initially distributed proportionally amongst <b>quota</b> owners, ACE can also be traded and transferred.
Associated or dependent species	Any non-harvested species taken or otherwise affected by the taking of any harvested species.
Aquatic environment	The natural and biological resources comprising any aquatic ecosystem, including aquatic life. These environments can include oceans, seas, coastal areas, inter-tidal areas, estuaries, rivers, lakes and other places.
Benthic	Relating to the seafloor.
Benthic impact	The amount of seafloor impacted by fishing methods.
Biological diversity	The variability among living organisms, including diversity within species, between species and of ecosystems.
Biomass	The size of a <b>stock</b> in units of weight.
$B_{MSY}$	The average <b>stock</b> biomass (or size) that results from taking an average catch of <b>maximum sustainable yield</b> under various types of harvest strategies.
Current Annual Yield (CAY)	A calculation made for a single fishing year that applies a fixed reference level of fish mortality to an estimate of the current fishable <b>biomass</b> . This may be used to inform the setting of a <b>TAC</b> within the current fishing year for <b>stocks</b> whose abundance is highly variable.
Ensuring sustainability	Maintaining the potential of <b>fisheries resources</b> to meet the reasonably foreseeable needs of future generations and avoiding, remedying or mitigating any adverse effects of fishing on the <b>aquatic environment</b> .
Fisheries Management Area (FMA)	New Zealand fisheries waters (the 200 nautical mile Exclusive Economic Zone, Territorial and internal waters) are divided into ten Fishery Management Areas. These FMAs also inform the boundaries of most <b>Quota Management Areas (QMAs)</b> .
Fisheries resources	Any one or more <b>stocks</b> or species of fish, aquatic life or seaweed.

Fishstock or Stock	Any fish, aquatic life or seaweed of one or more species that are treated as a unit for the purpose of fisheries management.
Habitat	Includes all aspects of the <b>aquatic environment</b> which fisheries resources depend on directly or indirectly in order to carry on their life processes.
Hard limit	A specified <b>biomass</b> (or proxy) reference level below which a fishery should be considered for closure.
Harvest strategy	Identifies target, soft and hard biomass reference points, and management actions associated with achieving the target and avoiding the limits.
Input controls	Controls on fishing effort, for example on how, when and where people can take fisheries resources.
Kaitiakitanga	The exercise of guardianship and, in relation to any <b>fisheries resources</b> , includes the ethic of stewardship based on the nature of the resources, as exercised by the appropriate tangata whenua in accordance with tikanga Māori.
Long-term viability	In relation to the biomass level of a <b>stock</b> or species, means there is a low risk of collapse of the stock or species and the stock or species has the potential to recover to a higher biomass level.
Management Procedure	Tool used to guide the setting of catch limits. Specifies what data will be used, and how it will be used, to determine a catch limit.
Management Service(s) (or Service(s))	Management services provided for the purposes of fisheries management, including changes to catch limits and rules, education, enforcement, monitoring and research.
Maximum Sustainable Yield (MSY)	In relation to any <b>stock</b> , means the greatest yield that can be achieved over time while maintaining the stock's productive capacity, having regard to the population dynamics of the stock and any environmental factors that influence the stock.
Maximum Constant Yield (MCY)	The greatest yield that can be produced over the long term by taking the same catch year-after-year, with little risk of <b>stock</b> collapse.
Output controls	Direct controls on the quantity of fish harvested.

Protected species	As defined in the Wildlife Act 1953 and the Marine Mammals Protection Act 1978, including all NZ seabirds, all marine mammals, some marine reptiles, black coral, some red corals, giant and black-spotted grouper, deepwater nurse, whale and white-pointer sharks, manta rays and spinetail devil rays.
Quota	Individual transferable quota is a property right used to proportionally allocate the <b>TACC</b> . Each <b>QMS stock</b> has 100,000,000 tradable quota shares that determine the allocation of <b>ACE</b> amongst quota owners.
Quota Management Area (QMA)	The spatial boundaries for each <b>QMS stock</b> . These boundaries are aligned with <b>FMA</b> s, either directly or as a part or combination of FMA boundaries.
Quota Management System (QMS)	System of fisheries management for the main harvest species in New Zealand which includes the requirement to set a <b>TAC</b> , make allowances for customary Māori interests, recreational interests and fishing-related mortality, and set a <b>TACC</b> .
Soft Limit	A specified <b>biomass</b> (or proxy) level that triggers a requirement for a formal, time constrained rebuilding plan.
Stock Status	A determination made about the current condition of the <b>stock</b> on the basis of stock assessment results.
Sustainability Measures	Any measure or action taken for the purpose of ensuring sustainability.
Target biomass	Generally a <b>biomass</b> (or proxy) level that management actions are designed to achieve with at least 50% probability.
Total Allowable Catch (TAC)	The total quantity of fishing-related mortality allowed for a <b>QMS stock</b> in a given fishing year.
Total Allowable Commercial Catch (TACC)	The total quantity of commercial catch allowed for a <b>QMS stock</b> in a given fishing year.
Utilisation	Conserving, using, enhancing and developing fisheries resources to enable people to provide for their social, economic and cultural wellbeing.





# Summary of the National Fisheries Plan for Inshore Finfish

## Fisheries 2030 Goal

New Zealanders maximising benefits from the use of fisheries within environmental limits.

## Fisheries 2030 Fisheries Outcomes

**Use Outcome:** Fisheries resources are used in a manner that provides greatest overall economic, social and cultural benefit.

**Environment Outcome:** The capacity and integrity of the aquatic environment, habitats and species are sustained at levels that provide for current and future use.

## Management Approach

The National Fisheries Plan for Inshore Finfish (the Plan) uses objective-based management to drive the delivery of Ministry of Fisheries’ services for inshore finfish fisheries and help meet the Government’s goal and outcomes for the fisheries sector.

Due to the large number of stocks in the Plan, inshore finfish stocks have been grouped into seven ‘groups’ to facilitate multi-stock objective-setting to translate the *Fisheries 2030* goal and outcomes. The following tables describe the management approach used for each group in the areas of USE and ENVIRONMENT (Stock Sustainability). These two areas are closely entwined; without sustainable stock management, long-term benefits will not be maintained. The management approach for ENVIRONMENT (Effects of Fishing and some aspects of Stock Sustainability) is generic across all groups and listed at the end of this section.

		Group 1	
USE	ENVIRONMENT (Stock sustainability)	<p><b>Stocks:</b> Blue cod (BCO 5), Kahawai (KAH 1), Snapper (SNA1, 8), Tarakihi (TAR 1), Trevally (TRE 1, 7)</p>	<p><b>Management approach:</b> Stocks in this group are valuable to the inshore commercial sector, taonga to many iwi and prized by amateur fishers. Therefore, they tend to already be fully utilised. Given the high desirability and the relatively high biological vulnerability of stocks in this group, the management approach for this group is to monitor and manage these stocks closely to ensure full utilisation can continue in a sustainable way. Opportunities to enable even greater benefits to be derived from stocks in this group will continue to be explored, including removing any unnecessary barriers to access and economic profitability and supporting sustainable value-add initiatives by stakeholders and tangata whenua.</p>

Group 2		
USE	ENVIRONMENT (Stock Sustainability)	<p><b>Stocks:</b> Flatfish (FLA 3), Red cod (RCO 3)</p>
		<p><b>Management approach:</b> Stocks in this group are popular targets of customary, recreational and commercial fishers. Biologically, these stocks have a highly variable abundance. The management approach for this group enables responsiveness to changing abundance levels and ensures ongoing sustainability and increased benefits when abundance is high.</p>

Group 3		
USE	ENVIRONMENT (Stock Sustainability)	<p><b>Stocks:</b> Blue cod (BCO 3, 4, 7, 8), Blue moki (MOK 1), Bluenose (BNS 1, 2, 3, 7, 8), Elephant fish (ELE 3), Gemfish (SKI 1, 2), Hapuku/Bass (HPB 1, 2, 3, 7), Kahawai (KAH 2, 3), Kingfish (KIN 1, 8), Ling (LIN 1), Snapper (SNA 2, 7), Tarakihi (TAR 2, 7)</p>
		<p><b>Management approach:</b> Stocks in this group are important to all sectors but less desirable than group 1 and 2 stocks. Biologically these stocks are relatively vulnerable. The management approach for this group is therefore cautious to ensure sustainability, while seeking opportunities to increase the benefits derived from these stocks.</p>

Group 4		
USE	ENVIRONMENT (Stock Sustainability)	<p><b>Stocks:</b> Barracouta (BAR 1), Flatfish (FLA 1, 2, 7), Grey mullet (GMU 1), John dory (JDO 1), Red cod (RCO 7), Red gurnard (GUR 1, 2, 3, 7), Yellow-eyed mullet (YEM 3, 7)</p>
		<p><b>Management approach:</b> Stocks in this group are also important to all sectors but are less biologically vulnerable than those in group 3. The management approach for this group provides for this lower vulnerability by allowing a higher threshold to trigger a catch limit review. Opportunities to increase benefits derived from these stocks are provided.</p>

Group 5		
USE	ENVIRONMENT (Stock Sustainability)	<p><b>Stocks:</b> Rig (SPO 1, 2, 3, 7, 8), Rough skate (RSK 1, 3, 7, 8), School shark (SCH 1, 2, 3, 4, 5, 7, 8), Smooth skate (SSK 1, 3, 7, 8), Spiny dogfish (SPD 1, 3, 7, 8)</p>
		<p><b>Management approach:</b> Stocks in this group are important to all sectors (though some stocks less so) but are particularly biologically vulnerable to fishing pressure because they are long-lived with low fecundity. The management approach addresses this particular biological vulnerability balanced with the need to minimise management costs for less desirable stocks, by ensuring responsiveness to changes observed in stock size. Again opportunities for increased benefits are provided for.</p>

<b>Group 6</b>		
<b>USE</b>	<b>ENVIRONMENT (Stock Sustainability)</b>	<p><b>Stocks:</b>            Anchovy (ANC 1, 2, 3, 4, 7, 8), Blue cod (BCO 1, 2), Blue (English) mackerel (EMA 1, 2), Blue moki (MOK 3, 4, 5), Blue warehou (WAR 1, 2, 3, 7, 8), Butterfish (BUT 1, 2, 3, 4, 5, 6, 7), Elephant fish (ELE 1, 2, 5, 7), Frostfish (FRO 1, 2), Garfish (GAR 1, 2, 3, 4, 7, 8), Ghost shark, dark (GSH 1, 2, 3, 7, 8, 9), Grey mullet (GMU 2, 3, 7), Hapuku/Bass (HPB 4, 5, 8), Jack mackerel (JMA 1), John dory (JDO 2, 3, 7), Kahawai (KAH 4, 8), Kingfish (KIN 2, 3, 4, 7), Leatherjacket (LEA 1, 2, 3, 4), Ling (LIN 2), Parore (PAR 1, 2, 9), Pilchard (PIL 1, 2, 3, 4, 7, 8), Porae (POR 1, 2, 3), Red cod (RCO 1, 2), Red gurnard (GUR 8), Red snapper (RSN 1, 2), Ribaldo (RIB 1, 2, 9), Sea perch (SPE 1, 2, 8, 9), Snapper (SNA 3), Sprats (SPR 1, 3, 4, 7), Stargazer (STA 1, 2, 3, 4, 5, 7, 8), Tarakihi (TAR 3, 4, 5, 8), Trevally (TRE 2, 3), Trumpeter (TRU 1, 2, 3, 4, 5, 6, 7, 8, 9), Yellow-eyed mullet (YEM 1, 2, 4, 5, 6, 8, 9)</p>
		<p><b>Management approach:</b>            Stocks in this group are sought after by some sectors but fishing pressure is relatively low. Biological vulnerability of stocks in this group is variable. The management approach for stocks in this group provides for development opportunities while minimising management costs and monitors catch to ensure sustainability of the stocks.</p>

<b>Group 7</b>		
<b>USE</b>	<b>ENVIRONMENT (Stock Sustainability)</b>	<p><b>Stocks:</b>            All other species/stocks, including, for example: conger eel, hiwihiwi or kelp fish, lamprey, rock cod and hagfish.</p>
		<p><b>Management approach:</b>            Stocks in this group are managed outside the QMS as desirability and utilisation is low. The management approach for this group is to monitor stocks annually and, where necessary, assess stocks against the QMS Introduction Process Standard. No action will be taken unless the non-QMS framework is not providing for utilisation or sustainability.</p>

<b>All Groups</b>	
<b>ENVIRONMENT (Effects of Fishing)</b>	<p>The management approach in the environmental area is the same for all groups and involves minimising adverse effects of fishing on the aquatic environment by improving information, adopting voluntary or regulatory management measures and incentivising compliance with those measures. It also involves identifying and managing habitats of particular significance for fisheries management. Some impacts on fisheries habitats occur as a result of activities other than fishing. Therefore, influencing others to better manage their impacts on habitats of particular significance for fisheries management is also part of the management approach.</p>

## Fisheries 2030 Governance Conditions

**Governance Condition:** Sound governance arrangements that are well specified, transparent and which support cost-effective and accountable decision-making.

### Meeting the Governance Conditions

The Plan does not explicitly set management objectives for governance conditions. Rather, the Plan and the supporting processes have been designed to achieve these conditions.

The governance tactics set out in the Plan seek to:

<b>GOVERNANCE</b>	<ul style="list-style-type: none"><li>&gt; deliver on the Treaty partnership by providing avenues for input into how inshore finfish fisheries will be managed.</li><li>&gt; provide clear information on how we plan to manage inshore finfish fisheries, how they are performing and how we will prioritise and invest in these fisheries to improve their performance to meet objectives</li><li>&gt; provide opportunities for tangata whenua and stakeholders to input into, and link their planning processes to, Ministry processes, and</li><li>&gt; demonstrate accountability through performance monitoring and focusing management activity towards rectifying gaps in performance where they arise and in a timely manner.</li></ul>
-------------------	---

# 1. Introduction

The National Fisheries Plan for Inshore Finfish Fisheries (the Plan) establishes objectives to guide the management of New Zealand’s inshore finfish fisheries. Management in this context includes managing inshore finfish stocks and managing environmental effects of fishing for these stocks.

When combined with its supporting processes, the Plan provides a transparent way of identifying and delivering management services to inshore finfish fisheries, where “management services” are the activities undertaken to achieve objectives.

The Plan is the first plan developed for all inshore finfish fisheries. This version of the Plan is a “baseline” and “draft” plan, in that it mostly represents current management of inshore finfish fisheries. It will be tested, updated and improved over its first one to two years of operation using input from tangata whenua and stakeholders.

The Plan is one of five plans covering all of New Zealand’s wild fisheries (refer diagram in Appendix 2). The other plans are the National Fisheries Plans for Freshwater, Inshore Shellfish, Highly Migratory Species and Deepwater and Middle-depths.<sup>1</sup> A separate strategy and plan setting objectives for farmed fisheries (aquaculture) is under development.

## 1.1 Scope

The Plan covers all inshore finfish species managed within New Zealand’s Quota Management System (QMS) and those outside this system that are managed under the Fisheries Act 1996 (the Fisheries Act).

‘Inshore finfish species’ means species of finfish of the classes Agnatha (hagfish and lampreys), Chondrichthyes (cartilaginous fishes – sharks, skates, and rays and chimaeras) and Osteichthyes (bony fishes) found within the inshore area of New Zealand’s fisheries waters. Although not formally defined, the inshore area is taken to mean the area within a landward boundary of mean high water springs<sup>2</sup> and a seaward boundary of either the 12 nautical mile outer limit of the territorial seas or the 200m water depth contour.<sup>3</sup>

## 1.2 Approach

The Plan uses objective-based management to drive delivery of Ministry services for inshore finfish fisheries so that the Plan’s objectives and the Government’s goals can be met (refer Figure 1).

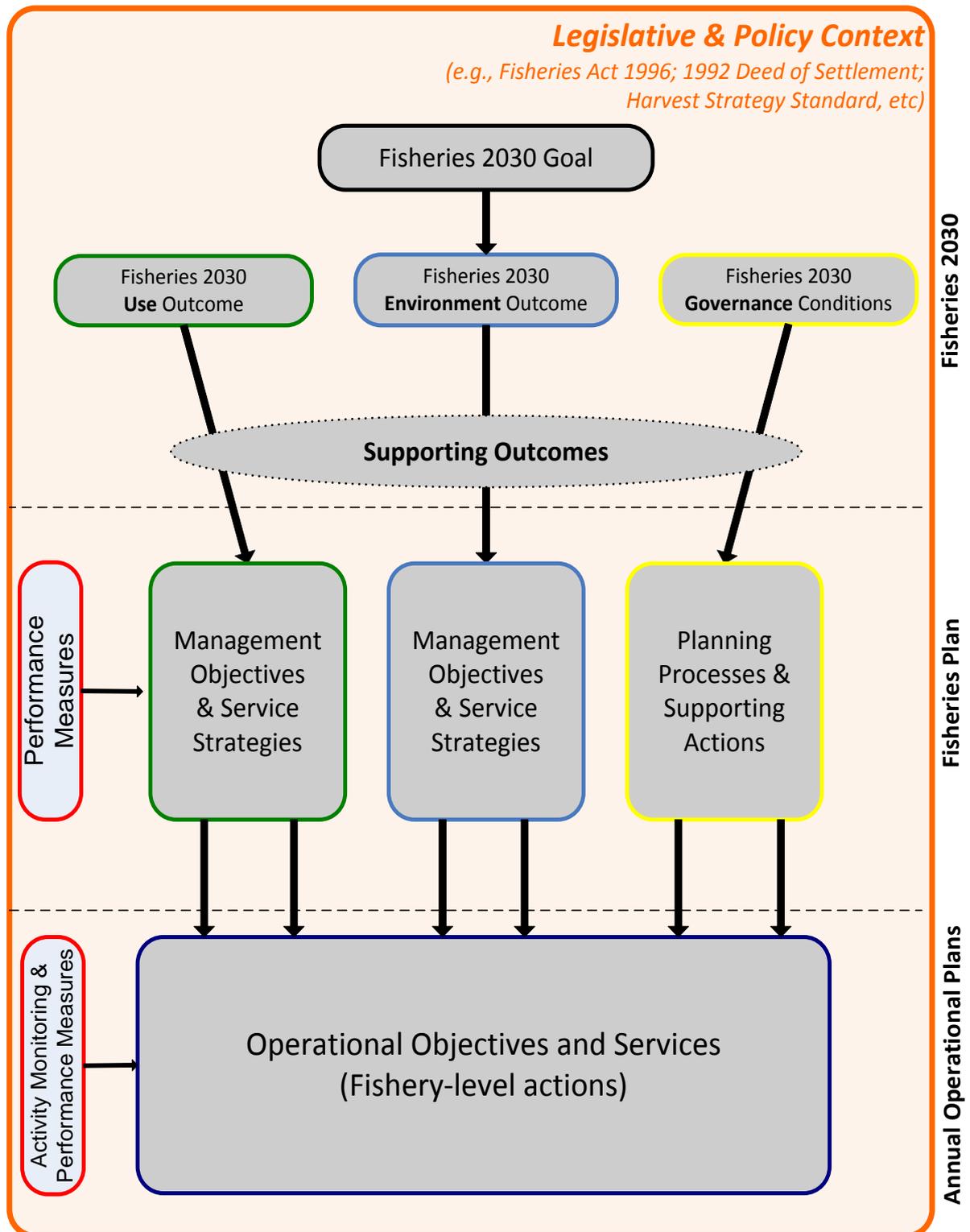
---

<sup>1</sup> Other national fisheries plans can be found on the Ministry of Fisheries website: [www.fish.govt.nz](http://www.fish.govt.nz).

<sup>2</sup> The Mean High Water Spring (MHWS) is the average of the levels of each pair of successive high waters during that period of about 24 hours in each semi lunation (approximately every 14 days) when the range of tides is greatest.

<sup>3</sup> Many inshore finfish stocks within the Kermadec area (FMA 10) are not included in this Plan because fishing for them is excluded by the marine reserves surrounding the Kermadec Islands. Finfish species that are primarily found in the deeper waters of New Zealand’s for example, orange roughy and hoki, are addressed in the National Deepwater and Middle-depths Fisheries Plan. Migratory finfish species, for example swordfish and albacore tuna, are addressed in the National Fisheries Plan for Highly Migratory Species.

Figure 1: National Fisheries Plan for Inshore Finfish Fisheries – Approach



The approach used to develop the Plan ensures its objectives:

- > link to, and directly assist achievement of, the Government’s goal and outcomes for the fisheries sector, which are set out in *Fisheries 2030*<sup>4</sup>
- > support the Minister of Fisheries and Aquaculture (the Minister) to meet all relevant statutory obligations
- > enable performance to be comprehensively monitored and reported, and
- > provide for integrated management by engaging tangata whenua and stakeholders in the Ministry’s planning processes, and by creating opportunities to link to the planning processes operated by tangata whenua, stakeholders and other agencies.

The Plan supports identification of service needs, and design and delivery of Ministry (and potentially other sector) services, which are captured in operational plans. To ensure the Plan’s objectives are met, an annual planning cycle<sup>5</sup> provides for adaptation. Performance against objectives is checked and reported each year via an Annual Review Report, and adjustments to management services needed to address poor performance are captured and delivered via an Annual Operational Plan. Figure 2 illustrates the overall process with the outer circle representing the National Fisheries Plan development process and the inner circle representing the annual planning cycle.

**Figure 2: Fisheries Plan – Adaptive Approach**



<sup>4</sup> *Fisheries 2030* can be found on the Ministry of Fisheries website: [www.fish.govt.nz](http://www.fish.govt.nz).

<sup>5</sup> The annual planning cycle is described in more detail in Chapter 4.

The Plan does not set stock-specific objectives for each finfish stock. Rather, it establishes objectives for *groups of* finfish stocks. Grouping stocks supports efficient administration of the large number of stocks covered by the Plan. Grouping stocks also supports cost-effective management by ensuring the objectives set, and the services delivered, are at a level that appropriately reflect the characteristics of the stock and its related fisheries.

Some, but not all, of the objectives in the Plan do require performance indicators to be set for individual stocks, however. Where established, these stock-specific performance indicators are captured in Annual Review Reports. Where there are no stock-specific performance indicators, services to establish these are captured in Annual Operating Plans as resources allow.

Some individual inshore finfish species, stocks or fisheries may warrant development of targeted fisheries plans. Species-, stock-, or fishery-specific fisheries plans, when developed, will be included in the Plan as chapters.

### 1.3 Legal Status

Section 11A of the Fisheries Act provides for formal approval of plans such as the National Inshore Finfish Fisheries Plan. Where plans have been approved under s11A, the Minister must take the plans into account when making sustainability decisions.

The approval of plans under s11A does not diminish any legal requirements. If there are, or appear to be, conflicts between an approved plan and obligations set out in legislation, the statutory obligations unequivocally take priority. For example, nothing contained in a plan changes the Crown's obligations to Māori or the Fisheries Act requirement to consult with interested parties when making sustainability decisions.

This version of the Plan has not been approved under s11A of the Fisheries Act. Approval will be sought in the future after the Plan is further advanced with tangata whenua and stakeholder input.

### 1.4 Structure

The Plan is set out in the following sections:

- Chapter 2: **Context – Situating the Plan**  
Describes the strategic, legislative and policy context within which the Plan operates.
- Chapter 3: **Management Approach & Governance Tactics**  
Sets out the management objectives for the stocks covered in the Plan. Performance indicators, key default service strategies and governance tactics are also specified.
- Chapter 4: **Implementing the Plan**  
Describes the planning and service delivery processes the Plan drives, and sets out how the Ministry of Fisheries (the Ministry) will engage with tangata whenua and stakeholders.
- Appendix 1: **Profile of New Zealand's Inshore Finfish Fisheries.**
- Appendix 2: **Fisheries Planning for Wild New Zealand Fisheries.**

## 2. Context – Situating the Plan

In developing the Plan, the Ministry has been cognisant of the Government’s goal and outcomes for the fisheries sector, statutory obligations, and the desirability of working collaboratively with others in the fisheries and natural resource management sectors to secure a healthy aquatic environment and inshore finfish fisheries that benefit all New Zealanders.

### 2.1 Government’s Goal and Outcomes

The Government’s goal and outcomes for the fisheries sector are set out in *Fisheries 2030*. By specifying goals for the sector, *Fisheries 2030* provides increased certainty to interested parties about the Government’s strategic focus as it relates to fisheries resources.

*Fisheries 2030* sets a long-term goal of:

***New Zealanders maximising benefits from the use of fisheries within environmental limits.***

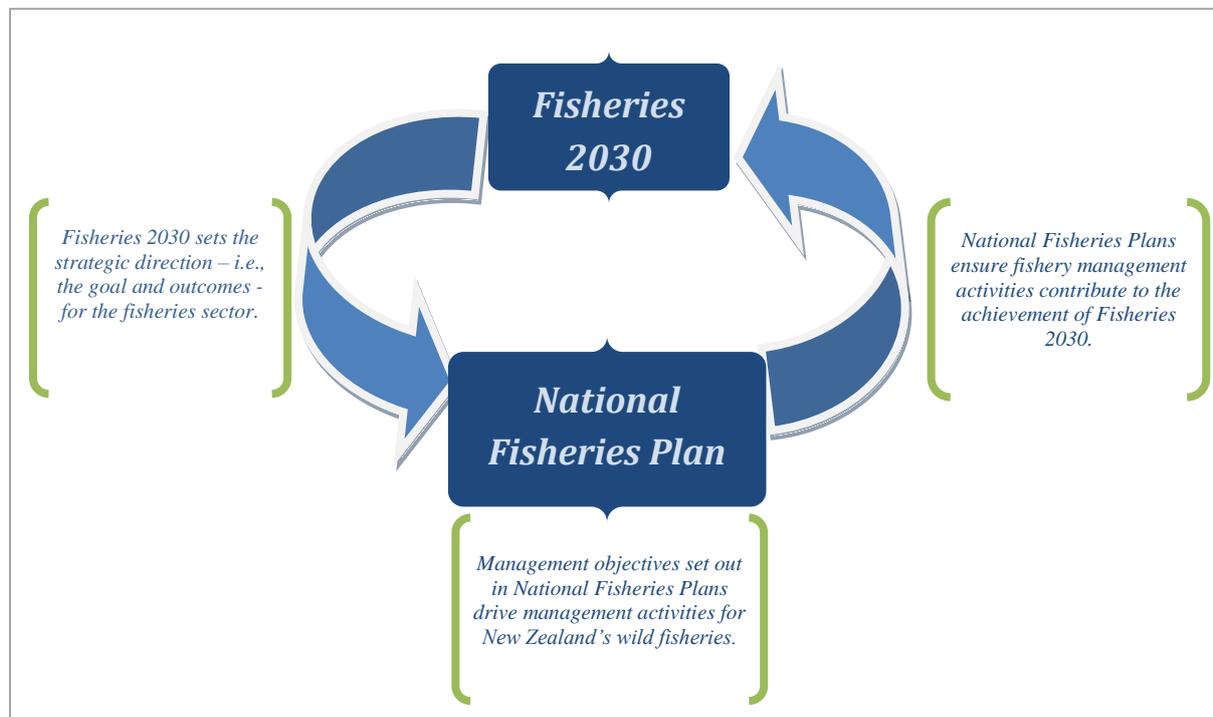
This goal encapsulates the ideal or aspirational state for New Zealand’s fisheries. Two high-level outcomes, with an associated set of supporting outcomes, describe the goal in more detail. They are:

USE OUTCOME		Fisheries resources are used in a manner that provides greatest overall economic, social and cultural benefit, including:
Supporting Use Outcomes	1	An internationally competitive and profitable seafood industry that makes a significant contribution to our economy.
	2	High-quality amateur fisheries that contribute to the social, cultural and economic well-being of all New Zealanders.
	3	Thriving customary fisheries, managed in accordance with kaitiakitanga, supporting the cultural well-being of iwi and hapū.
	4	Healthy fisheries resources in their aquatic environment that reflect and provide for intrinsic and amenity value.

ENVIRONMENT OUTCOME		The capacity and integrity of the aquatic environment, habitats and species are sustained at levels that provide for current and future use, including:
Supporting Environment Outcomes	5	Biodiversity and the function of ecological systems, including trophic linkages, are conserved.
	6	Habitats of special significance to fisheries are protected.
	7	Adverse effects on protected species are reduced or avoided.
	8	Impacts, including cumulative impacts, of activities on land, air or water on aquatic ecosystems are addressed.

The *Fisheries 2030* goal, use and environment outcomes, and supporting outcomes are deliberately high level and are not intended to be used to determine management services for individual stocks directly. Rather, *Fisheries 2030* sets the broad framework that forms the basis for, and drives management of, New Zealand’s fisheries and aquaculture. Objectives-based management through fisheries plans is one way in which *Fisheries 2030* will be achieved (refer Figure 3).

**Figure 3: Connection between *Fisheries 2030* and Fisheries Plans**



In addition to the Use and Environment outcomes, *Fisheries 2030* sets out governance conditions that are required to ensure the *Fisheries 2030* goal is achieved. Governance involves both the nature of organisations with an interest in fisheries and the nature of the relationship between those organisations. This aspect of *Fisheries 2030* is discussed more in *Working with Others* (section 2.2).

*Fisheries 2030* sets out strategic objectives and actions. These objectives and actions do not determine services for individual stocks directly. However, many of the objectives and service strategies set out in the Plan directly reflect *Fisheries 2030* strategic objectives – for example, ensuring cost-effective management and services, ensuring the sustainability of stocks and managing the impacts of fishing and aquaculture.

*Fisheries 2030* also recognises that it will take the whole sector, as well as the whole of Government, to deliver on the goal. The Ministry has captured its role in delivering on the *Fisheries 2030* Use and Environment outcomes in the following Ministry outcomes:

- > New Zealand is able to optimise the social, cultural and economic benefits from fisheries and aquaculture.
- > Fishing is managed to support the health of the aquatic environment.

These outcomes reflect the scope of the Ministry's role and accountabilities. Although currently focused within the scope of the Ministry's role, the Plan links its objectives directly to *Fisheries 2030* rather than Ministry outcomes. Linking to *Fisheries 2030* provides explicit opportunities for others in the fisheries and natural resource sectors to discuss and link in their management activities when fisheries planning processes are undertaken. This supports achievement of *Fisheries 2030* and is likely to increase management efficiency by reducing or avoiding duplication of management activity and providing for complementary services to be aligned.

### **How *Fisheries 2030* Outcomes Drive Management of Inshore Finfish Fisheries**

The *Fisheries 2030* goal and outcomes acknowledge that New Zealanders benefit from the various uses of fisheries resources in different ways and recognise that we are constrained by the environmental impact fishing activities have on fishstocks and the aquatic environment.

#### ***Use***

Achieving the Use Outcome means managing stocks and the aquatic environment in a manner that enables people to provide for their various use benefits, including social, economic and cultural benefits, and ensures that intrinsic values are maintained.

Securing benefits from the use of inshore finfish fisheries is a key focus of the Plan objectives. The Plan objectives reflect the need to consider all benefits. Inshore finfish fisheries are shared fisheries and meeting the aspirations of all fishing sector interests to maximise overall benefit is not always simple. Information on benefits differs in quality and quantity across sectors and is rarely directly comparable. The information processes used to review performance against objectives utilise best available information.

Intrinsic benefits are captured by objectives linked to the Environment Outcome. This outcome recognises the need to secure long-term sustainability of fishstocks and a healthy aquatic environment.

#### ***Environment***

Achieving the Environment Outcome means managing stocks sustainably and protecting fish-stock habitat, including from the adverse impacts of fishing. Without managing stocks sustainably and protecting habitats there is no long-term opportunity to realise use benefits from stocks.

Managing stocks sustainably means ensuring they are harvested in a manner that maintains their potential to meet the reasonably foreseeable needs of future generations. The Plan sets objectives to ensure all inshore finfish stocks are monitored and harvested sustainably.

Protecting the environment in which stocks live means managing the impacts of fishing and non-fishing activities on biodiversity, associated or dependent species, and habitats of significance to fisheries management. When managing the environmental effects of fishing, it is important to look not only at the direct effects arising from fishing for a single fish-stock, but also at the cumulative effects that result from fishing across multiple stocks and areas. The objectives set out in the Plan reflect the need to consider environmental impacts broadly. The supporting annual planning and service delivery processes provide for consideration of how best to manage adverse effects,

including assessing risk and identifying fisheries across all of New Zealand’s fisheries waters that are contributing to the risk to allow targeting of management activity. The information processes used to review performance against objectives and to identify contributing fisheries are set out in policies and standards or, where no policy or standard exists, the best available information is used.

Non-fishing activities, such as land use activities, also affect the health of stocks and fish habitat. While the Ministry is not accountable for the management of non-fishing activities, working with other government agencies – for example, through the Natural Resource Sector Network – provides opportunities to contribute to processes that manage non-fishing impacts. These opportunities are captured by the objectives set out in the Plan.

## 2.2 Governance

To be effective, management of inshore finfish fisheries needs to be well informed and collaborative, with all those in the sector demonstrating stewardship – that is, supporting and contributing to management and being accountable for their actions.

### **Fisheries 2030 Governance Conditions**

The *Fisheries 2030* governance conditions are a statement about how fisheries sector participants will act to deliver on the high level goal and outcomes. They encompass both the nature of organisations and the nature of relationships between those organisations. The former acknowledges the wide range of institutions and participants involved in the delivery of *Fisheries 2030* outcomes, including government, Treaty partners, private companies, non-government organisations and other stakeholder groups. The nature of relationships between organisations refers to the particular forms of coordination. This recognises that governance involves relationships through networks and partnerships that result in complementary responses to fisheries management issues by the Ministry, our Treaty partners and stakeholders.

<b>GOVERNANCE CONDITIONS</b>		<b>Sound governance arrangements that are well specified, transparent and which support cost-effective and accountable decision-making.</b>
<b>Supporting Governance conditions</b>	9	The Treaty partnership is realised through the Crown and Māori clearly defining their respective rights and responsibilities in terms of governance and management of fisheries resources.
	10	The public have confidence and trust in the effectiveness and integrity of the fisheries and aquaculture management regimes.
	11	All stakeholders have rights and responsibilities related to the use and management of fisheries resources that are understood and for which people can be held individually and collectively accountable.
	12	We have an enabling framework that allows stakeholders to create optimal economic, social and cultural value from their rights and interests.
	13	We have an accountable, responsive, dynamic and transparent system of management.

The Ministry has captured its role in delivering on the *Fisheries 2030* Governance Condition in the following Ministry outcomes:

- > The Crown's fisheries and aquaculture obligations to Māori are delivered.
- > There is increasing trust and confidence in our management of fisheries and aquaculture.

### **How the Governance Conditions Affect Management of Inshore Finfish Fisheries**

How the Plan is finalised, operated and reviewed supports achievement of the *Fisheries 2030* governance conditions. The governance tactics seek to:

- > deliver on the Treaty partnership by providing avenues for input into how inshore finfish fisheries will be managed
- > provide clear information on how we plan to manage inshore finfish fisheries, how they are performing, and how we will prioritise and invest in these fisheries to improve their performance to meet objectives
- > provide opportunities for tangata whenua and stakeholders to input into, and link their planning processes to, Ministry processes, and
- > demonstrate accountability through performance monitoring and focusing management activity towards rectifying gaps in performance in a timely manner.

## **2.3 Legislation and Policy**

The fisheries management framework includes legislation, regulations, policies and standards. The fisheries planning process is an articulation of how finfish fisheries management will be undertaken within this framework.

The key pieces of legislation relating to inshore finfish fisheries are:

- > Fisheries Act 1996, and
- > Treaty of Waitangi (Fisheries Claims) Settlement Act 1992.

The Ministry also administers the Fisheries (Quota Operations Validation) Act 1997 and the Māori Fisheries Act 2004, but these generally have more of a supportive function and are not discussed here.

### **The Fisheries Act 1996**

The Fisheries Act states the law relating to fisheries resources and how those resources should be managed, and recognises New Zealand's international obligations relating to fishing. Parts 2 and 3 of the Fisheries Act are particularly relevant to the Plan as they provide the legal context to the Use and Environment objectives set out in the Plan. Part 2 sets out the broad purpose and principles of the Fisheries Act:

- > Purpose:
  - To provide for the utilisation of fisheries resources while ensuring sustainability.

- > Environmental Principles:
  - Associated or dependent species should be maintained above a level that ensures their long-term viability.
  - Biological diversity of the aquatic environment should be maintained.
  - Habitat of particular significance for fisheries management should be protected.
- > Information Principles:
  - Decisions should be based on the best available information.
  - Decision-makers should consider any uncertainty in the information available in any case.
  - Decision-makers should be cautious when information is uncertain, unreliable or inadequate.
  - The absence of, or any uncertainty in, any information should not be used as a reason for postponing or failing to take any measure to achieve the purpose of the Fisheries Act.

Part 3 of the Fisheries Act outlines the measures the Minister may take to ensure sustainability, including:

- > Setting total allowable catches (TACs) for quota management stocks in each quota management area as outlined in section 13.
- > Making of regulations, for example, relating to the size, sex or biological state of fish that can be taken, where or when fishing can occur, and the fishing methods that can be used.
- > Taking measures considered necessary to avoid, remedy, or mitigate any adverse effects of fishing on the relevant protected species.

Other parts of the Fisheries Act generally support, or relate to the application of, the QMS, except for Part 7, which provides for resolution of disputes between fishery users,<sup>6</sup> and Parts 9 and 9A, which provide for marine areas to be managed to recognise rangatiratanga or used for aquaculture.

The Plan is underpinned by, and operates in a way that is consistent with, the intent of the Fisheries Act. However, annual planning and service delivery processes may result in services that investigate changes to legislation to better allow the Plan’s objectives and the goals reflected in *Fisheries 2030* to be met.

### **Treaty of Waitangi (Fisheries Claims) Settlement Act 1992**

The Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 (the Settlement Act) gives effect to the settlement of claims relating to Māori fishing rights. It makes better provision for Māori non-commercial traditional and customary fishing rights and interests, and for Māori participation in the management and conservation of New Zealand’s fisheries. Obligations under the Settlement Act can be considered in two broad categories:

- > specific obligations relating to use (both commercial and non-commercial), and

---

<sup>6</sup> Specifically, Part 7 “...applies to disputes about the effects of fishing (excluding fish farming) on the fishing activities of any person who has a current interest provided for or authorised by or under...” the Fisheries Act. (s114(a) of the Fisheries Act).

- > more general obligations relating to the right of tangata whenua to participate in fisheries management decisions and have particular regard given to their kaitiakitanga.

Fisheries management decisions provide the mechanism for the exercise of the specific rights.

The specific and general obligations relating to capture fisheries<sup>7</sup> arising from the Settlement Act are reflected in the Fisheries Act, which provides for the commercial elements of the settlement (through 20% of quota as new species enter the QMS) and the non-commercial elements (through regulations providing for customary use). The more general obligation to provide for tangata whenua input and participation in the setting of sustainability measures and to have particular regard to kaitiakitanga<sup>8</sup> requires systems and processes to allow:

- > tangata whenua to express kaitiakitanga, particularly as it relates to fisheries management, and
- > tangata whenua expressions of kaitiakitanga to be given particular regard when making decisions on sustainability measures for the fisheries.

In 2010, the Ministry decided it would support tangata whenua to develop Iwi and Forum Fisheries Plans as a vehicle for them to express their kaitiakitanga aspirations and objectives relating to fisheries. The Plan uses the Iwi Forums, as well as the Iwi and Forum Fisheries Plans, as the key vehicles for providing Māori opportunities to engage in fisheries management processes and to acknowledge and give regard to tangata whenua kaitiakitanga aspirations and objectives when making decisions on sustainability measures for fisheries.

## International Obligations

Under international law, New Zealand has sovereignty over its territorial sea and internal waters where most finfish fisheries occur. International law also attributes sovereign rights (but not 'sovereignty') to coastal states over marine living resources within their Exclusive Economic Zones (EEZ). These include the right to manage, explore and exploit those resources, as well as obligations to ensure sustainability, promote optimum utilisation, and to determine our capacity to harvest the living resources of the EEZ and give other states access to any surplus. New Zealand has the capacity to fully exploit the inshore finfish fisheries covered by the Plan.

New Zealand also has a number of international obligations relating to the impacts of fishing activity that are relevant to the management of inshore finfish fisheries. These derive from:

- > Agreement for the Conservation of Albatrosses and Petrels (ACAP)
- > FAO International Plan of Action for Reducing the Incidental Catch of Seabirds in Longline Fisheries (IPOA – Seabirds)
- > FAO International Plan of Action for the Conservation and Management of Sharks (IPOA - Sharks),and
- > FAO International Plan of Action on Illegal, Unregulated and Unreported Fishing (IPOA – IUU).

<sup>7</sup> Meaning 'wild', as distinct from 'farmed' fisheries.

<sup>8</sup> This obligation is contained in s12(1)(b) of the Fisheries Act 1996. The Ministry considers that this obligation to "provide for the input and participation" is a more active duty than consultation, generally requiring earlier engagement with tangata whenua (at the option definition stage, rather than the evaluation of options).

The Plan is consistent with New Zealand's international obligations.

### **Policies and Standards**

The Ministry's policies and standards provide further direction on how the Ministry will apply relevant legal obligations. Existing examples of policies and standards relevant to the management of inshore finfish fisheries are the *Harvest Strategy Standard for New Zealand Fisheries* and the *QMS Introduction Process Standard*.<sup>9</sup>

These policies and standards are incorporated into the Plan objectives and/or into annual planning and service delivery processes. New policies and standards will be incorporated as they are developed.

---

<sup>9</sup> The *Harvest Strategy Standard for New Zealand Fisheries* and the *QMS Introduction Process Standard* can be found at [www.fish.govt.nz](http://www.fish.govt.nz).

## 3. Management Approach

The Plan contains:

- > management objectives that describe how *Fisheries 2030* will be met for inshore finfish stocks
- > performance indicators that help to identify when the management objectives are or are not being met and
- > the set of default service strategies that will guide management activity for inshore finfish stocks over the life of the Plan.

### 3.1 Management approach “components”

#### Management Objectives

As noted above, management objectives are recorded in the Plan and describe how the high level goal in *Fisheries 2030* will be achieved for a particular set of inshore finfish stocks (group). In line with *Fisheries 2030* outcomes, separate management objectives recognise different aims for use and environment, the latter comprising objectives relating to inshore finfish stock sustainability and management of the environmental effects of fishing.

The objectives in the Plan are not written using the language of relevant legal obligations, however, all relevant legal obligation are *assumed* in the objective. For example, the stock sustainability objective for stocks in Group 6 is stated as, “Catch is at a level that is sustainable.” The objective reflects that, for many of the stocks in this group, catch is the only information available to monitor and manage the stock. If the assumed Fisheries Act obligation was made explicit in the objective, it would read, “Catch is at a level that is sustainable and is not inconsistent with the objective of maintaining the stock at or above, or moving the stock towards a level at or above, the level that can produce the maximum sustainable yield” (s13(2A) of the Fisheries Act).

#### Performance Indicators

Performance indicators have been developed for each management objective to assist the Ministry in determining whether the management objective is being met. These performance indicators are more than a ‘pass/fail’ test. They provide a signal that there is a need to investigate further and to possibly take new action. For example, a fall in quota value for an inshore finfish stock is a prompt for the Ministry to investigate further whether this decline is within the Ministry’s control (for example a sustainability issue) or whether other unrelated factors are influencing the fall in quota value, such as unfavourable exchange rates.

Performance indicators may be direct (for example, a stock’s quota value as a measure of commercial value) or indirect (for example, customary permit fulfilment as a measure of the benefits of customary fishing) depending on the type of information available.

Where performance indicators are lacking or poor, services to establish measures will be captured in the Annual Operating Plan as resources allow.

### **Service Strategies**

In addition to management objectives and performance indicators, each group has a set of service strategies to signal the Ministry's preferred approach where an intervention or service is required. These describe, in general terms rather than in the operational terms that will be used in the Annual Operating Plan, the appropriate strategy for application or implementation of services, given the inshore finfish fishery characteristics and management imperatives for stocks in that group.

Service strategies do not comprehensively cover all services that will be applied to achieve management objectives. Rather, they provide high level direction for the key services that are driven by the Plan. It is implicit that generic services, such as those that support management of all stocks (for example, maintenance of the QMS) are required.

### **Summary**

Read together, the management objectives, performance indicators and service strategies provide the management approach for each group of inshore finfish stocks.

## **3.2 The Fishstock Groups**

Inshore fisheries comprise over 400 QMS stocks and over 5,000 non-QMS stocks. This makes it impractical to translate *Fisheries 2030* goals and outcomes into stock-specific management objectives for each individual inshore stock covered in the Plan. Instead, stocks have been grouped into 'groups' to facilitate multi-stock objective-setting and service delivery.

The grouping of fishstocks has been informed by initial application of a standardised categorisation methodology across all inshore fisheries.<sup>10</sup> The methodology categorises stocks according to their desirability to fishers (i.e., potential level of fishing pressure) and their biological vulnerability. Following this, Ministry managers and scientists assessed where stocks ended up and applied their judgement to move stocks that sat awkwardly in their category –for example, where desirability to one sector group was particularly high – to a group that better reflected their characteristics.<sup>11</sup>

The categorisation was done on a stock, rather than species, basis due to regional differences in desirability to fishers. For example, SNA3 is in a lower group than other snapper stocks as snapper is not as significant a component of inshore finfish fisheries in the southern part of New Zealand as it is in northern regions.

Consideration was then given to how and when management objectives and service strategies might differ across categories. Some categories were considered to require the same or very similar management objectives and service strategies and, therefore, able to be grouped together.

---

<sup>10</sup>The methodology is described in *Categorisation of Inshore Fishstocks* (MFish 2010).

<sup>11</sup> The steps that resulted in the final stock groups are documented in the Appendices of *Categorisation of Inshore Fishstocks* (MFish 2010).

Figure 4 sets out the resulting fishstock groups. The group hierarchy, as presented, is driven firstly by desirability, and secondly by biological vulnerability. This is because a stock’s biological vulnerability is an “exacerbator” of risk; it does not affect management of fisheries unless the stock is fished, whereas fishing affects management irrespective of the biological vulnerability of the stock.

**Figure 4: Groups for all Inshore Finfish Stocks**

QMS stocks	<b>Group 1</b>	
	Blue cod (BCO 5)	Tarakihi (TAR 1)
	Kahawai (KAH 1)	Trevally (TRE 1, 7)
	Snapper (SNA 1, 8)	
	<b>Group 2</b>	
	Flatfish (FLA 3)	Red cod (RCO 3)
	<b>Group 3</b>	
	Blue cod (BCO 3, 4, 7, 8)	Kahawai (KAH 2, 3)
	Blue moki (MOK 1)	Kingfish (KIN 1, 8)
	Bluenose (BNS 1, 2, 3, 7, 8)	Ling (LIN 1)
	Elephant fish (ELE 3)	Snapper (SNA 2, 7)
	Gemfish (SKI 1, 2)	Tarakihi (TAR 2, 7)
	Hapuku/Bass (HPB 1, 2, 3, 7)	
	<b>Group 4</b>	
	Barracouta (BAR 1)	Red cod (RCO 7)
	Flatfish (FLA 1, 2, 7)	Red gurnard (GUR 1, 2, 3, 7)
	Grey mullet (GMU 1)	Yellow-eyed mullet (YEM 3, 7)
	John dory (JDO 1)	
	<b>Group 5</b>	
	Rig (SPO 1, 2, 3, 7, 8)	School shark (SCH 1, 2, 3, 4, 5, 7, 8)
	Rough skate (RSK 1, 3, 7, 8)	Smooth skate (SSK 1, 3, 7, 8)
		Spiny dogfish (SPD 1, 3, 7, 8)
	<b>Group 6</b>	
	Anchovy (ANC 1, 2, 3, 4, 7, 8)	Ling (LIN 2)
Blue cod (BCO 1, 2)	Parore (PAR 1, 2, 9)	
Blue (English) mackerel (EMA 1, 2)	Pilchard (PIL 1, 2, 3, 4, 7, 8)	
Blue moki (MOK 3, 4, 5)	Porae (POR 1, 2, 3)	
Blue warehou (WAR 1, 2, 3, 7, 8)	Red cod (RCO 1, 2)	

<b>QMS stocks</b>	Butterfish (BUT 1, 2, 3, 4, 5, 6, 7)	Red gurnard (GUR 8)
	Elephant fish (ELE 1, 2, 5, 7)	Red snapper (RSN 1, 2)
	Frostfish (FRO 1, 2)	Ribaldo (RIB 1, 2, 9)
	Garfish (GAR 1, 2, 3, 4, 7, 8)	Sea perch (SPE 1, 2, 8, 9)
	Ghost shark, dark (GSH 1, 2, 3, 7, 8, 9)	Snapper (SNA 3)
	Grey mullet (GMU 2, 3, 7)	Sprats (SPR 1, 3, 4, 7)
	Hapuku/Bass (HPB 4, 5, 8)	Stargazer (STA 1, 2, 3, 4, 5, 7, 8)
	Jack mackerel (JMA 1)	Tarakihi (TAR 3, 4, 5, 8)
	John dory (JDO 2, 3, 7)	Trevally (TRE 2, 3)
	Kahawai (KAH 4, 8)	Trumpeter (TRU 1, 2, 3, 4, 5, 6, 7, 8, 9)
	Kingfish (KIN 2, 3, 4, 7)	Yellow-eyed mullet (YEM 1, 2, 4, 5, 6, 8, 9)
	Leatherjacket (LEA 1, 2, 3, 4)	
<b>Non-QMS stocks</b>	<b>Group 7</b>	
	All other species/stocks, including for example: conger eel, hiwihiwi or kelp fish, lamprey, rock cod and hagfish.	

Many inshore finfish fisheries are mixed species fisheries that comprise a number of stocks and these stocks may reside in different groups. Some finfish stocks are also taken in more than one fishery. Good management of individual stocks requires consideration of the relevant fishery or fisheries and this is reflected in the service strategies.

### Moving Stocks Across Groups

Stocks are not constrained to groups indefinitely and this approach does not preclude consideration of unique stock-, species- or fishery-specific management objectives and service strategies.

Development pathways are provided so that, where there is demonstrable benefit in doing so, stocks can move into a different group. Reasons for moving stocks across groups might include:

- > to support development or exploration of development opportunities in fisheries that currently have low levels of utilisation
- > to reduce the costs of managing a stock whose value is low or has decreased
- > to enable increased sustainable utilisation of a stock whose value has increased, and
- > to enable increased sustainable utilisation of a stock that is constraining harvest of a target species.

Development pathways make explicit the processes for, and consequences of, moving stocks across groups. For example, moving a stock to a new group to enable increased sustainable utilisation of

the stock may require a change to the research strategy to increase certainty in stock status or to support an adaptive or more responsive approach to TAC setting. Tangata whenua or stakeholders may choose to contract the research directly or request the Ministry to fund it through Ministry processes. If contracting directly, they will need to meet research standard requirements set out in the *Research and Science Information Standard for New Zealand Fisheries (MFish 2011)*.

In the case of moving a stock with low current levels of utilisation to a higher group, one potential development pathway is applying for a special permit to take fish from stocks with a nominal TAC in conjunction with a research programme that is likely to provide sufficient information to establish commercial catch limits in accordance with statutory requirements.

Before putting a stock on a development pathway and moving stocks into different groups, consideration will need to be given to the potential benefits and impacts across all sector interests. Also, where Ministry services are required to support development, timing of service delivery will depend on competing priorities (refer Section 4, *Implementing the Plan*).

Unique stock-, species- or fishery-specific objectives and service strategies can be achieved through development of a fisheries plan “chapter”. A fisheries plan chapter would describe fishery-, species- or stock- specific objectives and services, and the performance indicators used to assess progress towards those objectives. Stock-, species- or fishery-specific chapters would be developed only if there were a significant and demonstrable benefit to be derived from doing so.

Note that this is different to applying a unique or alternative approach or service to achieve the management objectives of a particular group. The services required to achieve the management objectives associated with a particular group are expected to vary between stocks in the group.

### 3.3 Group 1 Stock Objectives

Group 1 is comprised of iconic species that are sought after by all sectors. As a result, Group 1 stocks already tend to be fully utilised.

As these stocks provide a relatively high level of benefits, the management approach for Group 1 focuses on ensuring that each stock is healthy and can continue to provide benefits over the longer term. Opportunities to increase benefits from these stocks are likely to come from minimising illegal and incidental fishing mortality and supporting value-adding initiatives of tangata whenua and stakeholders (for example, environmental certification).

Group 1 stocks are relatively vulnerable to fishing pressure compared with other, equally sought after, stocks. To recognise this vulnerability and protect the benefits that we obtain from these stocks, management of Group 1 stocks is proactive and depends more directly on information about stock biomass and yield.

<b>USE:</b>	Maximise the overall social, economic and cultural benefit obtained from each stock.	
<b>ENVIRONMENT</b> (Stock Sustainability):	Maintain the biomass of each stock at or above $B_{MSY}$ (or an accepted proxy).	
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	<p>Trends in the following areas are stable or increasing:</p> <ul style="list-style-type: none"> <li>&gt; fulfilment of customary permits<sup>12</sup></li> <li>&gt; recreational participation rates</li> <li>&gt; real quota value<sup>13</sup></li> <li>&gt; overall benefits, where these can be determined cost effectively.</li> </ul> <p>Rolling 5-year average Cost Recovery Levies (CRL)/Annual Catch Entitlement (ACE) value is not increasing.</p>	<p>a) Reflect overall and relative sector benefits in how:</p> <ul style="list-style-type: none"> <li>&gt; harvest strategies are defined</li> <li>&gt; catch limits are adjusted and allocated.</li> </ul> <p>b) Establish stock-specific management procedures for a stock where this increases benefits.</p> <p>c) Where there is no management procedure, a stock will be considered for a review of the catch limits when stock assessment projections indicate there is greater than 50% probability that the stock will remain above the target biomass under current catch levels.</p> <p>d) Incentivise compliance with species and area reporting, and catch and size limits.</p> <p>e) Support and/or lead initiatives that reduce incidental fishing mortality in target fisheries.</p> <p>f) Investigate, and where beneficial implement, approaches that better reflect the operation of mixed species fisheries – e.g., TAC setting approaches that support sustainable utilisation of all species in a mixed species fishery.</p> <p>g) Remove regulations that unnecessarily restrict sector access to each fishery.</p> <p>h) Remove unnecessary administrative and regulatory barriers to the economic profitability of each commercial fishery.</p> <p>i) Support and/or foster value-adding initiatives of tangata whenua and stakeholders to increase overall benefits from a stock.</p> <p>j) Evaluate alternative management approaches to optimise the benefit/management cost ratio.</p> <p>k) Incentivise sector groups to develop co-ordinated, collaborative solutions to potential spatial and/or access conflicts.</p> <p>l) Investigate and, where beneficial, establish more direct/higher quality performance indicators.</p>

<sup>12</sup> Fulfilment of customary permits means the proportion of fish authorised that is actually taken.

<sup>13</sup> Real quota value is quota value adjusted to account for the effects of inflation.

**ENVIRONMENT (Stock Sustainability)**

Stock size is at or above an established target biomass with at least 50% probability.

- a) Establish stock or fishery-specific harvest strategies that are consistent with the *Harvest Strategy Standard for New Zealand Fisheries*.<sup>14</sup>
- b) Where there is no management procedure, a stock will be considered for a review of the catch limits when stock assessment projections indicate there is greater than 50% probability that the stock will decline and/or remain below the target biomass under current catch levels.
- c) Establish medium-term research programs to support harvest strategy and management procedure implementation.
- d) Improve the reliability of non-commercial catch estimates and mandatorily reported information used in stock assessments.

<sup>14</sup> The *Harvest Strategy Standard for NZ Fisheries* can be found at <http://fs.fish.govt.nz/Doc/16543/harveststrategyfinal.pdf>.ashx

### 3.4 Group 2 Stock Objectives

Group 2 stocks are popular targets of customary Māori, amateur and commercial fishers. Some are also caught as bycatch in key commercial fisheries.

The species that make up Group 2 stocks typically grow fast and have a short lifespan. This can lead to highly variable abundance. Accordingly, these stocks are listed on Schedule 2 of the Act as stocks whose abundance is highly variable.

Listing on Schedule 2 provides for the opportunity to increase utilisation during periods of higher abundance, enabling greater benefits to be obtained without risking stock sustainability. The management approach for Group 2 ensures there is flexibility to support realisation of these opportunities. This flexibility is balanced by setting baseline catch and size limits that ensure stability and stock sustainability over the longer term.

<b>USE:</b>	Maximise the overall social, economic and cultural benefits obtained from each stock by enabling annual yield to be maximised.	
<b>ENVIRONMENT</b> (Stock Sustainability):	Maintain relative stock abundance at or above an established minimum reference level.	
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	<p>Trends in the following areas are stable or increasing :</p> <ul style="list-style-type: none"> <li>&gt; fulfilment of customary permits</li> <li>&gt; recreational participation rates</li> <li>&gt; real quota value</li> <li>&gt; overall benefits, where these can be determined cost effectively.</li> </ul> <p>Rolling 5-year average CRL/ACE value is not increasing.</p>	<ul style="list-style-type: none"> <li>a) Adopt management approaches that enable annual yield to be maximised.</li> <li>b) Where there is no formal management procedure, a stock will be considered for review of the baseline catch limits if there is a greater than 50% probability that stock size is above the minimum reference level.</li> <li>c) Incentivise compliance with species and area reporting, and catch and size limits.</li> <li>d) Support and/or lead initiatives that reduce incidental fishing mortality in target fisheries.</li> <li>e) Investigate, and where beneficial implement, approaches that better reflect the operation of mixed species fisheries – e.g., TAC setting approaches that support sustainable utilisation of all species in the mixed fishery.</li> <li>f) Remove regulations that unnecessarily restrict sector access to each fishery.</li> <li>g) Remove unnecessary administrative and regulatory barriers to the economic profitability of each commercial fishery.</li> <li>h) Support and/or foster value-adding initiatives of tangata whenua and stakeholders to increase overall benefits from a stock.</li> <li>i) Incentivise sector groups to develop co-ordinated, collaborative solutions to potential spatial or access conflicts.</li> <li>j) Investigate, and where beneficial, establish more direct/higher quality performance indicators.</li> </ul>
<b>ENVIRONMENT (Stock Sustainability)</b>	Relative stock size is at or above an established minimum reference level with at least 50% probability.	<ul style="list-style-type: none"> <li>a) Establish stock- or fishery-specific harvest strategies that are consistent with the <i>Harvest Strategy Standard for New Zealand Fisheries</i>.</li> <li>b) Where there is no formal management procedure, a stock will be considered for review of the baseline catch limits if there is a greater than 50% probability that stock size is below the minimum reference level.</li> <li>c) Establish medium-term research programs to support harvest strategy and/or management procedure implementation.</li> <li>d) Secure accurate reporting of mandatory catch and effort data important for stock monitoring.</li> </ul>

### 3.5 Group 3 Stock Objectives

The stocks in Group 3 are sought after by all sectors and, like Group 1, include many iconic species. Although Group 3 stocks provide lower level of benefits than Group 1, they are also relatively vulnerable.

The management approach is relatively cautious to reflect the stocks' vulnerability but seeks to minimise management costs, because these stocks are currently less desirable relative to groups 1 and 2. The focus is therefore on strategies that can operate effectively with relatively less detailed information.

<b>USE:</b>		Secure social, economic and cultural benefits from each stock.
<b>ENVIRONMENT (Stock Sustainability):</b>		Maintain relative stock abundance at or above a target reference level.
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	<p>Trends in the following areas are stable or increasing:</p> <ul style="list-style-type: none"> <li>&gt; fulfilment of customary permits</li> <li>&gt; recreational participation rates</li> <li>&gt; real quota value.</li> </ul> <p>Rolling 5-year average CRL/ACE value is not increasing.</p>	<ul style="list-style-type: none"> <li>a) Investigate, trial, and adopt management procedure and management strategy evaluation approaches for medium-low knowledge stocks.</li> <li>b) Where there is no formal management procedure, a stock will be considered for review of the catch limits if there is a greater than 50% probability that relative abundance is above the target reference level.</li> <li>c) Incentivise compliance with specified catch and size limits.</li> <li>d) Support initiatives that reduce incidental fishing mortality in target fisheries.</li> <li>e) Investigate, and where beneficial implement, approaches that better reflect the operation of mixed species fisheries – e.g., TAC setting approaches that support sustainable utilisation of all species in a mixed species fishery.</li> <li>f) Remove regulations that unnecessarily restrict sector access to each fishery.</li> <li>g) Remove unnecessary administrative and regulatory barriers to the economic profitability of each commercial fishery.</li> <li>h) Provide for value-adding initiatives of tangata whenua and stakeholders that increase overall benefit of a stock.</li> <li>i) Investigate, and where beneficial, establish more direct/higher quality performance indicators.</li> </ul>
	<b>ENVIRONMENT (Stock Sustainability)</b>	<p>Stock size is at or above an established target reference level with at least 50% probability.</p>

### 3.6 Group 4 Stock Objectives

Group 4 finfish stocks also are sought after by all sectors and support important target fisheries for customary Māori, amateur, and commercial fishers. The management approach for Group 4 is very similar to Group 3 stocks; the key difference is in what would trigger a catch limit review. This recognises a less cautious approach is appropriate, reflecting the lower vulnerability of these stocks, compared to Group 3 stocks.

<b>USE:</b>		Secure social, economic and cultural benefits from each stock.
<b>ENVIRONMENT (Stock sustainability):</b>		Maintain relative stock abundance at or above a target reference level.
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	<p>Trends in the following areas are stable or increasing :</p> <ul style="list-style-type: none"> <li>&gt; fulfilment of customary permits</li> <li>&gt; recreational participation rates</li> <li>&gt; real quota value</li> <li>&gt; overall benefits, where these can be determined cost effectively</li> </ul> <p>Rolling 5-year average CRL/ACE value is not increasing.</p>	<ul style="list-style-type: none"> <li>a) Investigate, trial and adopt management procedure and management strategy evaluation approaches for medium-low knowledge stocks.</li> <li>b) Where there is no formal management procedure, a stock will be considered for review of catch limits if there is a greater than 50% probability that relative abundance is above the target reference level.</li> <li>c) Incentivise compliance with specified catch and size limits.</li> <li>d) Support initiatives that reduce incidental fishing mortality in target fisheries.</li> <li>e) Investigate, and where beneficial implement, approaches that better reflect the operation of mixed species fisheries – e.g., TAC setting approaches that support sustainable utilisation of all species in mixed species fishery.</li> <li>f) Remove regulations that unnecessarily restrict sector access to each fishery.</li> <li>g) Remove unnecessary administrative and regulatory barriers to the economic profitability of each commercial fishery.</li> <li>h) Provide for value-adding initiatives of tangata whenua and stakeholders that increase overall benefit of a stock.</li> <li>i) Investigate, and where beneficial, establish more direct/higher quality performance indicators.</li> </ul>
	<b>ENVIRONMENT (Stock Sustainability)</b>	<p>Stock size is at or above an established target reference level with at least 50% probability.</p>

### 3.7 Group 5 Stock Objectives

The elasmobranch stocks in Group 5 (certain sharks and skates) are relatively vulnerable to fishing pressure because they are long-lived with low fecundity. Group 5 stocks are targeted by commercial, amateur and customary Māori fishers, as well as being frequently caught as bycatch in key commercial fisheries.

The management approach to Group 5 addresses the particular biological vulnerability of these stocks while also securing each sector’s benefits. The approach involves minimising costs, and monitoring and responding to threats to these stocks, particularly where those also impact on stakeholders’ interests.

<b>USE:</b>		Secure social, economic and cultural benefits from each stock.
<b>ENVIRONMENT</b> (Stock Sustainability):		Maintain relative stock abundance at or above a target reference level.
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	<p>Trends in the following areas are stable or increasing :</p> <ul style="list-style-type: none"> <li>&gt; fulfilment of customary permits</li> <li>&gt; recreational participation rates</li> <li>&gt; real quota value</li> <li>&gt; overall benefits, where these can be determined cost effectively.</li> </ul> <p>Rolling 5-year average CRL/ACE value is not increasing.</p>	<ul style="list-style-type: none"> <li>a) Establish stock-specific management procedures for a stock if this increases benefits.</li> <li>b) Where there is no management procedure, a stock will be considered for review of catch limits when relative stock size increases above the accepted reference level for more than three consecutive observations.</li> <li>c) Incentivise compliance with specified catch limits.</li> <li>d) Support initiatives that reduce incidental fishing mortality in target fisheries.</li> <li>e) Remove regulations that unnecessarily restrict sector access to each fishery.</li> <li>f) Investigate, and where beneficial implement, approaches that better reflect the operation of mixed species fisheries – e.g., TAC setting approaches that support sustainable utilisation of all species in a mixed species fishery.</li> <li>g) Remove unnecessary administrative and regulatory barriers to the economic profitability of each commercial fishery.</li> <li>h) Provide for value-adding initiatives of tangata whenua and stakeholders that increase overall value of a stock.</li> <li>i) Investigate, and where beneficial, establish more direct/higher quality performance indicators.</li> </ul>
	<b>ENVIRONMENT (Stock Sustainability)</b>	Relative stock size is at or above an established target reference level with at least 50% probability.

### 3.8 Group 6 Stock Objectives

The value of stocks included under Group 6 varies across sector groups. For example, some are more important to non-commercial fishers than commercial fishers, and vice versa.

The management approach for Group 6 is to provide opportunities for stakeholders to develop the potential of these fisheries to achieve greater benefits, while minimising costs. As these stocks are subject to less fishing pressure than some other stocks, a less cautious approach is appropriate. However, the approach still provides for the long-term health of these fisheries.

<b>USE:</b>		Enable utilisation of each stock.
<b>ENVIRONMENT</b> (Stock Sustainability):		Ensure catch is at a level that is sustainable.
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	Rolling 5-year average CRL/ACE value is not increasing.	<ul style="list-style-type: none"> <li>a) Investigate, trial and, where beneficial, adopt management procedure and management strategy evaluation approaches for low knowledge stocks.</li> <li>b) Where there is no management procedure, a stock will be considered for review of catch limits if catch exceeds the TACC over three consecutive observations.</li> <li>c) Remove regulations that unnecessarily restrict sector access to each fishery.</li> <li>d) Provide opportunities for tangata whenua and stakeholders to develop fisheries.</li> <li>e) Minimise management costs.</li> </ul>
<b>ENVIRONMENT (Stock Sustainability)</b>	Catch is stable or fluctuates without trend.	<ul style="list-style-type: none"> <li>a) Where there is no management procedure, a stock will be considered for review of catch limits if catch declines over three consecutive observations.</li> <li>b) Secure accurate reporting of mandatory catch data important to stock/fishery management.</li> </ul>

### 3.9 Group 7 (non-QMS) Stock Objectives

A number of inshore finfish species are currently managed outside of the QMS (for example, rock cod and conger eel). For most species outside the QMS, the overall benefits obtained are low and there is little known target fishing for them.

These species are generally managed as open access fisheries, which the Ministry considers will enable utilisation in most cases. However, if the non-QMS framework is not adequately providing for utilisation whilst ensuring sustainability, the Ministry will take appropriate action.

The management approach minimises constraints so that opportunities for developing these fisheries can be realised, where appropriate and sustainable. It also minimises management costs.

<b>USE:</b>		Enable utilisation of each stock.
<b>ENVIRONMENT</b> (Stock Sustainability):		Ensure catch is at a level that is sustainable.
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>USE</b>	Management costs are stable or decreasing.	<ul style="list-style-type: none"> <li>a) Minimise constraints on sector access to fisheries.</li> <li>b) Minimise management costs.</li> </ul>
<b>ENVIRONMENT: (Stock Sustainability)</b>	<ul style="list-style-type: none"> <li>Catch is stable or fluctuates without trend.</li> <li>Catch does not exceed or fluctuate beyond the levels in the QMS Introduction Standard thresholds.</li> </ul>	<ul style="list-style-type: none"> <li>a) Apply the <i>QMS Introduction Process Standard</i>.</li> <li>b) Improve monitoring of non-QMS stocks if explicit risk or fisheries management need is identified.</li> </ul>

### 3.10 Environment Objectives for All Groups

In regard to the environment, protected species and biodiversity, there will be a similar management approach for all groups; to minimise the adverse impact of fishing activities. Where standards are available against which to measure performance (for example, the Benthic Impact Standard) these will likely be the same for all groups of inshore finfish stocks. Likewise, the management approach to protecting habitats of significance for fisheries management will be the same for all groups.

<b>ENVIRONMENT</b> (Stock)	Protect, maintain and enhance habitats of significance for fisheries management.	
<b>ENVIRONMENT</b> (Effects of Fishing):	Minimise adverse effects of fishing on the aquatic environment, including on biological diversity.	
	<b>Performance indicators</b>	<b>Service Strategies</b>
<b>ENVIRONMENT</b> (Stock Sustainability)	<ul style="list-style-type: none"> <li>a) Policy objectives for habitats of significance for fisheries management are met.</li> <li>b) Where there are no policy objectives, fishing effects on identified habitats of significance for fisheries management are not increasing.</li> <li>c) Relevant resource management policy and planning documents include objectives, policies and rules that protect habitats of significance for fisheries management.</li> </ul>	<ul style="list-style-type: none"> <li>a) Improve the quality of information available to assist identification and management of habitats of particular significance for fisheries management.</li> <li>b) Adopt management measures to protect habitats of significance for fisheries management where required or it increases benefit.</li> <li>c) Engage with relevant authorities to ensure impacts from non-fishing activities on habitats of significance for fisheries management are identified and managed.</li> </ul>
<b>ENVIRONMENT</b> (Effects of Fishing)	<ul style="list-style-type: none"> <li>a) Policy objectives for managing fishing effects on the aquatic environment and biodiversity are met.</li> <li>b) Where there are no policy objectives, interactions with the benthos and protected species are not increasing.</li> </ul>	<ul style="list-style-type: none"> <li>a) Improve the information and methodologies available to assist management of the environmental effects of fishing.</li> <li>b) Adopt management measures (regulatory and voluntary) to manage environmental effects of fishing where required.</li> <li>c) Incentivise compliance with management measures (regulatory and voluntary) specifically designed to avoid, reduce or minimise environmental effects from fishing.</li> <li>d) Investigate and, where beneficial, establish more direct/high quality performance indicators.</li> </ul>

### 3.11 Meeting Governance Conditions

The Plan does not explicitly set management objectives for governance conditions. Rather, the Plan and the supporting processes have been designed to achieve these conditions. By specifying management objectives, performance indicators and service strategies, the Plan supports clear accountability and transparency in decision-making. The Plan’s supporting processes also contribute to accountability and transparency and provide for meaningful engagement and effective communication.

The table below summarises the fisheries planning processes, actions and tasks that assist achievement of the governance conditions in *Fisheries 2030*.

Governance Condition	Governance Tactic
The Treaty partnership is realised through the Crown and Māori clearly defining their respective rights and responsibilities in terms of governance and management of fisheries resources.	<ul style="list-style-type: none"> <li>&gt; Iwi Forums are established in a manner that enables iwi to engage meaningfully in fisheries planning and decision-making.</li> <li>&gt; Iwi are supported to develop Iwi Fisheries Plans and Iwi Forum Fisheries Plans that link to Ministry Fisheries Plans easily.</li> <li>&gt; Iwi Forums are engaged in finfish fisheries planning processes (refer section 4).</li> <li>&gt; Iwi have opportunities to input and participate in sustainability measure decisions.</li> <li>&gt; Regard is given to kaitiakitanga, as set out in Iwi and Forum Fisheries Plans or otherwise, in advice to the Minister on sustainability measures.</li> </ul>
The public have confidence and trust in the effectiveness and integrity of the fisheries and aquaculture management regimes.	<ul style="list-style-type: none"> <li>&gt; The effectiveness of management actions is demonstrated through annual monitoring and reporting on performance (the Annual Review Report).</li> <li>&gt; Fisheries planning and decision-making processes are clearly specified and transparent.</li> <li>&gt; Tangata whenua and Stakeholder forums enable tangata whenua and stakeholders to engage meaningfully in fisheries decision-making.</li> <li>&gt; Tangata whenua and stakeholders have opportunities to contribute to sustainability measure decisions.</li> </ul>
All stakeholders have rights and responsibilities related to the use and management of fisheries resources that are understood and for which people can be held individually and collectively accountable.	<ul style="list-style-type: none"> <li>&gt; Tangata whenua and Stakeholder forums are established to support good sector governance.</li> <li>&gt; Fisheries planning and decision-making processes are clearly specified and transparent.</li> <li>&gt; Opportunities for tangata whenua and stakeholders to contribute to priority setting, service specification and service delivery are provided.</li> <li>&gt; Annual monitoring and reporting on performance supports identification of drivers of non-performance.</li> </ul>
We have an enabling framework that allows stakeholders to create optimal economic, social and cultural value from their rights and interests.	<ul style="list-style-type: none"> <li>&gt; Opportunities for tangata whenua and stakeholders to optimise benefits are provided through clear and transparent development pathways.</li> <li>&gt; Management objectives, performance indicators and service strategies provide greater certainty for stakeholders.</li> <li>&gt; Opportunities for tangata whenua and stakeholders to contribute to priority setting, service specification and service delivery are provided.</li> </ul>
We have an accountable, responsive, dynamic and transparent system of management.	<ul style="list-style-type: none"> <li>&gt; The effectiveness of management actions are demonstrated through annual monitoring and reporting on performance.</li> <li>&gt; The annual planning cycle provides for timely management intervention in response to change.</li> <li>&gt; Fisheries planning processes and decision-making are clearly specified and transparent.</li> <li>&gt; Engagement processes provide for the sharing of information about the state of fisheries.</li> </ul>

In addition to the processes, actions and tasks set out above, the following activities support achievement of governance conditions:

- > To support continuous improvement, structured feedback will be sought from tangata whenua and stakeholders annually on how effectively the plans and processes are operating and what adjustments could be made to improve their operation. Adjustments will be made to better meet governance conditions where cost-effective opportunities to do so are identified.
- > Overall performance against governance conditions will also be reported on through *Fisheries 2030* monitoring. Information from this process will also be used to identify continuous improvement opportunities.

## 4. Implementing the Plan

The Plan is implemented through an annual planning and service delivery cycle. The Plan drives the annual cycle by establishing the management objectives, performance indicators and service strategies that guide management activity over the life of the Plan.

### 4.1 Annual Planning and Service Delivery Cycle

The annual cycle is illustrated in Figure 4; it generates two key documents:

- > the Annual Review Report, and
- > the Annual Operational Plan.

These are “implementation” focused documents. The Annual Review Report enables gaps in performance to be identified and acted upon. The Annual Operational Plan sets out the services that will be provided to meet objectives, including the services needed to address gaps in performance. The specified services are then delivered by service providers.

**Figure 4: Annual Planning Cycle**



## Annual Review Report

The Annual Review Report is made up of two parts:

- > Part One records performance against the Plan objectives and any associated stock-specific performance indicators (for example, target stock sizes or reference points).
- > Part Two records performance in delivering the previous year's Annual Operational Plan.<sup>15</sup>

Together, Parts One and Two identify gaps in performance for further analysis. An analysis of performance, gaps in performance, and potential service options, in turn, enables new management actions and services, and necessary adjustments to existing services to be identified, for inclusion in the next Annual Operational Plan.

## Annual Operational Plan

The Annual Operational Plan sets out the stock, fishery, and cross-fishery management actions and services to be provided in the next financial year.

The services specified in the Annual Operational Plan are consistent with the high-level service strategies outlined in the Plan and are specified at a level that guides service delivery appropriately.

## Prioritisation

Due to the need to operate within available resources, a prioritisation of proposed Ministry services occurs across all five national fisheries plans (ie, the Inshore Shellfish, Inshore Finfish, Freshwater, Highly Migratory Species and Deepwater & Middle-depth fisheries plans) before the Annual Operational Plan for the National Fisheries Plan for Inshore Finfish is finalised each year. The process for prioritising uses specified decision criteria.<sup>16</sup>

## Service Delivery

Identified services are delivered by the Ministry and external service providers. For example, the Ministry Field Operations business group would deliver compliance and enforcement services identified, whereas a research service may be delivered by an independent research provider or stakeholder entity.

## 4.2 Engaging with Others

Tangata whenua and stakeholders have opportunities to contribute to, and link their planning processes into, the annual planning cycle.

Primary engagement occurs through formal structures (tangata whenua and stakeholder "forums") and focuses on:

- > In the national planning cycle: identification of management objectives, performance indicators and service strategies for stock groupings. (These first national inshore plans are

---

<sup>15</sup> The first Annual Review Report will only consist only of Part One, as there will be no Annual Operational Plan for the previous year to report against.

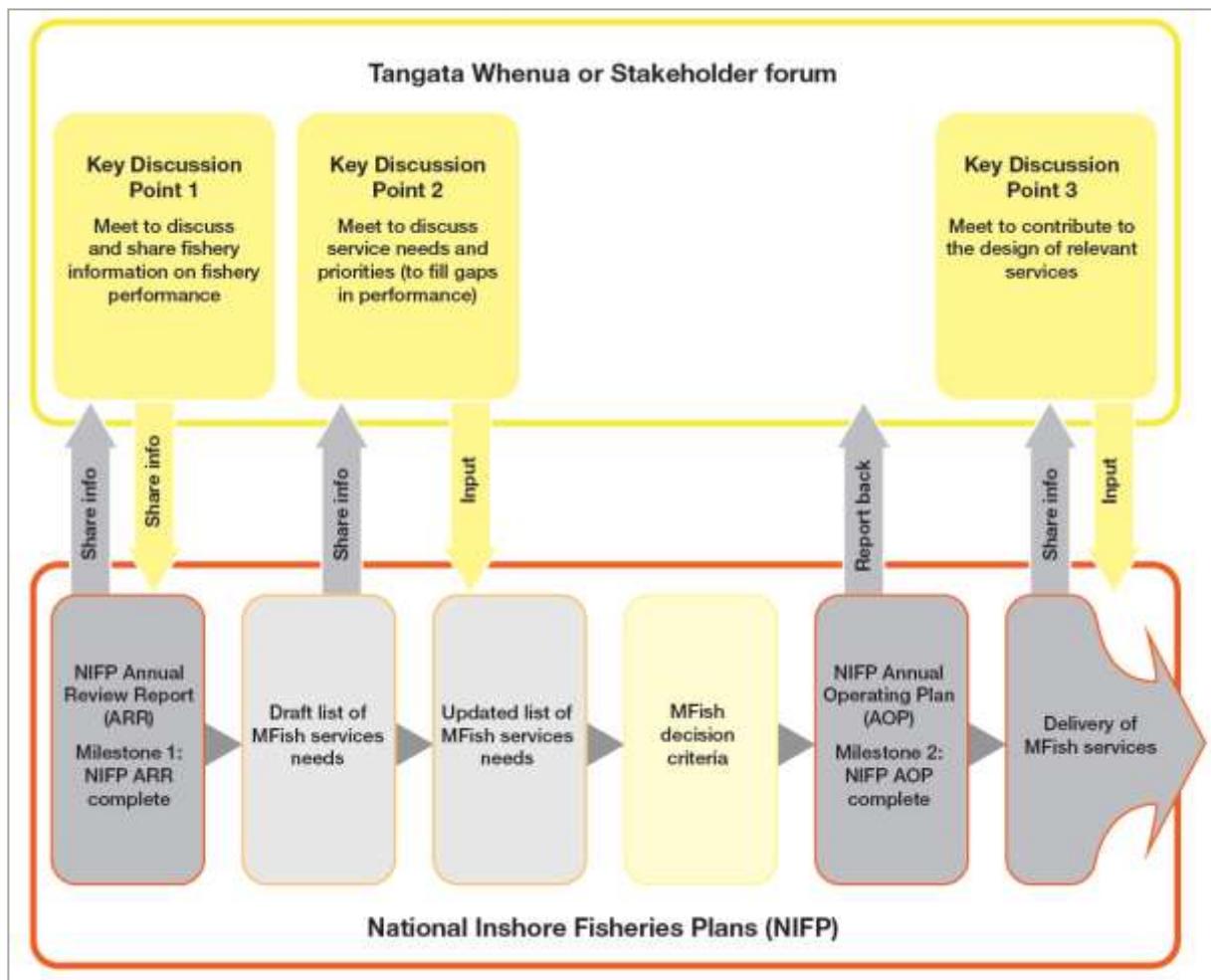
<sup>16</sup> Currently under development.

baseline, draft plans developed by the Ministry. They are being used to trial the new planning approach. At the end of the annual planning cycle, both the plans and the planning cycle will be reviewed, updated and improved with input from tangata whenua and stakeholders.)

- > In the annual planning and service delivery cycle: (i) information sharing to inform performance reporting; (ii) discussions to support identification of services; and (iii) subsequent design of the services.

The key engagement points in the annual planning process are illustrated in Figure 5.

**Figure 5: Engagement Model for Working with Others**



None of the discussion points set out in Figure 5 replace, or are a substitute for, statutory consultation, where it is required by the Fisheries Act or other relevant legislation.

Secondary engagement occurs through less formal mechanisms. This engagement is focused towards gathering expert information and input to support the annual cycle and on working with other agencies to aid integrated management and secure efficient delivery of government services.

### 4.3 Tangata Whenua and Stakeholder “Forums”

The use of formal tangata whenua and stakeholder forums for primary engagement recognises that engagement should be efficient, focused and meaningful. They also seek to support and/or incentivise good sector governance. The forum structures used are listed and described below.

#### **Tangata Whenua: ‘Tier 1’ Iwi Forums**

The formal engagement structures for tangata whenua are Tier 1 Iwi Forums. Tier 1 Iwi Forums comprise representatives from Iwi:

- > who each have robust governance structures in place to manage the full range of their fisheries interests
- > whose combined rohe encompasses one or more Fisheries Management Area (or an area of a scale similar to a Fisheries Management Area), and
- > who have developed an Iwi Forum Fisheries Plan.

An Iwi Forum Fisheries Plan sets out the fisheries goals of the forum in a way that can contribute to the fisheries plan annual planning cycle and can inform fisheries management decision-making.

Tier 1 Iwi forums are engaged at all the key discussion points shown in Figure 5 above.

Iwi that are not part of a Tier 1 Forum receive Ministry services to help them meet Tier 1 governance criteria and join a Tier 1 Forum, if they wish to do so. All Iwi receive opportunities to input into the design of planned services relating to sustainability measures for fisheries in their rohe. For Tier 2 Iwi Forums, this occurs in the form of a meeting. For Iwi who are not part of a forum, this occurs in writing.

Iwi that have developed individual Iwi Fisheries Plans as part of their iwi settlement but are not part of a Tier 1 Forum are engaged in the annual planning and service delivery cycle in writing. They are also invited to attend iwi forum meetings occurring in their region that are discussing services of relevance to their rohe and settlement.

#### **Amateur Fishing Sector: Regional Recreational Fishing Forums**

The formal engagement structures for the amateur fishing sector are Regional Recreational Fishing Forums. Regional Recreational Fishing Forums each comprise eight to ten individuals, mostly mandated by a local or regional fishing club or organisation, who have been appointed by the Ministry to the forum after a formal application process. Regional Recreational Fishing Forums encompass one or more Fisheries Management Areas.

Regional Recreational Fishing Forums are engaged at Key Discussion Points 1 and 3 shown in Figure 5 above.

A national meeting of regional recreational fishing forum representatives, which includes a member from each forum plus the presidents (or delegates) of national recreational fishing organisations, occurs annually and provides input into Key Discussion Point 2, particularly in respect of priorities.

Groups not represented on, and individuals not linked to, the regional forums will be encouraged to contact or liaise with recreational fishing forum representatives in their region (or their mandating group) to provide their input.

### **Commercial Fishing Sector: Inshore Fishing Industry Council & Constituent CSOs**

The formal engagement structures for the commercial fishing sector are the Inshore Fishing Industry Council and its constituent Commercial Stakeholder Organisations (CSOs). The Inshore Fishing Industry Council is an industry forum that brings together the various CSOs that represent commercial fishing interests in inshore fisheries.

The Inshore Fishing Industry Council is the key engagement structure for Key Discussion Points 1 and 2 in Figure 5, whereas either the Inshore Fishing Industry Council or the relevant CSO(s) would be approached for service design discussions (Key Discussion Point 3), depending on the scope and nature of the service.

Individual commercial stakeholders will be encouraged to engage with their CSO(s) if wishing to contribute to the planning and service delivery discussions.

### **Environmental Interests: ENGO Forums**

The Ministry has biannual meetings with Environmental Non-governmental Organisations (ENGOS). These meetings will be used to seek input into Key Discussion Points 1 and 2 above. An additional meeting may be requested where service design (Key Discussion Point 3) would benefit from input from ENGOS.

Environmentalists outside of these forums are encouraged to work with the ENGOS in order to have input into these Key Discussion Points.

# Appendix 1 - Profile of New Zealand's inshore finfish sector

## New Zealand Inshore Finfish Fisheries Overview

The Plan covers finfish (ie, bony fishes; cartilaginous fishes – sharks, skates and rays; and hagfish and lampreys) found along the inshore of New Zealand fisheries waters (ie, the area from the shoreline to approximately 12 nautical miles seaward or around 200 m water depth).<sup>17</sup> New Zealand has a wide diversity of finfish (more than 1000 species), however, a comparatively small number of interest to inshore fishers at this time.

Approximately 40 different inshore finfish species are managed within the QMS, comprising 200 individual stocks. In addition, over 1000 species are managed outside the QMS, including a number of fished species (for example, Japanese gurnard and wrasses), some that are taken as unwanted bycatch in fisheries targeting other species, and others that do not currently interact with fisheries at all.

## Use Overview

### Māori Customary non-commercial fisheries

This section describes Māori customary interests in inshore finfish species. Because Māori participate in all sectors, the sections discussing amateur and commercial sectors, below, will also be relevant.

#### *Treaty Settlements and Framework*

The Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 settled all Māori claims relating to commercial fishing rights and interests in finfish fisheries, but claims by Māori in respect of non-commercial finfish fisheries continue to give rise to Treaty obligations on the Crown.

The Fisheries (Kaimoana) Regulations 1998 and the Fisheries (South Island Customary Fishing) Regulations 1998 give expression to the Crown's customary Māori obligations. Both these sets of regulations require the appointment of tangata kaitiaki/tiaki (guardians) who then authorise and manage customary harvest. Where tangata kaitiaki/tiaki have not been appointed, harvest of finfish species for the purpose of hui or tangi can be undertaken in accordance with regulation 27A of the Fisheries (Amateur Fishing) Regulations 1986.

Iwi and hapu have strong connections to particular kaimoana and traditional fishing places, and retain knowledge (mātauranga Māori) of the location of these traditional fishing areas. They also have their own governance structures and specific fisheries' interests. Regulations provide for the making of taiapure reserves, enabling advice and recommendations on how taiapure area may be managed, as well as mātaimai reserves, which exclude commercial fishing and allow for the management of all non-commercial fishing.

---

<sup>17</sup> Some species of finfish, which may be found from time-to-time in the inshore, are highly migratory and are managed under the National Fisheries Plan for Highly Migratory Species. Others found in the inshore are more commonly caught in deeper waters and are managed under the National Deepwater and Middle-depths Fisheries Plan.

Inshore finfish species are important to tangata whenua, enabling them to provide fish to feed whānau (family) and manuhiri (guests), as has always been part of their cultural heritage. Individual iwi settlements also recognise certain taonga (favoured or treasured) fish species.

#### *Māori Customary Non-Commercial Use*

Information on the quantity of inshore finfish stocks harvested under customary fishing permits or authorisations is currently incomplete. Although reporting requirements exist under customary regulations, the framework for collecting and storing this information is as yet incomplete.

Based on information the Ministry holds on customary harvest for the 2009 calendar year, blue cod (rawaru) is the most harvested species by quantity. Kahawai, flatfish (patiki), snapper (tamure), yellow-eyed mullet (aua), red gurnard (kumukumu) and tarakihi are also commonly harvested by Māori customary fishers.

### **Amateur Fisheries**

Amateur fishing is highly valued by many New Zealanders and makes up an important part of our culture. The proximity of many cities and towns to the coast provides amateur fishers with the ability to access iconic inshore finfish species like snapper and blue cod.

International visitors also visit this country to participate in world-class amateur fishing. For example, most of the world's records for kingfish come from New Zealand waters.

#### *Amateur Profile*

On an annual basis, a high proportion of the New Zealand population participates in amateur fishing. Two recent surveys<sup>18</sup> suggest that between 17% and 25% of all New Zealand adults participated in marine amateur fishing over a 12 month period. Customary fishers also frequently fish under the amateur fishing regulations and commercial fishers have the ability to fish recreationally from a commercial vessel (ie, under section 111 approval).

In New Zealand, the primary motivation for amateur fishing ranges from simply having an enjoyable outdoor activity, while catching a fish to take home, to fishing to put food on the table. Some inshore finfish fisheries also support a number of charter boat operators.

Many amateur fishers fish independently, while others are affiliated to fishing clubs. At a local level there is a network of fishing, boat and dive clubs to which amateur fishers can be affiliated. National amateur advocacy groups include the New Zealand Recreational Fishing Council (NZRFC), New Zealand Sport Fishing (NZSF) and Option 4 (a multi-party non-commercial group).

#### *Amateur Use*

Amateur fishers are not required to report the quantities of fish they catch. Best available information on their harvest is that collected from research surveys conducted in 1996, 2000 and 2001. However, this information is considered highly unreliable and inaccurate. A survey is planned for 2012 to obtain updated and more reliable estimates of amateur catch for important species.

The popularity of species varies by location and is often associated with distribution of particular fish. For example, snapper are popular in the north, while blue cod are popular in the south. The

---

<sup>18</sup> *Sport and Recreation New Zealand 2007/08 Active NZ Survey* and the *2007 Colmar Brunton Public Views on Shared Fisheries Survey*.

inshore finfish species that amateur fishers have a significant interest in include snapper, kahawai, kingfish, tarakihi, trevally, blue cod, red gurnard, hāpuku, bass and flatfish. In specific areas within New Zealand, amateur fishers also like to target bluenose, john dory, school shark, butterfish, red cod, blue warehou, rig (spotted dogfish), blue moki, mullet (grey and yellow-eyed), trumpeter and sea perch. Other inshore finfish species, not listed here, may also be important to amateur fishers.

Inshore finfish are taken by amateur fishers using a variety of methods. The most popular amateur fishing methods are line fishing from trailer boats or dinghies and rod or hand-line fishing from the shore. Netting methods, shore-based longline and spear fishing are less common.

Many locales within New Zealand are popular with amateur fishers. To some extent, the popularity of a particular fishing spot is dependent on accessibility, including the weather conditions of an area. Popular fishing locales within New Zealand include Hauraki Gulf, Marlborough Sounds, Bay of Plenty, Banks Peninsula and Kaikoura.

## **Commercial Fisheries**

Inshore commercial finfish fisheries make up an important part of New Zealand's fishing industry. The country's extensive coastline supports a diverse range of commercial finfish fisheries for snapper, blue cod, gurnard, tarakihi, hāpuku, bass and many other species.

Most commercial finfish fisheries (around 40 species and 200 individual stocks) are managed within the QMS. Species not subject to the QMS are either managed as open access fisheries or are subject to a permit moratorium (Schedule 4C of the Fisheries Act).

### *Commercial Profile*

The inshore finfish fleet is characterised by both independent fishers contracted to larger quota owning companies and, to a lesser extent, by small owner operators. Commercial fishers use various methods to target finfish, including trawling, set netting, potting, trolling, purse seining and line fishing. Most vessels within inshore fisheries are between 5 and 20 metres in length.

Many fishers who target finfish will also target other fisheries, such as rock lobster, highly migratory and deepwater species, so that they can ensure a steady annual income. Such fishers may alternate between dredging for scallops and trolling for tuna or potting for rock lobster and potting for blue cod, for example. This illustrates the adaptability of the inshore finfish fleet.

Home ports for the inshore fishing fleet are located all around the coast of New Zealand and in the Chatham Islands. Main ports include Bluff, Kaikoura, Lyttelton, Nelson, Riverton and Timaru in the South Island and Tauranga, Auckland, Wellington, Napier and Gisborne in the North Island. There are numerous smaller ports and landing areas which are also home to the inshore finfish fleet.

Commercial fishing is an important part of many New Zealand coastal communities, with many existing largely because of the fishing fleets based there. Fishing and related activities are important sources of employment in these communities. For many of these communities, involvement in fishing can be a family way of life, with several generations represented in the industry.

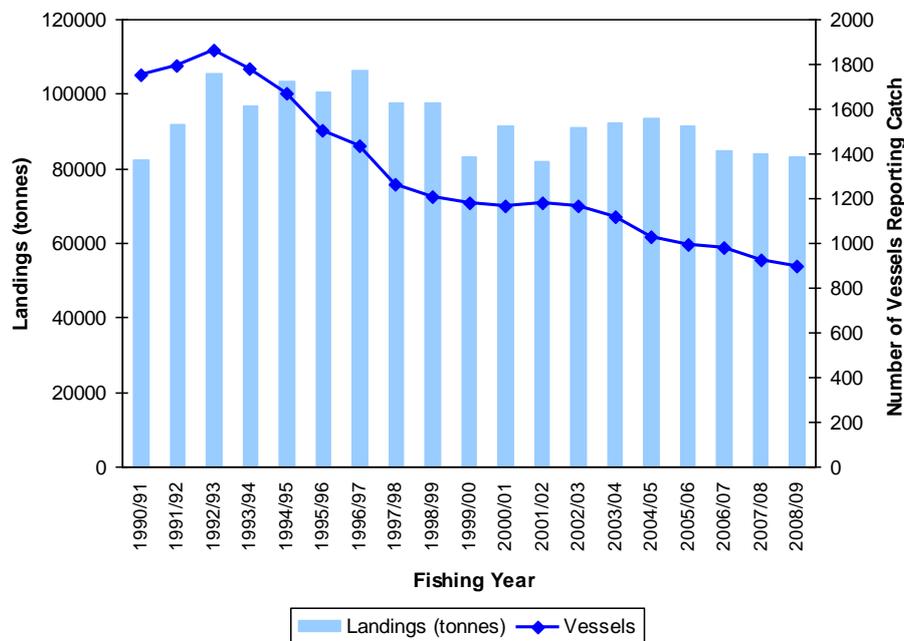
The main organisations representing quota owners are the New Zealand Seafood Industry Council (SeaFIC), Te Ohu Kai Moana (TOKM) and Commercial Stakeholder Organisations (CSOs). In addition, there are organisations that represent individual owner-operators and contract fishers. These

include the New Zealand Federation of Commercial Fishermen and its 27 affiliated fishermen’s port associations.

*Commercial Utilisation and Value*

Commercial fishers are legally obliged to report how much fish they take on a monthly basis. Annually, thousands of tonnes of inshore finfish species are caught and landed by commercial fishers. Figure 1 shows cumulative inshore finfish landings for the past 19 years (light blue bars). Over this time landings have fluctuated, ranging from approximately 80,000 tonnes to 110,000 tonnes. The number of vessels involved in inshore fisheries from 1990 is also shown in Figure 1 (dark blue line). Vessel numbers have steadily declined over time, from a peak of approximately 1800 vessels in 1992 to approximately 900 vessels in 2009. This information shows that there has been a significant consolidation of the inshore fleet.

**Figure 1: Commercial landings of inshore finfish species by year from 1 October 1990 to 30 September 2009.<sup>19</sup>**



Although much of the income from commercial fishing is from exports, the domestic market is also important for inshore finfishers. For some species, such as butterfish, elephant fish and moki, the domestic market may be larger than the international market.

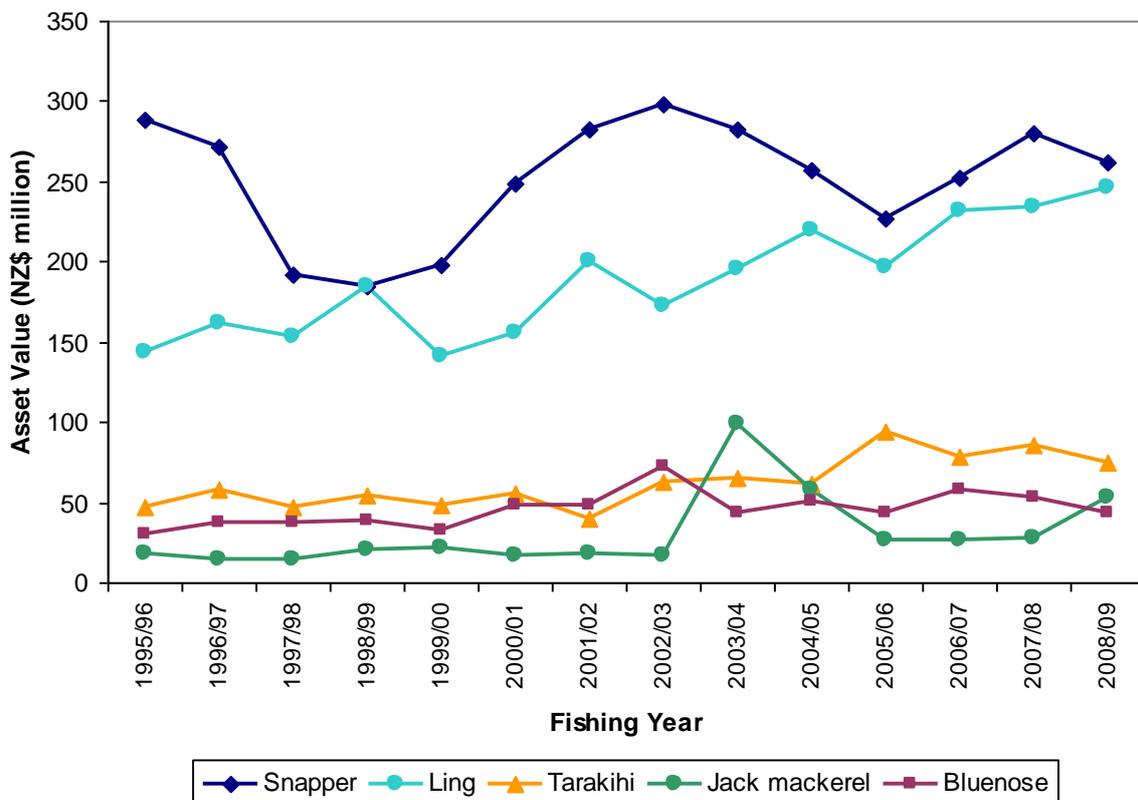
For many inshore fishstocks, quota tends to be owned by a few large companies. Companies or organisations with large quota ownership in inshore finfish stocks include Te Ohu Kai Moana Trustee Limited, Sanford Limited, Aotearoa Fisheries Limited, SeaLord Limited, Talley’s Fisheries Limited and Ngai Tahu Fisheries Settlement Limited.

<sup>19</sup> Graph includes any landings and vessel counts of inshore species before they entered the QMS

The capital worth of fish stocks (value of the fishing quota asset) can be estimated using quota trades. The fish monetary stock account produced annually by Statistics New Zealand provides a time series of the asset value of New Zealand’s commercial fish resource, based on quota values.

Figure 2 shows trends in the asset value of the 2008/09 top five inshore finfish species managed under the QMS. The graph shows that snapper has been the most valuable inshore finfish species since 1995 and ling is also a highly valuable species (although not all stocks of the species are considered inshore and most of its value is in the deepwater fishery). Tarakihi, jack mackerel and bluenose have had a fairly constant asset value over time, except for a peak in jack mackerel value in 2003.

**Figure 2: Trends in the asset value of the 2008/09 top five inshore QMS finfish species from 1 October 1995 to 30 September 2009.**

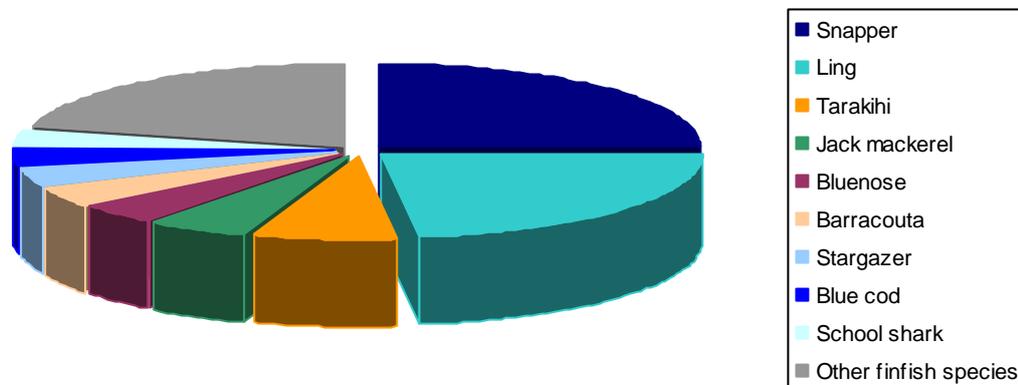


For the 2008/09 fishing year, the total asset value for inshore finfish QMS species was approximately \$1060 million. This is about 25% of the total calculated asset value of New Zealand’s commercial fish resource (which is \$4017 million).

Figure 3 shows the 2008/09 asset value of inshore finfish species. Snapper is the most valuable inshore finfish commercial QMS species and has an asset value of \$262 million. Ling is the most second most valuable inshore finfish species with an asset value of \$246 million and tarakihi is third (\$75 million). Other species including jack mackerel, bluenose, barracouta, stargazer, blue cod and

school shark have similar asset values and the remaining inshore species have a combined asset value of approximately \$220 million.

**Figure 3: 2008/09 asset value of inshore finfish QMS species**



## Environmental Values

Environmental value can be described as both the value derived from non-extractive use and the ecosystem value of finfish resources.

There are many non-extractive users of the inshore environment (for example, divers, snorkelers and kayakers) who gain benefit from a healthy marine ecosystem. These users can gain benefit in seeing that inshore finfish stocks and ecosystems are being preserved in their own right (both now and for future generations), in being able to enjoy the underwater world and in learning about and observing finfish species in their natural environment. From a customary perspective, the protection of mauri (sustaining a healthy marine environment, including spiritually) is very important.

Extractive users (ie, customary, amateur and commercial fishers) have an appreciation for the marine environment. Inshore finfish species contribute to ecosystem food webs and interact with other organisms in complex ways, many of which are not entirely understood. It is important to these users that the structure and function of the marine environment is maintained because this is important for the sustainable utilisation of inshore fisheries. For example, amateur fishers have been encouraged to think about their responsibilities for the marine ecosystem and future generations and to take enough for a feed and not to fill their freezers.

## Environmental Effects of Fishing

The activity of fishing can impact the aquatic environment in a variety of ways including benthic impacts<sup>20</sup> and the effects of fishing on protected species.

### Benthic Impacts of Fishing

Our knowledge of the relative vulnerability of different seabed types to disturbance from fishing activity is incomplete. But, available information and ecological principles suggest that the most vulnerable inshore communities will be those dominated by erect epifauna (for example,

<sup>20</sup> Benthic impacts are impacts on animals and plants living on, or attached to, the ocean bottom that arise from fishing equipment making contact with the seafloor.

bryozoans, corals and sponges) or other long-lived species, which are adapted to only low levels of physical disturbance. Recovery rates are especially poorly-known, but the regeneration of damaged corals and other erect fauna on deep reefs is likely to take decades or centuries to occur, whereas communities associated with mobile sandy sediments in or close to the surf zone are likely to recover most rapidly.

Inshore fishing methods that can impact on the benthic environment include bottom trawling and Danish seining. These potentially damaging fishing methods have operated in the inshore environment for decades. Therefore, it is likely that many of these environments have already been modified by the effects of fishing. Bottom trawling and Danish seining are known to affect most benthic habitats by reducing habitat structure, reducing the abundance of long-lived, large foliose plants and emergent animals and reducing benthic biodiversity. Also, in heavily trawled areas concerns are emerging that the loss of 3-dimensional benthic structure is reducing the productivity of the zone and reducing areas of refuge for juvenile inshore fish species. However, trawling disturbance is thought to favour animals that have high individual rates of productivity (for example, polychaete worms).

Today, bottom trawling for inshore finfish species is a relatively common method that is utilised throughout New Zealand. Available commercial catch effort information suggests that bottom trawling occurs on many unconsolidated sedimentary habitats (for example, those habitats made up of sand, silt or clay) in the inshore area. The exceptions are areas where the contour is very steep or where there are areas of 'foul' ground or other obstructions to trawling.

Other fishing methods like set netting, gill netting, longlining and rod and line have little direct impact on the benthos other than the localised physical impact where, for example, boat anchors hit the bottom, anchors are used at the ends of nets or lines and fishing gear is lost at sea.

### **Habitats of Particular Significance to Fisheries Management**

Habitats of particular significance to fisheries management include fish spawning and nursery areas, areas of high biodiversity and areas of habitat important to particular life-cycle phases or the food-web of harvested fish species.

Various fisheries regulations provide for the protection of habitats of particular significance to inshore fisheries management through-out New Zealand. Examples include trawling and Danish seining prohibitions in harbours and bays, set net prohibitions along certain areas of the coast and fishing restrictions around key islands.

### **Effects of Fishing on Protected Species**

Protected species are afforded specific protection under New Zealand law or by obligations arising from international agreements. Protected species include all marine mammals and reptiles, most seabirds, some sharks (for example, great white sharks), black and red corals and spotted black grouper.

Available information suggests that inshore fisheries for finfish species interact with protected species. Various measures exist to minimise captures of protected species in fisheries. These include requirements for commercial longline vessels and trawlers greater than 28 metres in length

to use bird bafflers or tori lines and set and trawling prohibitions for commercial and amateur fishers in certain areas to protect Hector's and Maui dolphins.

### **Non-fishing Activities that Affect Finfish Environments**

Non-fishing activities also impact on the health of the aquatic environment. Non-fishing activities that impact on finfish habitat include:

- > the discharge of contaminants into rivers and the territorial seas - for example, discharges from sewerage treatment plants, storm-water systems, marine vessels, factories and fish farms, and the runoff from land
- > the taking, using, damming or diverting of water (for example, for hydro-electric dams, domestic water supply and agricultural practices such as water storage for stock and irrigation)
- > the disturbance of and deposition of substances on the banks and beds of rivers and lakes (for example, sand mining, gravel extraction and the clearing of riparian vegetation from channels for flood control)
- > the construction of structures on the banks and beds of rivers and lakes (for example, culverts, bridges, weirs and also erosion mitigation works like seawalls)
- > disturbance of and deposition of substances on the foreshore and seabed within territorial waters (for example, submarine cables and pipelines such as fuel supply pipelines), and
- > the construction of structures on the foreshore and seabed within territorial waters (for example, wharves, jetties, moorings and structures associated with aquaculture operations).

Many of the non-fishing activities listed above are managed by regional councils under the provisions of the Resource Management Act 1991. Other entities also manage activities that may impact on the marine environment. For example:

- > Territorial (district and city) councils are responsible for land use planning, infrastructure management (for example, roading networks, sewerage and storm-water treatment) and environmental health and safety.
- > Maritime New Zealand is responsible for managing discharges from vessels and structures in New Zealand's Exclusive Economic Zone, ensuring commercial vessels meet safety, security and environmental standards and maintaining New Zealand's capability to deal with marine oil spills.
- > The Ministry of Agriculture and Forestry (together with Department of Conservation and Ministry of Health, the Ministry and regional councils) is responsible for biosecurity control of unwanted exotic pests (for example, *Undaria pinnatifida*).

The Ministry does not have decision making powers under the RMA but can influence management via advocacy. The key route of influence is through the policy and planning regime.

## **Compliance Overview**

The compliance requirements for inshore finfish stocks are highly variable. New Zealand's large coastline, the high number of accessible fishing grounds, the diversity of inshore fisheries activity

and the high value of species like snapper and blue cod make inshore finfish stocks susceptible to compliance risks.

An evaluation of key inshore fisheries offence types, opportunities to offend and their prevalence are summarised in the following table:

Risk	Opportunity and Incentive	Prevalence
<b>Misreporting (area, quantity, weight)</b>	Operators fish across QMA boundaries. High incentives to maximise benefits from ACE and report according to species/stock where ACE most available or least cost or deemed value is lowest ('trucking'). There are high mixes of species in some fisheries, which makes it difficult to catch one without catching others.	Believed to be relatively common given ACE shortages in some stocks.
<b>Dumping or high grading</b>	Commercial arrangements between Licensed Fish Receivers (LFRs), fishing companies and fishing crews can encourage dumping.	Common with low value bycatch species (for example, spiny dogfish). High-grading believed to be common with high value targeted species (for example, snapper, tarakihi, bluenose) if different sizes of fish attract different market prices.
<b>Poaching and black market</b>	Accessible fishing grounds, high value of some species and high cost of ACE/Deemed Value (DV) creates incentive to fish outside the system. Black markets for finfish exist around the country.	Common for high value species (for example, snapper).
<b>Illegal gear, methods and area</b>	Fishers can increase returns by maximising catch while minimising effort and cost.	Generally good compliance levels. Mostly related to offences involving the use of nets.
<b>Non-harvesting Offences</b>	Relatively low level retail sector inspections allow offenders to conceal information and to collude with fishers that misreport catch.	Generally good compliance levels with administrative provisions. Retail level offences believed to be common given high incentives to misreport catch.
<b>Amateur offences</b>	Accessible fishing grounds and incentives to exceed limits when fish is plentiful or take undersize fish when fishing is hard. No reporting requirements.	Common. Usually relating to exceeding bag limits, harvesting undersized fish and incorrect net use.
<b>Customary offences</b>	Accessible fishing grounds and incentives to fish outside the permit scheme. Difficulties in checking catch against conditions of authorisation.	Occasional and isolated incidents.

# Appendix 2 - National Fisheries Planning – the wider context

