



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



MINISTRY OF AGRICULTURE AND FORESTRY | MINISTRY OF FISHERIES

# STATEMENT OF INTENT

2011-14

PRESENTED TO THE HOUSE OF REPRESENTATIVES PURSUANT TO SECTION 39 OF THE PUBLIC FINANCE ACT 1989



**Ministry of Agriculture and Forestry**  
Te Manatū Ahuwhenua, Ngāherehere



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# FOREWORD

Minister of Agriculture, Minister of Forestry and Minister for Biosecurity

We are a nation reliant on primary production. For our economy to improve, our agricultural, horticultural and forestry sectors must perform better and smarter. The Government is focused on this aim and the Ministry of Agriculture and Forestry (MAF) has a critical role to play in facilitating the improved economic performance of our primary production sectors.

A standout way to increase production in our agricultural and horticultural sectors is through better water management and reliable irrigation – this is a key priority for MAF. Our fresh water is this country's greatest competitive advantage. How we manage it is crucial for ensuring a prosperous and sustainable future. We are working with regional government to improve allocation models.

The Government is also investing in irrigation. Increasing the amount of irrigated land can bring about significant economic gains for New Zealand. MAF is supporting work on irrigation and rural water infrastructure, including storage, to deliver this economic benefit.

Investing in research and innovation is critical for the prosperity of our primary production sectors and their ability to respond to new challenges. The Primary Growth Partnership (PGP) is now up and running and delivering a significant investment in primary sector innovation.

In addition, the New Zealand initiative, the Global Research Alliance on Agricultural Greenhouse Gases, continues to go from strength to strength. There are now over 30 countries signed up to the Alliance and it is playing a leading role in the quest to find ways of reducing agricultural greenhouse gas emissions.

Legislation to allow for a National Animal Identification and Tracing (NAIT) scheme is expected to be passed this year. NAIT is a

partnership between industry and the Crown that will allow farmers to provide assurances in the international marketplace and strengthen our already excellent biosecurity system. With other agricultural producing nations increasingly moving to mandatory computerised tracing of individual animals, New Zealand cannot afford to lag behind. I am pleased that key primary sector industries are supportive of the scheme.

The recent *Pseudomonas syringae pv actinidiae* (*Psa*) outbreak affecting kiwifruit production highlights the ongoing importance of biosecurity. We have a biosecurity system that is recognised as world-leading, but our systems need to continue to evolve and improve. A key plank of the reforms is the development of government–industry agreements on preparing for, and responding to, newly detected harmful organisms, and for sharing the costs of jointly agreed activities. Protecting New Zealand from biosecurity risks in the future cannot be the role of government alone. Industry perspectives and expertise need to be brought to decision making, as we saw recently with the partnership approach in the response to *Psa*.

Animal welfare remains a key priority. The Code of Welfare for pigs has been released, in which the use of sow stalls on New Zealand pig farms is to be prohibited by the end of 2015. In addition, we expect to see the positive impact of the increase in funding for animal welfare activities secured in 2010, along with harsher penalties for animal welfare offences that have recently come into force.

A final focus for MAF over the coming year will be to continue to deliver value for money in a constrained fiscal environment. This will require continued gains in the efficient and effective use of resources, and ongoing reprioritisation to fund new areas of work.

MAF is at the heart of the Government's economic growth priorities and has a major role to play in ensuring that these are delivered on in coming years.

As Minister of Agriculture, Minister of Forestry and Minister for Biosecurity I am satisfied that the information on future operating intentions provided by my department in this *Statement of Intent* and the *Information Supporting the Estimates* is in accordance with sections 38, 40 and 41 of the Public Finance Act 1989 and is consistent with the policies and performance expectations of the Government.

A handwritten signature in black ink, appearing to be 'David Carter', written in a cursive style.

Hon David Carter  
Minister of Agriculture, Minister of Forestry,  
Minister for Biosecurity

17 April 2011

# FOREWORD

## Minister for Food Safety

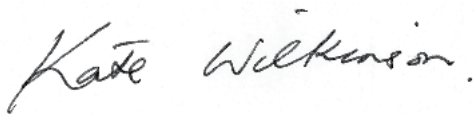
Food safety makes a critical contribution to our economy by maintaining the credibility needed to gain market access for our food exporters and by underpinning the significant domestic food trade. Few countries are as dependent as we are on a sound food regulatory programme that protects both consumers and food industries. At the same time, food safety contributes to the total amount of regulation the government does – we have to ensure that consumers are protected and provide assurance for our food exporting industries, while reducing the costs on business.

Maintaining current access for New Zealand's food products in a difficult financial environment remains a key priority. A particular focus is ensuring implementation of the sanitary and phytosanitary

chapters of free trade agreements, to ensure that our food exporters have access to markets.

A sound domestic regulatory regime is critical to protecting consumers and building the credibility needed to assist New Zealand's market access activities, and the regulatory reform programme is a key priority for the food safety portfolio. MAF is one of the biggest regulators in government, and food safety regulation is a considerable portion of that regulation. The regulatory reforms aim to reduce red tape and the compliance costs on business. A Food Bill is expected to be passed in 2011. Ultimately, this legislation will make it easier for food businesses to understand how safe food needs to be produced and ensure they take primary responsibility for everything they sell.

As Minister for Food Safety I am satisfied that the information on future operating intentions provided by my department in this *Statement of Intent* and the *Information Supporting the Estimates* is in accordance with sections 38, 40 and 41 of the Public Finance Act 1989 and is consistent with the policies and performance expectations of the Government.



Hon Kate Wilkinson  
Minister for Food Safety

18 April 2011

# FOREWORD

## Minister of Fisheries and Aquaculture

Aquaculture is the fastest-growing sector of our seafood industry. The Government regards aquaculture development as key to New Zealand's overall economic wellbeing and is committed as part of its Economic Growth Agenda to enabling the aquaculture industry to grow.

The Aquaculture Legislation Amendment Bill (No 3) introduced into Parliament in November 2010, will amend the legislative and regulatory framework that has stalled the growth of aquaculture in recent years.

The proposed new law will enable aquaculture to fulfil its economic potential, while ensuring that development is environmentally sustainable and balanced with other uses of our coastal space.

Rapid progress is being made on a package of reforms to streamline planning and consenting processes, which will reduce costs to industry, provide stronger incentives for industry development and put aquaculture on track to achieve its goal of being a \$1 billion earner by 2025.

Research is crucial to success, which is why during the current financial year more than \$15 million is being invested in aquaculture research projects.

The first successful proposals for the aquaculture and wildfish harvesting industries are a very important addition to the Government's PGP initiative. Investment in primary sector innovation has reached \$107 million of government–industry funding of PGP proposals.

The proposals approved this year will:

- › support the development of a new wildfish harvesting technology that will allow more precise catches and allow fish to be delivered to export markets fresher and in better condition;

- › transform New Zealand's aquaculture industry by selectively breeding high value green shell mussels.

Fisheries is a billion-dollar industry for New Zealand and these successful proposals put it on a strong footing with our other major primary sector exporters. The proposals have the potential to significantly expand the sector's earning capacity, sustainability and use in line with the goals and action plan set out in Fisheries 2030.

The state of New Zealand fisheries is very important for recreational fishers. Marine or saltwater fishing has the seventh highest participation rate among various sport and recreation activities in this country. The Government has identified improved information on recreational catch as a policy priority and the Ministry has focused on implementing an integrated system to estimate recreational catch, rather than relying specifically on one method. This approach will deliver relevant information to help the Ministry meet the goals of Fisheries 2030, and the policy priority of quantifying the total extent of the recreational fishing catch.

The Government's decision to merge the Ministry of Agriculture and Forestry with the Ministry of Fisheries nets gains for both Ministries. The merger creates a single organisation that will be an efficient and co-ordinated voice for all New Zealand's primary industries and will provide integrated policy advice to better support the Government's agenda for long-term economic growth from our primary producers.

Not only will the merger lower the delivery cost of two key government agencies, but grouping together these primary-production focused units will create an agency with greater capacity and capability.

As Minister of Fisheries and Aquaculture I am satisfied that the information on future operating intentions provided by my department in this *Statement of Intent* and the *Information Supporting the Estimates* is in accordance with sections 38, 40 and 41 of the Public Finance Act 1989 and is consistent with the policies and performance expectations of the Government.

A handwritten signature in black ink that reads "Phil Heatley". The signature is written in a cursive style with a small flourish at the end.

Hon Phil Heatley  
Minister of Fisheries and Aquaculture

11 April 2011

## Chief Executive's

# INTRODUCTION

This is my first *Statement of Intent* as Director-General of MAF and Acting Chief Executive of the Ministry of Fisheries. I'm proud to have the opportunity to lead the key government agency working with the whole primary sector, including food and biosecurity. The primary sector is crucial to the New Zealand economy, and there are many opportunities to increase the contribution the sector provides.

To focus on the sustainable growth of our primary industries, a single agency will be created from the amalgamation of MAF and the Ministry of Fisheries. Our ability to deliver high-quality focused services to the primary production sector will be significantly enhanced by this merger.

A key priority for us this year will be working with stakeholders, including government agencies, to implement a new organisational strategy (being completed in mid-2011) that will clarify our role, and how we will deliver on that role. Establishing our role, vision and priorities is critical to delivering value for money to the Government and to the sector.

The merger of the Ministry of Fisheries and MAF follows the amalgamation in 2010 of the New Zealand Food Safety Authority (NZFSA) and MAF into a single entity. The aim of the NZFSA-MAF amalgamation was to deliver an integrated agency with alignment of regulatory interventions focused on integrity, effectiveness and efficiency along the whole primary sector value chain, and in a way that minimises compliance costs. The amalgamated agency works at the core of the Government's priority for economic growth, while also achieving the required levels of protection of the environment on which our economy depends and which are important to all New Zealanders. As the government "hub" for the primary sector, we will continue to develop good relationships not only with farmers, primary production and food

businesses, but also with tangata whenua, environmental non-governmental organisations, trading partners, across local and central government and the wider community.

The next few years promise to be challenging for the organisation as we look to support the achievement of the Government's agenda of export-led economic growth, reduce our regulatory burden, ensure our focus is maintained on the food and biosecurity systems, and do this at a time of fiscal constraint. There is a heavy programme of work – water reform and support for irrigation; a Food Bill foreshadowing changes to the food regulatory regime; a Border Change Programme directing effort to where the risks to biosecurity are greatest; government-industry biosecurity agreements; the Primary Growth Partnership; the roll out of the National Animal Identification and Tracing scheme; animal welfare reform; and working with the fisheries sector to deliver on Fisheries 2030, the Government's long-term goal and action plan for the fisheries sector.

Reform of the aquaculture legislation is well under way supporting the wider Government focus of unlocking the potential economic growth of the aquaculture sector so it can become a key contributor to the New Zealand economy. An Aquaculture Unit, set up within the Ministry to be the Government's principal adviser on land-based and marine aquaculture, is developing a national strategy and action plan.

We are delivering a more focused approach on management plans for the deepwater, highly migratory species, freshwater, inshore shellfish and inshore finfish sectors, and are well under way in developing national plans and associated annual operational plans for each of the sectors. Iwi will have input into fisheries management through iwi fisheries plans that are currently being developed.

The changes in our organisation will assist us in contributing to the Government's priority to grow the New Zealand economy to deliver greater prosperity to all New Zealanders.

A handwritten signature in black ink, appearing to read 'Wayne McNee', with a stylized flourish at the end.

Wayne McNee  
Director-General, Ministry of Agriculture and Forestry

## MERGER OF MINISTRY OF FISHERIES WITH MINISTRY OF AGRICULTURE AND FORESTRY

As part of work to improve performance across the state sector, the Government announced on 10 March 2011 that the Ministry of Fisheries will merge with the Ministry of Agriculture and Forestry. The legal merger will take place on 1 July 2011, with integration into the new Ministry taking place later in the 2011/12 year.

The two parts of this *Statement of Intent* have been prepared by each Ministry, mostly before that decision, and should be read in that light. Future Statements of Intent will be a single document, which will be developed once full structural integration is completed and the new leadership team is appointed. Wayne McNee, the Director-General of MAF and the Acting Chief Executive of the Ministry of Fisheries, has signed off on the information in the *Statement of Intent*.

The merger will create a single agency focused on the protection and sustainable management of the natural resources used in primary production. The benefits of this include:

- › a stronger and more innovative primary sector, earning more export dollars for New Zealand;
- › more integrated strategic policy advice on long-term economic growth from primary production industries;
- › increased capacity and capability in engagement with iwi;
- › increased capacity and capability in science and risk management;
- › more effective interactions with primary sector stakeholders and local government on regulatory issues, biosecurity and food safety.

The merger will reduce duplication and operational costs. It is expected that a proportion of savings from the merger will be shared with the sectors and industries we work with, effectively reducing the cost to those doing business with us.



# PART A

STATEMENT OF INTENT >>> 2011-14

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## MINISTRY OF AGRICULTURE AND FORESTRY

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PRESENTED TO THE HOUSE OF REPRESENTATIVES PURSUANT TO SECTION 39 OF THE PUBLIC FINANCE ACT 1989

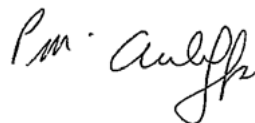
## Ministry of Agriculture and Forestry Director-General's Statement of Responsibility

In signing this statement, I acknowledge that I am responsible for the information contained in the *Statement of Intent* for the Ministry of Agriculture and Forestry. This information has been prepared in accordance with the Public Finance Act 1989. It is also consistent with the proposed appropriations set out in the Appropriations (2011/12 Estimates) Bill, as presented to the House of Representative in accordance with section 13 of the Public Finance Act 1989, and with existing appropriations and financial authorities.



Wayne McNee  
Director-General

11 April 2011



Trish McAuliffe  
Chief Financial Officer

11 April 2011

# Nature and Scope of MAF'S FUNCTIONS

# 1

The Ministry of Agriculture and Forestry's (MAF's) functions are centred around New Zealand's primary industries. We work to improve the productivity and environmental performance of those sectors, connect them with international markets, manage risk to New Zealand's biological foundations, and provide assurances about the integrity of food and other products.

## SCOPE OF OUR WORK

We work for Ministers in four portfolio areas: Agriculture, Forestry, Biosecurity and Food Safety.

In these portfolio areas, we administer 38 Acts of Parliament including: Animal Welfare Act 1999; Biosecurity Act 1993; Dairy Industry Restructuring Act 2001; Food Act 1981 and Forests Act 1949.

## OUR ROLE

MAF's roles extend across the food, agriculture, forestry, animal welfare, and biosecurity areas. Our roles include:

- › **LEADERSHIP:** Leading New Zealand's overall biosecurity and food safety systems.
- › **POLICY ADVISER:** Advising the Government on agriculture and forestry, trade and market access, animal welfare, climate change, walking access, biosecurity and food safety.
- › **REGULATOR:** Setting standards and enforcement to improve animal welfare and develop and maintain standards/systems that manage biosecurity risk associated with imports and exports. We also develop and implement food standards and provide assurance that food, food-related products and inputs into food are

managed, audited, approved, registered and/or monitored in accordance with New Zealand legislation and importing countries' market access requirements. In addition we respond to food-related emergencies and suspected breaches of legislation.

- › **PROVIDER:** Monitoring and running clearance programmes and biosecurity surveillance activities at the border. We assess and respond to food and biosecurity-related emergencies. We also implement the Emissions Trading Scheme (ETS), the indigenous forestry provisions under the Forests Act 1949 and manage the Crown's forestry assets.
- › **FUNDER:** Administering a number of grants and programmes for land-based sectors (including the Primary Growth Partnership).
- › **ENABLER:** Engaging and informing stakeholders about biosecurity, food safety and suitability, to encourage compliance with food regulations and to enable consumers to make appropriate food choices. We seek to enable people to better manage the risks they create, remove unnecessary barriers and help the primary sector deliver strategies for growth.
- › **MONITORING AGENCY:** Providing oversight to the New Zealand Walking Access Commission.

## OUR VOTES AND APPROPRIATIONS

Our role and the work we undertake is funded under Vote Agriculture and Forestry, Vote Biosecurity and Vote Food Safety. Further details about our specific appropriations can be found in the Estimates.

# STRATEGIC DIRECTION

# 2

MAF is focused on growing and protecting New Zealand. We are developing a new organisational strategy to increase the sustainable economic growth of New Zealand's primary industries.

## OUR STRATEGIC ENVIRONMENT

The Government's goal to grow the economy in order to deliver greater prosperity, security and opportunities for all New Zealanders is our key driver. New Zealand needs to lift the long-term performance of the economy. The agriculture, food and forestry industries will play a central role in this.

A number of external drivers in our broader operating environment continue to influence the way we operate. These key drivers include the major changes that our sectors are undergoing; negotiations, implementation of agreements and developing further opportunities in trade; water demand; changing public expectations of the way we manage risk, particularly in relation to New Zealand's biosecurity status; New Zealand's fiscal situation; and the expectation of better results from public services.

The Government has indicated the type of performance improvement it expects from the public service: greater alignment with government priorities, the same or better service

with less resources, less and better regulation, and working more effectively with others. We will continue to work across all of these areas to improve our performance.

## OUR PRIORITIES

Ministers have set a number of priorities for us to progress.

Minister of Agriculture, Forestry and Biosecurity

- › water policy and infrastructure;
- › primary industry performance;
- › departmental reform;
- › animal welfare;
- › climate change;
- › border operations;
- › incursion response management;
- › National Animal Identification and Tracing (NAIT)/FarmsOnLine;
- › trade access;
- › Māori agribusiness.

Minister for Food Safety

- › market access;
- › regulatory regime.

How these priorities relate to the Government's goal and policy drivers are detailed in Appendix One.

# OPERATING INTENTIONS

# 3

## OUTCOMES

Our three long-term outcomes that will contribute to the Government's goal are:

- › **ECONOMY** – Sustainable economic growth and increased prosperity for New Zealanders.
- › **PEOPLE** – Healthier New Zealanders.
- › **ENVIRONMENT** – Maintained and enhanced economic, social and cultural benefits from the natural environment.

Our intermediate outcomes and impacts are explained in the following diagrams on pages 18 to 25. This section also explains the specific interventions that we will undertake to achieve these outcomes and the results we are aiming for.

MAF works with other government agencies that also contribute to some of our intermediate outcomes. These agencies include the Department of Conservation and the Environmental Risk Management Authority to prevent and reduce harm to the natural environment from pests and diseases, Ministry of Foreign Affairs and Trade to enhance trade through international obligations, Ministry for the Environment to enable sectors to be adaptive to the challenges and opportunities of

climate change and reduce agricultural greenhouse emissions and Ministry of Health to improve safety and suitability of food.

MAF also works with a number of private and public sector agencies on specific projects that may also have shared outcomes. Shared projects we are involved with include the Joint Border Management System (JBMS) and Natural Resources Sector Network (NRSN). JBMS is central to meeting the goal for 2015 of the border sector to manage resource demands within existing baselines, and streamline travel and trade. Further details on JBMS are provided in the cost effectiveness section on page 29.

NRSN aims to support government decision making with high-quality advice that provides an integrated sector understanding of key issues. In order to achieve this, all seven agencies of the sector actively participate in the work of the network. The network's programme, over 2011–14, will include providing co-ordinated policy advice to government and a focus on effectively managing risks and progressing our strategic thinking in priority areas such as water, aquaculture and climate change.

# OPERATING INTENTIONS OF THE MINISTRY OF AGRICULTURE AND FORESTRY BETWEEN 2011 and 2014

## GOVERNMENT'S DRIVING GOAL

**To grow the New Zealand economy in order to deliver greater**

## MINISTERS' PRIORITIES

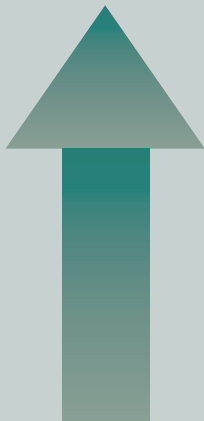
Water policy and infrastructure | Primary industry performance | Departmental reform | National animal Identification and Tracing (NAIT)/FarmsOnLine |

## END OUTCOMES

What will long-term success look like?

## INTERMEDIATE OUTCOMES

What will medium-term success look like?



**ECONOMY:** Sustainable economic growth and increased prosperity for New Zealanders

- › Prevention and reduction of harm to economic activity from pests and diseases
- › Sustained and enhanced market access
- › Enhanced economic relationship with Australia
- › Enhanced trade through principled application of international obligations
- › A business environment that increasingly supports innovation, enterprise and high performance
- › Reduced overall compliance burden
- › Enhanced prosperity for Māori engaged in the sectors
- › Sectors are more responsive to the challenges and economic opportunities associated with climate change

### MAF Crown Forestry

Effective stewardship of the Crown's forestry assets

## IMPACT

What is the expected impact of our activities?

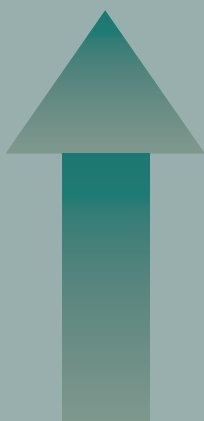
## OUTPUTS

What will we do to achieve our objectives?

The tables on pages 18 to 25 outline the linkages between our activities and the impact Biosecurity, and Food Safety contain detailed information of our outputs and expected

## APPROPRIATIONS

How much is MAF authorised to spend?



### Departmental

\$23.7m Agriculture and forestry policy advice  
 \$1.0m Animal welfare policy advice  
 \$10.7m Climate change policy advice  
 \$4.7m Animal welfare education and enforcement  
 \$10.5m Administration of grants and programmes  
 \$0.6m Support services and infrastructure to other agencies  
 \$12.5m Implementation of the Emissions Trading Scheme and Indigenous Forestry  
 \$1.7m Administration and management of Crown Forestry assets  
 \$24.9 Capital expenditure

### Non-departmental

\$83.2m Primary Growth Partnership  
 \$2.2m Community Irrigation Fund and Schemes  
 \$9.2m Climate change research  
 \$106.7m Management of Crown forestry assets  
 \$6.1m Global Research Alliance on Agricultural Greenhouse Gases  
 \$1.4m Rural Veterinarians Bonding Scheme  
 \$7.0m Afforestation Grant Scheme  
 \$0.5m Adverse climatic events  
 \$5.3m East Coast Afforestation Grants  
 \$2.2m Hill Country Erosion Fund  
 \$8.9m Sustainable Farming Fund  
 \$2.3m Subscription to International Organisations  
 \$1.8m Support for Walking Access  
 \$4.0m Water storage and irrigation investment proposals

## VOTE

**Agriculture and Forestry** \$331.1m  
 1 percent cost-recovered (excluding Crown Forestry)

## prosperity, security and opportunities for all New Zealanders

| Animal welfare | Climate change | Border operations | Incursion response management | Trade access |  
| Māori agribusiness | Market access | Regulatory regime |

### PEOPLE: Healthier New Zealanders

- › Improved safety and suitability of food
- › Healthier and safer food decisions made by informed consumers
- › Minimised impact on human health and wellbeing from pests and diseases, adverse events and emergencies
- › A more informed public increasingly involved in our regulatory activities
- › More resilient rural communities

#### New Zealand Walking Access Commission

Free, certain, enduring and practical walking access to the outdoors is enhanced in New Zealand

### ENVIRONMENT: Maintained and enhanced economic, social and cultural benefits from the environment

- › Primary sectors use natural resources and systems in an increasingly sustainable manner
- › A reduction in New Zealand's agricultural greenhouse gas emissions compared with business as usual
- › An increase in the removal of carbon from the atmosphere from forestry
- › Prevention and reduction of harm to resources of cultural value to Māori from pests and diseases
- › Prevention and reduction of harm to the natural environment from pests and diseases

we expect to generate. The Information Supporting the Estimates of Appropriations for Votes Agriculture and Forestry, impact on the economy, people and the environment.

#### Departmental

\$6.6m Policy advice  
\$58.0m Assurance  
\$4.1m Information  
\$2.3m Response  
\$22.1m Standards

#### Non-departmental

\$2.1m Joint food standards setting treaty

#### Departmental

\$10.3m Biosecurity policy advice  
\$73.7m Border biosecurity monitoring and clearance  
\$14.0m Border biosecurity systems development and maintenance  
\$10.1m Biosecurity incursion response and long-term pest management  
\$46.0m Domestic biosecurity surveillance

#### Non-departmental

\$0.3m Subscriptions to international organisations  
\$31.5m Control of TB vectors  
\$5.0m Response to the Kiwifruit disease *Pseudomonas syringae* pv. *actinidiae*

**Food Safety** \$95.2m  
64 percent cost-recovered

**Biosecurity** \$190.9m  
18 percent cost-recovered

End Outcome:

# ECONOMY:

 Sustainable economic growth and increased prosperity for New Zealanders

Intermediate outcomes  
(and performance measures)  
What will medium-term success look like?

Expected impact  
What is the expected impact of our activities?

## Prevention and reduction of harm to economic activity from pests and diseases

No incursion of notifiable organisms (e.g. Foot and Mouth Disease) through pathways (i.e. mail, cargo) that can be managed.

No known notifiable organisms establish for the long term through pathways that can be managed.

New Zealand is well prepared to manage biosecurity breaches. Biosecurity risk items are identified at the border and kept from being introduced to New Zealand.

Unwanted pests and diseases are identified and managed post-border.

Pests and diseases posing a biosecurity risk are kept from spreading to other areas.

## Sustained and enhanced market access

An increase in the estimated value of the benefits/savings resulting from international trade or market access agreements.

An increase in the number of markets that remain open, new markets that opened, and new products that are opened to markets.

New Zealand exporters of food, animal and plant products are able to trade in international markets.

New Zealand gains, maintains or improves market access for its agriculture, food, forestry and related products.

Minimisation of additional costs related to conditions imposed by overseas authorities.

## Enhanced economic relationship with Australia

An increase in the volume and value of trade with Australia as measured through trade statistics.

Expanded export opportunities for food producers.

## Enhanced trade through principled application of international obligations

No cases associated with breaching international trade rules brought and upheld against New Zealand entities.

Indigenous wood species are harvested, milled and exported in compliance with international regulations.

Animals are treated in a humane and ethical manner.

## A business environment that increasingly supports innovation, enterprise and high performance

An increase in the level of investment in sector-specific research and development.

Improved regulatory efficiency as indicated by changes in compliance costs associated with trade.

Improved profitability as indicated by high business survival rates and producer returns.

Increased investment in primary sector education and skills development, research and development, commercialisation, market development and technology transfer.

Increased investigation and investment in irrigation schemes.

Competitive regulation of the dairy industry.

Increased investment in Commodity Levies Act 1990 driven investment in innovation and industry-good activities.

\*Note: In a number of instances MAF is still developing the systems and processes to support reporting against the measures identified above.

Impact measures* How will we demonstrate our success?	Core activities and services What will we do to achieve our objectives?
98.5 percent or more of passengers comply with biosecurity requirements across New Zealand airports.	Provision of biosecurity policy advice. The development and maintenance of standards and systems to manage the biosecurity and health risks associated with international trade and travel. The biosecurity screening of border entry points. Implementation of domestic biosecurity surveillance programmes. Implementation of biosecurity incursion responses. Implementation of long-term biosecurity pest management programmes. Implementation of the NAIT programme.
No market closures due to export assurance systems failures. Stable or increasing trade in food and primary products as measured through official statistics. A decrease in instances where exporters are refused entry due to a breach of destination country sanitary and phytosanitary rules and regulations.	Co-ordination of, and participation in, the negotiation of the sanitary, non-sanitary, phytosanitary and non-phytosanitary chapter components of trade agreements. The provision of accurate and timely biosecurity and food-related assurances to trading partner countries.
Reduction in clearance costs for exports to Australia.	Simplification of arrangements for Bovine spongiform encephalopathy (BSE) certification. Alignment of trans-Tasman import systems and requirements for the approval of agricultural and veterinary chemical products. Facilitation and improvement of clearance of high and low regulatory interest imported foods.
A long-term decrease in proven cases of illegal indigenous wood exports from New Zealand. A long-term decrease in the proven cases of cruelty to animals in New Zealand.	Implementation of indigenous forestry regulations. Animal welfare policy advice, education and enforcement.
Increases in investment in research and development funding. An increase in the number of water strategies adopted into regional council plans. An increase in the number of community irrigation schemes under construction.	Administration and implementation of the Primary Growth Partnership. Administration and implementation of the Sustainable Farming Fund. Administration and implementation of the Community Irrigation Scheme and Fund. Agriculture and forestry policy advice and ministerial servicing.

End Outcome:

# ECONOMY: continued

Intermediate outcomes (and performance measures) What will medium-term success look like?	Expected impact What is the expected impact of our activities?
<p><b>Reduced overall compliance burden</b></p> <p>In its outcomes framework the former New Zealand Food Safety Authority (NZFSA) identified a reduction in overall compliance burden as a separate intermediate outcome. MAF's outcomes framework also reports on the reduction in overall compliance burden but as a measure of a business-friendly environment.</p>	<p>The domestic food regulatory regime does not impose unnecessary burdens on food producers or importers.</p>
<p><b>Enhanced prosperity for Māori engaged in the sectors</b></p> <p>Improvements in Māori land use capability, vegetation cover, governance and management.</p>	<p>Māori land-owning entities have the ability to actively develop their lands in a manner that reaches the productive potential of the land while meeting the aspirations of the owners.</p>
<p><b>Sectors are more responsive to the challenges and economic opportunities associated with climate change</b></p> <p>Businesses are increasingly applying the knowledge gained from government-funded research and development.</p>	<p>Primary industry participants have access to the knowledge they need to respond to changing market requirements.</p>
<p><b>MAF Crown Forestry: Effective stewardship of the Crown's forestry assets</b></p> <p>Divestment/resumption of the Crown's forestry assets as indicated by the area and value of assets under management.</p>	<p>Effective and efficient commercial management of the Crown's forestry and related assets and interests.</p>

\*Note: In a number of instances MAF is still developing the systems and processes to support reporting against the measures identified above.

## Impact measures\*

How will we demonstrate our success?

## Core activities and services

What will we do to achieve our objectives?

The total real cost of food safety verification remains within approximately 5 percent of the 2009 baseline for export red-meat, seafood and store premises. Current baselines: Red-meat exporters (\$414 400), Seafood exporters (\$12 280), Stores (\$15 000).

Implementation of the new Food Act.

Introduction of a cost-effective, comprehensive and consistent regime within which food businesses (including importers) can work.

Provision of cost-effective verification and clearance services.

Increases in productivity and returns for Māori agribusiness entities.

Working with Te Puni Kōkiri, the Federation of Māori Authorities and individual Māori agribusiness entities to identify and address constraints to development of Māori land.

Carbon footprinting methodologies have been developed.  
An increase in the volume and trade in forestry-related carbon units.

Working with the industries to further embed carbon footprinting as part of their core business.

Forests were managed in a manner comparable with good private sector performance as measured by independent external assessment.

Administration and management of the Crown's interests in forestry and forestry-related assets.

End Outcome:

# PEOPLE: Healthier New Zealanders

Intermediate outcomes (and performance measures) What will medium-term success look like?	Expected impact What is the expected impact of our activities?
<p><b>Improved safety and suitability of food</b></p> <p>A decrease in the incidence of food-borne diseases in the human population.</p>	<p>Food and related sectors continue to provide safe and suitable food.</p> <p>Impacts of events and emergencies are minimised.</p> <p>Domestic producers, importers and exporters increasingly know what they must do to produce safe and suitable food.</p> <p>Systems and processes are monitored to ensure compliance.</p>
<p><b>Healthier and safer food decisions made by informed consumers</b></p> <p>An increase in consumer knowledge of targeted food safety messages as measured by the consumer attitudes survey.</p>	<p>Food labelling increasingly supports healthier and safe food decisions.</p>
<p><b>Minimised impact on human health and wellbeing from pests and diseases, adverse events and emergencies</b></p> <p>See <i>Prevention and reduction of harm to economic activity from pests and diseases</i> on page 18.</p>	<p>See <i>Prevention and reduction of harm to economic activity from pests and diseases</i> on page 18.</p>
<p><b>A more informed public increasingly involved in our regulatory activities</b></p> <p>Long-term decrease in breaches of the Animal Welfare Act 1999 and levels of non-compliance with New Zealand's indigenous forestry regulations.</p>	<p>Increased awareness of MAF's food safety, animal welfare, biosecurity, indigenous forestry and climate change interventions.</p> <p>Members of the public increasingly engage in regulatory focused activities and change their behaviour accordingly.</p>
<p><b>More resilient rural communities</b></p> <p>Effective rural civil emergency relief response planning, co-ordination and implementation as indicated by the comprehensive regional distribution of viable rural support trusts.</p>	<p>Rural communities are prepared should adverse climatic events occur.</p> <p>Primary sectors have access to the people and skills they require.</p>
<p><b>New Zealand Walking Access Commission: Free, certain, enduring and practical walking access to the outdoors is enhanced in New Zealand.</b></p> <p>People have access opportunities in the outdoors.</p> <p>People are increasingly aware and have a better understanding of access responsibilities.</p>	<p>Information on access opportunities that is easy to find.</p> <p>Access opportunities have been enhanced and issues resolved.</p> <p>Existing gazetted walkways have been retained.</p> <p>Increased awareness and understanding of access responsibilities.</p>

\*Note: In a number of instances MAF is still developing the systems and processes to support reporting against the measures identified above.

Impact measures* How will we demonstrate our success?	Core activities and services What will we do to achieve our objectives?
<p>A decrease in biological hazards (including agricultural compound residues) in the food chain.</p> <p>An increase in the proportion of school-age children achieving iodine targets.</p>	<p>Preparation for, and management of, emergencies and events.</p> <p>Response to consumer complaints and investigation of alleged food safety and suitability legislative breaches.</p>
<p>An increase in the proportion of food manufacturers that use labelling guidance material during product development.</p>	<p>Provision of New Zealanders with access to accurate and easily understood information.</p> <p>Development of a co-ordinated work programme with the Ministry of Health to deliver nutrition-related services, including consumers' use of label information.</p>
<p>A decrease in exotic vector-borne disease notifications.</p>	<p>See <i>Prevention and reduction of harm to economic activity from pests and diseases</i> on page 18.</p>
<p>An increase in the proportion of members of the public that change their behaviour to support the achievement of our biosecurity, food, animal welfare and indigenous forestry objectives.</p> <p>A decrease in international travellers with undeclared risk items.</p> <p>Changes in the number of calls to pest hotlines.</p>	<p>Implementation of food safety, biosecurity, animal welfare and indigenous forestry-related social marketing activities.</p> <p>Enforcement of New Zealand's food safety, biosecurity, animal welfare, indigenous forestry and climate change regulations.</p>
<p>Comprehensive regional distribution of viable rural support trusts as indicated by the number of regions with active rural support trusts or similar entities.</p> <p>Adequate availability of veterinarians in rural communities to support industry needs.</p>	<p>Provision of recovery assistance to the primary sector in the aftermath of adverse climatic events and assistance to rural support trusts.</p> <p>Implementation of the Veterinarians' Bonding Scheme.</p>
<p>Increased awareness of where information on access can be found, increased access opportunities and changes in attitudes, levels of awareness and understanding of access responsibilities, as a result of the Commission's information.</p>	<p>Operation of a walking access mapping system, the provision of information on access and the facilitation of walking access opportunities.</p> <p>Promotion of an outdoor access code.</p> <p>Implementation of a national walking access strategy.</p>

End Outcome:

# ENVIRONMENT: Maintained and Enhanced Economic, Social

Intermediate outcomes (and performance measures) What will medium-term success look like?	Expected impact What is the expected impact of our activities?
<p><b>Primary sectors use natural resources and systems in an increasingly sustainable manner</b></p> <p>Sustainable use of natural production factors in agriculture as indicated by water availability and use, water quality, nitrogen fertiliser usage and a decrease in agricultural emissions of nitrous oxide and methane compared with business as usual.</p> <p>Sustainable use of natural production factors in forestry as indicated by changes in the volume of indigenous timber species approved for harvest under sustainable forestry management plans, and the actual annual log (and/or standing tree) volumes of indigenous timber species reported as being harvested and milled.</p>	<p>Severely eroded hill country is treated to stem erosion.</p> <p>Sustainable use of indigenous tree species growing on private land.</p> <p>More primary producers use sustainable land management practices.</p> <p>Animals are treated in a humane and ethical manner.</p> <p>Increased investigation and investment in irrigation schemes.</p> <p>A reduction in the impact of stock effluent, nitrogen and phosphorous run-off on streams and waterways.</p>
<p><b>A reduction in New Zealand's agricultural greenhouse gas emissions compared with business as usual</b></p> <p>A decrease in agricultural emissions of methane and nitrous oxide per unit of output, compared with business as usual.</p> <p>An increase in mitigation technologies that are being developed, adopted and are reducing greenhouse gas emissions.</p>	<p>Workable and equitable legislative framework for incorporating agriculture within an ETS.</p> <p>Increases our knowledge of agricultural emissions, mitigation, practices and technologies.</p>
<p><b>An increase in the removal of carbon from the atmosphere from forestry</b></p> <p>An increase in the area planted with trees.</p>	<p>New planting or regeneration of forests.</p>
<p><b>Prevention and reduction of harm to resources of cultural value to Māori from pests and diseases</b></p> <p>Protection of resources of economic and cultural value to Māori as indicated by changes in knowledge and understanding of natural resources of economic and cultural value to Māori.</p>	
<p><b>Prevention and reduction of harm to the natural environment from pests and diseases</b></p> <p>Ecosystems biodiversity as measured by remaining indigenous habitat (in more or less primary condition) and threatened ecosystems.</p> <p>Indigenous species diversity as indicated by species endemism.</p>	

\*Note: In a number of instances MAF is still developing the systems and processes to support reporting against the measures identified above.

## and Cultural Benefits for New Zealanders from the Environment

Impact measures* How will we demonstrate our success?	Core activities and services What will we do to achieve our objectives?
<p>An increase in the amount of erosion-prone land treated.</p> <p>An increase in the percentage of farmers applying nitrogen fertiliser usage management plans.</p> <p>A decrease in cases of cruelty to animals.</p> <p>An increase in the area of irrigated land.</p> <p>An increase in priority actions and targets met under the Dairying and Clean Streams Accord.</p> <p>An increase in uptake and participation in the ETS (post-1989 forestry) and other schemes administered by MAF that promote afforestation.</p>	<p>Implementation of the Hill Country Erosion Fund.</p> <p>Implementation of the East Coast Forestry Project.</p> <p>Enforcement of the indigenous forestry provisions of the Forests Act 1949.</p> <p>Implementation of the Sustainable Farming Fund.</p> <p>Promotion of sustainable land management.</p> <p>Enforcement of New Zealand's animal welfare regulations.</p> <p>Implementation of New Start for Fresh Water, and Community Irrigation Fund.</p> <p>Implementation of the Dairying and Clean Streams Accord.</p>
<p>There are improvements in the accuracy of the national inventory of agricultural greenhouse gas emissions.</p>	<p>Implementation and ongoing development of the ETS.</p> <p>Support research and development directed at understanding and mitigating the emissions from our sectors, including through the Agricultural Greenhouse Gas Research Centre, the Global Research Alliance on Agricultural Greenhouse Gases, and Sustainable Land Management and Climate Change funding.</p> <p>Support technology transfer aimed at mitigation of greenhouse gases.</p>
<p>An increase in uptake and participation in the ETS (post-1989 forestry) and other schemes administered by MAF that promote afforestation.</p> <p>An increase in the amount of new forest area created.</p> <p>An increase in the amount of carbon units allocated to forestry owners.</p>	<p>Implementation of the Afforestation Grants Scheme.</p> <p>Implementation of the ETS.</p> <p>Implementation of the East Coast Forestry Project.</p>

See *Prevention and reduction of harm to economic activity from pests and diseases* on page 18.

# Managing in a Changeable OPERATING ENVIRONMENT 4

## DEVELOPING OUR ORGANISATIONAL STRATEGY

We are developing a new organisational strategy, to be completed mid-2011. Once complete, the strategy will guide future statements of intent.

## OUR MAIN CHANGE PROGRAMMES

Key change programmes include:

- › **MERGER OF MINISTRY OF FISHERIES AND MAF:** to create a single organisation focused on New Zealand's primary industries.
- › **BORDER CHANGE PROGRAMME:** aims to create a risk-based targeted systems approach to the management of biosecurity risk.
- › **DOMESTIC FOOD REGULATORY REGIME:** enactment of the Food Bill, implementation of a new Food Act and resulting changes to New Zealand's food regulatory regime.
- › **MEAT HYGIENE REFORM:** a suite of initiatives designed to make meat inspection more efficient and enhance export profitability.
- › **MANAGEMENT OF POST-BORDER BIOSECURITY RISK:** aims to improve our ability post border to respond to new biosecurity risks through three initiatives: Government–industry agreements, NAIT, future of pest management project.

## RISK ASSESSMENT

### OUR APPROACH TO RISK

In order to manage the risks of us not achieving our agriculture, biosecurity, animal welfare, food and forestry related outcomes, we will continue to focus on integrating risk management into our “business as usual” activities. Currently, our top organisational risks are identified using a bottom up/top down process that involves both the MAF Senior Leadership Team and all MAF branches. Risk management is an integral part of MAF's annual strategic and business planning processes. Risk management discussions also form part of

quarterly Senior Leadership Team meetings and other governance group meetings.

MAF has an Assurance and Risk Committee, an independent advisory body to the Director-General that meets quarterly and provides oversight of risk reporting and management.

## MANAGEMENT OF RISK

### ORGANISATIONAL RISK

The amalgamation of MAF and NZFSA continues to have implications for operational and organisational risk. Careful planning and prioritisation is needed to ensure the transition is fully and effectively achieved, while continuing to deliver agreed business-as-usual outputs and outcomes.

Key mitigation measures that are in place or are being developed to help address the organisational risks include:

- › developing systems for producing timely, high-quality management information;
- › clearly defined and appropriately monitored business performance measures;
- › new organisational governance arrangements;
- › implementing a new single strategy, planning and performance system.

### OUTCOME DELIVERY-FOCUSED RISK

MAF continues to work in specific strategic and operational areas that require new skills, systems and ways of thinking. These include developing:

- › business and investment partnerships with private enterprise and stakeholders, for example, through the Primary Growth Partnership;
- › cross-governmental business partnerships such as the JBMS with New Zealand Customs Service;
- › new technologies and systems such as NAIT and FarmsOnLine.

The key areas of work and the specific risks and challenges that we face in delivering our outcomes and outputs include both business-as-usual and programme-specific risks.

**BIOSECURITY BORDER OPERATIONS:** We are continuing to review biosecurity border operations and redesign systems to generate greater productivity, reduce compliance costs on industry and government, respond to changing patterns in trade and travel, and facilitate and streamline passenger and cargo flows, while maintaining world-leading standards of biosecurity. Our major areas of focus are:

- › passing amendments to the Biosecurity Act 1993;
- › aligning our border operations with the future state set out in the Border Directions Statement;
- › implementing initiatives from the Border Systems Programme;
- › taking advantage of new technologies and information systems, including the development of the JBMS with the New Zealand Customs Service.

Our key challenge is to sequence legislative change, building biosecurity intelligence, development of the JBMS, and implementation of new processes over the next two years. These risks are being managed within the JBMS Programme (joint agency) and the MAF Border Change Programme governance arrangements.

**FOOD SAFETY:** we are continuing to improve the way that we identify and manage food safety-related risks. The Food Bill places more responsibility for food safety on industry and will require the implementation of a new system in conjunction with local government.

**CLIMATE CHANGE:** MAF faces challenges in ensuring that timeframes for the pre-1990 and post-1989 elements of the ETS are met, and that landowners are aware of their rights and obligations under the ETS.

**WATER POLICY:** we face challenges ensuring that our policy advice and proposals adequately address water storage, allocation and quality issues facing the nation.

**ANIMAL WELFARE:** the adoption of a new approach to animal welfare compliance and enforcement that moves the emphasis from enforcement to education provides challenges in how we effectively engage with stakeholders, partners and participants.

**PRIMARY GROWTH PARTNERSHIP:** the Primary Growth Partnership requires MAF to have a strong mix of technical, scientific and business skills in order to assess, evaluate and continuously monitor the department's investment in these ventures. The partnership also requires strong engagement skills. There are challenges in ensuring that we deliver, and can demonstrate achievement of, the objectives of the partnership.

We have a range of risk mitigation measures in place to mitigate the specific risks in these areas. These include:

- › project management and governance processes and disciplines;
- › cross-agency collaboration and relationship management disciplines;
- › communication strategies;
- › specific programme-related initiatives.

# Assessing Organisational HEALTH AND CAPABILITY

# 5

## CAPABILITY

Because our organisational strategy is being developed, we are focusing on capability initiatives currently under way (including those associated with “bedding down” the MAF–NZFSA amalgamation) and further developing initiatives relating to change programmes being rolled out in the organisation. Where possible, we will initiate capability initiatives required to implement our new organisational strategy – the most important relating to people capability.

**PEOPLE:** Our short-term focus will be on the merger of the Ministry of Fisheries and MAF, settling in the new structure and realising the benefits of bringing together NZFSA, the Ministry of Fisheries and MAF. An ongoing focus will be improving our organisational agility through developing our people to continually adapt and manage change. The JBMS is a major change programme that will impact on our people capability.

**CULTURE:** As part of our organisational strategy process we will clearly set out the culture and behaviours necessary to achieve our outcomes.

**LEADERSHIP:** We will develop management capabilities in support of the organisational strategy. A key focus will be supporting the Better Administrative and Support Services (BASS) initiative to develop stronger financial management skills for all managers.

**RELATIONSHIPS:** Effective relationship management skills are becoming increasingly important as we place more emphasis on inter-agency initiatives, public–private partnerships, and working with our stakeholders to grow the contribution of the primary industries. We continue to build on relationships with Māori by focusing on external collaboration and building internal capability.

**INFORMATION AND COMMUNICATIONS TECHNOLOGIES:** We will focus on driving greater efficiency and value from operational processes through standardisation, innovation and technology. We will continue to leverage all-of-government initiatives and inter-agency collaboration. We will maximise investments in existing initiatives, including FarmsOnLine, NAIT, JBMS and ETS implementation.

**INTERNAL MANAGEMENT SYSTEMS, ASSETS AND STRUCTURE:** We will continue to develop an integrated single strategy, planning and performance system and develop an integrated outcomes framework that reflects our new organisational strategy.

## DEPARTMENTAL CAPITAL AND ASSET MANAGEMENT INTENTIONS

MAF’s capital programme:

	2011/12	2012/13	2013/14
	\$000	\$000	\$000
Land and buildings	475	475	475
Leasehold improvements	2 000	2 000	2 000
Plant and equipment	5 000	5 000	5 000
Motor vehicles	1 400	1 400	1 400
Computer software	16 000	6 000	6 000
	<b>24 875</b>	<b>14 875</b>	<b>14 875</b>

The focus of MAF's capital programme over the next three-year period will be:

- › working in collaboration with New Zealand Customs Service to implement the JBMS.
- › developing the NAIT system to support the implementation of the scheme;
- › the development of the wine e-cert application.

In addition, the forecast capital expenditure includes upgrading and maintenance of MAF's core assets to ensure that MAF continues to operate in an efficient and effective manner.

## COST EFFECTIVENESS

We will continue to focus on delivering better value for money across our activities by managing resources more effectively within existing baselines. The following are specific activities we are undertaking to improve the cost effectiveness of our interventions, in some cases with other sector agencies.

### BORDER SECTOR EFFICIENCIES

Border sector agencies (New Zealand Customs Service, MAF, Department of Labour (Immigration), Department of Internal Affairs, for Identity Services (New Zealand Passport) and the Ministry of Transport) are working towards a 2015 goal to increase productivity and manage resource demands within existing baseline budgets, and to improve the travel and trade experience while managing risk. The JBMS is being developed to help achieve the 2015 goal. It will modernise customs and biosecurity systems with direct efficiency gains of up to \$10.1 million per annum once implemented.

### MEAT HYGIENE REFORM

The meat hygiene reform programme will provide the mechanism for the planning, development and implementation of new systems and procedures, of benefit to government and the meat industry.

A steering group made up of MAF, AsureQuality, the Meat Industry Association, and meat industry representatives will work to maximise cost efficiency and effectiveness of the meat hygiene reform programme with the intent of reducing compliance costs, whilst maintaining and enhancing market access. This will take full advantage of the opportunities provided by the global best practice outlined in the internationally accepted Codex Code of Hygienic Practice for Meat and also presented by the Animal Products Act 1999.

### BETTER ADMINISTRATIVE AND SUPPORT SERVICES

In line with the reported BASS results we have a number of improvement initiatives under way to reduce cost and improve value and quality. They include:

- › relocation of head office staff into one building;
- › development of video conferencing to reduce travel;
- › rationalisation and consolidation of IT infrastructure;
- › centralisation of recruitment processes; and
- › all-of-government procurement standards adopted for desktops and multi-function devices.

## PROCUREMENT STRATEGY

A centralised National Procurement and Contracts Management Team is responsible for all procurement activity associated with purchases over \$100 000 (excluding procurement related to the administration of Crown Forestry assets). The team has been structured to provide

comprehensive procurement and contract management services by category of spend and will be fully implemented this year.

We will work with the Ministry of Fisheries to develop an engagement model and strategy development for procurement and contracts management for the future Ministry's contracted requirements.

## EQUAL EMPLOYMENT OPPORTUNITIES

Equal employment opportunities and diversity strategies are sound human resources practices that enable us to recruit the very best people from our diverse population, making the most of their skills, creativity and energy, while strengthening

employee engagement and improving productivity. Work-life initiatives are an important part of EEqual employment opportunities as they enable people to perform to their full potential while still recognising their commitments outside of work.

In accordance with the above and the Pay and Employment Equity Review Response Plan, our human resources policies and procedures are regularly reviewed to ensure that they preclude any gender bias in their operation. A particular focus during the next three years will be the development of management competencies in identifying and recruiting talent.

## Appendix One:

# MINISTERS' PRIORITIES

## PRIORITIES FOR THE MINISTER OF AGRICULTURE, MINISTER OF FORESTRY, MINISTER FOR BIOSECURITY

Government Policy drivers	Priority for MAF	Why (relationship to Government's goal)	How (key actions in 2011)
Investment in infrastructure	Water Policy and Infrastructure	Developing water infrastructure increases the agricultural sector's productivity and grows the economy (through investment in productive infrastructure).	Expand MAF's existing funding support for pre-development investigation, feasibility and design of regional and community-scale irrigation schemes in order to get them ready for investment.
Innovation Regulatory reform	Primary Industry Performance	Enabling primary industries to lift their economic performance promotes economic growth. This is achieved by improving/lessening regulation and supporting innovation.	Primary Growth Partnership. Implement Fonterra capital structure changes and work on Dairy Industry Restructuring Act 2001. Support meat, wool and forestry sectors' development and reform.
Better/smarter public services for less	Departmental Reform	Structural reform will result in savings and a leaner, more efficient Ministry to support New Zealand's economic growth. It will also ensure a more effective Ministry that better meets the needs of its stakeholders.	Ongoing reform resulting from MAF-NZFSA amalgamation. Merger of MAF and the Ministry of Fisheries.
Regulatory reform	Animal Welfare	There is already a high level of public concern about the welfare of animals. Animal welfare is also becoming an increasingly important issue in international trade and for maintaining market access.	Review Animal Welfare Act. Implement animal welfare compliance/enforcement plan. Develop animal codes of welfare.
Innovation	Climate Change	Implementation of the climate change programme of work will impact on economic growth.	Global Research Alliance (approve research funding). Implement ETS (allocate over \$1 billion from units under forest allocation plan). Work with new ETS Agricultural Advisory Committee.
Better/smarter public services for less Investment in infrastructure	Border Operations	Increased efficiencies at the border and reduced intervention with compliant travellers/trade promote economic growth.	Border change programme: enables better decisions about where/how to target resources and improves relationships with border agencies/ stakeholders. Joint Border Management System: provides computer resources to support border change programme.

Government Policy drivers	Priority for MAF	Why (relationship to Government's goal)	How (key actions in 2011)
Better/smarter public services for less Innovation and business assistance	Incursion Response Management	Economic growth requires an effective biosecurity incursion response system.	Government–industry agreements – share the decision making and cost for readiness and response. Passing Biosecurity Amendment Bill, which updates current Act.
Investment in infrastructure Innovation and business assistance	NAIT/ FarmsOnLine	The primary sectors will benefit from improved responsiveness during biosecurity events, and from a greater ability to provide commercially-driven assurances to export markets.	Enactment of NAIT legislation and supporting regulations for cattle. Implementation of FarmsOnLine.
Innovation and business assistance	Trade Access	Economic growth is enabled through free trade agreements that ensure accessible export markets, and through international sanitary and phytosanitary agreements.	Transpacific Partnership free trade agreement. free trade agreement negotiations with Russia, India and Korea. Implementation continues with a sanitary and phytosanitary commission expected in June 2011.
Innovation and business assistance	Māori Agribusiness	Improving the productivity of Māori land supports economic growth.	Publish our Māori land productivity report. Consult on the findings of the report and develop a strategy to support the development of Māori agribusiness.

## PRIORITIES FOR THE MINISTER FOR FOOD SAFETY

Government Policy drivers	Priority for MAF	Why (relationship to Government's goal)	How (key actions in 2011)
Innovation and business assistance	Market Access	Maintaining market access for our food products helps support our primary industries and promotes economic growth.	Maintain access to top five export markets (Australia, European Union, United States of America, Japan and China). Implementation of sanitary and phytosanitary chapters of free trade agreements for China, Hong Kong, ASEAN and Thailand.
Regulatory reform	Regulatory Regime	A sound domestic food regulatory regime that protects consumers, provides regulatory certainty for food businesses, helps build credibility of our exports, assists with market access and therefore promotes economic growth.	Support passage of the Food Bill and lead work on progressing its associated regulations. Develop a regulatory reform work programme based on regulatory scanning conducted in 2009/10.



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

# PART B

STATEMENT OF INTENT >>> 2011-14

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# MINISTRY OF FISHERIES

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PRESENTED TO THE HOUSE OF REPRESENTATIVES PURSUANT TO SECTION 39 OF THE PUBLIC FINANCE ACT 1989

## Ministry of Fisheries Acting Chief Executive's Statement of Responsibility

In signing this statement, I acknowledge that I am responsible for the information contained in the *Statement of Intent* for the Ministry of Fisheries. This information has been prepared in accordance with the Public Finance Act 1989. It is also consistent with the proposed appropriations set out in the Appropriations (2011/12 Estimates) Bill, as presented to the House of Representatives in accordance with section 13 of the Public Finance Act 1989, and with existing appropriations and financial authorities.



Wayne McNee  
Acting Chief Executive

11 April 2011



Tony Murray  
Chief Financial Officer

11 April 2011

# Nature and Scope of OPERATIONS

# 1

## OUR ROLE

The role of the Ministry of Fisheries is to:

- › be the Government's principal adviser on fisheries and aquaculture management;
- › provide or purchase services to maintain the effective management of New Zealand's fisheries;
- › discharge the Crown's obligations under the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992, the Maori Fisheries Act 2004 and the Maori Commercial Aquaculture Claims Settlement Act 2004.

In this role, the Ministry:

- › provides advice on policy and statutory decisions about New Zealand fisheries management and aquaculture;
- › provides advice in relation to New Zealand's position on international fisheries management;
- › provides compliance services, including education, enforcement and prosecution;
- › provides observer services;
- › purchases research and registry services;
- › provides oversight and quality assurance of scientific research;
- › collects catch effort, area, method and other fisheries information;
- › monitors delivery of contracted and devolved fisheries registry services.

An aquaculture business unit has been established within the Ministry of Fisheries as the Government's principal adviser on marine and land-based aquaculture.

## SCOPE OF OPERATIONS

The Ministry administers the following legislation:

- › Fisheries Act 1996 (and residual parts of the Fisheries Act 1983)
- › Treaty of Waitangi (Fisheries Claims) Settlement Act 1992
- › Fisheries (Quota Operations Validation) Act 1997
- › Maori Fisheries Act 2004
- › Maori Commercial Aquaculture Claims Settlement Act 2004
- › Aquaculture Reform (Repeals and Transitional Provisions) Act 2004
- › Driftnet Prohibition Act 1991
- › Antarctic Marine Living Resources Act 1981.

We also administer many regulations related to managing fisheries within New Zealand's Exclusive Economic Zone (EEZ) and managing New Zealand's fishing activity internationally.

The Ministry monitors progress on a monthly basis and reports quarterly on progress against the expectations set out in the *Statement of Intent* and the Estimates of Appropriation.

## OUR VOTE AND APPROPRIATIONS

Our role and the work we undertake is funded under Vote Fisheries. Further details about our specific appropriations can be found in the Estimates of Appropriation.

# STRATEGIC DIRECTION

# 2

## CONTRIBUTION TO GOVERNMENT PRIORITIES

The Government's priority is to "Grow the New Zealand economy in order to deliver greater prosperity, security and opportunities for all New Zealanders". This includes:

- › raising New Zealand's economic performance, by unlocking resources where consistent with environmental and other objectives;
- › promoting science and innovation;
- › improving the quality and cost-effectiveness of the public sector.

We are committed to enabling sustainable growth in the fisheries and aquaculture sectors. By managing fisheries in a responsible manner, the Ministry ensures industry can contribute to the New Zealand economy now and in the future.

Fisheries 2030, which identifies the goal and strategic direction for fisheries, is a long-term approach that will enable the wider fisheries sector to provide significant input to the Government's goal.

As part of the Government's Economic Growth Agenda to increase export earnings and create new jobs, we are reforming aquaculture legislation to enable sustainable development of the aquaculture industry. These reforms are expected to deliver:

- › shorter planning and consenting timeframes and reduced costs;
- › greater certainty for marine farmers and other parties with an interest in the coastal marine area;
- › stronger incentives for investment;
- › better use of marine space to allow for changes in use to higher value aquaculture;
- › a more integrated approach to managing marine space, particularly where there is competition amongst users;

- › new opportunities in Tasman and Waikato to allow for a greater number of species to be farmed and extensions to existing aquaculture;
- › more active central government leadership;
- › decisions made on most outstanding applications.

Science and innovation play an important role in supporting growth. Through the Primary Growth Partnership, the Ministry actively encourages innovation, providing assistance to industry through research funding. The Primary Growth Partnership is a government–industry initiative that will invest in significant programmes of research and innovation to boost the economic growth and sustainability of New Zealand's primary, forestry and food sectors.

Economic development is dependent on access to foreign markets. Our role in free trade negotiations as part of the Government's International Fisheries Strategy is crucial to achieving growth in our industries as 95 percent of New Zealand's commercial catch is exported. Our work internationally ensures that we both maintain existing markets and access new markets for seafood products.

A healthy aquatic environment is critical to support all uses of fisheries resources. We are developing national fisheries plans to provide a framework for managing our fisheries in a sustainable manner. We participate in the Natural Resources Sector Network to ensure an integrated and aligned approach is taken to natural resources development. This leads to co-ordinated management, and ensures that fishing and aquaculture interests are considered.

We also regularly review our performance in key areas to evaluate our impact on our desired outcomes, for instance, the quality of policy advice and the cost-effectiveness of regulations.

We are developing a comprehensive monitoring regime to enable ongoing assessment of the effectiveness and efficiency of the activities and services we provide.

## STRATEGIC GOALS AND OUTCOMES

After engagement with tangata whenua and stakeholders, we developed Fisheries 2030 in 2009. This identifies the strategic direction and goal for the fisheries sector:

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

There are two outcomes in Fisheries 2030 that support this.

1. Fisheries resources are used in a manner that provides greatest overall economic, social and cultural benefit.
2. The capacity and integrity of the aquatic environment, habitats and species are sustained at levels that provide for current and future use.

This goal and the two outcomes acknowledge that New Zealanders benefit from the various uses of fisheries resources in different ways and recognise that we are constrained by the environmental impact these activities have on our fisheries and aquaculture resources.

We will continue to work with others in the fisheries sector to ensure this goal is achieved. By managing fisheries in a sustainable manner and providing access to these resources we will be able to realise the economic, social and cultural benefits from their use. Similarly, it will only be through working with others that we will be able to ensure the sustainability of fisheries resources and a healthy aquatic environment.

## OUR SHORT-TERM PRIORITIES

We have identified yearly priorities that are contributing to achieving our long-term goal.

1. Implementation of the aquaculture action plan and strategy as the next phase in the aquaculture reform programme.
2. Clear delivery of the Crown's obligations to Māori, including those contained in the aquaculture reforms.
3. Implementation of the five national fisheries plans as the medium- to long-term framework for the management of fisheries resources within environmental limits.
4. Implementation of the Observer Services Strategy to increase the efficiency of delivery and compliance levels in conjunction with sector users, and reduce red tape for industry.
5. Implementation of the decisions reached from the Review of Discards programme on actions that will improve the reporting and management of discards in New Zealand's commercial fisheries.

## OUR MEDIUM-TERM PRIORITIES

To continue the progression towards achieving the Fisheries 2030 goal, we have identified an additional five medium-term priorities.

1. Continuing the aquaculture reform programme through a review of land-based aquaculture to enlarge the opportunities for future environmentally responsible growth.
2. Increasing our ability to work effectively and efficiently with industry operating within the sector (for example, implementing the latest Memorandum of Understanding with the Deepwater Group, building a view of sector performance through the *Quarterly Trade and Production Report*, and actively building a

closer working relationship with the Seafood Industry Council to identify opportunities for economic growth).

3. Promoting both government and business-led science and innovation in the sector through the Primary Growth Partnership initiative in order to unlock future opportunities.
4. Reviewing our commercial fisheries reporting requirements to ensure we have better and more robust information for future decisions.
5. Ensuring our increased efficiency and effectiveness as a Ministry through our functional reviews, the merger with the Ministry of Agriculture and Forestry (MAF) and working collaboratively with the Natural Resources Sector.

These new priorities are reflected in this *Statement of Intent*.

## GOVERNMENT'S EXPECTATIONS OF PUBLIC SERVICES

The Government is demanding:

- › better results from the public services that it funds;
- › greater back-office savings initiatives;
- › further restraint in terms of core government administration positions;
- › stronger performance from government agencies;
- › enhancement in the quality of services to the public.

This requires us to provide an effective and efficient service, from the development of our policy advice through to our frontline service delivery, by prioritising within our funding without reducing the quality of our outputs.

## Ministry of Fisheries

# OUTCOMES

# 3

Our outcomes framework has been redeveloped to provide a simplified and clearly articulated framework that gives a more balanced overview of our performance by:

- › including high-level outcomes that align with the Government’s objectives and enable us to articulate our strategic direction and tell a comprehensive performance story;
- › facilitating a shift in focus from detailed output indicators to high-level impact indicators based on each outcome, which will enable us to have a smaller set of output indicators focused on our core business.

The four outcomes the Ministry of Fisheries is expecting to achieve are:

1. New Zealand is able to optimise the social, cultural and economic benefits from fisheries and aquaculture.
2. Fishing is managed to support the health of the aquatic environment.
3. The Crown’s fisheries and aquaculture obligations to Māori are delivered.
4. There is increasing trust and confidence in our management of fisheries and aquaculture.

The outcomes are measured through the outcome indicators that are identified in this *Statement of Intent* and will be reported in the annual report.

The outputs are the services we provide to New Zealand that contribute to the achievement of the outcomes. Outputs are measured by performance measures that form the basis of our reporting. The output classes that we report on are listed below:

**OUTPUT CLASS ONE: DEVELOPING FISHERIES POLICY** is limited to advice on the development of policies, standards and guidelines relating to the sustainable and efficient utilisation of New Zealand’s fisheries, promotion of New Zealand’s interests in an international context and the provision of Ministerial servicing.

Policy advice is provided to the Minister of Fisheries and Aquaculture on policy and issues relating to fisheries and aquaculture. These cover the:

- › impact of changes in economic and environmental conditions on the fisheries and aquaculture sector, which may present potential opportunities;
- › progress of the sector in implementing Fisheries 2030, particularly the overarching goal of “New Zealanders maximising benefits from the use of fisheries within environmental limits”;
- › delivery of the Crown’s obligations to Māori for fisheries and aquaculture;
- › effective and efficient management of fisheries and aquaculture resources;
- › impact of the International Fisheries Strategy for positive engagement of fisheries and aquaculture, particularly in the Pacific region.

#### **OUTPUT CLASS TWO: IMPLEMENTING FISHERIES POLICY**

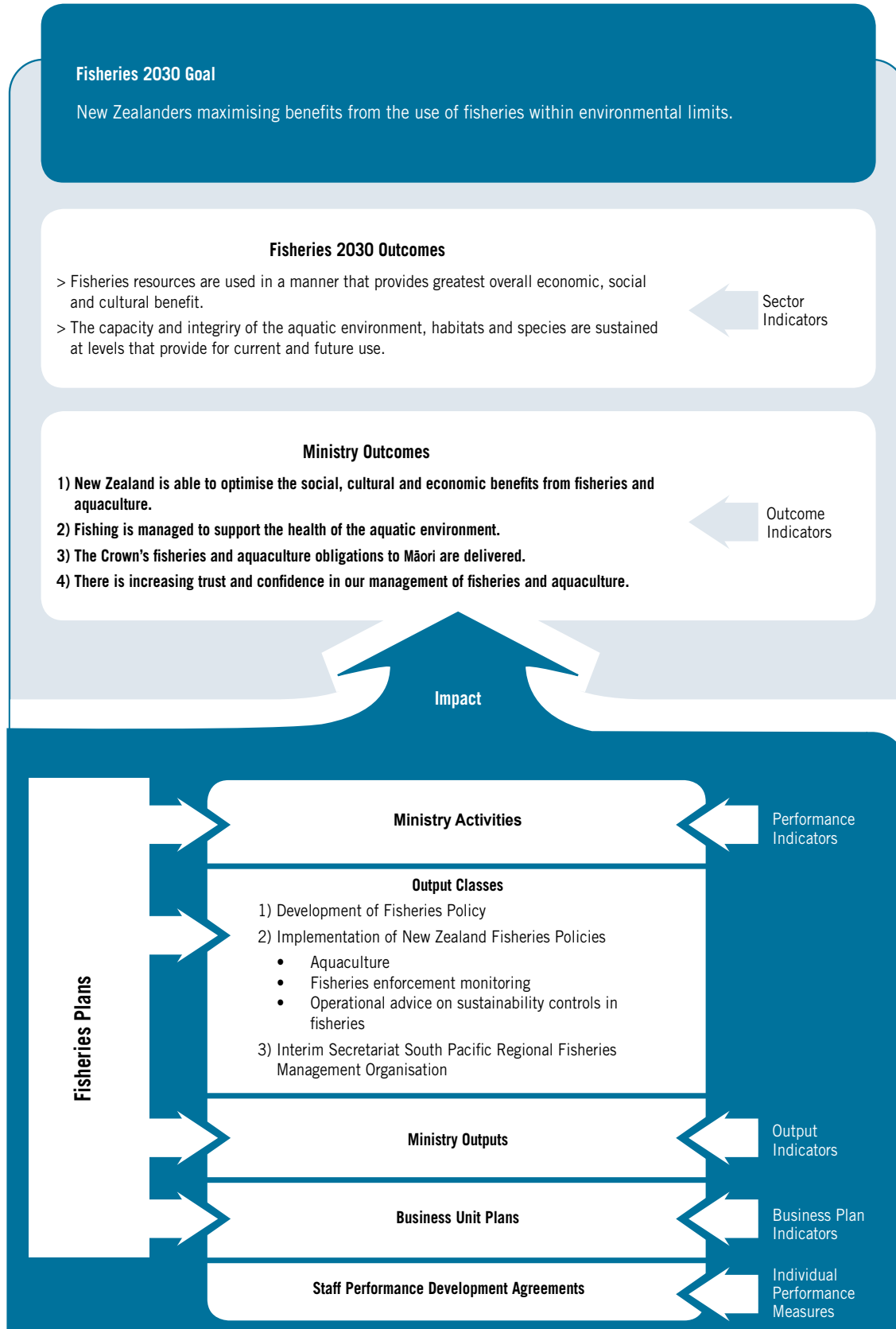
contributes to the management of the sustainable use of New Zealand’s fisheries. It is a multi-class composed of the following three outputs:

- › **AQUACULTURE** – this output class is limited to implementing, supporting and monitoring the aquaculture strategy;
- › **OPERATIONAL ADVICE ON SUSTAINABILITY AND MANAGEMENT CONTROLS IN FISHERIES** – this output class is limited to operational advice to the Minister on sustainability and management controls for New Zealand’s fisheries;
- › **FISHERIES ENFORCEMENT AND MONITORING** – this output class is limited to informing, assisting, directing and enforcing adherence to New Zealand fisheries laws.

#### **OUTPUT CLASS THREE: SOUTH PACIFIC REGIONAL FISHERIES**

**MANAGEMENT ORGANISATION (SPRFMO)**. This appropriation is limited to a contribution towards administrative support for the Interim Secretariat of SPRFMO.

## MINISTRY OF FISHERIES OUTCOMES FRAMEWORK



# OUTCOME 1:

New Zealand is able to optimise the social, cultural and economic benefits from fisheries and aquaculture

## WHY IS THIS IMPORTANT?

The total value of exports of seafood products in the 2009/10 calendar year was \$1.49 billion.

Domestically and internationally, demand for fisheries and aquaculture resources is increasing. In New Zealand, the demand is for commercial, recreational and customary use of wild fisheries as well as increased demand for space and growth in aquaculture.

We recognise each sector's interest, their demands and the benefits that New Zealand will continue to gain from fisheries use both domestically and internationally.

The benefits to each sector include:

- › commercial (wild fisheries and aquaculture) – contributing to New Zealand's economic growth and employment;
- › recreational – tourism, social enjoyment, food and relaxation;
- › customary – cultural and social importance, the ability to access and gather kaimoana.

## WHAT ARE WE SEEKING TO ACHIEVE?

We will manage fisheries and support the growth of aquaculture to ensure that short- and long-term benefits are realised. This will involve:

- › maintaining fish stocks at a level that provides for current and future use based on robust science advice;
- › providing a management framework, industry development opportunities and rules to provide access to fisheries resources and markets;
- › ensuring people understand their rights and responsibilities and comply with the rules.

## HOW WILL WE MEASURE SUCCESS?

We will measure success by:

- › ensuring that fish stocks below the soft and

hard limits have measures in place to achieve a rebuild;

- › increasing the levels of commercial and non-commercial compliance.

Further details of our measures are outlined in the table *Measuring our Impact* on pages 46–47.

## WHAT WILL WE DO TO ACHIEVE THIS?

**To enable and optimise benefits, we must ensure that the fish stocks are managed and maintained at levels that provide benefits to current and future users**

### QUOTA MANAGEMENT SYSTEM

We will continue to provide advice to the Minister on the setting and allocation of total allowable catch to each fishing sector to enable periodic regulations to be effected.

We will continue to implement the Harvest Strategy Standard, the policy statement of best practice in the setting of fishery and stock targets and limits for fish stocks in New Zealand's Quota Management System (QMS). The Harvest Strategy Standard is intended to provide guidance on how fisheries law will be applied in practice by establishing a consistent and transparent framework for decision making to provide for the use of New Zealand's QMS species while ensuring sustainability.

The QMS helps ensure sustainable use of fisheries through the direct control of harvest levels for each species in a nominated geographical area. A fish species can consist of several numerous geographically isolated and biologically distinct populations. Each fish species in the QMS is subdivided into separate fish stocks defined by Quota Management Areas (QMAs).

QMAs for a species are determined on introduction of that species into the QMS. The starting point for determining QMA boundaries

for each species are the 10 Fisheries Management Areas (FMAs) which sit inside New Zealand's EEZ. (See the diagram below.)

New Zealand currently has 99 species (or species groupings) subject to the QMS, divided into separate stocks. Each stock is managed independently to help ensure the sustainable use of that fishery.

The setting of catch levels is important as the correct balance of extraction must be achieved to ensure that the productive capacity of the stock is maintained and no one sector adversely affects another.

There are currently 636 stocks in the QMS. However, 280 stocks are considered to be "nominal" stocks (fish stocks for which a significant commercial or non-commercial potential has not yet been demonstrated). Of the remaining 356 stocks, we have sufficient information to assess their status relative to management targets for 119 stocks. This is up

from 117 a year ago.

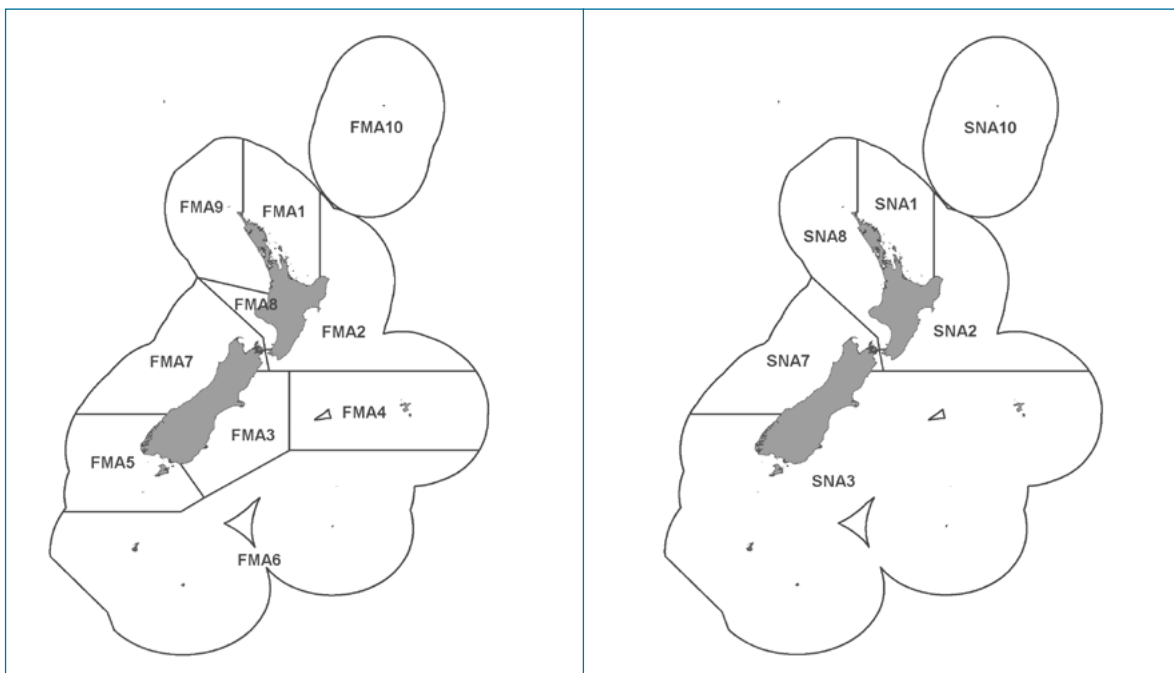
In all cases where fisheries are below the soft or hard limit, corrective management action has been put in place to rebuild the stocks. For example, fisheries on three previously collapsed orange roughy stocks have been closed to maximise the rate of rebuilding. One of these has subsequently rebuilt to the point where it has been reopened.

The requirement to take corrective action for overfished stocks is reflected in the outcome indicators listed later in this *Statement of Intent*.

We will increase the number of fish stocks that are at near or above target levels. Research and ongoing assessments of the status of fish stocks will continue to underpin the setting of total allowable catch levels.

The QMS will continue to be the overall management tool for fisheries to provide for the opportunities for continued and sustainable economic growth.

#### FISHERY MANAGEMENT AREAS (LEFT) AND SNAPPER QUOTA MANAGEMENT AREAS (RIGHT)



**To enable and optimise benefits, we must provide a management framework, industry development opportunities and rules to provide access to fisheries resources and markets**

#### **AQUACULTURE REFORM**

The aquaculture industry has been identified by the Government as having significant unrealised export potential.

We are the Government's lead agency for aquaculture and we continue to work closely with other agencies. Supporting aquaculture development within environmental limits is also an objective of Fisheries 2030.

Good progress has been made on the development of a package of legislative and other reforms designed to reduce costs, delays and uncertainty, promote investment and enable integrated decision making.

We will implement the aquaculture reforms by:

- › providing information, advice and formal assessments to regional councils on fisheries matters for coastal plans and aquaculture applications;
- › determining whether a proposed aquaculture site will have an undue adverse effect on fishing (commercial, recreational and customary fishing);
- › managing the Fish Farmer Register (all persons carrying out the activity of fish farming are required to be registered under the Fisheries Act 1996);
- › delivering the existing Māori Aquaculture Settlement obligation in relation to new space under the new aquaculture regime.

The Aquaculture Unit established to implement these reforms has immediate priorities to:

- › build co-ordination between the groups involved in aquaculture;

- › develop and then implement a national Aquaculture Strategy and Action Plan that includes both marine and land-based aquaculture.

The Aquaculture Strategy and Action Plan will clearly identify how central government will work with stakeholders to develop aquaculture. The strategy will cover projects to develop new space and species, and will also look broadly into research and innovation, market development and iwi participation.

#### **INTERNATIONAL STRATEGY**

New Zealand will enhance its reputation as a responsible fishing nation. New Zealand fishers operate in fisheries around the world, both with licensed access in the waters of other countries and also in the high sea areas outside the control of any one country.

A number of fish species important to recreational, customary and commercial fishers in New Zealand migrate across many thousands of kilometres of ocean and are only visitors to our waters at certain times of the year.

Making sure that fisheries in high sea areas, and the highly migratory species that pass through New Zealand waters, are sustainable and maintaining New Zealand fishers' access to other countries' waters is important to New Zealand. Protecting sustainability and maintaining access requires effective engagement and good relationships with our Pacific neighbours and other countries with fishing interests in our region.

Promoting effective science processes, engaging in the international governance of fisheries and increasing New Zealand's seafood trade and access are objectives in Fisheries 2030 that we are actively working to achieve.

We will continue to represent New Zealand at international negotiations to promote New Zealand's interests in the following areas:

- › sustainable utilisation of fisheries;
- › marine environment protection;
- › trade access opportunities (particularly negotiations on fisheries subsidies in the World Trade Organization);
- › delivery on international obligations (for example, negotiations for the development of a multilateral, legally binding Agreement on Port State Measures to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing);
- › maximising of fisheries resources (where we play a key role, through engagement with Pacific states on fisheries issues promoting sustainable use of the Pacific region's shared fisheries resources as a key contributor to economic security and development).

#### FISHERIES PLANS

We are working to develop a planned approach to the long-term management of fisheries and associated environmental impacts, based on agreed objectives. The purpose and function of fisheries plans is to:

- › set management objectives for fisheries resources;
- › prioritise the services that will most effectively and efficiently contribute to those objectives, and then;
- › monitor performance.

Completing and implementing fisheries plans will contribute to the delivery of Fisheries 2030 outcomes.

Five-year national fisheries plans are being developed for the five groups of New Zealand fisheries: deepwater, highly migratory species, freshwater, inshore finfish and inshore shellfish,

with separate chapters for certain fisheries and areas as required.

National fisheries plans for deepwater and highly migratory species have been approved by the Minister. Draft five-year plans for inshore shellfish, inshore finfish and freshwater have been developed and annual operational plans for all five fisheries are scheduled for completion in 2011.

**To enable and optimise benefits, the Ministry must ensure people understand their rights and responsibilities**

#### COMPLIANCE AND ENFORCEMENT

For fisheries management to work users must understand their rights and responsibilities and comply with the rules. This will provide increased benefits to users. We will continue to provide the public and users with information and education on their rights and responsibilities. We will continue with the programmes in the Fisheries Service Delivery Model of informing, assisting, directing and enforcing to improve levels of compliance.

We will maintain the compliance and enforcement of the rules and regulations.

Approximately 90 percent of fishers across all sectors are voluntarily complying, or are at least attempting to comply, with fisheries legislation. Despite this, it is critical that these rates improve. The consequences of even small rates of non-compliance can result in overfishing of fish stocks, which could undermine management measures and compromise long-term sustainability.

We use the Fisheries Service Delivery Model to better inform Fishery Officers and investigators about the best options for intervention and to inform fishers about compliance issues and what they need to do to comply.

This informed and assisted approach is underpinned by effective and honest engagement with the fishing sectors and communities. The goal is ultimately one of working together, sharing responsibility for changing behaviours by focusing on increasing compliance through information and positive action rather than addressing non-compliance alone.

Increasing the number of full-time Fishery Officers and volunteer Honorary Fishery Officers in line with government priorities will continue to

be a priority focus for us. We currently have 164 warranted Fishery Officers (102 frontline Fishery Officers as well as investigators, intelligence analysts and managers) and 196 Honorary Fishery Officers. We aim to increase this number to 106 frontline Fishery Officers and 250 Honorary Fishery Officers by the end of 2011/12. This increase in frontline officers allows the continuation of a targeted risk-based approach to effective compliance and enforcement actions.

## Measuring our impact

### OUTCOME ONE: NEW ZEALAND IS ABLE TO OPTIMISE THE SOCIAL, CULTURAL AND ECONOMIC BENEFITS FROM FISHERIES AND AQUACULTURE

Impact	Outcome Indicator
<p><b>Maintain fish stocks at levels that provide for current/future use by ensuring:</b></p> <p>Fish stocks are sustainably managed to provide benefits from current and future use.</p> <p>Fish stocks that are below hard and soft limits have measures in place to achieve a rebuild.</p>	<p>Percentage of stocks of known status:</p> <ul style="list-style-type: none"> <li>› at or above target levels;</li> <li>› above soft limits;</li> <li>› above hard limits;</li> <li>› below overfishing thresholds.</li> </ul> <p>Percentage of stocks below soft and hard limits that have measures in place to achieve a rebuild:</p> <p>100 percent of fish stocks (of known status):</p> <ul style="list-style-type: none"> <li>› below soft limits have measures in place to achieve a rebuild;</li> <li>› below hard limits are either closed or have substantial measures in place to achieve a rebuild;</li> <li>› around 75 percent of the stocks of known status are at or above target levels by 2014, up from the current level of 69 percent;</li> <li>› at least 80 percent of stocks of known status are below the overfishing threshold by 2014 from the current level of 76 percent.</li> </ul>
<p><b>Provide management framework, industry development opportunities and rules to provide access by ensuring:</b></p> <p>Positive conditions governing international market access for New Zealand fisheries and aquaculture products have been promoted or defended.</p> <p>Aquaculture is providing increased benefits to New Zealand.</p>	<p>The Ministry of Fisheries has provided a description of:</p> <ul style="list-style-type: none"> <li>› new issues that have arisen during the year, and the Ministry's response;</li> <li>› where possible, an assessment of any changes to market access resulting from engagement in international trade issues and opportunities.</li> </ul> <p>The Government's Aquaculture Unit was set up in 2010, and its first task is to develop an Aquaculture Strategy and Action Plan. As part of developing the strategy, performance measures of successful implementation of the strategy will be identified.</p>

## Output Class and Output Indicator

## Development of Fisheries Policy

Policy advice papers: Improvement in the quality of policy advice papers demonstrated through independent assessment – Average independent rating of papers more than 6.4/10 (current baseline 6.4/10).

International Strategy: Quarterly assessment of international engagement outcomes against set criteria to ensure they maintain or advance New Zealand's interest – At least 70 percent yes rating.

## Implementation of New Zealand Fisheries Policies

All completed science research projects in the 2011/12 year are assessed by expert review and against the Ministry Research and Science Information Standard.

Research projects commissioned – Completed research projects for which objectives are fully achieved exceeds 95 percent.

Mid-year and end-of-year science research plenary reports delivered December 2011 (mid-year) and June 2012 (end-of-year).

Fisheries Management Advice: Independent review of advice completed by 30 June 2012 – Baseline to be set from this review.

Fisheries Management Planning: Annual Operational Plans (AOPs) specifying services to meet objectives are developed for the five National Fisheries Plans – AOPs developed by 30 June 2012, then maintained annually.

Fisheries Management planning: independent review of planning process of Annual Operational Plans is undertaken to establish that the process provides for the effective and efficient allocation of resources – Review is completed by 30 June 2012 to provide an assessment of quality.

Aquaculture Strategy and Action Plan – Delivery and approval of an Aquaculture Strategy and Action Plan, and the first annual work plan, by June 2012.

Impact	Outcome Indicator
<p><b>Achieve compliance by ensuring:</b></p> <p>Levels of compliance of all fishers is increasing. Field operations are responsive to fisheries objectives and compliance risk.</p>	<p>Commercial and non-commercial compliance:</p> <ul style="list-style-type: none"> <li>› commercial compliance rate to have an annual improvement and be at 85–90 percent by 2014 (current baseline 83 percent at 2010);</li> <li>› non-commercial compliance rate to be annually maintained at a minimum till 2014 (current baseline 95 percent at 2010).</li> </ul>
<p><b>Provide management framework, industry development opportunities and rules to provide access by ensuring:</b></p> <p>Positive conditions governing international market access for New Zealand fisheries and aquaculture products have been promoted or defended.</p>	<p>The Ministry of Fisheries has provided a description of:</p> <ul style="list-style-type: none"> <li>› new issues that have arisen during the year, and the Ministry’s response;</li> <li>› where possible, an assessment of any changes to market access resulting from engagement in international trade issues and opportunities.</li> </ul>

## Output Class and Output Indicator

## Development of Fisheries Policy

## Implementation of New Zealand Fisheries Policies

Prosecutions – 100 percent prima facie case established for all prosecutions taken by Ministry of Fisheries.

The conduct of a prosecution results in an adverse finding against the Ministry – Nil target.

Number of complaints upheld against Field Operations relating to undertaking their activities – Nil target.

Delivery of Observer days consistent with the Ministry's fish plans (and associated Annual Operational Plans), and third party requirements – At least 90 percent of required days are delivered.

Cost-efficiency of delivering Observer days – To be within \$450 per day for deepwater fisheries.

Maintain or increase the percentage of commercial fishing returns that are:

- › furnished on time – At least 92 percent (baseline 92 percent for commercial fishing returns submitted on time 2010/2011);
- › to the required standard (baseline to be established 2011/12).

Delivery of commercial vessel inspections – Number of vessel inspections delivered each year according to Annual Operational Plans with a +/- 10 percent variance.

Delivery of Licensed Fish Receiver inspections – Number of Licensed Fish Receiver inspections delivered each year according to Annual Operational Plans with a +/-10 percent variance.

Non-commercial compliance rates – Issued infringement notice numbers are stable or decreasing from 2010 baseline.

Implement quarterly risk-based prioritisation of Field Operations services – Prioritisation of Field Operations services are reviewed quarterly.

Perception survey on the probability of detection for non-commercial illegal activity – Improvement over 2010/11 baseline.

## Output Class and Output Indicator

## Interim Secretariat South Pacific Regional Fisheries Management Organisation

Expenditure and contribution reviewed through:

Quarterly review

SPRFMO's Interim Secretariat financial report to the Commission's preparation conference.

# OUTCOME 2:

## Fishing is managed to support the health of the aquatic environment

### WHY IS THIS IMPORTANT?

The management of fisheries is important not only to the Ministry but to New Zealand. Healthy fisheries will support the overall health of the aquatic environment – the foundation for realising other outcomes. Contributing to the health of the aquatic environment will increase our ability to optimise the benefits from the fisheries and continue to increase New Zealand's economic performance.

The management of New Zealand's fisheries is not confined to New Zealand waters as fish are also caught by our commercial sector beyond our territorial sea. Factors external to New Zealand, such as the management of fisheries outside of New Zealand's EEZ, contribute to the health of our aquatic environment.

The health of the international aquatic environment is governed by a series of international agreements that are designed to set limits for extraction and activity to ensure the aquatic environment is sustainable in the long term.

Fishing on the high seas is governed through international treaties agreed between states. New Zealand has signed up to many of these treaties, particularly the United Nations Convention of the Law of the Sea (UNCLOS) and the 1995 United Nations Fish Stocks Agreement (UNFSA) and, as a result, has a range of international obligations that are incorporated into New Zealand law.

Our international fisheries objective is to “maximise the value to New Zealand from the sustainable utilisation of fisheries resources beyond the New Zealand Exclusive Economic Zone”. Specifically, we seek to ensure fisheries and the environmental impacts of fishing are managed sustainably beyond the New Zealand EEZ, and to

maximise economic opportunities for New Zealand in respect of fisheries beyond the EEZ.

New Zealand's fisheries management has a good reputation internationally, including:

- › New Zealand vessels using good fishing practices;
- › meeting international obligations and commitments;
- › positive reports of New Zealand's involvement and engagement in international negotiations;
- › participation in regional fisheries management organisations.

We must maintain our high standards and ensure that we can influence other decision makers that may affect our fisheries.

The Ministry of Fisheries seeks to ensure that fishing activity occurs within environmental limits. Other factors, such as climate change, sedimentation and mineral extraction, impact on or affect the aquatic environment, which other government agencies have a mandate to manage.

### WHAT ARE WE SEEKING TO ACHIEVE?

We will provide the necessary management of fisheries that will combine with other government agencies towards maintaining the health of the aquatic environment by:

- › increasing the understanding of relationships between fishing and the aquatic environment;
- › avoiding, remedying or mitigating adverse effects of fishing on the aquatic environment;
- › influencing other decision makers to reduce the impacts of other activities on the fishing environment.

## HOW WILL WE MEASURE SUCCESS?

We will measure success by:

- › ensuring that fish stocks below the soft and hard limits have measures in place to achieve a rebuild;
- › minimising the adverse effects of fishing on New Zealand sea lions;
- › maintaining spatial limits and fishing restrictions to protect Maui's and Hector's dolphins.

Further details of our measures are outlined in the table *Measuring our Impact* on pages 52–53.

## WHAT WILL WE DO TO ACHIEVE THIS?

### **Supporting a healthy aquatic environment by increasing our understanding of relationships between fishing and the aquatic environment**

The integrity of the science underpins evidence-based management decisions for New Zealand's fisheries and is critical for maintaining and demonstrating the credibility of New Zealand fisheries management.

Quality policy and management advice, based on research, will be provided for decision making on sustainability of fish stocks, protected species and marine protection, such as habitats of particular significance to fisheries management.

We will contract science research to undertake:

- › stock assessment research to determine the productivity and current state of key fish stocks and predict the likely outcomes of the different future approaches;
- › aquatic environment research to assess the effects of fishing on marine habitats, protected species and trophic linkages to understand habitats of special significance for fisheries;
- › strategic biodiversity research to increase our understanding of the systems that support fisheries productivity;

- › research on non-commercial fisheries where a particular focus is to develop reliable methods for estimating amateur harvest. This includes a national survey to collect information on all stocks harvested by non-commercial fishers scheduled for October 2011.

### **Supporting a healthy aquatic environment by avoiding, remedying or mitigating the adverse effects of fishing on the aquatic environment**

We will set and monitor rules and regulations, where appropriate, to avoid the need to remedy or mitigate adverse effects on the aquatic environment.

For example, we collaborated with the Department of Conservation on a suite of proposed measures to provide the most comprehensive protection available for the basking shark (*Cetorhinus maximus*) in New Zealand waters, and from New Zealand vessels operating on the high seas. The result of this collective advice was that the Minister of Fisheries and Aquaculture and the Minister of Conservation jointly decided on some protection measures for the basking shark. We will review actions for sharks, including renewing the National Plan of Action for Sharks, in 2011/12.

We will continue our work to ensure the impact on sea lions from fishing in the squid fishery is within the fisheries-related mortality limits, and we will deliver a seabird policy to address the adverse effects of fishing on seabirds.

### **Supporting a healthy aquatic environment by influencing other decision makers to reduce the impacts of other activities on the fishing environment**

We will contribute to and maintain our relationship with other government agencies through participation in the Natural Resources Sector. This participation will influence decisions

on factors that are outside of the control of the Ministry but affect the fisheries sector.

The Natural Resources Sector approach aims to enhance collaboration between government agencies. Its main purpose is to ensure a strategic, integrated and aligned approach is taken to natural resources development, policy and management across government agencies. The network is chaired by the Ministry for the Environment's chief executive and also includes:

- › the Ministry of Agriculture and Forestry;
- › the Ministry of Economic Development;

- › the Ministry of Fisheries;
- › the Department of Conservation;
- › Land Information New Zealand;
- › Te Puni Kōkiri.

The sector provides high-quality advice to government. It also provides effective implementation and execution of major government policies through co-ordination and integration across agencies, management of relationships and alignment of the policies and practices of individual agencies.

## Measuring our impact

### OUTCOME TWO: FISHING IS MANAGED TO SUPPORT THE HEALTH OF THE AQUATIC ENVIRONMENT

Impact	Outcome Indicator
<p><b>Increase understanding of fisheries by ensuring:</b></p> <p>QMS fish stocks are sustainably managed to provide benefits from current and future use.</p> <p>Where QMS fish stocks are below hard and soft limits, measures are in place to achieve a rebuild.</p>	<p>Percentage of stocks of known status:</p> <ul style="list-style-type: none"> <li>› at or above target levels;</li> <li>› above soft limits;</li> <li>› above hard limits;</li> <li>› below over fishing thresholds.</li> </ul> <p>Percentage of stocks below soft and hard limits that have measures in place to achieve a rebuild:</p> <p>100 percent of fish stocks (of known status):</p> <ul style="list-style-type: none"> <li>› below soft limits have measures in place to achieve a rebuild;</li> <li>› below hard limits are either closed or have substantial measures in place to achieve a rebuild;</li> <li>› around 75 percent of the stocks of known status are at or above target levels by 2014 from the current level of 69 percent;</li> <li>› at least 80 percent of stocks of known status are below the overfishing threshold by 2014, up from the current level of 76 percent.</li> </ul>
<p><b>Minimise negative effects on environment by ensuring:</b></p> <p>Fishing interactions with protected species are managed to any limits set.</p> <p>Risks to protected species from fishing are managed.</p>	<p>Fishing interactions with protected species are managed within fishing restrictions and to any limits set:</p> <ul style="list-style-type: none"> <li>› compliance programme in place to maintain compliance with spatial limits and fishing restrictions set to protect Maui's and Hector's dolphins;</li> <li>› minimising the adverse effect of fishing on New Zealand sea lions through annual mortality limits that are not exceeded.</li> </ul> <p>Natural Resources Sector:</p> <ul style="list-style-type: none"> <li>› Measurement to be developed.</li> </ul>

The work and priorities of the Natural Resources Sector are identified from the evidence base and analysis of trends relating to the supply of, demand for and quality of natural resources.

Current priority work areas include resource management, water and Māori issues.

We will maintain and develop new relationships with other departments and regional councils in many areas of work including policy development, management and aquaculture.

Our international work, including international negotiations and the co-operation and

development work with Pacific fisheries will continue to influence decision makers to reduce impacts from other activities on the aquatic environment and fisheries. This is part of our continued implementation of the international fishing strategy with the Ministry of Foreign Affairs and Trade. We will maintain our high standards to demonstrate New Zealand's place as a responsible and sustainable fishing nation.

#### Output Class and Output Indicator

##### Development of Fisheries Policy

##### Implementation of New Zealand Fisheries Policy

All completed science research projects in the 2011/12 year are assessed by expert review and against the Ministry Research and Science Information Standard.

Research projects commissioned – Completed research projects for which objectives are fully achieved exceed 95 percent.

Mid-year and end-of-year science research plenary reports delivered December 2011 (mid-year) and June 2012 (end-of-year).

Fisheries management advice: Independent review of advice completed by 30 June 2012 – Baseline to be set from this review.

Fisheries management planning: Annual Operational Plans (AOPs) specifying services to meet objectives are developed for the five National Fisheries Plans – AOPs developed by 30 June 2012, then maintained annually.

Fisheries management planning: Independent review of planning process of AOPs is undertaken to establish that the process provides for the effective and efficient allocation of resources – Review is completed by 30 June 2012 to provide an assessment of quality.

National Plan of Action for Sharks is reviewed by 30 June 2012.

Implement seabird policy to reduce the risk of fishing-related mortality to seabirds – Policy implemented by 30 June 2012.

# OUTCOME 3:

## The Crown's fisheries and aquaculture obligations to Māori are delivered

### WHY IS THIS IMPORTANT?

Māori are significant participants in commercial, recreational and customary fisheries. Māori are also significant participants in aquaculture, either through shareholdings in aquaculture businesses or by direct involvement in marine farming.

Māori treaty claims to fisheries and to commercial aquaculture have been settled. Settlement of commercial claims requires the Crown to allocate 20 percent of any new fish stock that is brought under quota management to Māori.

Settlement of customary non-commercial fishing rights requires the making of regulations to recognise and provide for the extent of customary non-commercial fishing and the special relationship of tangata whenua to places of importance for customary food gathering.

In addition, the Fisheries Act 1996 requires the ongoing input and participation of tangata whenua into sustainability processes. It also requires the Minister to have particular regard to kaitiakitanga when making sustainability decisions.

The settlement of Māori claims relating to commercial aquaculture requires the Crown to provide iwi with either 20 percent of aquaculture space or the equivalent of 20 percent of aquaculture space.

The Marine and Coastal Area (Takutai Moana) Act 2011 may identify a special relationship of tangata whenua with specific areas that may warrant a concurrent response under the fisheries settlements.

### WHAT ARE WE SEEKING TO ACHIEVE?

We seek to deliver the Crown's fisheries and aquaculture obligations to Māori.

These obligations have been confirmed in the deeds of settlement between the Crown and Māori and given effect through the obligations specified in legislation. They include use rights and rights to participate in fisheries management decision making.

Delivery on these obligations is fundamental to the Crown's Treaty relationship with tangata whenua.

In addition, involving fishers in fisheries management is good practice. Better information can be obtained about the health and value of fisheries, and better compliance outcomes are possible when tangata whenua and stakeholders are involved effectively in New Zealand's fisheries management.

### HOW WILL WE MEASURE SUCCESS?

We will measure success by:

- › completing accurately and in a timely manner the distribution to Te Ohu Kai Moana of 20 percent of quota shares for new species introduced into the QMS;
- › discharging the aquaculture pre-commencement space obligation by 31 December 2014;
- › increasing the uptake of Kaimoana and South Island Customary Regulations by tangata whenua;
- › providing for input and participation by establishing regional iwi forums that are operational for all fishery management areas by 2014.

Further details of our measures are outlined in the table *Measuring our Impact* on pages 56–57.

## WHAT WILL WE DO TO ACHIEVE THIS?

We will ensure that generic obligations to all iwi are delivered through:

- › interpreting the Fisheries Act 1996 consistent with provisions of the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992;
- › making decisions in accordance with the principles of the Treaty of Waitangi, where appropriate.

We will ensure that specific fisheries obligations to all iwi are delivered through:

- › engaging with tangata whenua, and providing for their input and participation, and kaitiakitanga given particular regard in sustainability decisions;

- › recognising and providing for customary fisheries food gathering and the special relationship of tangata whenua to places of customary food-gathering importance;
- › meeting commercial fisheries obligations;
- › meeting aquaculture obligations consistent with the Maori Commercial Aquaculture Claims Settlement Act 2004 and aquaculture reforms.

We will ensure that specific obligations to specific tangata whenua groups are delivered by meeting:

- › historic Treaty Settlement agreements;
- › Marine and Coastal Area (Takutai Moana) Act 2011 agreements.

## Measuring our impact

### OUTCOME THREE: THE CROWN'S FISHERIES AND AQUACULTURE OBLIGATIONS TO MĀORI ARE DELIVERED

Impact	Outcome Indicator
<p><b>Settlement and legislation complied with by ensuring:</b></p> <p>Commercial fisheries obligations are met.            Aquaculture obligations are met.            Customary fisheries food gathering and the special relationship of tangata whenua to places of customary food-gathering importance are recognised and provided for.</p>	<p>Obligations to Māori met through:</p> <ul style="list-style-type: none"> <li>› Commercial obligations: Distribution to Te Ohu Kai Moana of 20 percent of quota shares for new species and stocks introduced into the QMS completed accurately and in a timely manner.</li> <li>› Discharge of the aquaculture pre-commencement space obligation by 31 December 2014 (over 90 percent by value already discharged).</li> <li>› Uptake of Kaimoana and South Island Customary Regulations by tangata whenua measured by percentage of coastline covered by the regulations from a current baseline of 32 percent to 75 percent by 2014 for the North Island and 70 percent to 95 percent by 30 June 2014 for the South Island.</li> </ul>
<p><b>Tangata whenua engagement through:</b></p> <p>The development of regional iwi forums.            Providing for input and participation in managing fisheries.</p>	<p>Establish regional iwi forums that are operational for all Fishery Management Areas by 2014.</p>

## Output Class and Output Indicator

## Development of Fisheries Policy

## Implementation of New Zealand Fisheries Policy

Obligations to iwi under individual settlements contained in protocols or other redress agreements are delivered – 100 percent of obligations are met.

Aquaculture Settlements Register maintained and audited.

Papers provided to the Minister on Kaitiaki appointments are error free – At least 95 percent.

Input and participation in managing fisheries – Forum Fisheries Plans/Iwi Fisheries Plans delivered. At least 40 percent of iwi have submitted an Iwi or Forum Fisheries Plan to the Ministry by June 2012.

# OUTCOME 4:

There is increasing trust and confidence in our management of fisheries and aquaculture

## WHY IS THIS IMPORTANT?

New Zealand's fisheries management is world leading. The more New Zealanders and international audiences can trust and have confidence in our management of fisheries and aquaculture, the more benefits can be optimised. The benefits include:

- › greater economic performance from the sector when our products are seen as credible and clean;
- › increased benefits derived from the sustainable management of our fisheries and aquaculture resources providing for future use within environmental limits;
- › continued social and cultural enjoyment of our fisheries by all.

With trust and confidence comes security. This increased security will enable investors, such as the seafood industry, to increase their investment in the fisheries and aquaculture sector. This will lead to better market access and an increase in New Zealand's economy. Increased opportunity for funding would enable improved science and research and a better understanding of fishing, fisheries and their relationship with the aquatic environment.

We are committed to the integrated, aligned and strategic approach in developing and managing natural resources across government agencies through the Natural Resources Sector. This integrated approach provides a platform for the sustainable management of natural resources within environmental limits to ensure a future for all users. Targeted and co-ordinated engagement particularly between government agencies will improve the quality and cost-effectiveness of the public service while reducing costs and resources for all involved.

## WHAT ARE WE SEEKING TO ACHIEVE?

We must be able to demonstrate to New Zealand and on the international stage that the actions, processes and policies of decision making are transparent, targeted, cost-effective and efficient, and designed to reduce administrative impediments.

Our aim is to increase trust and confidence in our management of fisheries and aquaculture by showing that the development and implementation of fisheries management and aquaculture policies meet the needs of New Zealanders and the international community.

To achieve this, we will continue to:

- › provide effective and credible fisheries management frameworks and support industry development;
- › undertake targeted engagement and support with the fisheries sector, including:
  - tangata whenua;
  - stakeholders;
  - government;
  - international organisations;
- › provide accountable and transparent services;
- › deliver efficient and cost-effective services;
- › improve the levels of compliance of all users (commercial, non-commercial and customary).

## HOW WILL WE MEASURE SUCCESS?

We will measure success by:

- › increasing trust and confidence in the Ministry's management;
- › evaluating the changes made to Observer and Research Services delivery to ensure these are effective and efficient.

Further details of our measures are outlined in the table *Measuring our Impact* on pages 60–61.

## WHAT WILL WE DO TO ACHIEVE THIS?

We will continue to deliver and monitor progress on the actions in Fisheries 2030, both on the development of policy and specific actions. The Ministry will report to the Government and, where appropriate, the fisheries sector, on progress and when actions have been completed.

We aim to increase public confidence in the management of fisheries by clearly setting out the relevant strategic goals and actions to show how and where our work will impact. Specifically, we will deliver key strategies, such as the Aquaculture Strategy and Action Plan, and will continue to implement the International Strategy.

The strategies will set out the goals, outcomes and objectives we are seeking to achieve for both fisheries management and aquaculture. By providing guidance for transparent and consistent management action, including planning, these strategies will increase trust and confidence in our management of fisheries and aquaculture.

We will also increase confidence in the effectiveness of our work by obtaining external review of our policy advice and fisheries management processes.

These strategies will be used as reference points for the co-ordination of the full range of operational actions and the identification of areas where new policy may need to be developed. The primary means of keeping the public informed and engaged will be through the publication of fisheries plans, including annual operational plans, as well as annual reporting on progress towards the objectives set out in those plans and the delivery of specific services.

We will continue to review existing regulations to ensure that they are necessary, and we will review proposed regulations for consistency with the new Regulatory Impact Assessment process. We will improve trust in the fisheries management

regime by keeping participants informed of their obligations, and the extent and means by which the Ministry will ensure they are complied with.

To achieve this, we will make the rules and regulations concerning fisheries and aquaculture easily available to users. This clear information will make it easy for users to know what their responsibilities are when they are using these resources. We will also publish compliance and enforcement statistics to show levels of compliance with key obligations. This transparency will promote trust and encourage a greater level of compliance from all users. The benefits of this are:

- › active participation and trust in the management of our fisheries and aquaculture resources by all users;
- › greater sustainable fishing and fishing opportunities both in the present and the future;
- › a fair application of the rules and regulations, with targeted enforcement action being undertaken for blatant disregard of rules and regulations.

Keeping the sector and international agencies well informed about the state of fisheries and options for management action will also improve trust and confidence in our management of the fisheries. We will engage with tangata whenua, stakeholders, government agencies and internationally through a more targeted and co-ordinated approach.

Engagement will include consulting through forums, supporting the development of fisheries plans, providing advice on international agreements and increased capacity in Pacific countries. Engagement with other government agencies, including via the Natural Resources Sector network, will ensure co-ordination on government policy.

## Measuring our impact

### OUTCOME FOUR: THERE IS INCREASING TRUST AND CONFIDENCE IN OUR MANAGEMENT OF FISHERIES AND AQUACULTURE

Impact	Outcome Indicator
<p><b>Provide effective and credible management of fisheries to ensure:</b></p> <p>Public confidence and trust in the Ministry's management is increasing.</p> <p>Changes made to service delivery have resulted in improved effectiveness and efficiency.</p>	<p>Public confidence and trust is increasing to 70 percent satisfaction by 2014 (currently 55 percent).</p> <p>Evaluation of the effectiveness and efficiency of changes made to Observer and Research Services delivery by 2012.</p>

## Output Class and Output Indicator

## Development of Fisheries Policy

Policy advice papers: Improvement in the quality of policy advice papers demonstrated through independent assessment – Average independent rating of papers more than 6.4/10 (current baseline 6.4/10).

Ministerials, Parliamentary and Select Committee questions are provided within required timeframes – 100 percent.

Papers provided to the Minister are error free – At least 95 percent.

Official Information Act responses provided within statutory timeframes – 100 percent.

Complaints about OIA requests not accepted by the Ombudsman – 100 percent.

## Implementation of New Zealand Fisheries Policy

Fisheries Management Advice – Independent review of advice completed by 30 June 2012. Baseline to be set from this review.

## Managing in a Changing Environment

# OPPORTUNITIES & CHALLENGES

# 4

### ENVIRONMENTAL SCAN

A number of global factors, climate change, trade barriers and the lack of an integrated approach to managing ocean resources, have an impact on New Zealand's ability to maximise the economic benefits from fishing and aquaculture.

Climate change in particular has challenged the commercial sector to examine its fishing and aquaculture methods to reduce its carbon footprint and still maintain competitive market share.

New Zealand's branding of "100 percent Natural" has provided a platform for this change to occur and to give us an opening into new trade markets. It has also provided us with a stronger platform for existing markets demanding high-quality clean product. In addition, there is the clear pressure on the economy from the most severe worldwide recession in the past 50 years.

Minimising government costs may mean reduced costs for the commercial fishing sector, creating the potential for the sector to improve its earnings, employment prospects and its value to New Zealand.

Fisheries are a significant export earner for New Zealand, and it is important that the resources continue to be managed in a sustainable manner. Sustainability remains a key issue, with

markets and environmental groups increasingly demanding proof that fisheries are being managed sustainably and that catches are not having a negative effect on future viability.

Increases in population in the developing world and changes in eating habits in the developed world mean that fish is becoming a more valuable food source. The desire to harvest increasing quantities needs to be balanced against the need to set and enforce limits to ensure sustainability. New Zealand's fisheries are well managed and we need to ensure that this highly valued commodity is not overfished or subject to illegal fishing activity. This may require innovative approaches from the sector.

Climate change has the potential to pose challenges for fisheries management and fishing activity. Changes in the quality of coastal waters may also have an effect on marine aquaculture.

There is increasing pressure for transparency in fisheries management decision making, but also increasing complexity around the legal framework in which fisheries management is required to operate.

From this environmental scan, we have identified the significant issues, challenges and opportunities for us, and our responses to these are summarised in the following table.

Issue, challenge, opportunity	Response	Our Outcomes	Our Services
Sustainable use of resources to provide for future growth	Providing: <ul style="list-style-type: none"> <li>› an objectives-based management framework;</li> <li>› industry development opportunities, particularly green growth initiatives;</li> <li>› rules to provide access to fisheries resources and international markets.</li> </ul>	New Zealand is able to optimise the social, cultural and economic benefits from fisheries and aquaculture.	<ul style="list-style-type: none"> <li>› QMS remains responsive and flexible to stock status.</li> <li>› National fisheries plans are developed for all five fisheries for a five-year period.</li> <li>› Compliance and enforcement remains effective.</li> <li>› Continued implementation of the International Strategy to maintain and improve market access for our products.</li> </ul>
Opportunity for fisheries and aquaculture resources to create more wealth for New Zealand	<ul style="list-style-type: none"> <li>› Assisting stakeholders in the sector to be innovative and maximise their economic potential to obtain better access and market prices for seafood products in the current restrictive fiscal environment.</li> <li>› Minimising government transactional costs for commercial operators.</li> </ul>	New Zealand is able to optimise the social, cultural and economic benefits from fisheries and aquaculture.	<ul style="list-style-type: none"> <li>› Fisheries 2030 action plan implemented.</li> <li>› Active facilitation of sector engagement in the Primary Group Partnership.</li> <li>› Development of multi-sector fisheries management objectives through fisheries plans.</li> <li>› Aquaculture Reform Package – Strategy and Action Plan implementation.</li> </ul>
Ensuring effective Māori participation in fisheries management	Assisting tangata whenua to actively engage in fisheries and aquaculture governance.	The Crown's fisheries and aquaculture obligations to Māori are delivered.	<ul style="list-style-type: none"> <li>› Iwi and Forum Fisheries Plans are developed.</li> <li>› Treaty Settlement Agreements for fisheries and aquaculture are delivered.</li> </ul>
Strong commitment to international obligations and opportunities	Increased international engagement and capacity building.	There is increasing trust and confidence in the management of fisheries and aquaculture.	<ul style="list-style-type: none"> <li>› Governance and management capacity building in the South Pacific Region.</li> <li>› Continued positive engagement in international fisheries forums under the International Strategy.</li> </ul>

## STRATEGIC RISK MANAGEMENT

The Ministry defines risk as:

“The likelihood and consequences of something that may or may not happen, which will affect the achievement of our objectives and goals”.

Strategic risk is the effect of uncertainty on us achieving our strategic objectives. These objectives include our outcomes and our contribution towards Fisheries 2030.

Our strategic risk approach is based on the new international risk management standard, ISO31000. Risk management discipline and tools are being incorporated into our performance and planning framework.

A Risk Management Committee (RMC) monitors and provides advice to the Chief Executive on the management of risk by the Ministry, in line with the best practice advised by the Office of the Auditor-General. The RMC is an internal governance committee, chaired by an independent expert.

## SPECIFIC RISKS FACED BY THE MINISTRY AND THEIR MITIGATION

Eight strategic risks have been identified in the management of fisheries, and the mitigating actions put in place are outlined below.

In addition, the merger between the Ministry of Fisheries and MAF creates an additional risk around the Ministry’s ability to deliver its programme of work.

Specific risk	Mitigating actions
1. Our frameworks, strategies or tools are insufficient to maximise current or future benefits.	<p>Develop and implement key strategies and frameworks including:</p> <ul style="list-style-type: none"> <li>› National Fisheries Plans and Iwi/Forum Fisheries Plans;</li> <li>› Aquaculture Strategy;</li> <li>› International Strategy.</li> </ul> <p>Review key programmes including:</p> <ul style="list-style-type: none"> <li>› regulatory review;</li> <li>› project review of Observers and Research Services Strategy.</li> </ul> <p>Monitor performance against Fisheries 2030 and Ministry outcomes.</p>
2. Our organisational performance falls through poor capability, information or value-for-money activities.	<p>Undertake the Performance Improvement Framework.</p> <p>Implement the Information Services Strategy Programme.</p> <p>Update the capability strategy.</p>
3. We are unable to deliver services, or the services are not effective, or the services are not of sufficient quality.	<p>Improve governance arrangements around project management, risk management and monthly business monitoring.</p> <p>Improve the prioritisation of services through national fisheries plans and annual operational plans.</p> <p>Monitor delivery of registry services provided by Commercial Fisheries Services.</p>
4. We lose the influence necessary to effectively manage fisheries.	<p>Ensure quality of our policy and fisheries management advice to the Minister and Cabinet.</p> <p>Engage with the wider public service through the Natural Resources Sector.</p>

Specific risk	Mitigating actions
5. We fail in our part of managing the adverse effects of fishing on the environment or changes in the environment on fishing.	<p>Increase understanding through developing and delivering the biodiversity research plan and monitoring fishing's impact on the environment.</p> <p>Establish Environmental Advisory Group for deepwater fisheries.</p> <p>Set and monitor environmental limits including the:</p> <ul style="list-style-type: none"> <li>› seabird policy;</li> <li>› National Plan of Action for Sharks;</li> <li>› compliance programme for Maui's and Hector's dolphins and sea lions.</li> </ul>
6. Our performance prevents benefits from the aquaculture reforms being achieved.	<p>Deliver the Aquaculture Strategy and Action Plan.</p> <p>Develop performance measures to be monitored.</p>
7. We fail to realise, or are perceived not to realise, obligations to Māori.	<p>Delivery of Iwi/Forum Fisheries Plans to capture iwi expectations.</p> <p>Improve awareness around the Ministry's obligations to Māori.</p> <p>Deliver on our settlement obligations.</p>
8. One or more fisheries collapse.	<p>Continue to implement the Harvest Strategy Standard.</p> <p>Ensure quality of science through implementation of the Research and Information Standard.</p> <p>Ensure quality of Fisheries Management Advice.</p>
9. The merger between the Ministry and MAF impacts on the Ministry's ability to deliver its services.	<p>Restructure the newly merged Ministry to generate effective and efficient management methods through greater economies of scale from an integrated approach.</p> <p>Ensure appropriate governance and programme management to manage the merger.</p> <p>Early and effective communication and consultation with staff and stakeholders.</p> <p>Maintain a Vote Fisheries.</p>

## HOW WE WILL MANAGE THESE RISKS?

We are focusing on systematically reducing the likelihood that a risk event will occur. Mitigation strategies have been developed for all nine risks, which include many of our key initiatives, including fisheries plans, the Fisheries Services Delivery Model known as VADE (voluntary, assisted, directed and enforced), and implementing the Aquaculture, Research Services and Treaty strategies.

We will monitor these risks and their mitigations quarterly to assess whether the risk is being managed appropriately.

In addition, a review of the strategic risks occurs annually taking into account:

- › an environmental scan of external developments;
- › the monitoring of existing strategic risks;
- › a review of systemic operational risk;
- › any other emerging strategic risk.

Organisational

## HEALTH AND CAPABILITY

5

## PEOPLE CAPABILITY AND ORGANISATIONAL CULTURE

The Ministry recognises that our people are critical to our performance and success. Our people strategy is to attract, engage and keep good people and ensure the ability to deliver our goal: “Engaged staff working together across the Ministry to deliver on the *Statement of Intent* and Fisheries 2030 outcomes”. This is achieved through keeping staff informed and connected with our purpose, priorities, values and each other.

In order to strengthen performance and continue to attract, retain and develop appropriately skilled people, we will clearly articulate our expectations of our people and support their capability development.

We need to leverage from a collaborative and supportive internal culture to maximise opportunities from the merger with MAF. We also need a strong emphasis on performance, learning and building external relationships.

## STAFF DEVELOPMENT AND IMPROVING CAPABILITY

We are committed to investing in staff development and expect staff to play their part in this. Investing in staff development helps staff improve their performance in their current roles and progress their career aspirations. It builds our organisational capability and improves our capacity to deliver effectively and efficiently. Our performance and development policy provides for every staff member to have a performance agreement and personal development plan, including access to Lominger and in-house competency frameworks.

We will continue our programme of building capability to improve the quality of policy advice.

We will need to invest effort in ensuring we have, and are building, the right capabilities to deliver more integrated strategic policy advice on long-term economic growth from the primary production industries and to engage effectively with a wide range of stakeholders.

## STAFF DEVELOPMENT AND ACHIEVEMENT

Supporting staff development and acknowledging achievements also encourages staff engagement. We expect to undertake regular staff engagement surveys to track our progress. The survey provides a simple team-based tool to improve staff engagement levels, make the Ministry a better place to work and improve organisational performance. The last survey, completed in August 2010, indicates increasing levels of staff engagement.

## CODE OF CONDUCT AND VALUES

We opted in to the 2010 State Services Commission Integrity and Conduct Survey to obtain benchmarked feedback from staff to inform our approach to maintaining awareness and standards within the organisation. The results and guidelines to staff on how to raise issues and make protected disclosures were rolled out in late 2010. The focus in 2011 will be on keeping our values to the fore – they are: integrity, respect, constructive relationships, achieving results and continual improvement.

## EQUAL EMPLOYMENT OPPORTUNITIES

We are committed to the concepts of equal employment opportunities and support diversity in the workplace. As part of this commitment we have a flexible work policy that supports us in recruiting and retaining an engaged and diverse workforce. Employees benefit by having the opportunity to manage their work–life balance by

addressing personal, family or other commitments. Uptake of the policy has been positive and is ongoing.

## STAFF NUMBERS AND TURNOVER

A permanent establishment of 450 full-time equivalents (FTEs) is in place for the start of the 2011/12 year. This compares with 462.5 FTEs as at 1 July 2010. In line with Government expectations, the overall level of FTEs will decline over the next few years. Unplanned staff turnover is trending lower than the core public service average, and that is expected to continue to be the trend over the period of this *Statement of Intent*.

The merger with MAF is expected to result in the removal of duplication between the Ministries, which will result in the loss of some jobs.

# Improving Performance and COST-EFFECTIVENESS

# 6

## STRATEGY AND PLANNING

The Ministry is focusing on becoming a strategy- and plan-led organisation so that advice is provided and planning undertaken in a strategic context. Fisheries 2030 will continue to guide our approaches to fisheries management. We will continue to implement Fisheries 2030 and complete development of the national fisheries plans and their associated annual operational plans. Fisheries plans establish one overall set of management objectives across the Ministry. This will enable us to prioritise our activities to ensure we provide effective and cost-efficient fisheries management.

## PROGRAMME OF REVIEWS

We have in place a programme of reviews. In recent years we have reviewed the cost-effectiveness of Observer Services and the Research Services Strategy. Together these make up approximately 30 percent of our baseline. In addition, we have delivered efficiencies through the 2009 Organisational Design Review, the way we deliver our organisation's services and the Obligations to Māori Service Delivery Review.

Future years will see independent assessment of the implementation of the reviews undertaken to date to ensure the intended benefits have been realised, as well as a continuation of the programme to cover our compliance functions.

The sections below deal with the cost-effectiveness of our major interventions, as well as the efficiency of the organisation's services.

## RESEARCH

The implementation of national fisheries plans will also deliver improvements to the Ministry's processes around research planning and delivery. There are five national fisheries plans across deepwater, highly migratory species and inshore (three plans). Each plan describes the

management objectives that will guide the management of New Zealand's fisheries over the next five years. Future research commissioned by the Ministry will be explicitly linked to these management objectives to provide the assurance that its research activities are focused in the right areas.

Implementation of the national fisheries plans will be through a series of annual operational plans. These will primarily serve as business planning and prioritisation documents and will describe the Ministry's research requirements for a particular year. The annual planning process will be the means by which the Ministry engages with stakeholders on research planning. The cost-recovery levies associated with delivering this research will, as usual, be the subject of formal consultation with stakeholders.

We are also in the process of revising our approach to the way we procure research through a move to longer-term contracts. An international tender has recently been undertaken to support the implementation of the 10-Year Research Programme for deepwater fisheries. The longer tenure for these contracts provides opportunities to focus on transparent partnering arrangements and ensures that we gain significant benefits from improved administrative arrangements. For example, there will be a greatly reduced burden on the Ministry and research providers in writing and reviewing research tenders and simpler financial accounting arrangements.

## INFORMATION TECHNOLOGY

We developed an Information Systems Strategic Plan in early 2010 as the first stage of the Organisation Services Review recommendations. The plan describes our current state and desired future states, and contains a strategy to deliver change and improvement over the next three years.

During the first six months of the three-year work programme a number of new initiatives were completed. These included the development of a new web strategy and channel models to improve stakeholder experience, a geographical information systems strategy (GIS) to improve internal and external access to data managed by us and the release of the Amateur Charter Fishing Reporting system.

Ensuring that appropriate information for managing the fisheries is obtained from commercial fishers will be a specific focus in 2011, and this may result in reporting changes in future years.

## OBSERVER SERVICES

The Observer Services Strategy Review project has delivered considerable benefits since its re-scoping in 2010. The project was a collaborative review involving the Department of Conservation, industry and environmental non-governmental organisations.

There were four workstreams to the review project:

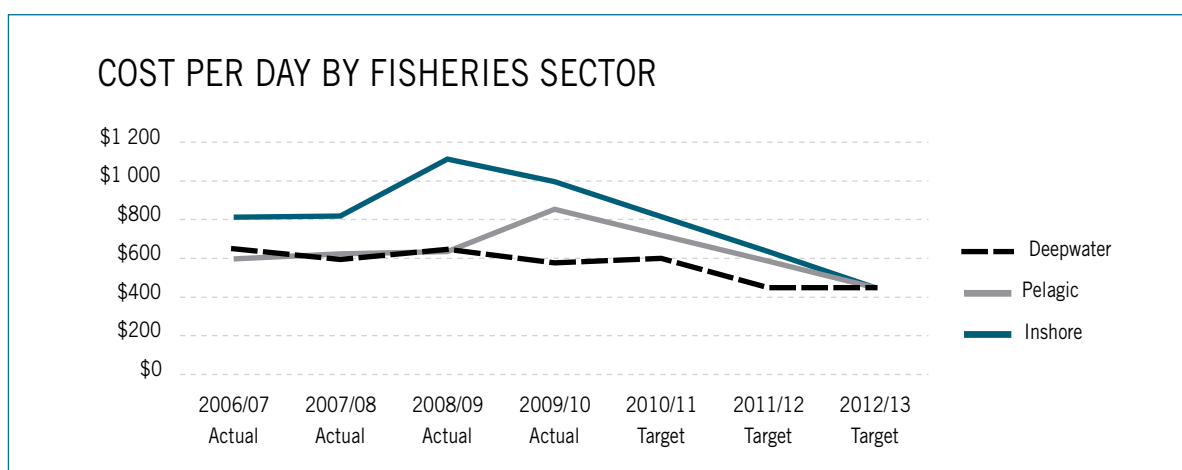
- › cost-efficiency;
- › process improvement;
- › a standards manual;
- › future models of service delivery.

These workstreams have been completed, and good progress is being made on implementing recommendations to improve the cost-efficiency and effectiveness of the service. This will provide opportunities:

- › to reduce fishing industry costs;
- › to improve efficiency of the Ministry's service delivery to the seafood industry;
- › for government to further assist the economic development of the fishing industry;
- › to improve the effectiveness of the contribution of Observers to fisheries management.

The cost of providing the programme is fully recovered from the fishing industry, either via levies (about 85 percent) or transaction fees (15 percent). Estimated costs and the number of sea days to be delivered are set in the Observer Services Programme budget annually. Quota holders are levied for their share of the estimated cost for the full year plan.

The figure below shows the actual cost per day for deepwater, pelagic and inshore fisheries over the last four financial years as well as the projected cost for 2010/11 to 2012/13. The cost of Observer Services provision varies between fisheries. For example, in the inshore fishery, dispersed ports and greater weather dependency, which creates



non-sea observer days and higher accommodation costs, means costs are higher than those for middle depth and deepwater fisheries.

As a result of analysis undertaken, we identified a number of processes in which efficiencies may be gained, some of which have already been implemented. Most of the improvements that can be made involve internal processes and making changes to the way we deliver the programme. The analysis has also highlighted the role effective communication plays between us and the fishing industry in minimising costs, and its potential for contributing to greater efficiency gains.

## COMPLIANCE

Fisheries annual operational plans provide a process for prioritisation of our compliance services and, through the annual review process that will begin in the 2012/13 year, we will gain an understanding of the effectiveness of the services undertaken each year.

## ORGANISATION SERVICES

Our results from the Treasury-led Better Administrative and Support Services (BASS) programme are detailed below. These indicate that support services cost 10.92 percent (14.18 percent including property) of our total baseline, with an average quality score of 7. This compares favourably with both the Natural Resources Sector and the average across all government departments.

In 2010, we reviewed our Organisation Services function. This resulted in savings of \$1.24 million per annum starting in the 2010/11 financial year.

We will measure our continued cost-effectiveness in this area through improvement in both the efficiency and quality scores across years, which for the 2009/10 year are set out in the table below.

## PROCUREMENT

In line with Government expectations on procurement, the Ministry's procurement is guided by a strategy that aims to:

- › deliver value for money over the lifetime of the item;
- › ensure that only assets that are essential for the delivery or support of our outcomes are purchased;

Function	Current standard 2009/10		Target standard 2011/12	
	Cost	Quality	Cost	Quality
Finance	1.61%	7	1.45%	8 or better
HR	1.14%	8	0.60%	8 or better
ICT	5.57%	6	4.70%	8 or better
Procurement	0.12%	6	0.20%	8 or better
Corporate and Executive Services	2.48%	8	2.50%	8 or better
Property	3.26%	9	3.26%	9
<b>Total</b>	<b>14.18%</b>		<b>12.71%</b>	

- › ensure that departmental assets are well managed;
- › ensure appropriate processes and procedures are in place to provide assurance that our procurement activity is within policy and best practice;
- › work with the Ministry of Economic Development in support of the government procurement reforms, specifically the all-of-government contracts;
- › ensure conflicts of interest are well managed.

We established a centralised procurement function in 2009 to oversee the strategy and ensure we maximise benefits from it, and have adopted all available articles of government procurement contracts.

## DEPARTMENTAL CAPITAL AND ASSET MANAGEMENT INTENTIONS

Our capital intentions over the five-year period from 2011 to 2016 are shown below. The capital expenditure programme covers the routine replacement of motor vehicles and the replacement of vessels for fisheries compliance duties. In addition, there is provision for the building and upgrade of new and replacement information systems, including associated hardware, and replacement of minor plant and equipment necessary to maintain our operating environment.

	2011/12 \$000	2012/13 \$000	2013/14 \$000	2014/15 \$000	2015/16 \$000
Buildings and leasehold improvements	100	50	50	50	50
Office plant and equipment including computer equipment	2 398	2 138	2 538	2 538	2 538
Motor vehicles	687	692	412	412	412
Vessels	65	370	250	250	250
<b>Total</b>	<b>3 250</b>	<b>3 250</b>	<b>3 250</b>	<b>3 250</b>	<b>3 250</b>

# NEW ZEALAND FISHERIES

## at a Glance

Environment	
NZ Marine Fisheries Waters (Exclusive Economic Zones and Territorial Sea)	4.4 million km <sup>2</sup>
NZ Coastline	15 000km
Marine species identified <sup>1</sup>	16 000+
Species commercially fished <sup>2</sup>	130
Area closed to bottom trawling (fisheries restrictions)	
Territorial Sea	15%
Exclusive Economic Zone	32%
Primary productivity	Moderate with some high
Ecosystems	Diverse
Climate	Sub-tropical to sub-Antarctic
Quota Management System (QMS) Stocks	
Species/species complexes in QMS	99
Individual stocks in QMS	636
Percentage of landings (by value) from assessed stocks <sup>3</sup>	67%
Percentage of assessed stocks at or above target level	69%
Allowable commercial take (TACC) <sup>4</sup>	609 843 tonnes
Actual commercial catch <sup>5</sup>	418 304 tonnes
Commercial Fisheries and Aquaculture	
Total seafood export value (FOB) <sup>6</sup>	\$1.49 billion
Aquaculture exports <sup>7</sup>	\$274.6 million
Total seafood exports	299 984 tonnes
Total quota value <sup>8</sup>	\$4.017 billion
Quota holders	1 540
Commercial fishing vessels	1 300
Processors and Licensed Fish Receivers	226
Direct employment (full-time equivalents) <sup>9</sup>	8 080
Cost recovery levies (fisheries services) and user fees	\$32.5 million
Customary Fisheries	
Tangata Tiaki appointed (South Island)	126
Tangata Kaitiaki appointed (North Island)	270
Tangata Kaitiaki/Tchakat Kitaki appointed (Chatham Islands)	13
Poutiriao appointed Te Arawa Lakes	9
Temporary closures (section 186)	4
Taiāpure-local fisheries	8
Mātaihai reserves	19
Customary take provided for within the TAC	4 520 tonnes
Recreational Fisheries	
Estimated participation (as a % of the total NZ population) <sup>10</sup>	20%
Estimated annual take <sup>11</sup>	25 000 tonnes
Ministry of Fisheries	
Budget (excl. GST)	\$107.9 million
Net assets	\$13.3 million
Staff (full-time equivalents) (March 2011)	432.7
Honorary Fishery Officers (March 2011)	196
Observers (March 2011)	57

1 Environment New Zealand 2007, Ministry for the Environment.

2 All species commercially fished, including those outside of the QMS.

3 Percentage of stocks calculated by weight and value, excluding squid.

4 Latest complete fishing year, excludes OYU5, which are recorded as individuals.

5 Includes all species both within and outside the QMS.

6 Seafood Export Summary Report, SeaFIC 2010 calendar year.

7 Mussel, salmon and oyster exports from Seafood Export Summary Report, SeaFIC, 2010 calendar year.

8 Statistics New Zealand, Fish Monetary Stock Account 1996–2009.

9 Statistics New Zealand, Linked Employer-Employee database figures.

10 Sport and Recreation Profile: Fishing, SPARC Active NZ Survey, 2009.

11 1999/2000 Survey of recreational fishers.

MINISTRY OF FISHERIES

TE TAUTIAKI I NGA TINĪ A TANGAROA

ASB BANK HOUSE, 101–103 THE TERRACE

PO BOX 1020, WELLINGTON, NEW ZEALAND 6140

>>> [WWW.FISH.GOVT.NZ](http://WWW.FISH.GOVT.NZ)

MINISTRY OF AGRICULTURE AND FORESTRY

TE MANATŪ AHUWHENUA, NGĀHEREHERE

PASTORAL HOUSE, 25 THE TERRACE

PO BOX 2526, WELLINGTON, NEW ZEALAND 6140

>>> [WWW.MAF.GOVT.NZ](http://WWW.MAF.GOVT.NZ)

New Zealand Government

