

Annual Report

for the year ended 30 June 2008



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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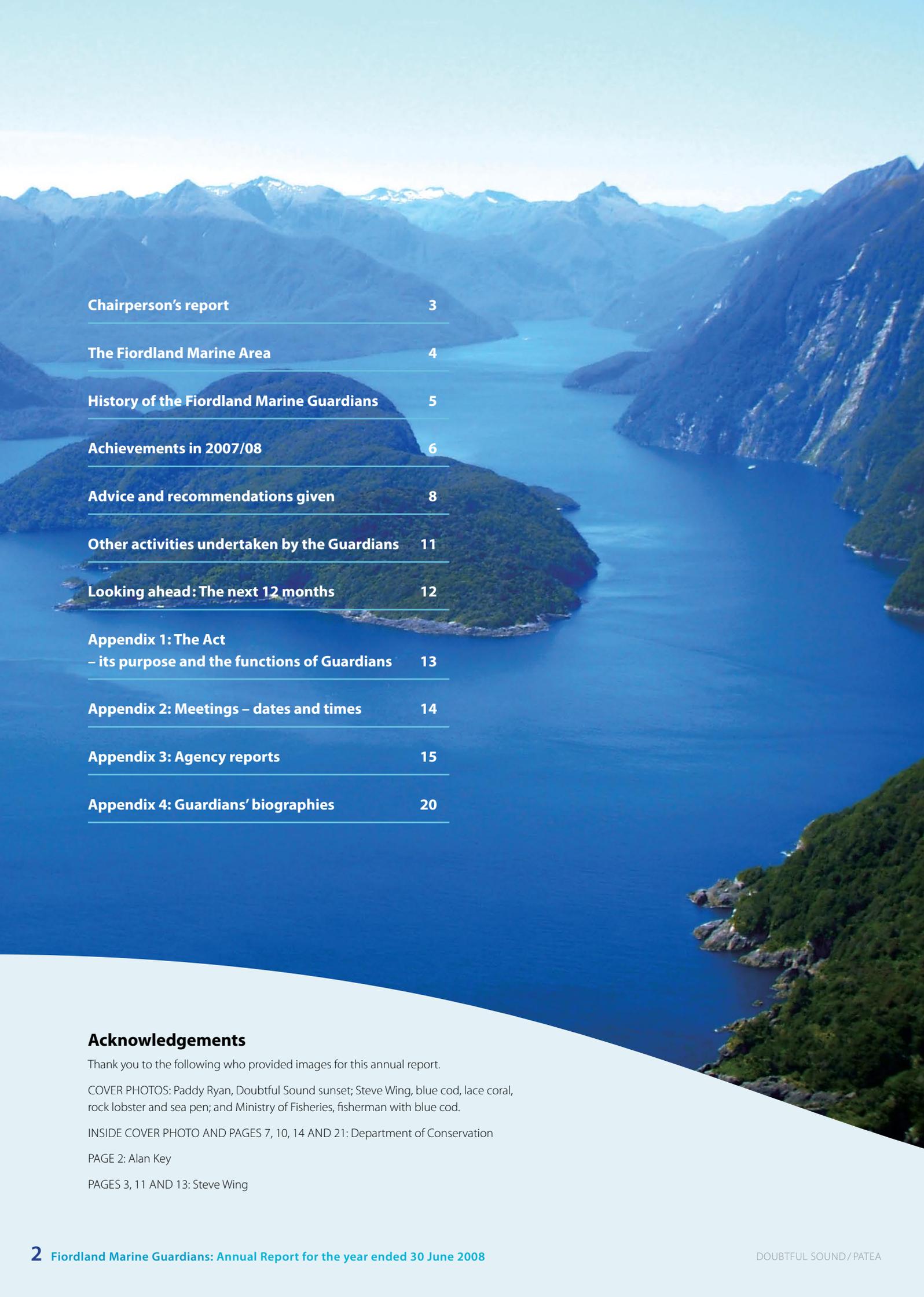
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**Fiordland
Marine Guardians**
Beneath the Reflections



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Acknowledgements

Thank you to the following who provided images for this annual report.

COVER PHOTOS: Paddy Ryan, Doubtful Sound sunset; Steve Wing, blue cod, lace coral, rock lobster and sea pen; and Ministry of Fisheries, fisherman with blue cod.

INSIDE COVER PHOTO AND PAGES 7, 10, 14 AND 21: Department of Conservation

PAGE 2: Alan Key

PAGES 3, 11 AND 13: Steve Wing

Chairperson's report

Anyone who spends some time in Fiordland will tell you that it's almost impossible not to develop a passion and a sense of connection with the area, and these are two of the reasons why people keep returning.

With any new organisation it's easy to become complacent after the first rush of enthusiasm has waned. It's then that the true measure of commitment from those involved comes to the fore. This ongoing commitment and desire for success is clearly evident within the management agencies and the Guardians. I venture to suggest that at least some of this commitment is due to the effect that the Fiordland Marine Area has on people, and is the reason we are seeing an increasing awareness from stakeholders of the role of the Guardians and the opportunity that this provides for them to have their say.

John Steffens has been at the forefront from the very beginning, some 12 years ago. He was one of the leaders of the initiative and was chairman throughout the development of the Guardians of Fiordland Fisheries and Marine Environment and the *Fiordland Marine Conservation Strategy*, which culminated in the introduction of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005. During the last year, John decided to step aside and it was fitting that he should be acknowledged for his contribution by the Minister for the Environment, Trevor Mallard. Without the commitment of people like John, the level of progress that has been achieved towards a more integrated method of management in the Fiordland Marine Area simply would not have occurred.

Kevin O'Connor, who also moved on during the year from his position as the Southland Conservator, is another who had the foresight to see the value in this style of marine management. I have a huge amount of admiration for people like John and Kevin and we owe them a very large debt of gratitude.

This year we received the results from two very important research projects: one focusing on the environment and the other on the people who use the Fiordland Marine Area. The reports from the biological monitoring surveys provide us with a baseline of the marine environment and the ability to measure changes in the coming years. Similarly, the findings of the Fiordland (Te Moana o Atawhenua) Marine Area Users Study tells us what people think of the area now and provide guidance to the Guardians for setting future priorities.

I believe that we start the fourth year in a position of strength. We have support and enthusiasm from the management agencies, a cohesive working arrangement, the backing of stakeholders, and a growing library of knowledge on which to base our decision-making. All in all, it's not a bad place to be.



Malcolm Lawson

Chairperson



RED LINED PERCH

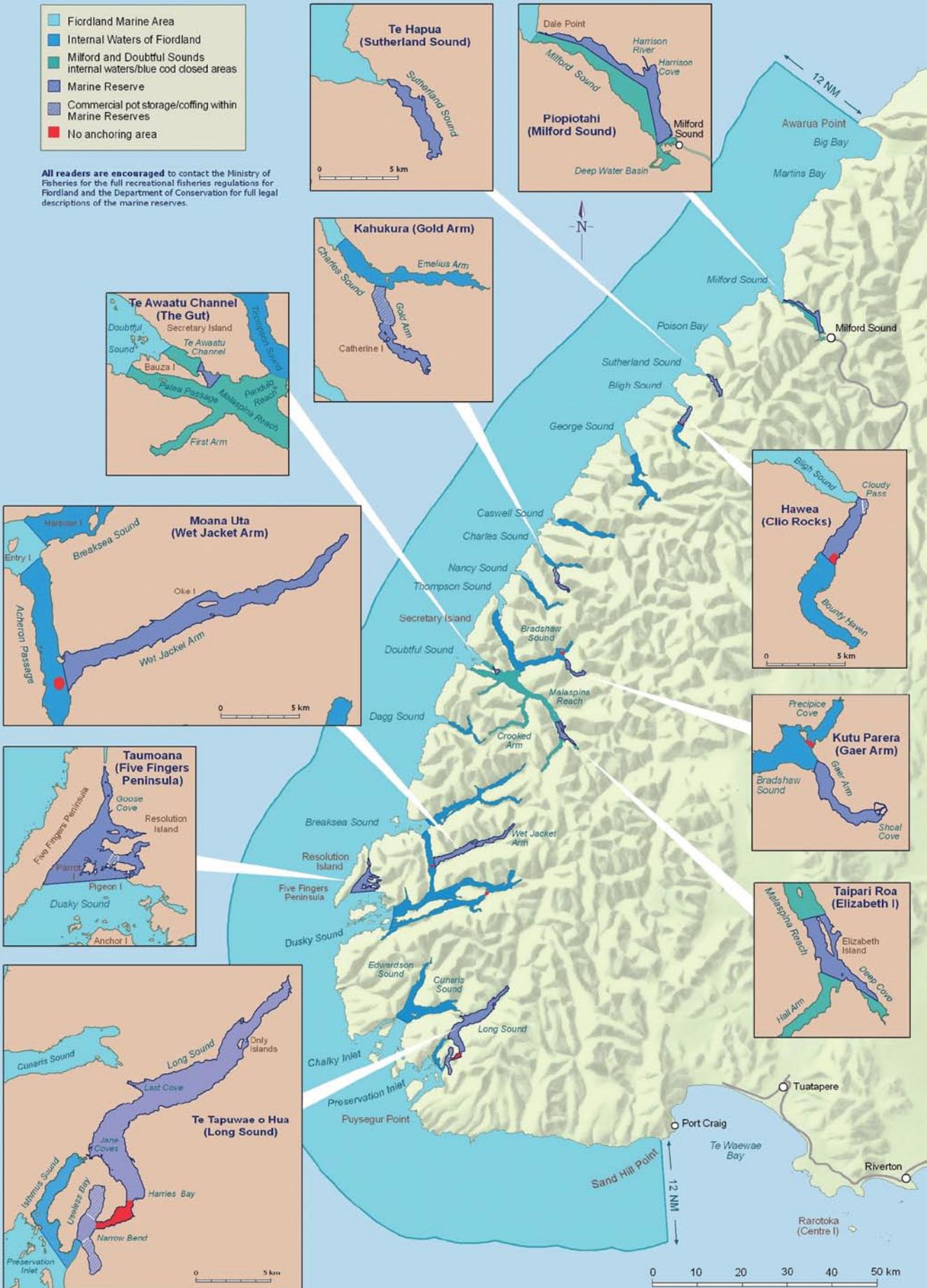


YELLOW ZOOANTHIDS

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.



History of the Fiordland Marine Guardians

From a blank canvas in 1995, the Guardians of Fiordland's Fisheries and Marine Environment embarked on a unique journey. It 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 (the Guardians). The original group, endowed with firsthand 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,¹ they saw the Fiordland (Te Moana o Atawhenua) Marine Management Act enacted in 2005. The Guardians are now 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 protect their own interests, and Fiordland, for the future. The groups included Ngai Tahu Runanga, commercial fishers, recreational fishers, charter boat operators, tourist operators, marine scientists, and environment and community interest groups.

The original vision, adopted 11 years ago, remains the same 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 firsthand 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.

Developing the draft conservation strategy in only two years required a very significant commitment. For a number of issues such as risks to the marine environment, the group agreed about what was needed. However, when one interest or sector benefited at the cost of another, the Guardians agreed that the advantaged party should give something in return. The aim was to ensure that the greater good of Fiordland took precedence over competing interests. This became known as the 'gifts and gains' philosophy that underpinned more difficult negotiations. For instance, when the commercial fishers volunteered to withdraw from fishing the inner fiords, recreational fishers volunteered to set stringent fishing rules for these more fragile inner areas. Representative areas that were biologically diverse were identified as deserving particular care. Other more discrete and fragile areas were identified as having special qualities and became known as 'china shops'. Some of these areas were deemed to be vulnerable to anchoring damage and were therefore designated no-anchoring areas. For the strategy to succeed in an isolated area such as Fiordland, it was imperative that all stakeholders supported both the process and the philosophy that underpinned it.

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

By 2003, a new piece of legislation was considered necessary to implement the management strategy. The Guardians recognised that they needed a way to protect the integrity of the whole package, so that the balance of the gifts and gains philosophy would not be compromised. A central feature of the new legislation was a statutory role for a community group that would continue to provide oversight and direction. The Fiordland (Te Moana o Atawhenua) Marine Management Act 2005 established the Fiordland Marine Guardians, and is the first legislation of its kind for the marine environment in New Zealand.

¹ Ministry for the Environment, MAF Biosecurity New Zealand, Department of Conservation, Environment Southland and Ministry of Fisheries

Achievements in 2007/08

Presentations to organisations

The Guardians made five presentations to interest groups during the year. In each case the focus was on the development of the Fiordland model as an example of a community driven initiative.

Malcolm Lawson presented a paper at the 8th International Conference and Workshop on Lobster Biology and Management in Canada in September 2007. The presentation had a particular reference to changes and future opportunities in the management of the rock lobster fishery.

Alan Key made a presentation at the New Zealand Recreational Fishing Council's annual conference. The presentation included a reference to the opportunities that are now available to recreational fishers in Fiordland to have direct input into the management of the internal waters of Fiordland, which is a recreational fishing area.

Malcolm Lawson and Mark Peychers presented to a visiting delegation from Chile. This group, comprising a range of stakeholders with an interest in the Gulf of Corcovado and Chiloe Island, was hosted by the Department of Conservation (DOC). The objective of the visit was to enhance the group's understanding of marine protection, and the management of marine mammals and marine resources, as well as providing insight into the processes of providing for marine protection in New Zealand.

Ken Grange gave a presentation at the launch of the Te Korowai o Te Tai o Marokura (Kaikoura Coastal Management Group) characterisation report.

Stewart Bull, Alan Key and Malcolm Lawson made a presentation to a Hawke's Bay guardians group and each provided comments from their own viewpoint.

Fiordland Marine Area user's guide

A large amount of work was done during the year by management agency representatives and Guardians towards the production of the user's guide. This work included a specific meeting of the communications sub-committee and agencies. The guide will be launched in October 2008.

Doubtful Sound Bottlenose Dolphin Threat Management Plan

During the year, DOC ran a consultation process regarding its draft *Doubtful Sound Bottlenose Dolphin Threat Management Plan*. The Guardians were involved throughout the process and provided a submission to the draft plan. They also provided the only public speaking forum at which staff from DOC, the Chairman of the Southland Conservation Board and Guardians were present.

Outcomes from this work are covered more fully in 'Advice and recommendations given' on pages 8-10.

Southland Boat Show

The Guardians provided a display at the Southland Boat Show, which complemented those from the DOC, the Ministry of Fisheries (MFish), Environment Southland and MAF Biosecurity New Zealand (MAFBNZ). Display banners were designed and produced for the occasion and these are now available for use at other times. Attendees were given the opportunity to have their names added to the Guardians' contact database.

Meeting with the Minister

In March 2008, the Guardians met with the Minister for the Environment, the Hon Trevor Mallard. This meeting provided an opportunity to update him on current and future issues for the Guardians. The Minister also took the opportunity to make a presentation to John Steffens in recognition of his contribution to the management of the Fiordland Marine Area.

Meeting with Chief Executives

The meeting with the Minister was followed by a meeting with management agency Chief Executives or their representatives. Discussions centred on the achievements of the first three years and the working relationship between the Guardians and agency staff.

Newsletter

Alison O'Sullivan took over the role of producing the Guardians' newsletter. The format of the newsletter was updated and has been very well received. Around 350 copies of each newsletter are sent out.

Contact database

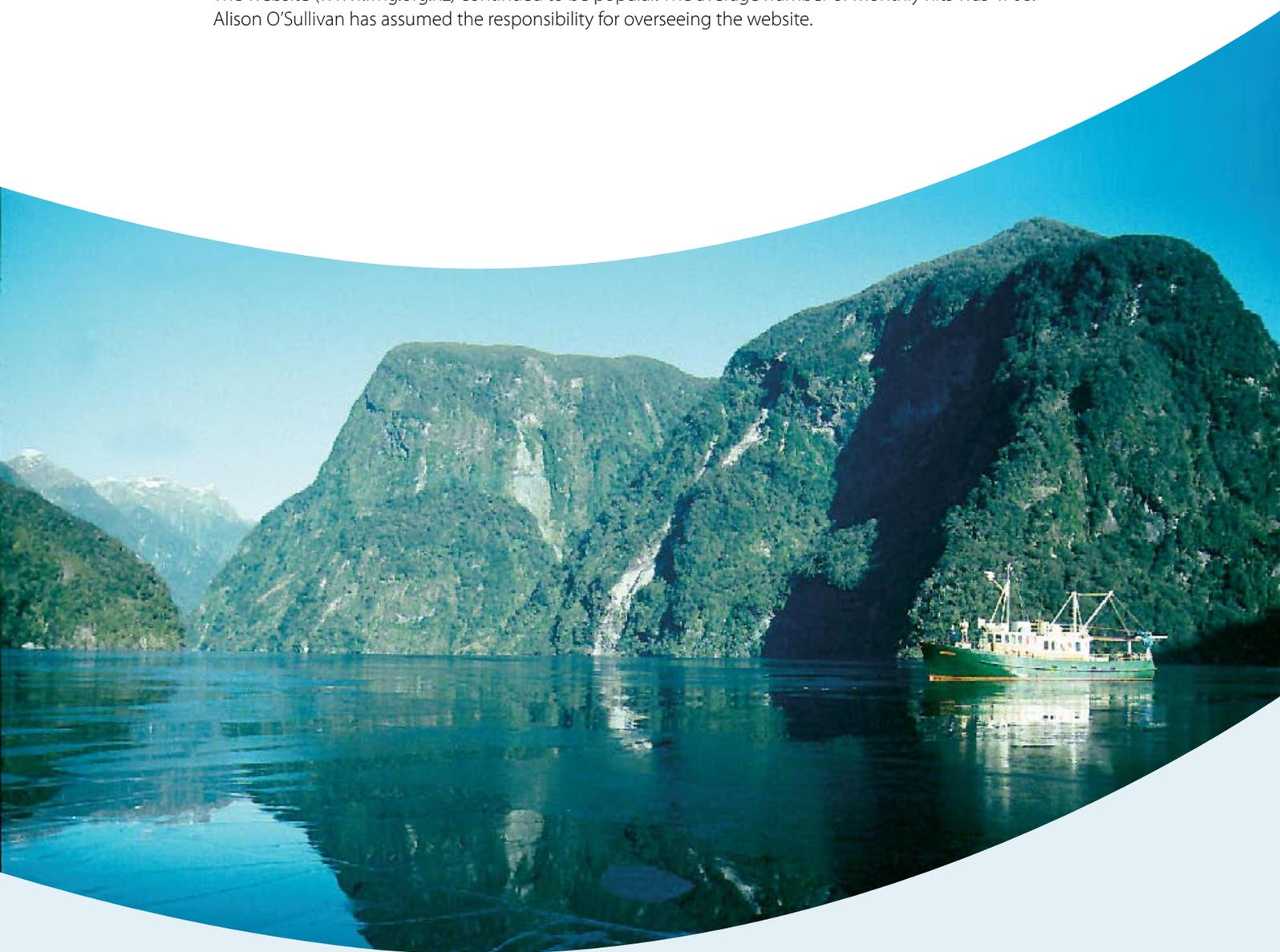
The database grew to hold some 440 names of individuals and organisations.

Meetings

Six joint meetings of the Guardians and management agency representatives were held during the year. Representatives from various stakeholder groups were invited to the meetings to share their views and expectations.

Website

The website (www.fmg.org.nz) continued to be popular. The average number of monthly hits was 4708. Alison O'Sullivan has assumed the responsibility for overseeing the website.



Advice and recommendations given

The four operational plans (biosecurity, communications, compliance and monitoring) guide the management agencies' work in the Fiordland Marine Area. At each meeting of Guardians and management agencies, progress reports were presented and priorities identified within each plan.

Marine pests

The issue of the threat of marine pests to Fiordland was first raised during 2006. The matter was highlighted as a result of the Guardians receiving reports that *Undaria* (*Undaria pinnatifida*) was proliferating in areas around the Southland coast, particularly in Bluff Harbour and Stewart Island. Both of these places are major departure points for vessels travelling to Fiordland. As reported in the 2006/07 *Annual Report*, the Guardians' advice was that direct action was needed to reduce the threat of *Undaria* spreading and establishing in Fiordland.

The Guardians have received reports on work carried out as part of the interim biosecurity programme, and have advised on additional areas within Bluff Harbour that should be monitored for the presence and abundance of *Undaria*.

The Guardians remain concerned that no work has been carried out around Stewart Island. MAFBNZ report that there are a number of reasons why work has not been carried out, including the need to review the effectiveness of the pile wrapping carried out in Bluff Harbour, and an assessment of other options that may be available. The Guardians recommended that steam cleaning be considered as one option, as this is reported to have been effective in the past, and see this as a priority for 2008/09.

The Guardians received reports from the Paua Industry Council regarding the threat to New Zealand abalone (paua) stocks posed by the shellfish herpes-like virus Abalone Viral Ganglioneuritis (AVG). The disease has caused major mortalities in abalone stocks in Victoria, Australia, and is believed to be spread by wet diving and water sports equipment that has been used in the areas where the disease is present.

Evidence from the Paua Industry Council suggested that the disease could establish amongst paua stocks in New Zealand. The Fiordland Marine Area contains one of the largest paua fisheries in New Zealand and paua is a valuable species for customary, recreational and commercial fishers. The Guardians were particularly concerned that visitors arriving from the infected area into Fiordland to take diving trips on charter vessels could introduce the disease to the local paua stocks. Establishment of AVG would be devastating for the Fiordland fisheries.

The Guardians, in conjunction with the Paua Industry Council, recommended to MAFBNZ that increased border surveillance measures be adopted to limit the chance of the disease being introduced. This increased surveillance has been implemented, with visitors now having to declare if they are carrying water sports equipment in their luggage on arrival in New Zealand.

Regional Pest Management Strategy

Environment Southland published its *Regional Pest Management Strategy* during 2008. As reported in the 2006/2007 *Annual Report*, the Guardians made a submission in support of including a marine pest section in the strategy document. This section was included and the Guardians will continue to seek information and provide advice to Environment Southland on the implementation and identification of priorities within the strategy.

Meridian Energy science forum

Following the first meeting of the forum in March 2007, a further meeting of the marine science community was held in May 2008. Guardians Alan Mark and Ken Grange attended, with Alan again acting as chairperson. The meeting considered information from the first meeting and results from assessments carried out on behalf of Meridian Energy as part of their Manapouri Tailrace Amended Discharge work towards an amended resource consent proposal. This amendment would allow an increased discharge of freshwater into Doubtful Sound.

Doubtful Sound Bottlenose Dolphin Threat Management Plan

There is concern about the long-term survival of the Doubtful Sound bottlenose dolphin population arising primarily as a result of ongoing monitoring work that indicates a decline in population. Scientific studies suggest that the interaction of tourist vessels and dolphins has resulted in changes in dolphin behaviour, although there is no proven link between this and the drop in population.

The Guardians received reports and updates from Carrie Williams who had been engaged by DOC to draft the *Doubtful Sound Bottlenose Dolphin Threat Management Plan Discussion Paper* and carry out the consultation process.

Guardians Mark Peychers and Stewart Bull were members of a 'tools' committee established by DOC to consider the submissions. The committee also looked at the most appropriate methods of effecting proposals raised in submissions, as well as achieving the level of protection that was necessary.

The Guardians also received a presentation from a representative of the tourist vessel industry on the proposal that had been developed by all tourist vessel operators in Doubtful Sound. The Guardians supported the proposal as part of their submission on the Discussion Paper. The tourist vessel operators' proposal provided for 'no-boat zones' within Doubtful and Bradshaw Sounds that would be off-limits to all motorised vessels, as well as initiatives for dealing with situations when dolphins are encountered. The proposal for these zones was largely adopted and, together with leaving encounters with dolphins to chance in the remainder of the Doubtful Sound complex, formed the basis of a new set of protection measures for the dolphins. These measures are outlined in a document called the *Doubtful Sound Marine Mammal Code of Management*, and all users of the area are encouraged to 'sign-on' and show their support.

The Guardians are concerned that the focus for determining the decline in the population has been on the activities of tourist vessels, while it is possible that a number of factors may be responsible for, or at least be contributing to, the decline. The Guardians have, therefore, recommended that a range of research projects be identified, prioritised and initiated.

Fiordland (Te Moana o Atawhenua) Marine Area user study

The final report from this study, carried out by Kay Booth and Associates under contract to DOC, was received in August 2007. The study sought the views of a range of users on a number of topics and also included more in-depth interviews with some of the main and long-term users. The Guardians recommended that these key users be sent a copy of the results and that the results be published on the website.

Communication

One of the topics arising from the user study was communication and the availability of information on the Fiordland Marine Area. As a result, the Guardians recommended that DOC investigate the feasibility of providing information kiosks at Milford and Doubtful Sounds. There are currently a number of signs near boat ramps that have been erected in an ad hoc manner by various organisations and agencies. Guardians think that it would be better if all information was made available in covered kiosks where people could stand in comfort to read it.

Coal Island Restoration Project: pest control

The South West Endangered Species Trust is carrying out a project to restore Coal Island (Te Puka-Hereka) to its natural state and allow the reintroduction of endangered species. A precursor to this is the removal of all pests. The Trust sought the support of the Guardians in its proposal to apply for resource consent to drop brodifacoum poison to control mice. The Guardians supported the application following receipt of an assessment of environmental effects, further investigation, and having been satisfied that the effect of the poison, if it entered the marine environment, would be minimal.

Awash Rock and The Gut (Te Awaatu Channel) Marine Reserve: no anchoring provisions

Following a biological monitoring survey, the Guardians and management agencies were informed of concerns regarding the potential for damage to vulnerable species from anchoring at Awash Rock and The Gut (Te Awaatu Channel) Marine Reserve. The Guardians recommended to Environment Southland that anchoring should be prohibited, and a prohibition on anchoring in these areas has been included in the draft Southland Regional Council Navigation Safety Bylaws.

Resource consent applications

The Guardians supported a number of resource consent applications throughout the year.

Support was given for an application from Associate Professor Dr Steve Dawson of the Otago University Department of Marine Sciences. The application was for the installation of five echo-location devices in and around Doubtful Sound as part of research into the bottlenose dolphin population.

The Guardians also supported submissions on new applications for commercial surface water activity consents, which focused on:

- biosecurity threats posed by vessels travelling to the Fiordland area
- an acknowledgement of the regulations relating to marine reserves and fishing restrictions within the Fiordland Marine Area.

One application for a commercial surface water activity consent did result in a more detailed submission. This application was to use a much larger boat than those normally used in the area. While neither supporting nor opposing the overall application, the Guardians expressed concern that the effects of adverse weather and the ability to operate a vessel of this size safely in such conditions had not been fully assessed. The Guardians also expressed concern regarding the lack of knowledge in the application about accessing anchorages that are not suitable for a large vessel and the difficulties of achieving safe haven that this will create.



Other activities undertaken by the Guardians

New Guardian

The Guardians welcomed the appointment of Jeremy (Jerry) Excell in December 2007. Jerry has a longstanding involvement with the Fiordland Marine Area as a commercial rock lobster fisher based in Doubtful Sound. His knowledge and experience of the area will be most valuable.

Meridian Energy high flow trials

During 2007 Meridian Energy carried out high flow trials as part of the assessment and evaluation studies into the effects of an increased discharge of freshwater into Doubtful Sound from the Lake Manapouri power station. Guardians attended the high flow trials and received a presentation on the results from representatives from Meridian Energy, Cawthron Institute and the National Institute of Water and Atmospheric Research (NIWA).

This work is in anticipation of Meridian Energy applying for an amended resource consent to allow for an increased maximum discharge rate.

Cruise ships

The Guardians and management agencies received a presentation from Environment Southland on the presence and operation of cruise ships in the Fiordland Marine Area. The purpose of this presentation was to further inform the Guardians and management agencies of the restrictions and guidelines that cruise ships operate under, including biosecurity, safety, mitigation of environmental effects and operational limits.

World Heritage status

As reported in the 2006/2007 *Annual Report*, the waters and seabed of the fiords of Fiordland (Te Moana o Atawhenua) have been included on a list of potential sites for nomination for World Heritage status. The Guardians received a report on this process, which effectively stated that it was a long-term proposition and that acceptance of the nomination would have no effect on the management of the area.

Legislation

The management agencies provided the Guardians with a list of the legislation that each agency administered relating to the Fiordland Marine Area. The Guardians requested this list to understand how relevant legislation can be used to further the management of the Fiordland Marine Area.



SEA HARE



TUBE WORMS



BUTTERFLY PERCH

Looking ahead: The next 12 months

Compliance planning

The Ministry of Fisheries, as lead agency of the Compliance Plan, intends to host a meeting involving agencies with a compliance role in the Fiordland Marine Area, and the Guardians compliance sub-committee. Sub-committee members will provide input into compliance planning and pass on feedback from users of the area regarding existing legislation.

Meeting with the Minister

Another meeting with the Minister for the Environment is planned for early 2009. If possible, this may take place in Fiordland.

Cook Islands Group study tour

The Australian and New Zealand governments are jointly funding the Cook Islands Marine Resources Institutional Strengthening Project. A key feature of this project is the sustainable management of lagoon ecosystems in the Cook Islands. The Cook Islands Group is undertaking a study tour during August 2008 to evaluate different co-management models operating in New Zealand, and will meet with the Guardians.

Fiordland Marine Reserves Advisory Committee

The Southland Conservation Board has invited the Guardians to take up the appointment as the advisory committee for the Fiordland Marine Area marine reserves, as provided by section 14 of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005. This invitation will be considered during 2008.

Marine pests

The risk of bio-invasion will continue to be one of the most important issues facing the Fiordland Marine Area. The Guardians will continue to advise MAFBNZ of its concerns and will also provide input into the development of the long-term biosecurity operational plan for Fiordland. This input includes the joint preparedness response plan, requested by the Biosecurity Minister, which identifies the areas of responsibility of various government agencies, and a range of response options when a marine pest is discovered in Fiordland. The Guardians have also expressed an interest in involvement in the MAFBNZ National Marine Pest Management Capability Partnership.

Recent reports of the discovery of the Mediterranean fanworm (*Sabella spallanzanii*) in Lyttelton Harbour provide reasons for concern. This discovery illustrates that marine pests continue to arrive in New Zealand and have the ability to colonise here. Given that other types of fanworm are endemic to the Fiordland Marine Area it appears likely that the Mediterranean fanworm would survive if introduced to Fiordland. The Guardians will continue to seek information on the threat posed by this marine pest.

Conflict of interest policy

A conflict of interest policy will be finalised and included in the Guardians' operating rules.

Recreational fishing survey

A two-year survey by NIWA, under contract to MFish, to collect data on recreational fishing in the Fiordland Marine Area is nearing completion. Results from this survey will provide direction for decision-making and identify opportunities to adjust current management rules, particularly within the non-commercial fishing areas of the internal waters. The Guardians recognise the need for ongoing liaison and input from members of the recreational fishing sector and will be engaging with them.

Monitoring surveys

Two biological monitoring survey contracts have been let by DOC. Both will entail the collection of data from areas that have not been covered in detail in earlier surveys, namely deep reefs, and detailed analysis of species' composition and distribution at 'china shop' sites. 'China shops' are discrete areas of special significance that were identified by the original Guardians of Fiordland's Fisheries and Marine Environment and are included in the *Fiordland Marine Conservation Strategy* document. The Guardians will be involved in planning the surveys.

Appendix 1: The Act

– its purpose and the functions of Guardians

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

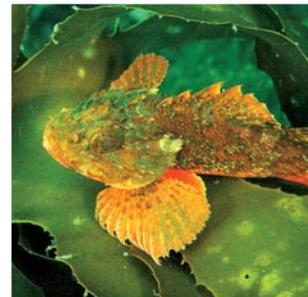
Purpose (section 3)

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 co-operation 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.

Functions of Guardians (section 13)

- (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.



SCORPION FISH

Appendix 2: Meetings – dates and times

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

2007

| | |
|-------------------|--|
| 17 July | 11.00 am – 3.30 pm – Communications |
| 16 August | 9.00 am – 3.00 pm |
| 16 August | 3.00 pm – 5.00 pm – Hosted public forum on <i>The Doubtful Sound Dolphin Threat Management Paper</i> |
| 30 October | 10.00 am – 4.30 pm |

2008

| | |
|--------------------|--------------------|
| 20 February | 10.00 am – 4.30 pm |
| 1 April | 10.00 am – 4.30 pm |
| 12 June | 10.00 am – 4.00 pm |



Appendix 3: Agency reports



Ministry for the Environment

The Ministry for the Environment provides the Guardians with administrative support and is responsible for leading the implementation of a communications plan for the Fiordland Marine Area.

The Ministry reflects on another year of positive collaboration with the Guardians and management agencies working together towards improving Fiordland's marine environment. Interest in the Fiordland model of marine management remains high around New Zealand and once again several overseas groups requested information about the Fiordland model this year.

Achievements

The Ministry led a major project this year – the production of *Beneath the Reflections: A User's Guide to the Fiordland (Te Moana o Atawhenua) Marine Area*. The Guardians and other local Fiordland experts worked closely with the management agencies to complete this 130-page guide which combines the fisheries and marine regulations for the Fiordland Marine Area into one handy book. Another section gives an overview of Fiordland's fascinating marine history. There's also a fiord-by-fiord guide containing detailed maps of anchorages and moorings and navigational tips, making it a must-have guide for those cruising, working or playing in the Fiordland Marine Area. The guide is illustrated with stunning aerial images by renowned landscape photographer Andris Apse and with remarkable underwater shots by marine scientist Steve Wing. It will be available from DOC's Invercargill and Te Anau offices, and order forms will be available at www.fmg.org.nz.

The Minister for the Environment, Trevor Mallard, farewellled John Steffens in December 2007 and appointed fisherman Jerry Excell. In August 2008, the Minister reappointed Guardians Malcolm Lawson, Alan Mark and Ken Grange.

The Ministry also worked with the Guardians and management agencies to finalise the Communications Plan for the Fiordland Marine Area in October 2007. The plan provides a framework for coordinating communications across all agencies working in the Fiordland Marine Area and for promoting the work of the Guardians. In recognition of this, the Ministry handed over its responsibilities for the Guardians' website (www.fmg.org.nz) and newsletter to the Guardians during the year. The Guardians' secretary, Alison O'Sullivan, has picked up the job of drafting and distributing the newsletter and ensuring the website content is up to date.

The Ministry arranged a meeting of the Guardians and Minister Mallard, on 20 March 2008. A number of management agency chief executives also attended. The meeting was very successful, with Minister Mallard confirming the Government's commitment to the Guardians' model of integrated marine management. The senior agency staff present also expressed their commitment to the Guardians. Following the meeting with the Minister, senior management agency staff met with the Guardians.

Looking ahead

Discussions are under way about the 2010 review of the effectiveness of the management of the Fiordland Marine Area. The review is required under the Fiordland (Te Moana Atawhenua) Marine Management Act 2005.



MAF Biosecurity New Zealand

MAF Biosecurity New Zealand is responsible for leading the development and implementation of a biosecurity strategic plan that provides a framework for inter-agency activities to manage marine biosecurity threats to the Fiordland (Te Moana o Atawhenua) Marine Area.

Achievements

The biosecurity strategic plan outlines measures to reduce the risk of invasive organisms harming Fiordland's unique marine environment and sets out steps to implement these measures. An interim programme which started in 2007 includes a number of measures (public education, vessel inspections, compliance activities and pest control) to reduce the immediate risk of the spread of potential marine pests into Fiordland.

Public education activities

Work to date has focused on marine users and the general public. Updates on the biosecurity work programme have been included in various publications, including the Guardians' newsletters to stakeholders, and MAF's Biosecurity magazine. Publicity on the use of a pile wrapping technique at Bluff Harbour to control marine pests had a large uptake by media, including TV3 News.

A Fiordland-specific pamphlet and poster was produced and widely distributed with the help of the other management agencies.

MAFBNZ worked with the Guardians on a stall at the busy Southland Boat Show in August 2007. The stall promoted good marine biosecurity behaviour (keeping boat hulls clean). Personal phone calls between MAFBNZ and Southland vessel owners also helped stimulate marine biosecurity discussion, as well as acting as a vessel risk profiling exercise.

Clean Boats – Living Seas, a vessel operator's water-resistant flipbook guide to marine biosecurity, was published and distributed to vessel owners.

Vessel inspections, port monitoring and surveillance

Monthly vessel and wharf structure inspections for marine pests in Bluff were made. Apart from *Undaria*, no other marine pests of concern have been found during the survey work.

As part of a national marine surveillance programme, MAFBNZ undertakes six-monthly surveys in nine locations around New Zealand (including the Port of Bluff and a range of high risk ports and marinas) for seven specific marine unwanted organisms declared under the Biosecurity Act 1993. This port surveillance work has benefits for the Fiordland programme, such as detecting new-emerging invasive species.

Control work in Bluff

Initial port cleaning work in Bluff Harbour was completed at the end of August 2007. The piles of several wharves and jetties in the inner harbour area were wrapped in plastic to smother marine pests. These areas were identified as being the main berthing locations for vessels that are likely to visit Fiordland.

Follow-up monitoring of the pile wrappings was undertaken during the monthly port inspections. Due to strong tidal flows and storm weather in Bluff Harbour, a number of pile wrappings have come loose and have been either removed completely or repaired. The pile wrapping technique will be reviewed as part of the development of a long-term operational plan for protecting the Fiordland Marine Area.

Looking ahead

To further support the biosecurity strategic plan, the current interim control measures are to be phased into an operational plan with a long-term focus on responding to biosecurity threats and on preventing biosecurity threats reaching the Fiordland Marine Area.

The primary focus will be on prevention, with activities aimed at reducing the risk of pests spreading through means such as vessel biofouling, ballast water uptake and discharge, fisheries equipment transfers (for example, pots, nets), and fouled dive and fishing gear. This approach manages risk for a wide range of potential and known invasive species.

MAFBNZ will also be working with the Guardians, DOC and Environment Southland to develop a preparedness plan for all 'new to Fiordland' pests. The intention is to include:

- response measures that could be applied to a range of scenarios from a small, localised incursion where action could lead to eradication, through to a large, widely spread incursion where eradication would not be practical and no action is likely to occur
- decision making and cost sharing arrangements
- operational roles and responsibilities.

Department of Conservation

The Department of Conservation is responsible for leading the implementation of a plan for monitoring the state of the marine environment and biological diversity in the Fiordland Marine Area. It is also responsible for caring for and managing Fiordland's marine reserves.

The past year has been another very productive one for the Fiordland Marine Area and has seen the completion of a number of important projects. The Department has continued to foster and strengthen its close and productive relationships with the other management agencies and the Guardians. Trips were made into Fiordland involving groups of staff from several of the agencies and this illustrates how well the agencies and the Guardians are building positive working relationships.

Achievements

The final report of the user study was completed and it gives a good insight into users' and visitors' knowledge, perceptions and values of the Guardians and the Fiordland Marine Area. The project was led by DOC but was very much a collaborative effort by all the agencies and the Guardians. The report can be downloaded from the Guardians' website.

A number of other projects were completed in the last 12 months including the reports on work from the baseline ecological monitoring projects, and the development of an ecological research strategy.

The baseline ecological monitoring reports on the work carried out in 2006 and 2007 were completed this year by the University of Otago. This work comprises the baseline information of subtidal biodiversity patterns across Fiordland's marine environment following the implementation of the new management regime, and with future studies will be used to assess changes over time in the different management areas.

An ecological research strategy for the Fiordland Marine Area was also developed and will provide direction for future monitoring requirements. The strategy covers all aspects of the Fiordland Marine Area that require further study, ranging from physical habitat to individual species.

This year has also seen the completion of the threat management process for the bottlenose dolphin population of Doubtful Sound/Patea. The Guardians' interest and involvement throughout the process was invaluable and much appreciated as DOC, Environment Southland and stakeholders worked towards developing new protection measures for the dolphin population. The resulting new *Code of Management* is testament to the joint efforts of community, Guardians, and agency staff.

Staff from DOC, MFish, and Environment Southland carried out two joint compliance trips during the past year onboard DOC's vessel *MV Southern Winds*.

Looking ahead

After three years of implementation, the *Fiordland Marine Area Monitoring Plan* has progressed well, with many of the projects completed and providing information to fulfil the plan's specific objectives. Now that the baseline ecological and social studies have been completed, the focus has shifted to filling in the knowledge gaps of specific parts of the Fiordland Marine Area. Two areas high on the agenda are biological surveys of the 'china shops' and deep reef areas of Fiordland. Both of these projects will be completed over the next 12 to 18 months.

Environment Southland

Environment Southland has been closely associated with the Guardians since the group's inception, and with its predecessor, the Guardians of Fiordland's Fisheries and Marine Environment. The Guardians' meetings are usually held in Environment Southland's offices in Invercargill, and Environment Southland staff help to maintain the Guardians' web site. Environment Southland has also assisted in the production of the handbook *Beneath the Reflections: A User's Guide to the Fiordland (Te Moana o Atawhenua) Marine Area*.

Achievements

Southland Regional Coastal Plan

Environment Southland participated fully in the development and implementation of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005, working with the other management agencies and the Guardians.

Amendments to the *Southland Regional Coastal Plan* are required to achieve the objectives of the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005. These amendments relate to activities such as anchoring and mooring provisions, discharges, structures and hull cleaning. The amendments are being made to ensure that there is consistency with the changes introduced by the Fiordland Act in the remainder of the Southland coastal marine area. The Guardians continue to provide input into the proposed amendments.

Biosecurity

Environment Southland designated nine marine organisms as pests in the review of the *Regional Pest Management Strategy (RPMS)* that was approved in September 2007. These organisms pose a significant risk in the Southland coastal marine area: eight have been classified as Exclusion pests, as they are unknown in Southland, and the ninth, *Undaria*, is classified for containment, as it occurs in Stewart Island and Bluff Harbour.

Environment Southland biosecurity staff have been liaising with the Guardians, DOC, and MAFBNZ with a view to implementing collaborative programmes which will assist in meeting RPMS objectives of excluding or containing these marine pests. Funding of the exclusion or containment programme remains an issue for further discussion.

Cruise ships

Fiordland is an important destination for cruise ships visiting New Zealand. Numbers are increasing each year: around 50 visited Fiordland in the 2007/08 season and more than 65 are scheduled to visit in 2008/2009. Cruise ship owners or operators are required to apply for a resource consent to operate in Fiordland, in the same way that any commercial vessel operator does. However, Environment Southland has developed a parallel system, the *Deed of Agreement Between the New Zealand Cruise Ship Industry and Environment Southland* that is binding on cruise ships and provides operating conditions. It is a de facto resource consent: signatories to the Deed agree to abide by the provisions of the Deed and to contribute a Marine Fee based on the gross tonnage of the ship, and/or the number of passengers carried. Revenue from the Marine Fee provides funding for all of Environment Southland's work in the coastal marine area, including Fiordland.

Oil spill response

The Fiordland Marine Oil Spill Contingency Plan was developed in 2005 as a collaboration between Maritime New Zealand, DOC and Environment Southland. It was put together to address the risks arising from increased cruise ship activity in Fiordland. The limited access, climate, topography and remoteness of the area make it difficult to mount an effective response to an oil spill, so careful planning is essential. There was one response in 2008, when in April the recreational vessel *Faith* was holed and sank in Dusky Sound. The spill (of diesel) was minor, but again highlighted the difficulties, particularly with communications.

Planning for a major exercise, involving a cruise ship, is underway, and the considerable individual and group knowledge of the Guardians will be essential in its planning.

Resource consents

Environment Southland considers the Guardians to be affected parties for any resource consent application for the Fiordland area and asks for submissions or advice. Most applications considered by the Guardians have been for commercial surface water activity coastal permits.

Navigation Safety Bylaws

The Southland Regional Council Navigation Safety Bylaws are under review and the opportunity has been taken to include the no-anchoring provisions arising from the Fiordland (Te Moana o Atawhenua) Marine Management Act 2005 and the subsequent amendments to the Southland Regional Coastal Plan. These no-anchoring provisions have been carried forward into the draft bylaws to reinforce the Plan provisions and will underline the need to preserve these areas by prohibiting anchoring.

Enforcement

Environment Southland is charged with the enforcement of the Resource Management Act 1991 and navigation safety matters in the coastal marine area of Fiordland. It is a member of the Interagency Compliance Working Group, organised by MFish, and it has carried out joint agency patrols in Fiordland. Sharing resources and staff, these patrols have generally involved investigating commercial charter operators' activities.

Looking ahead

Environment Southland will continue to work with the Guardians and the management agencies, providing a local perspective in managing the coastal waters of the Fiordland Marine Area. This is likely to include a particular emphasis on marine biosecurity, excluding or containing marine pests, and formalising plans to deal with any marine pest incursions.



Ministry of Fisheries

The Ministry of Fisheries has a key responsibility in ensuring the sustainable use of fisheries resources and also has an important role in contributing to the protection of the aquatic environment within the Fiordland Marine Area. The Ministry is pleased to remain involved with the Guardians and management agencies, and the past year has been another busy one. Meetings with the Guardians and management agencies continue to be very valuable, and members of the Ministry of Fisheries Compliance and Fisheries Operations teams attend regularly.

Achievements

The Ministry has recently embarked on developing fisheries plans which include objectives to guide management measures in the future. One of the plans is the *Paua 5A (Te Atawhenua) Fisheries Plan*, which will guide management of paua in the Fiordland area. The Guardians are contributing to the development of the plan, with Stewart Bull as their representative. Development of the plan should be complete in 2009.

Monitoring of the blue cod recreational fishing closures (in place since 2005) continued during the summer in Milford and Doubtful Sounds and the closures have been extended to the end of June 2009. The monitoring was planned as part of the original scientific marine monitoring programme for the Fiordland Marine Area. MFish will work with the Guardians to determine if the monitoring should be carried over to next summer, in line with the extension to the closures.

Data collection for the recreational fishing research, that NIWA began for MFish in 2006, finished last summer and the report will be available shortly. The research had three parts: logbooks; a boat ramp survey; and aerial survey flight surveys. The research looked at how catch levels have changed since the management regime was implemented and recorded recreational fishers' views and experiences of the new management regime. The results will enable the Guardians and the management agencies to gain a greater appreciation of recreational fishing levels within the Fiordland Marine Area and the impact of the Fiordland management regime on users.

Over the past year, MFish has continued to play a proactive role in leading the integrated Compliance Plan for the Fiordland Marine Area. Meetings of the compliance representatives from the participating management agencies are convened on a regular basis to develop and implement compliance strategies and facilitate integrated delivery of enforcement services. Improved inter-agency liaison and cooperation has led to enhanced sharing of information and intelligence.

In November 2007, MFish coordinated and led a multi-agency (MFish, DOC and Environment Southland) training workshop in Doubtful Sound. The exercise also acted as a joint agency waterborne patrol of the Doubtful, Thompson and Bradshaw Sounds complex. The workshop aimed to broaden agency staff knowledge of their respective enforcement responsibilities within the Fiordland Marine Area, and to encourage the continued collaborative approach to proactive patrols and investigation of non-compliance.

In addition to MFish conducting a number of independent surveillance inspection patrols, Fishery Officers teamed up with DOC staff in April 2008 to conduct a five-day, joint agency, waterborne patrol of the Fiordland Marine Area using the DOC vessel *MV Southern Winds*. The patrol was timed to coincide with the Fiordland 'roar' which every year attracts a significant number of hunting groups to Fiordland and results in an increase in recreational fishing in the area. The patrol team was once again joined by a cameraman from the television series *Coastwatch* to maximise public awareness following favourable feedback received from two previous television series clips featuring Fiordland compliance work.

Although it is disappointing that fisheries offending continues, it is reassuring that the ongoing education and information programmes delivered by the management agencies appear to be effective. Most offences over the past year have been minor. In addition, an increased compliance presence and the application of appropriate penalties for detected offences are resulting in a noticeable and positive change in user behaviour.

Looking ahead

With the management initiative for the Fiordland Marine Area moving into its fourth year, MFish is looking for new opportunities to work with the Guardians and management agencies to assist and improve fisheries management in the area. With some of the initial research coming to an end, the results will be used to inform and refine management decisions and to shape plans for future research requirements.

Appendix 4: Guardians' biographies



Stewart Bull

Stewart Bull has extensive knowledge of customary uses of Fiordland, particularly customary fishing. He is the chair of the Oraka-Aparima Runanga and is the Oraka-Aparima Runanga representative on the Board of Te Runanga o Ngai Tahu. Stewart is a Tangata Tiaki appointed by the Minister of Fisheries recognising particular expertise in local customary fishing management and resource issues, and is the Oraka-Aparima Runanga representative on the Customary Fisheries Advisory Group. He has been a member of the Guardians of Fiordland since their inception.



Jerry Excell

Jerry Excell is a commercial rock lobster fisherman operating out of Deep Cove. He is the director of a family fishing and quota owning company. Jerry has fished for more than 12 years in Fiordland and is heavily involved in the CRA8 rock lobster fishery as a member of the CRA8 Management Committee Inc. board. He is also involved in research projects through the collection and provision of data relating to the rock lobster fishery.



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. He 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.



Alan Key

Alan Key has fished recreationally in Fiordland for the last 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. Alan 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 Inc. (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 MFish. 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 has been a long-term member of many conservation organisations including the Royal New Zealand Forest and Bird Protection Society, the Royal Society of New Zealand and the New Zealand Ecological Society. He 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 of 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 firsthand 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 firsthand 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 skippers on DOC's vessel in Fiordland.

Through his work in Fiordland, Mark has built up positive relationships with DOC, MFish, and Environment Southland. He is a shareholding director of Fiordland Lobster Company Limited and is actively involved with fisheries management in the Fiordland area as well as other areas of New Zealand. Mark was involved in the implementation of the first two marine reserves for the Fiordland area.





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Marine Guardians**
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