



**TERRA MOANA**  
natural capital know how

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New MPA Act  
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### **A New Marine Protected Areas Act**

Thank you for this consultation and the opportunity to comment. This consultation is critical to New Zealand's future and is supported. We support Government being ambitious in its marine protection agenda and which should return to being a world leader in marine resource management.

Terra Moana Ltd is a new niche sustainability consultancy that uses natural capital and ecosystem service analysis approaches (quantitative and qualitative) to improve primary industries. Through our Partnership, between Tony Craig and Katherine Short, we blend the best of business and non-government organisation approaches. We are the sustainability advisers to Aotearoa Fisheries Ltd, supporting them across their interrelated business development and sustainability agendas. We have actively driven the bringing together of the historically opposed sectors of commercial fishing and environmental NGOs to seek common ground on better outcomes for New Zealand's marine environment. Through co-owning Terra Moana Ltd and working together every day, we practice what we preach – business-NGO collaboration. Our major expertise is sustainable fisheries and seafood both in New Zealand and internationally. A core of our work is to seek to move products, not just seafood, derived from precious wild natural resources, up the value chain and to highlight how relevant incentives can be deployed to restore the health and well-being of the human communities and ecosystems that underpin their production.

We are heartened by the launch of both this MPA consultation and the MPI led fisheries review yet believe they need to be both considered in tandem and be far more ambitious. In New Zealand, we have a unique moment in time where these concurrent consultations could enable a far more considered framework for marine management, the coastal environment in particular. New Zealand's marine realm is vast and important to New Zealand and the world. It is long overdue that we manage it far more carefully to ensure its productive capacity for seafood, to protect marine biodiversity and to ensure resilience in the face of the major threats of climate change, the related ocean acidification and the compounding stressors of sedimentation and marine pests, marine debris and the insidious threat of plastics.

With respect to the MPA Consultation, we support:

1. New Zealand having an abundant, healthy marine environment that is, where appropriate, accessible for a range of uses.

2. Marine economic activities that are wisely planned, responsibly conducted and accountable to the public.
3. The need for meaningful biodiversity protection, in and of itself, and to underpin sustainable seafood production.
4. Urgently beginning the design of a comprehensive, effectively managed and representative system of marine protected areas for the entire EEZ. And if done well, this would safeguard the rights of commercial fisheries holders and the ecological needs to underpin sustainable seafood production.
5. Urgently having a mature, considered public debate about fairly and responsibly sharing coastal fisheries. This includes, where necessary constraining **any and all** fishing effort to allow rebuilding and recovery under a shared pain shared gain philosophy. This is desperately needed and the government has a responsibility, to Maori and commercial fisheries rights holders, as well as to the people of New Zealand to stop the rot.
6. Strongly, the need for recreational fishing reporting. We welcome giving the recreational sector the opportunity to prove their responsibility through beginning with voluntary recreational reporting. This could be for a period of 2 years. However, if not proved to be adequate to sustainably manage prized recreational fisheries (snapper, paua, rock lobster, blue cod) and which are also valuable commercially and as taonga, we would strongly support mandatory reporting.
7. The commercial seafood industry taking responsibility for their role in restoring marine ecosystem health and fishery productivity.
8. Empowered coastal community fora to better manage the coastal marine environment.

We do not support:

1. Including the recreational fishing parks as a marine protection tool under this proposed new Act.
2. Marine protected areas being established without addressing the subsequent increased fishing pressure on adjacent areas.
3. The exclusion of the EEZ, beyond 12nm, from the proposed Act.
4. Any undermining of Maori Treaty rights, including and beyond fisheries, through the current ad-hoc nature of New Zealand's marine management.
5. The lack of resourcing nor guidance on consistent outcome specification for coastal marine management fora around New Zealand that is necessary to drive a return to health of the coastal marine realm and the dependent human communities in a meaningful timeframe.

### **Further Detail about Recreational Fishing**

Terra Moana Ltd was created through the Partners' shared vision for healthy coastal fisheries in particular. Healthy means healthy fisheries, ecosystems and human communities. We pursue this through three major strands of endeavour and we put our money and effort where our mouths are.

1. The AFL sustainability journey we are expert advisers to. See the Sustainability Journey at: <http://www.afl.maori.nz/publications.html> for more information.
2. The use of ecosystem service and natural capital approaches. See "Paua as Taonga" at: <http://www.afl.maori.nz/publications.html> for more information.
3. The investment in the Fish4all voluntary recreational fishing reporting app. See [www.fish4all.co.nz](http://www.fish4all.co.nz) and the attached briefing.

We focus the rest of this submission on the challenges of, and recommendations to, manage recreational fisheries given how key they are in New Zealand for the politics of mostly, coastal marine protection as well as the negative impact we believe many recreational fisheries are having on the health of coastal marine ecosystems. Much of what is below was provided as a late submission to the Fisheries Operational Review. Although late, it was officially welcomed by senior MPI officials (Andrew Hill and Dave Turner) and acknowledged as consistent with other submissions. We think it important this information is also considered as part of this MPA Consultation given its recreational fishing park proposals. It must be noted that we are well aware of the risk of being seen to be self-serving in promoting voluntary recreational fishing reporting, given our direct association with the Fish4all app. To cater for this, we have explicitly ensured there are appropriate and independent legal structures for the Fish4all Trust and are presently inviting Trustee nominations. This is described further in the brief.

Furthermore, Terra Moana Ltd believes the Government must empower responsibility for healthy coastal fisheries where it matters, at the local level and according to a revised framework of responsibility and accountability. This must be in conjunction with modern, coherent coastal protection. New Zealand has arrived at a point of a 'perfect storm' occurring on the coasts with multiple pressures interacting, some synergistically, others antagonistically. True, these need to be better understood but we cannot wait to have perfect information before we implement meaningful protection and cautionary management. Whilst the coastal fora that are running nationally are important, they are slow and are not strong enough to be able to effectively respond to some threats. These include sedimentation from agriculture, urban pollution, the interrelated impacts of fishing in all forms, marine pests and macro environmental factors including climate change. These are occurring in many places together on New Zealand's coasts. Our coastal marine environment and ecosystems cannot withstand these threats and ad hoc approaches to coastal management. Thus the new legislation should require territorial local authorities to pay particular regard to avoiding, remedying and mitigating (i.e. incentivising restoration) adverse impacts on the marine environment, particularly for sediment. The Marlborough Sounds is a critical example and we need to urgently bring in effective management there for all New Zealanders, not just the recreational sector.

Nationally, the time has arrived for people to have to think about providing for other sectors' rights and needs and about the impact of ones' actions upon the other. We are deeply concerned about the current levels of recreational fishing which we believe are unsustainable. It is deeply unfair on coastal commercial fishers, their families and communities, that the only adjustment mechanism government has that works, to manage coastal fisheries, is to cut the TACC. With ever increasing numbers of recreational fishers, this is effectively shifting catching power and transferring a greater share of the catch to the recreational sector. This also undermines the Treaty rights of Maori, whether customary or commercial. We strongly recommend the government require salt water recreational fishing licencing and that a proportional share of the TAC be allocated to the recreational sector. Aware that this is politically complex, this could be a consequence if voluntary uptake does not yield more abundant recreational fisheries.

However, given New Zealand's strong QMS track record and the aforementioned perfect storm, we strongly feel it is very irresponsible to continue to allow the latent recreational fishing effort to exist in any single year and which jeopardises fishery health. The current bag limit approach is flawed and can be easily exposed for not constraining catch. Without understanding and controlling the number of fishers, bag limits are meaningless. Maximum latent recreational effort can be calculated using the number of recreational fishers in any one region multiplied by the number of fishing days available (365) multiplied by bag limits, multiplied by the average weight of a legal sized fish. We agree this

actually occurring is unrealistic however even small increases in recreational effort using the components outlined above make a significant difference (see Fig. 1. below). Not knowing this information in real time (at least annually) is irresponsible and undermines the sustainable management of our valuable inshore fisheries.

**Fig. 1. Unit of effort increases in the Pau3 (North East Coast South Island Recreational Paua Fishery**

PAU 3	Estimated Tonnes Caught by Rec Sector (17,000kg)									
No Fishers	4,268	4,268	4,268	4,268	4,268	4,268	4,268	4,268	4,268	4,268
Average weight	0.375	0.375	0.375	0.375	0.375	0.375	0.375	0.375	0.375	0.375
Number of fish caught (To give total kgs)										
Trips	1	2	3	4	5	6	7	8	9	10
1	1,600	3,201	4,801	6,401	8,002	9,602	11,202	12,803	14,403	16,003
2	3,201	6,401	9,602	12,803	16,003	19,204	22,404	25,605	28,806	32,006
3	4,801	9,602	14,403	19,204	24,005	28,806	33,607	38,408	43,208	48,009
4	6,401	12,803	19,204	25,605	32,006	38,408	44,809	51,210	57,611	64,013
5	8,002	16,003	24,005	32,006	40,008	48,009	56,011	64,013	72,014	80,016
6	9,602	19,204	28,806	38,408	48,009	57,611	67,213	76,815	86,417	96,019
7	11,202	22,404	33,607	44,809	56,011	67,213	78,415	89,618	100,820	112,022
8	12,803	25,605	38,408	51,210	64,013	76,815	89,618	102,420	115,223	128,025
9	14,403	28,806	43,208	57,611	72,014	86,417	100,820	115,223	129,625	144,028
10	16,003	32,006	48,009	64,013	80,016	96,019	112,022	128,025	144,028	160,031
11	17,603	35,207	52,810	70,414	88,017	105,621	123,224	140,828	158,431	176,034
12	19,204	38,408	57,611	76,815	96,019	115,223	134,426	153,630	172,834	192,038
13	20,804	41,608	62,412	83,216	104,020	124,824	145,628	166,433	187,237	208,041
14	22,404	44,809	67,213	89,618	112,022	134,426	156,831	179,235	201,639	224,044
15	24,005	48,009	72,014	96,019	120,023	144,028	168,033	192,038	216,042	240,047

Fig. 1. has been constructed using MPI 2011-2012 recreational survey data. This spreadsheet attempts to back solve what would be the number of fish and number of trips needed if 10% (4,267) of the number of recreational fishers for the region (42,675 total) gathered paua. The answer is **one trip per person taking their bag limit (just 10%!!)**.

One additional trip per person would double the take of the sector and the impact on the fishery would be substantive. Not knowing exactly what this effort is year on year is, as stated previously, counter to best practice sustainable fisheries management. With technology advancement there is little excuse for not regulating for recreational fishers to report nowadays. We believe this urgently requires strong political will and leadership.

With this in mind, we are alarmed by the Government’s current proposals to allocate the Hauraki Gulf and Marlborough Sounds to be recreational only fishing parks. This will severely disadvantage coastal commercial fishing communities reliant on these geographies and without adjustment, risk increasing pressure on the next best areas. It is time the current quota based fisheries management framework be adapted to also have an area based component, at least on the coast. We are well aware that this will require much deeper redesign, with the Department of Conservation, Ministry for the Environment and Ministry for Primary Industries working together to reform marine management. It is thus overdue that New Zealand genuinely work through the reform process that is necessary to modernise our entire marine management. This took the UK a decade and resulted in a new Ministry

of Marine. New Zealand has in the order of 25 pieces of legislation related to the marine environment and this urgently needs to be both modernised and inevitably, rationalised and integrated. As currently defined in the Consultation document, Recreational Fishing Parks are not marine protected areas (according to New Zealand's definitions or those of IUCN). Fishing should be managed under the Fisheries Act and ecological resilience be catered for in an integrated, wider design of marine protection, including fisheries.

As a nation we have failed in the last fifteen years to have the political stomach for this reform and this is failing especially our coastal ecosystems, fisheries and communities. If we don't reform coastal marine management, we (and fishery Quota Owners, including Maori) simply won't have the catching capacity to supply sustainable coastal commercial fish species for domestic needs or premium export markets. We also won't have abundant recreational fisheries from which to "get a feed". The current commercial coastal fishing fleet is on its knees and the lack of coherent coastal planning means that fisher security is failing and fishing is seen as the least preferred career option. This, when considering the QMS is regarded as a leading fisheries management regime, can only be a significant indicator of failure. There is a significant human cost to this too which is eroding coastal community social fabric. We will not make up the shortfall in seafood production from aquaculture. Coupled with this is the ongoing decline of the health of marine ecosystems. Threatened, endangered and protected marine species continue are at risk from fishing, marine ecological imbalances and loss of habitat, and in places, predation on land. New Zealand has one of the highest levels of sedimentation in the coastal realm globally which smothers coastal ecosystems.

Wild marine fisheries are a taonga that we should be able to be proud of and reap premium rewards from. It is a privilege to access them, whomever does so. The current framework is unsustainable economically, ecologically, socially and culturally, and coastal fishing communities are suffering. Increased marine protection is urgently needed and should be established methodically, systematically and persistently and in a manner that works through user aspirations and that builds the resilience of marine ecosystems and those dependent upon them.

Do let us know if we can elaborate on any of the above and we welcome involvement in subsequent consultations.

Kind regards



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**Partner**



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