

2018



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## Minister's foreword

More than half a million Kiwis go fishing every year – to make a living, for sport, enjoyment, and to get food for their friends and whanau. As the Minister of Fisheries I am committed to managing our fish stocks sustainably, so we can continue to enjoy this amazing privilege.

Today, we are faced with exciting opportunities to innovate our fisheries management system in a way that can deliver real active management across the sector. In particular, we need to look more closely at how to manage fishing impacts on the wider ecosystem, and how long-term changes to our coastal environment will affect our fisheries in the future.

Blue cod is a unique species that supports a fishery that is important to tangata whenua, and commercial and recreational fishers. In fact, it is the most popular recreational finfish species in the South Island. All of us: tangata whenua, commercial fishers, recreational fishers, and environmental groups, need to work together to ensure the long-term sustainability of this fishery. The Blue Cod Strategy offers us the opportunity to do this.

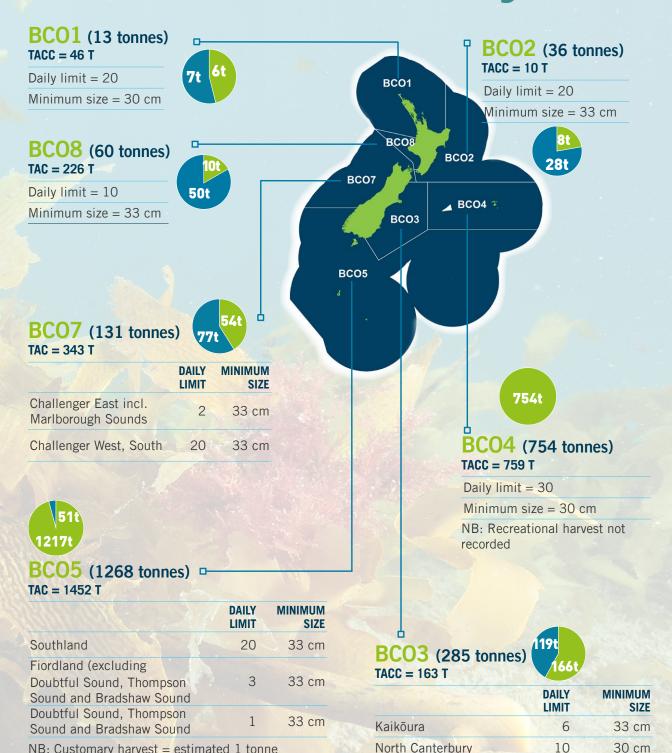
This strategy has been developed to address concerns about depletion of blue cod in parts of New Zealand, particularly the South Island. It proposes to manage our blue cod fishery at a much finer-scale, which takes into account wider environmental issues, as well as managing sustainability and other concerns. The introduction of decision rules and the "traffic light" system will help to ensure decisions are more timely, consistent and adaptive.

I would like to thank those who participated in the development of the strategy, including the 450 attendees that attended the public information sessions and the 2297 respondents to Fisheries New Zealand's online surveys. I recognise the time and effort that goes into participating in such discussions. I would also like to thank the Expert Working Group who helped to shape the strategy.

I look forward to seeing the outcomes of this strategy and hope that all those who provided input will continue to stay involved throughout the remainder of the process. I encourage you to motivate others to have a strong sense of personal responsibility for their fisheries. I look forward to us working together to deliver abundant and sustainable blue cod fisheries.

Hon Stuart Nash Minister of Fisheries

## The blue cod fishery



South East area

30

30 cm

## Kev

Commercial harvest

Recreational harvest

TAC = Total Allowable Catch TACC = Total Allowable Commercial Catch

NB: Customary harvest = estimated 1 tonne

## Why do we need a strategy?

Blue Cod are an iconic New Zealand fish treasured by tangata whenua and one of our most important recreational and commercial species.

The blue cod fishery has a long history. It is one of New Zealand's most valuable domestic fisheries and has been fished commercially since the 1930s. The majority of commercial catch has been taken by cod potting in Foveaux Strait and Stewart Island (BCO5), and in the Chatham Islands (BCO4).

Blue cod is incredibly important to recreational fishers, especially in the South Island. The number of fishers taking blue cod has steadily increased over the past 20 years, as vessel and gear technology has improved. Research also suggests the majority of blue cod live within a small home range, staying in their local populations. These two factors combined are causing a decrease in abundance and the average size of blue

cod in many areas. Tangata whenua, recreational and commercial fishers are concerned that some local blue cod populations are being overfished and losing their habitat. Some local populations could collapse if these trends continue.

Management issues for blue cod have arisen in localised areas throughout the South Island over different timeframes. As a result, different regions have identified different management priorities (see diagram below). The management response has treated each area and problem in isolation, resulting in a variety of management approaches being used. This approach can result in regulatory inconsistency, compliance difficulty and additional cost. By creating a single strategy for the entire fishery, we can address the inconsistency of current regulations and avoid this happening in the future.

#### Top issues identified based on the results from on-line survey one, and the initial drop-in sessions **BCO1** (21 responses) BCO2 (50 responses) Top 5 issues: Top 5 issues: 1.Illegal take 1. Total allowable commercial catch 2. Total allowable commercial catch 2.Commercial pot mesh size 3. Released fish mortality 3. Recreational bag limits 4. Habitat loss 4. Released fish mortality 5. Localised depletion, commercial pot mesh BCO1 5.Illegal take size, lack of information BCOE BCO8 (23 responses) BCO4 (4 responses) BCO2 Top 5 issues: Top 5 issues: BC07 1. Recreational bag limits 1. Recreational bag limits BC04 \* 2. Released fish mortality 2. Accumulation limits всоз 3. Concentrated effort on small 3. Commercial pot mesh size 4. Concentrated effort on small areas areas 4. Localised depletion 5. Season open during spawning BCO5 5. Season open during spawning/ lack of education on fishing rules/illegal take/habitat loss BCO3 (412 responses) Top 5 issues: 1. Recreational bag limits BCO7 (339 responses) 2. Total allowable commercial catch 3. Amateur fishing charter vessels Top 5 issues: BCO5 (138 responses) 4.Illegal take 1. Released fish mortality 5.Localised depletion Top 5 issues: 2. Total allowable commercial catch 1. Recreational bag limits 3. Seasonal fishing pressure 2. Total allowable commercial catch 4. Habitat loss 3. Illegal take 5. Illegal take 4. Localised depletion 5. Commercial pot mesh size

## How the strategy was developed

In response to increasing concerns from tangata whenua and local communities, the Te Waka-A-Māui me Ōha Toka iwi Fisheries Forum representing Ngāi Tahu and the eight Te Tau Ihu iwi, approached Fisheries New Zealand, recreational and commercial fishing representatives seeking support for a National Blue Cod Strategy to ensure an integrated approach to management of the fishery.

An expert working group was formed in 2017 to help develop the objectives and to engage widely to ensure everyone interested in and using the blue cod resource had a say, and contributed to the best strategy possible.

The expert working group consists of members who are highly experienced in blue cod fishing, from tangata whenua and the recreational and commercial fishing communities.

Wider engagement consisted of two online surveys and two rounds of South Island/lower North Island public drop-in sessions (in 2017/18). These covered Invercargill, Dunedin, Moeraki, Christchurch, Motunau, Blenheim, Nelson, Greymouth and Wellington where tangata whenua, the public and interested stakeholders could come along to discuss and help develop the strategy.

The feedback from engagement was incorporated into the strategy, with advice from four meetings of the expert working group. The timeline below shows more detail of how the strategy was developed. For a summary and full report of survey results from both rounds of engagement, head to the Fisheries New Zealand dedicated blue cod webpage www.fisheries.govt.nz/bluecod.

The National Blue Cod Strategy engagement timeline Expert Workshop Develop Aim and Objectives Develop Online survey 1 Wider Engagement 1 Do you agree with the experts? Tell us about your fishery! Expert Workshop · Review wider feedback Problems and solutions Develop Online survey 2 Wider Engagement 2 Have we got it right? Have we missed anything? Expert Workshop · Review wider feedback Draft the strategy document **National Blue Cod** Strategy Finalised 8 implemented Change to the fishery Consultation on any changes that result from the strategy



people completed the first online survey and 300 people came to the first round of drop-in sessions.

people completed the second online survey and

150+ people came to the second round of drop-in sessions.

## Managing blue cod for the future

This strategy provides an opportunity to improve the way we manage our blue cod fishery and ensure we have abundant and sustainable fisheries for the future. It recognises the uniqueness of blue cod and the need to manage the fishery in a way that reflects the life cycle and broader ecological needs of blue cod.

There will be immediate changes to the rules and limits for blue cod as an outcome of the strategy, along with some longer term initiatives. Fisheries New Zealand will begin consultation on the immediate changes soon, with the aim of having key rule and limit changes in place as soon as possible, while we work on the longer term initiatives of the

strategy. Longer term initiatives include looking at the broader environmental factors affecting blue cod (such as pollution and warming seas), more encompassing regulatory frameworks (aligned to ecosystem based fisheries management), and alternative ways of gathering information (such as recreational self-reporting). More responsive management tools will be introduced in the future to help maintain and enhance stock levels of blue cod.

An implementation plan sets out the proposed timings for these changes, and is available on the Fisheries

New Zealand website:

www.fisheries.govt.nz/bluecod



## Aim

To work together to deliver abundant and sustainable blue cod fisheries for all.



## **Objectives**

The following five objectives were created by the expert working group and further defined during the engagement process:

> **Get the right information** Information is the bedrock of our fisheries management system. We need the right information and science, and we need to figure out the best way to get it.



## Make the right decisions

We need a framework to drive good, consistent decision-making and to make sure decisions are made on time.



## Set and manage to the right targets

Setting targets for fish stocks is about making sure we're keeping stocks at sustainable levels that are right for the fishery and the people using it.



## Set the right rules

We need to look at the current rules and make changes when appropriate to

make sure they're effective, understood and consistent.



## **Get buy-in**

For this to work, we need everyone to understand their responsibility to our blue cod fisheries.

Increasing concern around the localised depletion of blue cod stocks means now is the time to act to ensure future sustainability of our blue cod fishery.

## Summary of proposed changes for consultation

TIMING	ALL SECTORS	COMMERCIAL	RECREATIONAL	CUSTOMARY
SHORT TERM MEDIUM TERM	<ul> <li>Adopt the traffic light system.</li> <li>Universal minimum legal size 33cm.</li> <li>Universal pot mesh size of 54mm.</li> <li>TAC set for all blue cod stocks (BCO3, 4, 7 do not have a TAC).</li> <li>Review BCO5 TAC in 2019.</li> <li>Complete 4-year research plan.</li> <li>Education campaign on responsible blue cod fishing, including: <ul> <li>hook size</li> <li>return tube.</li> </ul> </li> <li>Seasonal and area closures to protect spawning or vital benthic areas.</li> <li>Introducing decision rules.</li> <li>Amateur Fishing Charter Vessel changes.</li> <li>New responsive and finer scale management tools.</li> </ul>	Review BCO5 TACC in 2019.  Reviewing other TACCs.  Finer-scale reporting.	Bag limit reductions in some areas.  Accumulation limits.  Setting recreational allowances for all stocks.	Setting customary allowances for all stocks.  Facilitating blue cod customary research.  Tāiapure and Māitaitai blue cod regulations.
LONGER TERM	<ul> <li>Wider habitat and ecosystem impacts.</li> <li>Ongoing education.</li> <li>Ongoing stock assessments and reviews.</li> </ul>		Improve knowledge of recreational harvest levels and fisher experience.	

## **Traffic light system**

The traffic light system is a key component to the strategy to help achieve stock sustainability and all objectives.

The system acts as an indicator of the health of local blue cod fisheries:

- Areas with the healthiest blue cod stocks will be green.
- Areas that are rebuilding in the right direction or declining from healthy levels will be orange.
- Areas that are in trouble will be red.

Each colour rating triggers specific sustainability tools to reflect the health of stock in that area.

As monitoring based on science (e.g. potting surveys), online surveys of fishers, input from the expert group and ongoing feedback indicates that an area has improved or declined, its status can shift. This review will be triggered by indicators and decision rules on a case by case basis. Areas may be Quota Management Areas (QMAs) or smaller scale local areas.





## **1** Objective 1 – Get the right information

### Information is the bedrock of our fisheries management system. We need the right information and science, and we need to figure out the best way to get it.

We want to ensure we have the right information on which to base our fisheries management decisions. Localised depletion and fishing pressure is of increasing concern. We have scientific data gathered from assessments such as potting surveys, however, we have limited data on commercial fishing at a fine scale. And it is difficult to obtain robust information on recreational take, or impacts on blue cod habitats.

If we do not have this knowledge, we cannot accurately manage local blue cod populations. The best way to understand local fishing pressure is

through fine-scale commercial reporting, and increased recreational surveys at the local scale. Annual online surveys may also help better understand fishers perceptions on the state of local blue cod fisheries and feed into management decisions.

In the longer term, opportunities to develop recreational self-reporting will be considered, along with opportunities to make use of the data sets collected by boating and recreational fishing clubs. We will also spend time analysing the responses received to the survey to look for further ways to improve information.

# FROM THE ONLINE

supportive of the need for better recreational fishing information.



### Fisheries New Zealand proposes...

Looking at the following options to gain better information:

### **OBJECTIVE 1 PROPOSALS**

- Increase knowledge of recreational fishing harvest:
  - Increase the number of boat ramp surveys in high use areas.
  - Consider recreational self-reporting to gain a better idea of recreational take and recreational fisher experience.
- Support blue cod customary research.
- Hold online surveys every one or two years, similar to the first online survey for this strategy, to better understand perceptions around the state of local blue cod fisheries and recreational fishing experience.
- Implement fine-scale reporting for commercial blue cod potting at a local scale (currently proposed as part of the Digital Monitoring programme).
- Examine the level of environmental impacts on blue cod fisheries and the level of habitat loss

To sequence and determine the best ways to implement these proposals, Fisheries New Zealand will commence a four-year research plan as an immediate action from the strategy.







supportive of faster decision-making.



## **2** Objective 2 – Make the right decisions

### We need a framework to drive good, consistent decisionmaking and to make sure decisions are made on time.

Feedback from surveys, public information sessions, and from the expert group suggests we need a consistent way to manage our blue cod fishery. Blue cod areas are often managed independently, with less consistency across adjacent stocks than desirable. It is not always possible to react as rapidly as we would like to when stocks are signalled to be in trouble.

Pre-agreed "decision rules" would assist in ensuring consistent timely decision-making. Decision rules work by using indicators such as potting surveys, commercial catch-per-uniteffort or recreational catch data to manage stocks at the right spatial scale to address localised depletion concerns.

When these indicators change, the decision rule kicks in and management tools can be changed to get the indicators back to the desired level to maintain, restore and enhance blue cod populations and habitat areas.

The setting of these decision rules would be a collaborative process, drawing on input from tangata whenua and all stakeholders. These decision rules will need to be approved by the Minister of Fisheries, but once in place would make implementation of required changes more timely and efficient. When one of the decision rule thresholds is breached, we can make changes right away.

### Fisheries New Zealand proposes...

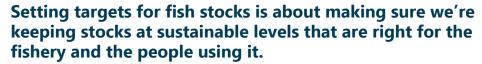
Creating decision rules around changes to TAC, TACC and all allowances through the traffic light system by using the following indicators:

### **OBJECTIVE 2 INDICATORS FOR DECISION RULES**

- Commercial catch per unit effort and potting survey data.
- Use of indicator pots on commercial vessels.
- Finer scale commercial reporting.
- The level of environmental impact on blue cod fisheries.
- Further stock assessments and consideration of recreational catch self-reporting.

Further work will be carried out to define the specific decision rules and indicators and develop options to be recommended to the Minister of Fisheries. Additionally, the role of recreational fishing survey information in decision rules will be explored.

## **3** Objective 3 – Set and manage to the right targets



It is important that we recognise blue cod's unique biology when it comes to setting sustainability targets and limits for blue cod fisheries at the right spatial scale.

The current default target level for fish stocks in New Zealand is 40% of the unfished biomass. Current targets and limits may not be the best approach for

blue cod, due to their vulnerability to localised depletion.

In addition, no TAC or allowances have been set for recreational or customary fishers in some blue cod fisheries (BCO3, 4 and 7) since introduction to the Quota Management System (QMS).



FROM THE ONLINE SURVEY

supportive of the need to set recreational and customary allowances for all blue cod stocks.



### Fisheries New Zealand proposes...

Adjusting management targets to better represent the state of the fishery when more information is acquired, that is, better recreational data:

#### **OBJECTIVE 3 PROPOSALS**

- Set TACs and recreational and customary allowances for BCO3, 4 and 7.
- Review current default target levels and limits for blue cod.
- Develop fine scale spatial management framework to better understand and protect habitat.



## Objective 4 – Set the right rules

We need to look at the current rules and make changes when appropriate to make sure they're effective, understood and consistent.

This objective covers the majority of proposed changes to current rules and regulations associated with blue cod fishing.

Currently there is a patchwork of different recreational regulations within and between blue cod Quota Management Areas (QMAs). We want to set rules that are easily understood, effective and consistent.

We need to set rules that consider the level of impacts on local blue cod populations and habitats. This includes adjusting current rules and regulations for commercial, recreational and Amateur Charter Vessels. From conversations held during public drop-in sessions and expert group meetings it was evident that fishers are shifting their fishing effort to areas with different regulations and that consistency within and between QMAs is required.

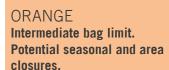
### **Traffic light system**

The intention of the traffic light system is to make a rule system which is easily understood, effective and consistent. Local areas with the healthiest blue cod stocks will be green, areas that are rebuilding or declining from healthy levels will be orange, and areas that are in trouble will be red. Areas may be defined as QMAs or local areas. As monitoring and ongoing feedback indicates that an area has improved or declined, its status can shift. Status colour will be regularly reviewed or as there is an increase in fishing pressure. In the longer term we will consider the level of impacts on blue cod habitats, identified through preceding objectives, and whether additional management intervention is required to maintain and restore important habitats.

Fisheries New Zealand proposes the following sustainability tools for green, orange, and red areas. These proposed changes will be subject to a public consultation process.

## RULES ACROSS ALL COLOURS





**COLOUR SPECIFIC** 

**RULES** 

### RED

Lowest bag limit.
Reductions to commercial catch
Potential seasonal and area
closures.

- Blue cod to be landed in a measurable state.
- Increase to Minimum Legal Size (MLS) of 33cm.
- Pot mesh size of 54mm.
- Accumulation limit.

Note: more tools may be developed over time.



FROM THE ONLINE SURVEY



85%

supportive of increasing the pot mesh size to 54mm for both commercial and recreational.



85%

supportive of increasing MLS to 33cm.

### Fisheries New Zealand proposes...

A traffic light system to be adopted to help address sustainability concerns. The proposed changes are subject to a public consultation process.

#### **OBJECTIVE 4 PROPOSALS**

- Changes to current recreational bag limits and introduction of two times daily accumulation limit.
- Increasing MLS to 33cm and introducing standard pot mesh size of 54mm.
- Seasonal and area closures (as appropriate, such as spawning, protecting vital benthic areas and seasonal rotations).
- Introduction of rules within customary fisheries management areas.
- Reviewing regulations that apply to Amateur Fishing Charter Vessels and developing a code of practice.

The proposals are based on science (from potting surveys), input from the expert group and information from local fishers. Changing from one colour to another will be triggered by decision rules and on a case by case basis. For example, potting surveys and engagement with fishers suggest blue cod fishing is good in South Otago, indicating that area could be green; however, information from North Otago suggests concerns about overfishing of blue cod, indicating this local area would be orange. Ongoing concerns about stocks in Marlborough and Motunau suggest these areas may be red.

### Bag limit options under the traffic light system

The range between highest and lowest bag limits under this system would reduce from current limits. This will help to reduce incentives to transfer fishing effort between or across QMAs. Further consultation on bag limit options will occur as part of the implementation of the Strategy.

Based on the 2011/12 National Panel Survey, BCO3 and 5 are the only areas where fishers take more than 10 blue cod in a trip, and in these areas only on 17% and 16% of occasions.

The expert group noted that 10 blue cod equates to around 5 kg of whole blue cod (roughly 10 meals), and that an additional 10 or 20 fish of other species, as well as species such as crayfish and paua can be taken as part of a daily bag. Reducing blue cod bag limits will encourage New Zealanders to think about fishing for a feed, rather than for the freezer, and utilising the whole of the fish and other species.





supportive of the traffic light system.



### **Accumulation limit**

Under the strategy we will be consulting on introducing a daily accumulation limit. This would restrict the amount of catch to two days' bag limit. This will help restrict catch and address localised depletion concerns.

## Standardising recreational MLS and commercial pot mesh size

A larger MLS and pot mesh size allows more fish to breed before being harvested. Based on Marlborough Sounds blue cod potting surveys, the average age of blue cod at 33cm is 5.4 years for males and 10 years for females. A larger MLS will mean an increase in the number of undersize fish caught by some recreational fishers. This will be addressed through the recreational fishing educational campaign which will focus on avoiding and returning undersized fish (Objective 5).

## **Customary fisheries** management areas

Tāiapure and mātaitai regulations may be used to effectively manage local blue cod populations of significance to iwi or local communities. Mātaitai reserves can be used to implement bylaws. Tāiapure regulations can be used to identify local fisheries of special significance, and introduce additional fishing rules.

## **Amateur Fishing Charter Vessel regulations**

Fisheries New Zealand proposes considering:

- A nationwide ACV code of practice.
  - Include spreading catch effort over a greater area.
  - Limit the number of trips per day.
- Fine-scale electronic reporting for ACVs.
- The need for specific rules around charter operations.
- Exploration into introducing a trip/ daily limit per vessel.

FROM THE ONLINE SURVEY

55% supportive of no filleting at sea.

59% supportive of seasonal and/or area closures.



## Objective 5 – Get buy in

## For this to work, we need everyone to understand their responsibility to our blue cod fisheries.

Education is key in ensuring stakeholders are aware of any updated regulations introduced under this strategy. By getting the public involved in the development of the strategy, we hope that fishers will develop a strong sense of personal responsibility for their fishery. The next step is to get buy in to the strategy and educate fishers about responsible blue cod fishing.

We need to ensure that everyone is aware of the rules and understands the reasoning behind why they have been set, and encourage conversations around what fish for a feed means to New Zealanders. It's important for all fishers to act responsibly to help conserve the resource, understand that recreational bag limits are not a target, and how to best protect the sustainability of blue cod.

### Fisheries New Zealand proposes...

Development of an ongoing blue cod specific education campaign, consisting of multiple components.

The specific areas we would like to cover in the education campaign:

#### **OBJECTIVE 5 EDUCATIONAL CAMPAIGN FOCUS**

- General education about blue cod: vulnerability to localised depletion due to localised populations and unique biology and ecology.
- High-value species and taonga to customary fishers.
- Responsible blue cod fishing:
  - Larger hook size.
  - Use of a return tube.
  - Use the whole fish fish for a feed and minimise waste.
  - Accumulation limits bag and tag daily catch.
  - How to avoid small fish and predation by seabirds.
- Habitat protection.

This education campaign will be delivered through the following media:

- Fisheries New Zealand website.
- MPI social media pages (Facebook and Twitter).
- Recreational fisheries mailing list.
- Creation of a blue cod-focused recreational fishing pamphlet.
- Magazine and other print articles.
- Fishing-focused trade and boat shows.
- Discussions with fishing clubs.
- Face-to-face education to relevant blue cod fishing communities, fisheries officers and fisheries management experts on a regional level.

Regular messaging and further education opportunities will continue to be identified over time.

## FROM THE ONLINE SURVEY

# TOP PRIORITIES FOR EDUCATION CAMPAIGN

88% of respondents supportive of fishing responsibly.

85% of respondents supportive of keeping fishers up-to-date on the health of blue cod stocks.

84% of respondents supportive of keeping fishers informed on regulation changes and upcoming consultation.



60°/

60% of respondents supportive of information on how to avoid small fish.



37% of respondents supportive of reducing mortality by using larger hook size.



44% of respondents supportive of reducing mortality by avoiding predation by sea birds.



## **Next steps**

We aim to implement the strategy in a staged approach; addressing the most pressing issues first (as identified through the early engagement process) such as regulatory amendments to daily bag limits and TAC reviews. We will engage with tangata whenua and stakeholders at each step, and your input will be valuable in shaping how the strategy is implemented.

## **Feedback**

### Feel free to:

Email us at fmsubmissions@mpi.govt.nz.

### **Stay informed:**

You can keep up to date and find out about our progress at **www.fisheries.govt.nz/bluecod**.

### Follow one of our recreational fisheries Facebook pages

- MPI Fisheries Northland.
- MPI Fisheries Nelson/Marlborough/Kaikōura.
- MPI Fisheries Canterbury/Westland.
- MPI Fisheries Otago/Southland.

Sign up to our recreational mailing list by emailing: recreationalfisheries@mpi.govt.nz to receive the latest information about fisheries issues in your area.





## www.fisheries.govt.nz

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New Zealand Government

