



ANNUAL REPORT

for the year ended
30 June 2007



**Fiordland
Marine Guardians**
Beneath the Reflections

THE GUARDIANS' VISION:

“That the quality of Fiordland’s marine environment and fisheries, including the wider fishery experience, be maintained or improved for future generations to use and enjoy.”



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This document is available on the Fiordland Marine Guardians' website: www.fmg.org.nz

Foreword

As this document goes to print, the Guardians are proud to report on one of our major accomplishments this financial year: work at Bluff Port has started to help prevent invasive marine pests, including the seaweed *Undaria pinnatifida* (Undaria) from spreading into Fiordland.

This biosecurity prevention work is a true reflection of the success of the Fiordland initiative. The work shows that the enactment of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005, and the creation of the Fiordland Marine Guardians advisory committee, is already paying dividends for the Fiordland Marine Area.

One of the Guardians' main roles under the Fiordland Marine Management Act is to advise government agencies of any threats facing Fiordland's marine environment. When a Department of Conservation report showed a rapid increase of Undaria at Bluff, the Guardians asked Ministers, central government officials and Environment Southland to take action to prevent Undaria from reaching Fiordland, where it could wreck havoc on Fiordland's remarkable marine communities.

The Ministers and Environment Southland responded to the Guardians' advice. MAF Biosecurity New Zealand has just started wrapping wharf piles and structures in Bluff Port with the same plastic wrap that was successful in keeping sea squirt at bay in the Marlborough Sounds. The plastic wrap suffocates and contains Undaria and will help prevent it from being transferred onto the hulls of boats, many of which travel to Fiordland. This work is just one part of a comprehensive biosecurity programme which is aimed at protecting Fiordland from all high risk marine pests.

Protecting Fiordland from invasion by marine pests is just one reason why the Guardians were formed. The Fiordland initiative is about local people stepping forward to protect the treasured environments and resources in their own backyard, and represents a true grass roots example of local communities taking action.

Chairperson's Report

It is my pleasure to present the second Annual Report from the Fiordland Marine Guardians.

The Fiordland initiative is all about people interacting with an outstanding natural environment and enjoying the resources it provides. It is also about people interacting with each other to make sure that we are achieving our aims for Fiordland for future generations.

The members of the Guardians and management agencies are the lynch pin to making these people/environment connections work. Therefore I am going to start by paying tribute to the contributions of those who have now moved on to other challenges: Ian Buick, who resigned as a Guardian during the year; Aoife Martin from the Ministry of Fisheries; and Erin Green from the Department of Conservation (Southland Conservancy). Their efforts have benefited Fiordland and have been greatly appreciated by the Guardians, thank you.

Recognition of the Fiordland Marine Guardians and what they have achieved has continued to grow this year. Progress has been made in some important areas, particularly in biosecurity.

We have gained acknowledgement of the threat that marine pests, in particular *Undaria*, pose to the Fiordland marine environment. Action is underway to reduce these threats. This has occurred despite a decision in 2004 to remove Crown funding for a national *Undaria* control programme. This shows that where the cause is right and commitment is strong, effective action can be achieved.

Recognition of the value of the Guardians has been evident by the Guardians receiving a number of invitations from groups to speak to them and share our experiences. These groups are looking for models that they can adapt and use to achieve their aims. They often have the "why" and are keen to learn about the "how" to make change.

I believe it is vital that the Guardians are accessible to the public and that Fiordland user groups and individual stakeholders know what we are doing. To this end, over the year we have held meetings in Invercargill, Te Anau, and at the Oraka-Aparima Runaka marae at Colac Bay, near Riverton.

We have invited a range of different speakers along to our meetings to give us their views on the management of the Fiordland Marine Area, and for us, in turn, to learn from their experiences. Our meetings are open to the public and we welcome anyone who wants to come and listen or contribute.

The Guardians are committed to being aware of stakeholders' use and perspectives of the Fiordland Marine Area. During the last year, two major surveys were started. We want accurate data relating to recreational fishing activities in Fiordland, and want to better understand people's perspectives of the Fiordland Marine Area and the management initiatives that are in place. The survey details are included in this report.

It is through the use of these surveys, and through our contact with people and organisations that visit or are interested in Fiordland, that we, as the Guardians of the area, can remain informed. This helps us make the decisions that will serve the users and the resources of this very special environment.

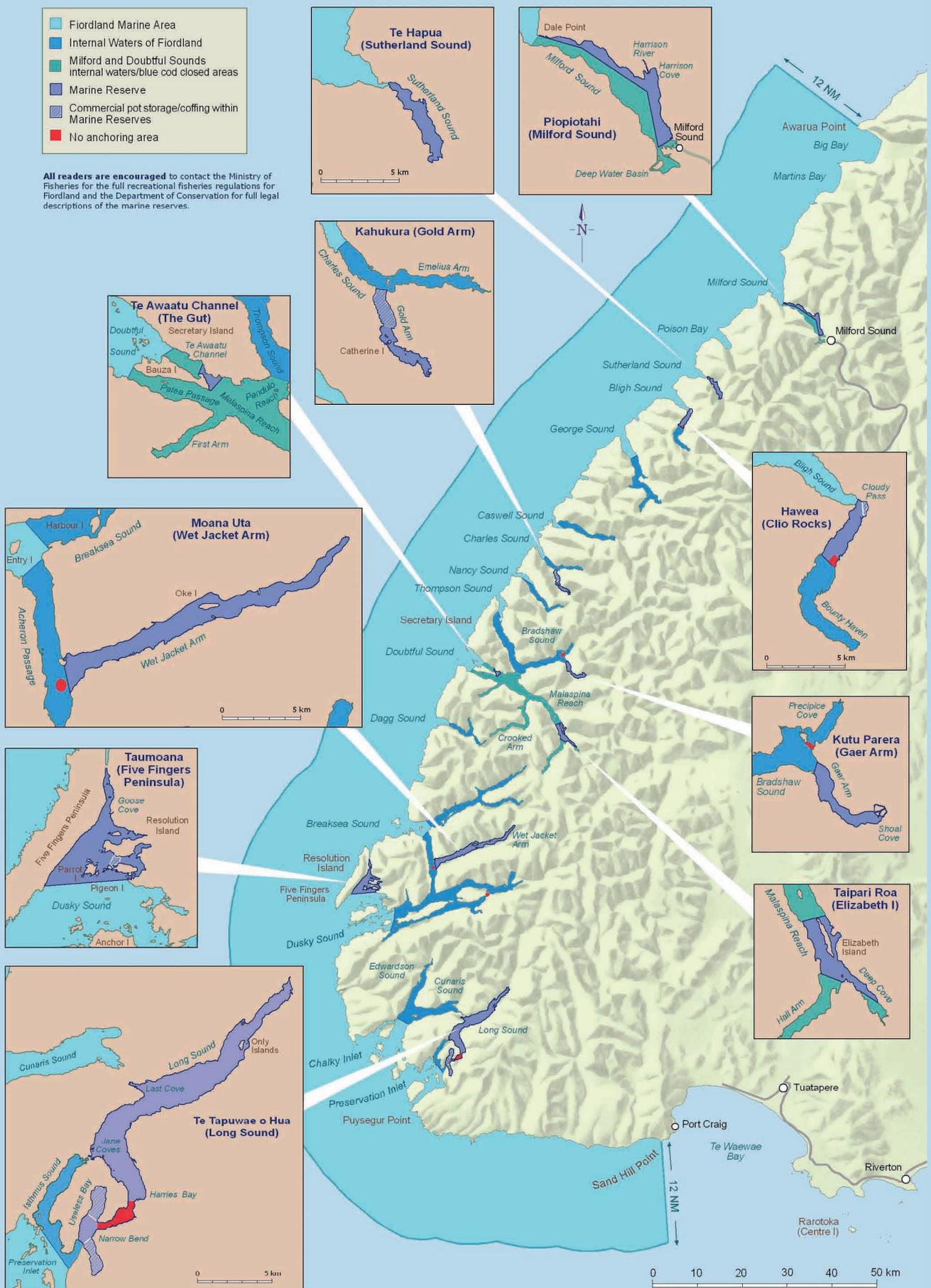


Malcolm Lawson
Chairperson

The Fiordland Marine Area

- Fiordland Marine Area
- Internal Waters of Fiordland
- Milford and Doubtful Sounds internal waters/blue cod closed areas
- Marine Reserve
- Commercial pot storage/coffing within Marine Reserves
- No anchoring area

All readers are encouraged to contact the Ministry of Fisheries for the full recreational fisheries regulations for Fiordland and the Department of Conservation for full legal descriptions of the marine reserves.



Introduction – The Genesis 1995–2005

The Fiordland Marine Guardians (“the Guardians”) feel that it is important in our second Annual Report to remind readers of the story of the Guardians, to place our achievements in context and to recognise the work of our predecessors, the Guardians of Fiordland’s Fisheries and Marine Environment. This section is reproduced here from last year’s Annual Report.

From a blank canvas in 1995, the Guardians of Fiordland’s Fisheries and Marine Environment embarked on a unique journey. This centred on looking after the Fiordland marine environment and those who value and use it. This was the genesis of today’s Fiordland Marine Guardians. This original group, endowed with first-hand knowledge, experience and a passion for the Fiordland marine environment, went through the process of developing an integrated management strategy for Fiordland’s marine environment. With support from the management agencies, they saw the Fiordland (Te Moana o Atawhenua) Marine Management Act enacted in 2005. The Guardians are now taking part in implementing the management programme.

This process and its outcomes were a remarkable achievement. A variety of groups with very different interests in the Fiordland marine environment had come together to share their views about how they could together protect their own interests, and Fiordland, into the future. Participants included Te Runanga o Oraka/ Aparima and Murihiku, commercial fishers, recreational fishers, charter boat operators, tourist operators, marine scientists, environmental and community interests.

The original vision, adopted 11 years ago, remains the vision for today’s Guardians:

“That the quality of Fiordland’s marine environment and fisheries, including the wider fishery experience, be maintained or improved for future generations to use and enjoy.”

A shared vision was a fundamental first step towards merging interests and creating a group that could interact freely and constructively. The sharing of information followed, and the value of first hand knowledge and experience shone through. Gathering information from a wide range of sources also built up the cooperative team spirit.

In 2000, members of the regional (central and local government) agencies were invited to join the group in a supportive advisory role. A complementary relationship soon evolved – the Guardians shared information that the agencies needed and the agencies in turn provided significant support to the Guardians.

The Guardians established a way to engage with each other in a friendly and cooperative way, despite the variety of interests that each person brought. For the Guardians this meant giving up something for the greater good of the Fiordland marine area. In doing so, they came to recognise how this brought greater gains. This negotiating term was christened by the Guardians as “Gifts and Gains”.

“Gifts and Gains”

The concept of gifts and gains is central to the culture of the Fiordland Marine Guardians. This relationship framework provided a means of addressing issues and led to identifying issues in a methodical and ordered way. The participating interests had a list of things to be done and could now engage in “gifts and gains”. Management changes were starting to take place. Much goodwill and generosity were displayed in resolving the issues. Indeed, resolving issues in the best interests of Fiordland’s fisheries and the marine environment was the sole focus.

The Guardians worked with agency staff and encouraged them to operate outside of their usual limits to search for solutions that crossed all the usual boundaries. This was something new and refreshing, and is fundamental to successful integrated management.

By 2003 a new piece of legislation was considered necessary to implement the management strategy. The Guardians recognised that a way to protect the integrity of the whole package was needed, so that the balance of gifts and gains philosophy would not be compromised. A central component of the new legislation was a statutory role for a community group that would continue to provide oversight and direction. The Act established the Fiordland Marine Guardians. Such an approach is the first of its kind for the marine environment in New Zealand.

The Act

The Fiordland (Te Moana o Atawhenua) Marine Management Act 2005

Section 3

Purpose of the Act

In recognition of the Fiordland (Te Moana o Atawhenua) Marine Area's local, national, and international importance, unique marine environment, distinctive biological diversity, and outstanding landscape and cultural heritage, this Act –

- (a) establishes the Fiordland (Te Moana o Atawhenua) Marine Area and 8 marine reserves in that area;
- (b) implements measures to assist in the preservation, protection, and sustainable management of the marine environment and biological diversity of the Fiordland (Te Moana o Atawhenua) Marine Area;
- (c) establishes the Fiordland Marine Guardians to provide advice on fisheries management, biosecurity, sustainable management, and marine preservation and protection;
- (d) facilitates and promotes cooperation between the Guardians and management agencies, to assist in achieving the integrated management of the Fiordland (Te Moana o Atawhenua) Marine Area;
- (e) acknowledges the importance of kaitiakitanga.

Section 13

Functions of Guardians

- (1) The functions of the Guardians are –
 - (a) to advise and make recommendations to management agencies and Ministers who exercise functions under the enactments listed in Schedule 13, to achieve the purpose of this Act, including, but not limited to, –
 - (i) advice and recommendations on the effectiveness of the management measures in the Fiordland (Te Moana o Atawhenua) Marine Area;
 - (ii) advice and recommendations on activities occurring outside of the Fiordland (Te Moana o Atawhenua) Marine Area if those activities impact, or are likely to impact, on the Fiordland (Te Moana o Atawhenua) Marine Area;
 - (iii) advice and recommendations on likely threats to the Fiordland (Te Moana o Atawhenua) Marine Area.
 - (b) to facilitate and promote the integrated management of the Fiordland (Te Moana o Atawhenua) Marine Area;
 - (c) to obtain, share, and monitor information on the state of the Fiordland (Te Moana o Atawhenua) Marine Area;
 - (d) to assist management agencies to –
 - (i) prepare and disseminate information about the Fiordland (Te Moana o Atawhenua) Marine Area, including educational information;
 - (ii) monitor the state of the marine environment and biological diversity in the Fiordland (Te Moana o Atawhenua) Marine Area;
 - (iii) plan for the enforcement of, and compliance with, the management of the Fiordland (Te Moana o Atawhenua) Marine Area.
 - (e) to conduct any reviews instituted under section 25 that they –
 - (i) are invited by the Minister to conduct; and
 - (ii) agree to conduct.
 - (f) to perform any other functions given to them under this or any other Act.
- (2) Advice and recommendations under subsection (1)(a) may be given on the Guardians' own initiative or at the request of –
 - (a) a management agency; or
 - (b) the Minister; or
 - (c) the Minister for Biosecurity; or
 - (d) the Minister of Fisheries; or
 - (e) the Minister of Conservation.

Achievements in 2006–2007

Protocol

Section 27 of the Act provides for the development of an agreement between the chief executives of the management agencies and the Guardians that sets out how the Guardians and the management agencies will work together to achieve the integrated management of the Fiordland (Te Moana o Atawhenua) Marine Area. A Protocol was finalised and signed off by all parties.

Familiarisation Trip

A highly successful trip into Doubtful, Thompson and Nancy Sounds was undertaken by members of the Guardians and the management agencies in July 2006. The Hon. Nanaia Mahuta, Associate Minister for the Environment, and her husband Gannin Ormsby were special guests. The boat trip provided the opportunity for representatives of the management agencies to gain an appreciation of the challenges faced when implementing management actions in a remote and isolated environment.

The trip was of special relevance to Mr Ormsby, who is employed by Environment Waikato as Kaiwhakarite in the council's iwi unit. Mr Ormsby has been involved in discussions about future management options for the Waikato River, as part of a Treaty settlement process. Mr Ormsby was particularly interested in how the Fiordland model may be used as a method of joint management.

Presentation to Organisations

The Chairperson made two presentations to organisations interested in learning about how the Fiordland model could be adapted to provide opportunities for integrated management. The first of these was to SoundFish, a group examining options for the management of fisheries resources in the Marlborough Sounds.

A second presentation was made to members of Tainui iwi, Environment Waikato staff and councillors and representatives from the Office of Treaty Settlements. This was a result of Gannin Ormsby's attendance on the boat trip mentioned above. Mr Ormsby said that the Fiordland model gave the negotiation teams the guidance and focus required to progress the treaty settlement, while keeping the river at the forefront. In doing so, the vision of restoring the health of the river via an integrated approach was kept paramount.

Undaria (*Undaria pinnatifida*)

This issue is covered fully in the *Advice and Recommendations Given* section. The Guardians have repeatedly expressed major concerns about the threat and potential impact of Undaria being introduced into the Fiordland Marine Area. As a result, an action plan aimed at reducing the threat of all marine pests, including Undaria, is now in place.

Pamphlets and Signage

Two publications were updated and reprinted and were distributed to the 350 stakeholders on the Fiordland Marine Guardians' contacts list.

- The Fiordland (Te Moana o Atawhenua) Marine Area Recreational Fishing Rules; and
- The Fiordland (Te Moana o Atawhenua) Marine Area Marine Reserves information book.

A Fiordland (Te Moana o Atawhenua) Marine Area information sign was erected at Blanket Bay, Doubtful Sound.

Meetings

Meetings were held in Invercargill, Te Anau and Colac Bay (Oraka-Aparima runaka marae) in an effort to remain accessible to the local communities.

Acknowledgement

While this section records the achievements of the Guardians, it must be acknowledged that the efforts of the management agencies are integral to these.

Advice and Recommendations Given

Four operational plans (Biosecurity, Communications, Compliance and Monitoring) guide the agencies' work in the Fiordland Marine Area. Throughout the year the Guardians received progress reports on the implementation of these plans, and worked with the agencies to identify priorities within each plan.

Monitoring

Blue Cod Stocks Monitoring Project

Results from the first year of this project were received. Research is continuing into 2007–2008. (More information about this project, and the research projects mentioned below, can be found on the Guardians' website: www.fmg.org.nz).

Fisheries Recreational Research Survey

This survey was developed and implemented during the year by the Ministry of Fisheries with NIWA as the contract provider. The Guardians provided advice on the design of the project and assisted with the identification of key contacts. Guardian Alan Key was involved in the aerial survey component of the project. Results of the survey are due later this year.

Baseline Biodiversity Monitoring Survey

Results from the first year of the survey were received and priorities for the second year were identified. The second year of the project was developed by the Department of Conservation and let to tender, with the University of Otago Marine Science Department being the contract provider. The Guardians provided input into the project priorities and the tender applications received.

Fiordland Marine Area User Survey

This survey was developed and implemented during the year by the Department of Conservation with Kay Booth and Associates as the contract provider. The Guardians provided input into the project design and the tender applications received. The response to the survey has been very encouraging with over 900 questionnaires completed and 39 key informants interviewed. Full results will be available by the end of the year.

Compliance Plan

The Ministry of Fisheries provided reports on compliance activities at full meetings throughout the year, on which the Guardians provided feedback. The Ministry of Fisheries has noted a steady improvement in compliance levels and fisher behaviour since 2005.

Biosecurity Plan

Completion of the Strategic Marine Biosecurity Plan and development of the long-term operational biosecurity plan were deferred in preference to developing and implementing an interim biosecurity plan. The intent of the interim plan was to introduce measures to immediately reduce the risk of marine pests, including *Undaria*, from being introduced into the Fiordland Marine Area.

Communications Plan

The operational component of the Communications Plan was developed with the Guardians' input. As part of this plan, the first newsletter from the Guardians and management agencies was sent out to 350 stakeholders, and the Guardians' website was developed and launched. The website and newsletter have been well received, with the website recording around 500 visits per month lately. The website and newsletter provide us with two new means of ensuring that visitors to Fiordland have the information they require to be able to comply with the new management regime.

Marine Reserve Markers

Whether the boundaries of Fiordland's new marine reserves should be marked was a major discussion point during the year. The boundaries of the original marine reserves at The Gut (Te Awaatu Channel) and Milford Sound (Piopiotahi) are marked. The Guardians wrote to the Southland Conservator of the Department of Conservation and recommended that the boundaries of the new marine reserves should also be marked to provide for better compliance. This issue has yet to be resolved.



Paua Management Plan

The Guardians made a submission to the Ministry of Fisheries in support of the Paua Industry Council's proposed management plan for the Paua5A (Fiordland) fishery. The Paua Industry Council made a presentation to the Guardians in December. Their initiative incorporates a number of management strategies, including catch spreading, catch reduction, increase in the minimum legal size, and paua reseedling. Members of the four Southland runaka were invited to attend this presentation.

Waitutu Mataitai Reserve Application

A joint application for a mataitai reserve (customary fishing reserve) by the Oraka-Aparima runaka and the Waitutu Incorporation has been before the Minister of Fisheries for some years. Discussions were held during the year between the applicants and commercial fishing industry representatives in an effort to reach agreement on the extent of the area to be designated as a mataitai reserve. Agreement was not reached and the Oraka-Aparima runaka subsequently withdrew as an applicant.

The Guardians wrote to the Minister of Fisheries and expressed concern that the remaining applicant (being a lands trust) was not tangata whenua. The Guardians stated that if the application was accepted it would:

- undermine the position of the Oraka-Aparima Runaka as kaitiaki runanga and holder of manawhenua manamoana status over the area; and
- undermine the "gifts and gains" philosophy that has been successful in the establishment of the Fiordland management regime.

The Guardians recommended that the Minister decline the application on the grounds that Oraka-Aparima Runaka are the true tangata whenua and as such are the correct applicant for any mataitai reserve applications within the Fiordland Marine Area.

This issue has yet to be resolved.

Regional Pest Management Strategy

The Guardians made a submission to Environment Southland in support of the proposal to include a marine pest section in the revised Regional Pest Management Strategy, which was under review this year. The threat of marine pests to the Fiordland marine environment was outlined.

At the end of June Environment Southland released their decision to include the marine pests section in the revised plan. The council advised that they "may consider collaborative programmes to manage marine pests which are resourced by MAF Biosecurity New Zealand and other Crown agencies and stakeholders." The Guardians will continue to encourage Environment Southland to treat the threat of marine pests, especially to the biodiversity of the Fiordland Marine Area, as a priority. The Guardians will also encourage the council to develop collaborative programmes such as the 'preparedness response plan' for Fiordland, which is referred to below.

Blue Cod Closure

As part of the introduction of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005 and the overall management regime, a two-year restriction was introduced prohibiting the taking of blue cod in Doubtful and Milford Sounds. As part of the overall biological monitoring programme a project to assess and monitor blue cod stocks in Fiordland is under way. To assist in the success of this project, the Guardians recommended an extension to the prohibition for a further two years.

Meridian Energy Science Forum

Meridian Energy convened a meeting in March 2007 of members of the marine science community to discuss their environmental monitoring programme. This programme is undertaken to assess the ongoing effects of the discharge of fresh water into Doubtful Sound. As pre-eminent scientists, Guardians Alan Mark and Ken Grange attended, and Alan Mark was appointed as Chairperson.

Coastal Plan Changes

Environment Southland has started the process to make changes to the Southland Regional Coastal Plan, which is required as a result of the introduction of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005. The Guardians have provided input into the proposed changes.

Resource Consent Applications

The Guardians received numerous resource consent applications throughout the year for comment from Environment Southland. Generally these were for commercial surface water activity consents. The Guardians did not comment on all the applications, but where they did, submissions focused primarily on two areas:

- the biosecurity threats posed by vessels travelling to Fiordland and the need to carry out checks of the hull and equipment to prevent the introduction of marine pests; and
- an acknowledgement of the regulations relating to marine reserves and fishing restrictions within the Fiordland Marine Area.

The Guardians supported a Meridian Energy application for a variation to an existing consent which related to Meridian's freshwater monitoring equipment. This equipment is attached to the rock walls of various sounds. The bolts used are considered to be a "structure" and therefore resource consent was required.

Marine Pests

The threat that marine pests, in particular *Undaria*, pose to Fiordland was identified last year by the Guardians as a major issue. The threat is heightened by *Undaria*'s presence in Bluff Harbour and Stewart Island, which are two of the major departure points for vessels travelling to Fiordland.

MAF Biosecurity New Zealand is developing a long-term biosecurity plan that includes strategies to reduce the risk of invasion by high risk marine pests into the Fiordland Marine Area. The Guardians' advice to MAF Biosecurity New Zealand, the Department of Conservation and the Ministry for the Environment was that more direct action needed to be taken regarding *Undaria*.

The Guardians advised that as well as the planned publicity and educational campaigns about marine pests, removal of the *Undaria* plants from areas that are likely to lead to infection of vessels travelling to Fiordland was required.

As a result of this advice, MAF Biosecurity New Zealand and the Department of Conservation developed a number of priority initiatives to reduce the immediate risk of marine pests, including *Undaria*, being accidentally introduced into the Fiordland Marine Area. Those measures targeted four key areas:

- an awareness and behaviour change programme for Fiordland marine users
- inspections of vessels and marine equipment for the presence of pests
- follow-up compliance activities notifying owners with infected vessels
- ongoing pest control work and monitoring around vessels, to minimise the risk that vessels would become fouled by pests.

Additionally, the Guardians and the Southland Conservation Board jointly wrote to the Ministers of Biosecurity and Conservation and to the General Manager of Environment Southland to establish which agency held statutory responsibility for taking action if *Undaria* or other marine pests were found in Fiordland.

The Guardians were advised that the agency with responsibility varies, depending on the particular pest. Response action would also be dependent on the individual circumstances of each case. To provide greater certainty in the response process, MAF Biosecurity New Zealand and the Department of Conservation received endorsement from their respective Ministers to develop a 'preparedness response plan', to be developed between the various agencies for all 'new to Fiordland' marine pests. The response plan will be developed as part of the long-term Fiordland Biosecurity Operational Plan during 2007.

The support of the various Ministers, and in particular the Minister for the Environment, has been vital in achieving these outcomes and is acknowledged by the Guardians.



Other Activities Undertaken By The Guardians

New Guardians

The Guardians welcomed the appointment of Mark Psychers and Anne McDermott in December 2006. Mark and Anne filled the vacancies created by the resignation of Ian Buick and Laurel Teirney.

Mark is an ex-commercial fisherman who was based in Fiordland. He has kept up his connection with the area through skippering a tourist vessel and the Department of Conservation's vessel. Mark was an original member of the Guardians of Fiordland's Fisheries and Marine Environment.

Anne is a keen recreational diver and fisher and spends considerable time in Fiordland each year with family and friends. Her experience and contact with other users of the Fiordland Marine Area will be invaluable.

John Steffens

John indicated that he would not be renewing his term when it expired in June 2007. However, he has agreed to stay in the position until a new appointment is made. The appointment process is underway.

Appointment of Administrator

The Guardians also welcomed the appointment of Alison O'Sullivan to the administrative support position. Alison's efficiency has quickly made an excellent difference to the functioning of the Guardians, and has relieved the chair of a number of administrative tasks. Alison has been instrumental in compiling a database of the Guardians' contacts, which now numbers over 350.

Meeting with Minister

Representatives from the Guardians met with the Minister for the Environment in September 2006 and presented the first Annual Report to him. The Guardians used the meeting to raise their concerns about the invasive seaweed *Undaria*, and its potential to invade the Fiords from Bluff and Paterson's Inlet, Stewart Island.

Meeting with Southland Conservation Board

In February 2007 the Guardians met with the Southland Conservation Board to discuss issues of common interest. These included:

- the threat to the Fiordland Marine Area from marine pests, particularly *Undaria*;
- marine reserve markers; and
- the appointment of the Guardians as the management committee for the Fiordland Marine Area marine reserves – as provided for in the Act.

All parties agreed that the meeting was useful and that meetings should continue when matters of common interest and concern arise.

Meeting with Environment Southland

The Guardians met with Environment Southland councillors in September 2006 and outlined the development of the Fiordland initiative and the responsibilities that the Act introduced.

Fulbright Scholarship Study

Fulbright scholar James Mize, from the United States, was welcomed to a number of meetings. James was studying strategies for the development and introduction of marine reserves as the central thesis for a Master of Development Studies degree at Victoria University of Wellington. His research relied on two case studies to illustrate divergent approaches (Auckland Islands and Fiordland). The intended audience of his research is policymakers in North America. There, spatially-explicit marine management has been fraught with conflicts, and New Zealand is considered to have useful models for addressing ocean use conflicts.

Meridian Energy Proposal

In the Guardians' first Annual Report it was noted that Meridian Energy had applied for a resource consent to allow the discharge of quantities of fresh water from Lake Manapouri into Doubtful Sound in excess of their existing resource consent limits. These 'high-flow trials' are part of Meridian's Manapouri Amended Discharge Project. This project is investigating the potential effects of the discharge of larger quantities of fresh water into Doubtful Sound, as part of Meridian's planning for a possible resource consent application to Environment Southland.

One of the trials coincided with the boat trip to Doubtful Sound undertaken by the Guardians and management agency personnel in July 2006. Staff from Meridian Energy and the Cawthron Institute took time to explain the programme, and those present were able to observe some of the monitoring activities.

Results from the high-flow trials were presented to the Guardians in December 2006. Meridian has decided to undertake additional trials to further understand the potential impact of the high flows of fresh water into the Fiordland marine environment. These were to be carried out in July 2007.

Dolphin Research

In June 2007 Dr Steve Dawson, Associate Professor at the University of Otago, presented a history of dolphin research that the university has carried out on the Doubtful Sound bottlenose dolphin population, and detailed the research the university plans for the future. This presentation was particularly helpful and will assist the Guardians when they consider aspects of the Doubtful Sound Dolphin Management Plan that is referred to below.



Looking Ahead – the Next 12 Months

Marine Pests

The threat of invasion by marine pests continues to be one of the major issues for the Fiordland Marine Area. The Guardians will continue to monitor the programmes that are in place to reduce this threat. They will continue to work towards raising awareness of the effect that bio-invasion could have on Fiordland's marine communities.

Dolphin Management Plan

The Department of Conservation (Southland Conservancy) is currently compiling a discussion document which aims to develop a management plan for the Doubtful Sound dolphin population. Researchers have shown that the population has declined in recent years and have raised this concern with the Department of Conservation. The Guardians recognise that the outcomes of this plan will be hugely important to both the dolphins and users of Doubtful Sound, as the plan will influence conditions applied to surface water activity resource consents granted by Environment Southland. The Guardians will provide input into the plan.

Guardians Vacancy

John Steffens' position will be filled during the year.

Fiordland Marine Area User Guide

The drafting and publication of this single-reference user guide for the Fiordland Marine Area will be completed during this year. The guide will complement the four agency pamphlets/booklets about the area that are currently in circulation.

Research Results

The results from the surveys referred to in the *Advice and Recommendations* section will be presented to the Guardians throughout the year, as they are collated. These findings will continue to provide direction for the operational strategies of the Guardians and management agencies.

Presentation to International Conference

Malcolm Lawson will provide a presentation to the 8th International Conference and Workshop on Lobster Biology and Management in Canada in September. The presentation will focus on the development of the Fiordland model as a community-driven initiative for management of a marine area, with reference to the changes in the management of the Fiordland rock lobster fishery.

Meeting with Chief Executives

It is envisaged that a meeting with the Chief Executives of the management agencies will be held during the year. The Guardians recognise the importance of the ongoing support of senior management from each of the management agencies.

Meeting with Southland Conservation Board

It was agreed at the last meeting with the Southland Conservation Board that joint meetings should be held at least annually to provide a forum to discuss issues of common interest. Common issues currently include the development of the Doubtful Sound dolphin management plan and marine pests.

Real Journeys Presentation

Real Journeys, as a major tourism operator in the Fiordland Marine Area, has been invited to make a presentation to the Guardians about the operations of the company, future plans and the company's views on the Fiordland Marine Area. This will occur during 2007.

World Heritage Status

The Government has recently released a tentative list of potential sites for World Heritage Status nomination. Included in the list is the waters and seabed of the fiords of Fiordland (Te Moana o Atawhenua) – as an addition to the existing Te Wahipounamu/Southwest New Zealand World Heritage Area.

The Guardians will be involved in the consultation process regarding any progression of the nomination.

Appendix 1: Meetings – Dates and Times

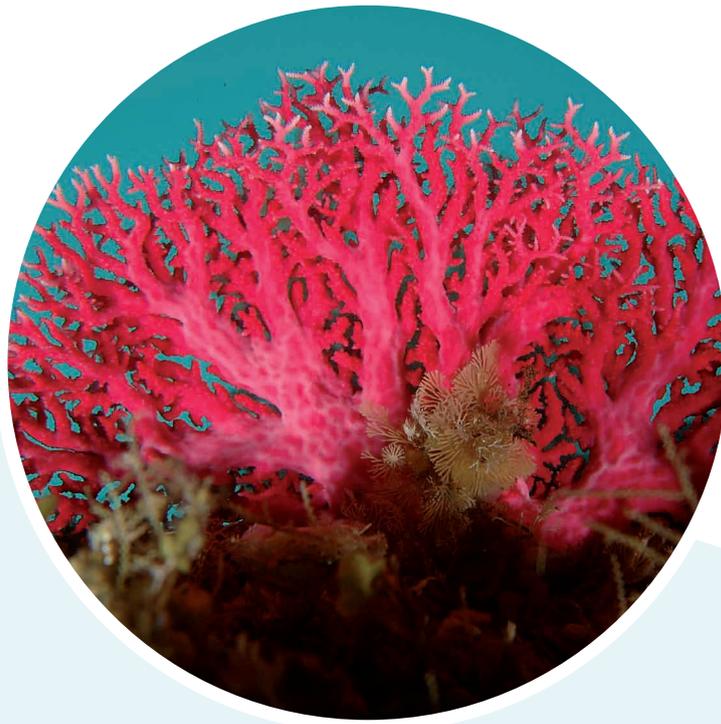
In accordance with Section 20 of the Act, details of meetings held during the year are as follows:

2006

1 July	9.40am – 3.55pm
13 September	9.10am – 4.07pm
21 September	3.26pm – 5.00pm (Biosecurity)
13 November	2.15pm – 5.00pm (Communications)
13 November	12.30pm – 2.15pm (Monitoring)
4 December	10am – 4.30pm

2007

14 February	10.15am – 4.10pm
11 April	11am – 4.50pm
5 June	10am – 4.25pm



Appendix 2: Agency Reports



MINISTRY FOR THE ENVIRONMENT

National and international interest in the Fiordland model has been a highlight of the last 12 months for both the Ministry for the Environment and the Guardians.

The Guardians have made considerable progress towards their vision of a better marine environment and fishery experience in Fiordland for future generations. They have worked closely and constructively with the management agencies to develop and implement the four operational plans for the Fiordland Marine Area. This has resulted in a high degree of community input into local marine biosecurity, fisheries compliance and the biological and social monitoring of the Fiordland Marine Area. Such collaboration has had very far reaching appeal, with environmental and iwi groups around the country expressing an interest in finding out more about the Fiordland model of integrated management.

The Ministry for the Environment has also seen numerous benefits from the central government agencies working more closely with each other through the Fiordland model. This has been particularly apparent with MAF Biosecurity New Zealand, Environment Southland and the Department of Conservation working together on biosecurity issues.

Achievements

The Ministry for the Environment is responsible for providing the Guardians with administrative support and for leading the implementation of a Communications Plan for the Fiordland Marine Area.

As part of its administrative responsibilities, the Ministry led the development of a Protocol that sets out how the Guardians and management agencies will work together to achieve the integrated management of the Fiordland Marine Area. This document was signed off by all five agency Chief Executives and the Fiordland Marine Guardians early this year. The Protocol is important as it sets out how all the parties will share information and work cooperatively together.

In addition, the Ministry hosted several productive meetings of the management agencies to discuss Fiordland issues and coordinate our feedback to the Guardians.

The Minister for the Environment appointed two excellent new Guardians, Mark Peychers and Anne McDermott, in December 2006, after receiving 27 nominations for the vacancies. The level of public interest in the Guardians appointments bodes well for the future.

The Ministry for the Environment appointed Alison O'Sullivan to the role of Secretary to the Fiordland Marine Guardians in October. Alison's administrative capacity has made a tremendous difference to how the Guardians function, and immediately relieved the chair of a number of time-consuming tasks.

As part of the Communications Plan, the Ministry launched the Fiordland Marine Guardians website (www.fmg.org.nz) in July. The website was developed with the support of Environment Southland, and with input from the management agencies and the Guardians.

We are also coordinating the publication of a Fiordland Marine Area User Guide. The user guide and the website will provide information on biosecurity threats, fishing regulations, marine reserves, cultural uses of the Fiordland Marine Area and the history of the Fiordland initiative.

In another effort to improve communications with Fiordland users, the first edition of a quarterly newsletter from the Guardians and management agencies was sent out to 350 people on the Fiordland Marine Guardians' database in February.

Looking ahead

The Fiordland model, which emphasises community involvement in management that has traditionally been undertaken by central and local government agencies, has attracted significant interest from around New Zealand. This is a positive reflection of the initiative's success. The Ministry for the Environment will continue to promote the Guardians' achievements in Fiordland next year.

Strategic communications planning will be underway shortly for the new financial year. The launch and distribution of the Fiordland Marine Area User Guide will be a major component of next year's Communications Plan. The Ministry for the Environment is looking forward to another positive year of work with the Guardians as they continue their role as kaitiaki of Fiordland's spectacular marine environment.



MAF BIOSECURITY NEW ZEALAND

Achievements

In 2006–2007 MAF Biosecurity New Zealand, with support from the Department of Conservation (Southland Conservancy) and Environment Southland, has been developing and implementing a range of interim measures to reduce the immediate risk of marine pests being accidentally introduced into the Fiordland Marine Area.

The measures include:

- an awareness and behaviour change programme for Fiordland marine users;
- inspections of vessels and marine equipment for the presence of pests;
- follow up compliance activities, notifying owners of infected vessels; and
- pest control work within the ports of Bluff and Stewart Island to minimise the risk that vessels will become fouled by pests.

The measures are targeted at Fiordland marine users to help them minimise the risk that their activities pose of spreading marine pests. A range of resources has been distributed to users, including information about:

- the interim biosecurity marine programme;
- notification on the initiation of vessel inspections;
- hull and marine equipment cleaning instructions; and
- marine pest identification.

Regular in-water inspections for pests on vessels and marine equipment within Bluff and other southern ports are also occurring. Vessel operators are notified if pests are found on their vessel or equipment. Vessels or equipment that are fouled by pests are required to be cleaned or sterilised before they are taken to Fiordland.

Pest control work around the port in Bluff and Stewart Island is scheduled to commence during June/July 2007. The control work will occur in areas of the port that are used by vessels that regularly travel to Fiordland. The control work is designed to help vessel operators keep vessels and equipment free of marine pests. Research into the efficacy of the pest control work will be undertaken, and, if it is found to be effective, the pest control work will be an ongoing part of the biosecurity programme.

Looking Ahead

Following implementation of the interim measures outlined above, MAF Biosecurity New Zealand will recommence development of the strategic and long-term operational plans for the Fiordland Marine Biosecurity Programme. MAF Biosecurity New Zealand will lead development of the plan in partnership with the other key biosecurity agencies, Environment Southland and the Department of Conservation (Southland Conservancy).

A new component of the biosecurity programme will see the development of a preparedness response plan. The response plan will outline the response process that agencies and stakeholders will follow in the event that a "new to Fiordland" marine pest is discovered.

To support the development of the biosecurity plans, MAF Biosecurity New Zealand is undertaking an ecological risk assessment for Fiordland. The research will identify the organisms, vectors and pathways which pose the greatest risk to Fiordland's marine environment. The risk assessment will be used by MAF Biosecurity New Zealand to target management activities to reduce the biosecurity risk. The risk analysis comprises three components, which are to be progressed over a three-year period.



DEPARTMENT OF CONSERVATION

The second year of implementation of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005 has been a busy and productive year for the Department of Conservation. Relationships established with other agencies and the Guardians are providing an excellent foundation for effective integrated management, and these links are continuing to strengthen. While the Department's primary role is leading the Fiordland (Te Moana o Atawhenua) Marine Area Monitoring Plan, the value to other areas of the Department's work from liaising closely with other agencies and the Guardians is becoming increasingly beneficial. This increases the effectiveness of the integrated management regime.

Achievements

Two major projects that have been carried out over the last 12 months are the second year of baseline biodiversity data collection, and a survey of users of the Fiordland Marine Area. Both projects feed into the overall Fiordland Marine Area Monitoring Plan.

The biodiversity research undertaken in the beginning of 2007 builds on work that was carried out in 2006. Together, the two surveys comprise the baseline information of subtidal biodiversity patterns across Fiordland's marine environment.

To fulfil some of the Monitoring Plan's social objectives, a survey of users of the Fiordland Marine Area was undertaken by a contractor during 2007. The Department has led the development of this multi-agency project, which aims to collect information about how people use the area, what they know and think about the place, and how these things change over time. Input and advice from the Guardians and other agency staff has been crucial to the design, contracting and implementation phases of this project. The project provides an excellent example of how multiple central and local government agencies and a community stakeholder group can work together to achieve goals of respective and mutual interest.

Information and knowledge gained from these two monitoring projects will be compared with follow-up data to be collected in 2009–2010. This information will also inform a major review of the management changes brought to the area which is planned for 2010.

Looking ahead

The first two years of the monitoring plan are focused on gathering crucial baseline information about the Fiordland Marine Area. The next important step is to identify what information gaps need to be addressed. A research strategy for the Fiordland Marine Area is being developed with input from scientists, the management agencies and the Guardians to outline the research requirements for the Fiordland Marine Area over the short to medium term.

In 2008, more focus will be placed on promoting compliance in the Fiordland Marine Area, and the Department's vessel will be utilised to support an inter-agency approach to this work. We look forward to continuing this integrated approach over the coming 12 months as we strive towards common goals for Fiordland's marine environment.





ENVIRONMENT SOUTHLAND

Environment Southland has been closely associated with the Fiordland Marine Guardians since the group's inception in 2005, and with their predecessors, the Guardians of Fiordland's Fisheries and Marine Environment.

Responsibilities

Environment Southland has participated fully in the implementation of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005, working with the other agencies – MAF Biosecurity New Zealand, the Ministry of Fisheries, the Department of Conservation and the Ministry for the Environment, as well as with the Guardians themselves. This has been a very good example of local and national groups working together in harmony for a common goal.

We have jointly prepared a Communications Plan with Ministry for the Environment, have provided input into the Biosecurity Plan, and have been instrumental in putting together and maintaining the Guardians' website. We also provide facilities to host the Guardians' meetings.

Southland Regional Coastal Plan

The Fiordland (Te Moana o Atawhenua) Marine Management Act 2005 required amendments to the Southland Regional Coastal Plan to achieve the objectives of the Fiordland Act. These changes related to a variety of activities in the Fiordland Marine Area, including anchoring and mooring provisions, discharges, structures, and hull cleaning.

We have started consulting with affected parties and the general public on changes to the operative Coastal Plan to ensure that there is consistency in the remainder of the Southland coastal marine area with the changes introduced by the Fiordland Act.

Environment Southland looks forward to continuing the good relationship we have with the Guardians and the central government agencies, in implementing the vision for Fiordland that has been such a feature of this group.



MINISTRY OF FISHERIES
Te Tauiaki i nga tini o Tangaroa

MINISTRY OF FISHERIES

In the year since the Guardians' last annual report, the Ministry of Fisheries has continued to be actively involved with the Guardians-agency team. Staff from our fisheries operations and compliance teams attend the regular meetings between the Guardians and the agencies, which provide an excellent forum to collaboratively share information and ideas and identify new issues impacting on the Fiordland Marine Area.

Achievements

The Ministry of Fisheries has a key responsibility to ensure the sustainable use of fisheries resources. We also have an important role in contributing to the protection of the aquatic environment within the Fiordland Marine Area.

As part of the management package brought in by the Fiordland (Te Moana o Atawhenua) Marine Management Act, the blue cod fisheries in Milford and Doubtful Sounds were closed to recreational fishing

for two years from 30 June 2005. At the recommendation of the Guardians, and after public consultation, the Minister of Fisheries agreed to extend the closures for a further two years, from 30 June 2007. Researchers contracted by the Ministry of Fisheries have been monitoring the impact of the closures on blue cod stocks using experimental fishing in the closed areas and in the marine reserves, to compare them with areas that are open to blue cod fishing. This ongoing work is part of the scientific marine monitoring programme for the area.

It is now two years since the amended fishing rules applying to commercial and recreational fishing in the Fiordland Marine Area were put in place. Ministry of Fisheries compliance staff have worked hard to ensure marine users are made aware of the rules and abide by them. They have erected signs at key access points in Milford and Doubtful Sounds and ensured pamphlets and booklets are widely distributed. The Ministry of Fisheries has also run advertisements in local newspapers and on the radio to promote the changes and to encourage fishers to familiarise themselves with the new rules. In addition to posting and maintaining the rules on its website (www.fish.govt.nz), the Ministry will continue to keep its Fiordland Marine Area recreational fishing leaflets up-to-date as the rules evolve to adapt to the needs of the area.

As the lead agency charged with developing and implementing an integrated Compliance Plan for the Fiordland Marine Area, the Ministry of Fisheries convenes the Interagency Compliance Working Group. This assists the key enforcement agencies to take a more strategic and multi-agency approach to the integrated delivery of enforcement services. Although the vast size and remoteness of the Fiordland Marine Area poses considerable challenges, the Ministry carries out fisheries enforcement patrols, including joint agency patrols, deploying shared resources and staff. There has been a steady improvement in compliance levels and fisher behaviour since 2005. Now, two years on, with information about the fishing rules more freely available, fishers can expect a tougher stance to be taken if they are detected in blatant breach of the rules. The Ministry of Fisheries urges fishers to familiarise themselves with the rules before venturing into Fiordland, and to ensure they understand and follow them.

The Ministry of Fisheries is trying to gain a greater appreciation of recreational fishing levels within the Fiordland Marine Area. The Ministry contracted NIWA to research recreational fishing activity and to assess the impact of the Fiordland management regime on users. This research began in 2006 and has three parts: completion of logbooks; a boat ramp survey; and aerial survey flights. It looks at how catch levels have changed since the management regime was implemented and also records recreational fishers' views and experiences of the new management regime. The work will continue in 2007–2008, and the data will be analysed after the coming summer.

Looking ahead

The Ministry of Fisheries looks forward to continuing our positive and collaborative working relationship with the Guardians and other agencies. Over the next year, the results of the blue cod research and recreational fishing survey will begin to give us a clearer picture of the effectiveness of the Fiordland management regime. The results, together with the outcomes of other research, will enable the Guardians-agency team to adjust our management tools to ensure we continue to look after the Fiordland Marine Area in the best way possible.

Appendix 3: Guardians' Biographies



Stewart Bull

Stewart Bull has extensive knowledge of customary uses of Fiordland, particularly customary fishing. Stewart is the chair of the Oraka-Aparima Runaka and is the Oraka-Aparima Runaka representative on the board of Te Runanga o Ngai Tahu. Stewart has particular expertise in customary fishing issues, and is the Oraka-Aparima Runaka representative on the Customary Fisheries Advisory Group.

He is also an Honorary Fisheries Officer for the Ministry of Fisheries. Stewart has been a member of the Guardians of Fiordland since their inception.



Ken Grange

Ken Grange, a pre-eminent marine scientist, is the Regional Manager of NIWA Nelson. He has a broad understanding of general marine science and in particular the Fiordland marine environment. Ken was the first to describe scientifically the unique marine environment of Fiordland and is an internationally recognised expert on black coral. Ken is a member of a number of societies, institutions and committees including the New Zealand Marine Sciences Society and the Royal Society of New Zealand. He chairs the Kapiti Marine Reserve Committee.



Alan Key

Alan Key has fished recreationally in Fiordland for 28 years. He is a long-term recreational fishing representative and is a current or past member of the Southland Sports Fishing Club, the Ministry of Fisheries South Marine Recreational Fisheries Advisory Committee, the Southern Blue Cod Advisory Committee, the Foveaux Straits Oyster Management Group and the Southland Marine Recreational Fishers Association. He has been a member of the Guardians of Fiordland since their inception and was involved in the Paterson Inlet marine reserve working group.



Malcolm Lawson

Malcolm Lawson is the Chief Executive of the CRA8 Management Committee (the southern commercial rock lobster industry organisation). He is heavily involved in commercial fisheries management in Fiordland. He is also involved with the Otago Rock Lobster Industry Association and is a member of the New Zealand Rock Lobster Industry Council. Malcolm sits on the Ministerial advisory group for rock lobster and is also a company director. Malcolm has previously worked for the Ministry of Fisheries. He is the chair of the Fiordland Marine Guardians.



Alan Mark

Alan Mark is an Emeritus Professor of Botany at the University of Otago. He has been heavily involved in conservation management for 30 years and is highly respected in this field. Alan is a Fellow of the Royal Society of New Zealand and has been a long-term member of many ecological/conservation organisations including the New Zealand Ecological Society and the Forest and Bird Protection Society. Alan was chair of the Guardians of Lakes Manapouri and Te Anau for the first 26 years and has been a member of the New Zealand Conservation Authority. He has been a member of the Guardians of Fiordland since 2001.



Anne McDermott

Anne has significant experience in the Fiordland Marine Area having dived, fished and tramped in Fiordland for 20 years. She has dived in the fiords more than 350 times (in Preservation, Chalky, Dusky, Breaksea, Doubtful, Nancy, Charles and Caswell Sounds), giving her first-hand experience of the Fiordland marine environment. Anne and her husband own a boat and she has many contacts among the Southland recreational fishing, boating and diving sectors.



Mark Peychers

Mark has three decades of first-hand experience of the Fiordland marine environment. He was an original member of the Guardians of Fiordland's Fisheries. Mark fished commercially in Fiordland for 28 years. Since retiring four years ago, he has worked as a relief skipper for Fiordland Ecology Charters and Mitre Peak Cruises. He now skips on the Department of Conservation's vessel in Fiordland. Through his work in Fiordland, Mark has built up positive relationships with the Department of Conservation, the Ministry of Fisheries and Environment Southland. Mark is a shareholding director of Fiordland Lobster Company Limited. He is an honorary member of the Fiordland Fishermen's Association, with which he has been involved since 1988.



John Steffens

John Steffens has been a commercial fisher in Fiordland for 25 years. He has been involved in a number of fishing organisations including the New Zealand Fishing Industry Board, the New Zealand Seafood Industry Council and the New Zealand Rock Lobster Industry Council. John founded the CRA8 (rock lobster) Management Committee and is its current chair. He was the founding director of the Fiordland Lobster Company, and is a current director. John is also a past chair of the Guardians of Fiordland and has been a driving force behind their process. John led the process that resulted in the formation of the first two Fiordland marine reserves, Milford Sound (Piopiotahi), and The Gut (Te Awaatu Channel). John is also a past vice president of the New Zealand Federation of Commercial Fishermen and past president of the Fiordland Fishermen's Association. John is the senior pastor at Te Anau Christian Centre. He serves on the Te Anau Community Board and is a board member of Venture Southland.





**Fiordland
Marine Guardians**
Beneath the Reflections

www.fmg.org.nz