



Fisheries New Zealand

Tini a Tangaroa

National Inshore Finfish Fisheries Plan

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Submission Information

Fisheries New Zealand invites you to make a submission on the National Inshore Finfish Fisheries Plan. **Submissions close at 5pm on Wednesday 12 February 2020.**

After submissions have closed the Plan will be updated and finalised for approval by the Minister of Fisheries in accordance with section 11A of the Fisheries Act 1996.

Submission can be emailed to: FMSubmissions@mpi.govt.nz

Alternatively, the postal address is:

National Inshore Finfish Fisheries Plan Consultation
Inshore Fisheries Team
Fisheries New Zealand
P O Box 2526
Wellington 6011

When making a submission please include the following information:

- Your name and title
- Your contact details (your phone number, address or email)
- Your organisation's name (if you are submitting on behalf of an organisation).

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Tell us if you think there are grounds to withhold specific information in your submission. Reasons might include that it's commercially sensitive or it's personal information. However, any decision Fisheries New Zealand makes to withhold information can be reviewed by the Ombudsman, who may tell us to release it.

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1 Purpose

The National Inshore Finfish Fisheries Plan (the Plan) provides the overarching framework for the management of inshore finfish fisheries for the next five years, consistent with the legislative framework provided by the Fisheries Act 1996.

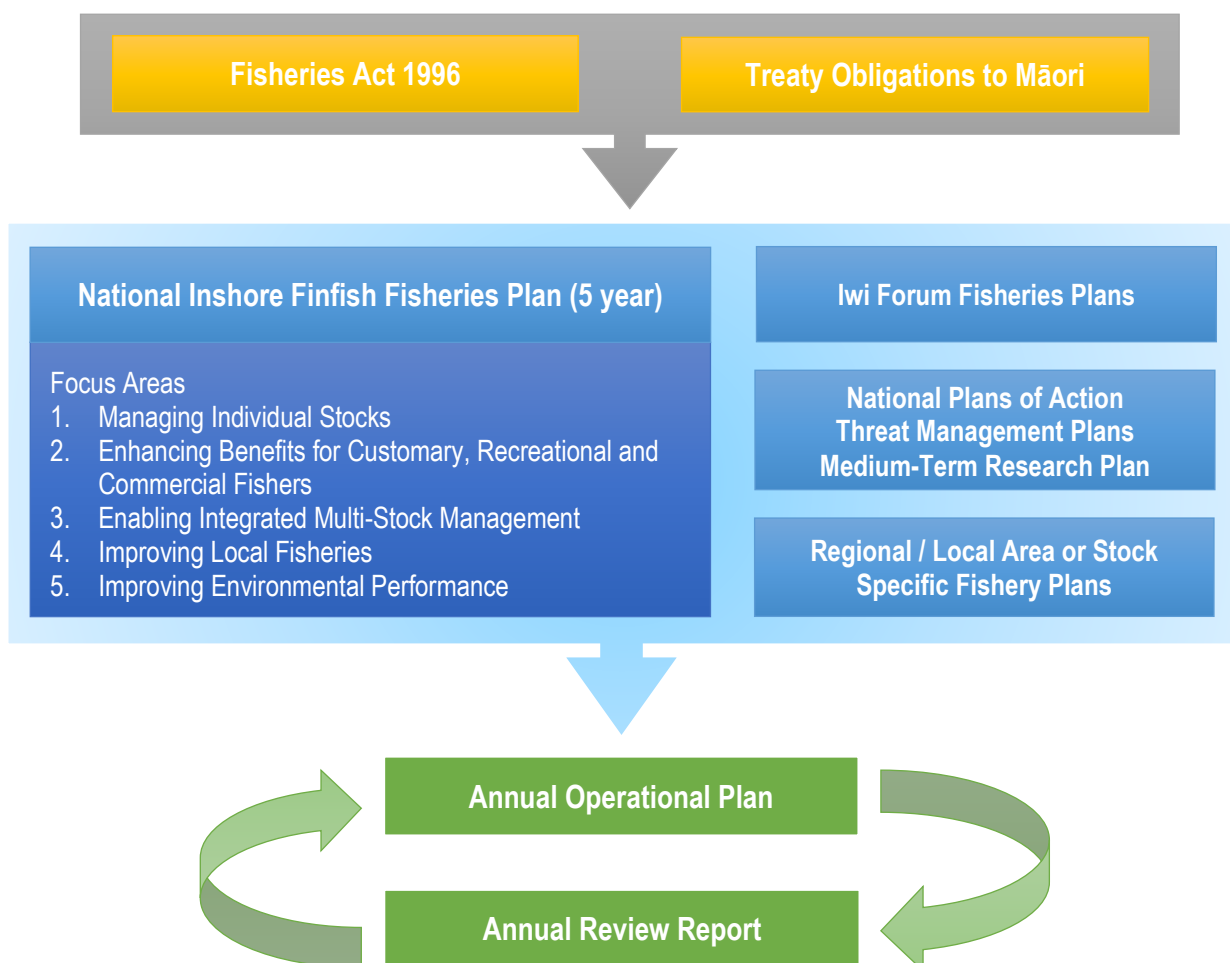
The Plan identifies focus areas and sets the high level management objectives that will guide our approach and the types of services available to achieve the objectives. It also guides prioritisation and decision making in regard to business planning.

Additional guidance is provided by other fisheries or fisheries-related plans, including Iwi Forum Fisheries Plans, Research Plans, National Plans of Action, Threat Management Plans, regional or local area plans such as the Hauraki Gulf Marine Spatial Plan, and stock specific fish plans approved by the Minister of Fisheries.

Implementation of the Plan is driven through non-statutory Annual Operational Plans and Annual Review Reports. Due to the need to operate within available resources, a prioritisation of proposed services occurs before the Annual Operational Plan is finalised. This prioritisation is informed by our engagement with Iwi and Māori, and stakeholders as part of the annual business planning cycle.

The Plan, Annual Operational Plan and Annual Review Report provide greater transparency and opportunities for Iwi and Māori, and stakeholders to participate in fisheries management planning.

Figure 1: Situating the National Inshore Finfish Fisheries Plan within the fisheries planning framework.



2 Structure

2.1 SCOPE

The Plan covers the management of inshore finfish species, to provide for their sustainable use and to manage the effects of fishing on the aquatic environment within the inshore area of New Zealand's exclusive economic zone.

The inshore area is defined as the area between the landward boundary of mean high water springs and a seaward boundary of either the 12 nautical mile outer limit of the territorial sea, or the 200 metre depth contour.

Inshore finfish species include both those managed within New Zealand's Quota Management System (QMS), and those managed outside the QMS under the Fisheries Act 1996 (the Act).

2.2 LEGAL STATUS

The National Inshore Finfish Fisheries Plan will be approved by the Minister of Fisheries (the Minister) under section 11A of the Act.

Section 11A of the Act provides general guidance on what a fisheries plan may contain. Section 11A(2) says a fisheries plan may relate to one or more stocks, fishing years, or areas, or any combination thereof. Section 11A(3) says that the plan may include fisheries management objectives to support the purpose and the principles of the Act, strategies to achieve fisheries management objectives, performance criteria, conservation and fisheries services, and contingency strategies.

Section 11(2A) of the Act says that before setting or varying any sustainability measure under Part 3 of the Act, or making decisions or recommendations to regulate or control fishing, the Minister must take any relevant approved fisheries plan into account.

2.3 RELATIONSHIP TO OTHER FISHERIES PLANS

The National Inshore Finfish Fisheries Plan sets out the high-level direction and an over-arching framework for managing New Zealand's inshore finfish fisheries.

Importantly, it **provides clarity and certainty** to Iwi and Māori, and stakeholders, of the management objectives and approaches to guide the management of inshore finfish fisheries. By doing so, it provides a clear and enabling framework under which Iwi and Māori, and stakeholders, can participate in fisheries management, including developing fishery specific management plans to better enable the sustainable use of fisheries resources.

Where fishery specific management plans have been approved by the Minister, these will also be incorporated into our annual planning process to inform the delivery of services under the Annual Operational Plan for inshore finfish fisheries.

3 Strategic Context

3.1 A TIME TO RESHAPE, IMPROVE, & MODERNISE FISHERIES MANAGEMENT

As a nation, we have led the world in how to manage fisheries, starting with the introduction of the QMS over 30 years ago. When the QMS was introduced it was seen as a bold and innovative system that set a new international standard for effective and efficient fisheries management. This system continues to underpin how we manage our fisheries today and provides a strong foundation for future fisheries management.

At the same time it is important that we don't remain static. The management of our fisheries is going through a period of significant change to ensure that they continue to be sustainable, deliver increased value to all New Zealanders, and do not compromise the health of the marine environment.

This is in response to a growing awareness of emerging pressures on fisheries resources and the marine environment, including from land-based activities and environmentally-driven changes.

New Zealanders are demanding greater transparency and performance from our management systems, as are Iwi and Māori, stakeholders and local communities who want greater involvement and say in how their local resources and marine environment are being managed.

New and improved approaches to the way we manage inshore fisheries are needed, to keep us abreast of advances being made internationally, and to deliver better outcomes from social, cultural, economic and environmental perspectives.

In our commercial fisheries new technologies are being introduced that include electronic catch and geospatial position reporting of all commercial catch and effort. In addition, on-board cameras are being rolled out in selected fisheries to verify fisher catch reporting.

Advances are also being made with new innovative trawl technologies and methods which have the potential to improve the quality of harvested fish and reduce adverse impacts on incidentally caught fish, protected species and the benthic environment.

Additional legislative and policy changes are being considered through the Fisheries Change Programme that are intended to enhance incentives to encourage good fishing practice and increase the value of fisheries by encouraging innovation. The changes will present opportunities to:

- improve the information base to support setting sustainable catch limits and improve the value realised from commercial fisheries, particularly for those stocks for which there is currently limited information; and
- introduce more responsive decision-making to better manage fisheries interactions with fish stocks and the aquatic environment, including habitats and protected species.

The new approaches required for inshore fisheries management and changes currently underway are reflected in the focus areas and management objectives of the Plan.

3.2 ADVANCING ECOSYSTEM-BASED FISHERIES MANAGEMENT

The changes described above, combined with new approaches for managing inshore fisheries outlined in the Plan, are aimed at progressing New Zealand towards ecosystem-based fisheries management (EBFM).

EBFM is an integrated approach to managing the competing values and uses of fisheries resources while maintaining the ecosystems that support them. At a high level, EBFM considers a whole-of-ecosystem approach to manage the interaction between species and environmental factors in the marine space. Importantly, it also considers humans, their activities and values as integral parts of

ecosystems, and aims to consider and integrate all stakeholder values, as well as ecosystem status and interactions.

The scale of EBFM is based on “whole of system” or bioregional approaches taking account of ecosystem boundaries, rather than sectoral or jurisdictional boundaries. Consequently, EBFM provides opportunities for better linkages between relevant management bodies, allowing more integrated management of impacts on the marine environment, including the land-sea interface and all relevant activities on land or at sea.

Fisheries New Zealand is building on internationally-accepted principles and themes for EBFM, and the Act provides a framework that is consistent with an EBFM approach. Consequently, several elements of EBFM are already incorporated into New Zealand’s fisheries management system to varying degrees, and places the management of inshore fisheries on an EBFM pathway. Equally, it is important that New Zealand adopts an EBFM approach within the context of, and consistent with, our Treaty obligations, and the rights and interests of Iwi and Māori.

The focus areas, management objectives and services of the Plan will contribute to advancing the management of inshore fisheries further along an EBFM pathway. Focus areas contributing to EBFM include:

- Shifting fisheries management to an integrated management approach of the multiple individual stocks that are caught within a fishery;
- Increasing opportunities for Iwi and Māori, and stakeholders, to engage and actively participate in the management of fish stocks and fisheries;
- Facilitating Iwi and Māori, and stakeholders, to engage and participate in community level, local area fisheries management to ensure communities benefit from their local resources; and
- Improving environmental performance with a focus on protecting habitats of significance for fisheries management from the impacts of fishing and land-based effects, and ensuring the long-term viability of protected species.

Advancing along an EBFM pathway presents both challenges and opportunities. In many cases new ways of working will be required that will involve developing, trialling and refining new and existing tools, including through the use of pilot programmes.

Progress will occur over the life of the Plan, and beyond, in a staged approach, aligned to our resources and as our knowledge, tools and capability evolves. Implementing a full ecosystem based approach to fisheries management is a journey that is likely to evolve over time.

Ultimately EBFM will lead to more inclusive engagement and governance processes, with a more holistic focus on maintaining ecosystem integrity. Such an approach is intended to deliver better outcomes for Iwi and Māori, and New Zealanders who value the marine environment, including the intrinsic value of marine ecosystems.

4 Legislative Context

The primary legislative instruments relevant to the management of inshore fisheries are the:

- ***Fisheries Act 1996:***

The Fisheries Act 1996 (the Act) sets out the laws that relate to the governance of fisheries resources and how they should be managed, and recognises New Zealand's international obligations relating to fishing.

- ***Treaty of Waitangi (Fisheries Claims) Settlement Act 1992:***

The Crown's obligations to Iwi and Māori concerning fisheries and aquaculture arise through rights guaranteed by article 2 of the Treaty of Waitangi. Those rights are confirmed in the Deeds of Settlement between the Crown and Māori, and further reinforced through the obligations specified in legislation.

The Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 (the Settlement Act) gives effect to the settlement of claims relating to Māori fishing rights.

The Treaty of Waitangi (Fisheries Claims) Settlement Act 1992:

- gives effect to the settlement of claims about Māori fishing rights; and
- makes better provision for Māori non-commercial traditional and customary fishing rights and interests; and
- makes better provision for Māori participation in the management and conservation of New Zealand's fisheries.

Other legislation which contributes to the management of the wider fisheries ecosystem includes the:

- Resource Management Act 1991 which is New Zealand's primary legislation for managing the environment, including air, soil, fresh water and coastal marine areas;
- Wildlife Act 1953 which gives partial or full protection to all but one species of seabird; and
- Marine Mammal Protection Act 1978 which makes provision for the protection, conservation, and management of marine mammals within New Zealand waters.

5 Strategies, Standards, Policies

Fisheries New Zealand has a number of strategies, standards, and policies that provide further direction on how obligations under the relevant legislation will be met. The Plan's objectives, services and annual planning processes are consistent with the direction provided.

Where there are specific actions that need to be undertaken to deliver on these strategies, standards or policies, they will be reflected in the Annual Operational Plan.

Table 1: Key strategies, standards and policies in operation.

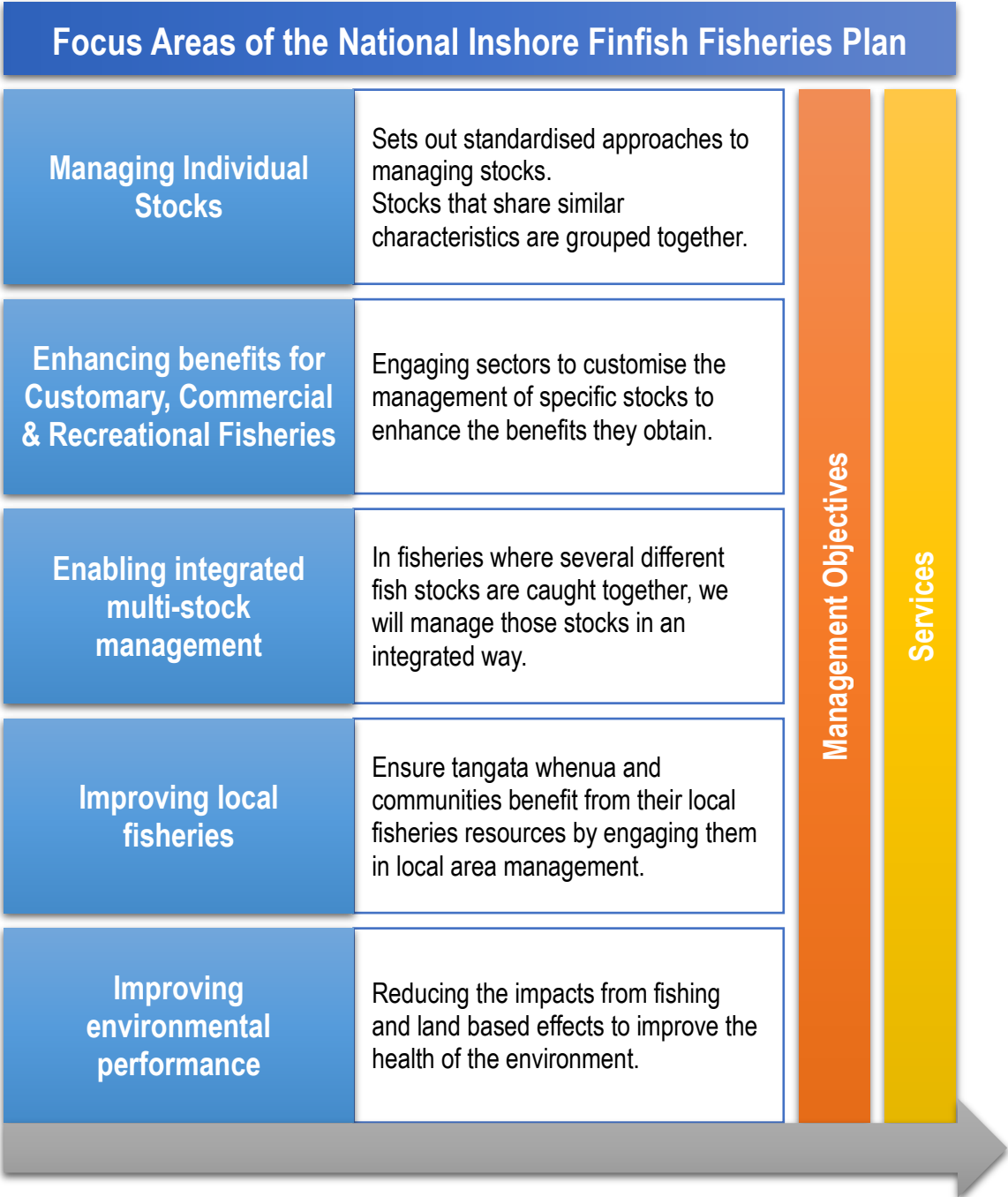
| Strategy, Standard or Policy | Description |
|--|---|
| Treaty Strategy | Is developed and agreed with Iwi and Māori and provides for input and participation, and consultation processes to meet Treaty obligations and legislative requirements. Key elements of the Strategy include support for Iwi Fisheries Forums and the development of Iwi Forum Fisheries Plans |
| Harvest Strategy Standard | Is a policy statement which provides guidance on setting fishery and stock targets and limits for stocks managed within New Zealand's QMS. |
| Quota Management System Introduction Process Standard | Sets out a process for Fisheries New Zealand to identify stocks or species to be considered for QMS introduction. |
| National Plan of Action for Seabirds | Is aimed at reducing the incidental catch of seabirds in New Zealand Fisheries and sets out high-level and medium-term objectives to achieve this. |
| National Plan of Action for Sharks | Sets out five-year goals and objectives, for maintaining the biodiversity and the long-term viability of all New Zealand shark populations. |
| Hector's and Maui Dolphin Threat Management Plan | Identifies human-induced threats, including fishing-related threats, to Hector's and Maui dolphin populations and outlines strategies for their mitigation. |

6 Focus Areas for Inshore Fisheries

This Plan has five focus areas that provide direction for improving and transforming the management of inshore fisheries over the life of the Plan.

Each focus area has its own management objectives with supporting services that will contribute to achieving the outcome of the focus area.

Figure 2: Focus areas of the National Inshore Finfish Fisheries Plan



7 Managing Individual Stocks

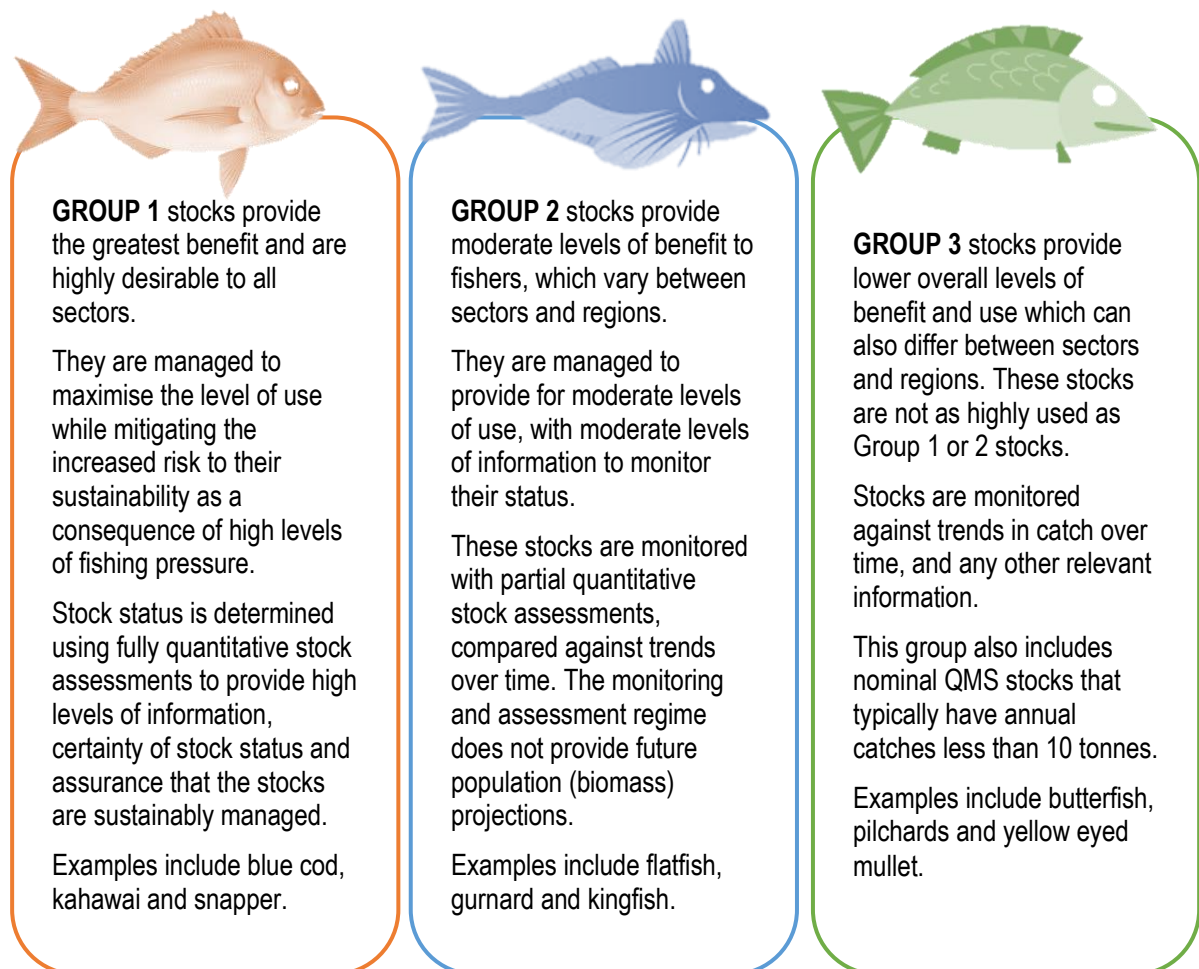
There are 197 inshore finfish stocks that are managed within the QMS. The kind of management approaches we take at an individual stock level take into account:

- The level of benefits obtained by fishers;
- A stock's biological productivity and vulnerability to fishing;
- The relationship to associated and dependent species;
- The monitoring and assessment tools available;
- The information available to inform management of the stock.

To do this, we organise individual stocks into three separate management groups to provide a standardised management approach to individual stocks within each group. This allows for greater consistency and certainty in our approach and ensures that it is appropriate to what we know about the stock.

Figure 3: Fish stock management groups explained

For a full list of fish Stock Management Groups, see Table 2.



These stock groupings are effectively arranged so that as the benefits obtained from a stock increases the management approach provides for greater levels of assurance to enable benefits to be maximised while ensuring sustainability. This ensures that the monitoring and management approach is responsive to the benefits obtained and the risk of overfishing.

Additional guidance for setting management targets and limits relative to a stock's biological productivity and vulnerability to fishing is provided by the Harvest Strategy Standard.

The inclusion of a stock in a management group does not prevent its movement to a different group. A stock may be moved into a different management group if the benefits associated with a stock change resulting in an increased or decreased risk from fishing. The management grouping of stocks will be reviewed as part of the Annual Review process.

How an individual stock is managed is not exclusive to this focus area of the Plan. A stock may also be subject to other complementary management actions associated with the integrated management of multi-stock fisheries, stock-specific plans and local area management initiatives.

7.1 FISH STOCK MANAGEMENT GROUPS

Table 2: Fish Stock Management Groups

| GROUP 1 | | |
|--|--|-------------------------------------|
| Blue cod (BCO 4, 5) | Bluenose (BNS 1, 2, 3, 7, 8) | Kahawai (KAH 1) |
| Snapper (SNA 1, 7, 8) | Tarakihi (TAR 1, 2, 3) | Trevally (TRE 1, 2, 7) |
| GROUP 2 | | |
| Barracouta (BAR 1) | Blue cod (BCO 3, 7, 8) | Blue (English) mackerel (EMA 1) |
| Blue moki (MOK 1, 3) | Blue warehou (WAR 2, 3, 7,8) | Elephant fish (ELE 3, 5, 7) |
| Flatfish (FLA 1, 2, 3, 7) | Gemfish (SKI 1, 2) | Ghost shark, dark (GSH 3, 7) |
| Grey mullet (GMU 1) | Hapuka/Bass (HPB 1, 2, 3, 4, 5, 7, 8) | Jack mackerel (JMA 1) |
| John dory (JDO 1, 2, 7) | Kahawai (KAH 2, 3, 8) | Kingfish (KIN 1, 7, 8) |
| Leatherjacket (LEA 3) | Ling (LIN 1) | Red cod (RCO 2, 3, 7) |
| Red gurnard (GUR 1, 2, 3, 7, 8) | Rig (SPO 1, 2, 3, 7, 8) | Rough skate (RSK 1, 3, 7, 8) |
| School shark (SCH 1, 2, 3, 4, 5, 7, 8) | Snapper (SNA 2) | Spiny dogfish (SPD 1, 3, 7, 8) |
| Tarakihi (TAR 4, 5,7,8) | Smooth skate (SSK 1, 3, 7, 8) | Stargazer (STA 3, 5, 7) |
| GROUP 3 | | |
| Anchovy (ANC 1) | Blue cod (BCO 1, 2) | Blue warehou (WAR 1) |
| Butterfish (BUT 2, 3, 5, 7) | Elephant fish (ELE 2) | Frostfish (FRO 1, 2) |
| Garfish (GAR 1) | Ghost shark, dark (GSH 1, 2, 8) | Kingfish (KIN 2) |
| Leatherjacket (LEA 1, 2) | Ling (LIN 2) | Parore (PAR 1, 9) |
| Pilchard (PIL 1, 7, 8) | Porae (POR 1, 2) | Red cod (RCO 1) |
| Red snapper (RSN 1, 2) | Ribaldo (RIB 1, 2) | Sea Perch (SPE 1, 2) |
| Stargazer (STA 1, 2, 4) | Trumpeter (TRU 2, 3, 4, 5) | Yellow eyed mullet (YEM 1, 3, 7, 9) |
| <i>Nominal Stocks: Annual catches generally less than 10 tonne</i> | | |
| Anchovy (ANC 2, 3, 4, 7, 8) | Blue (English) mackerel (EMA 2) | Blue moki (MOK 4, 5) |
| Butterfish (BUT 1, 4, 6) | Elephant fish (ELE 1) | Garfish (GAR 2, 3, 4, 7, 8) |
| Grey mullet (GMU 2, 3, 7) | Ghost shark, dark (GSH 9) | John dory (JDO 3) |
| Kahawai (KAH 4) | Kingfish (KIN 3, 4) | Leatherjacket (LEA 4) |
| Parore (PAR 2) | Pilchard (PIL 2, 3, 4) | Porae (POR 3) |
| Ribaldo (RIB 9) | Sea perch (SPE 8, 9) | Snapper (SNA 3) |
| Sprats (SPR 1, 3, 4, 7) | Stargazer (STA 8) | Trevally (TRE 3) |
| Trumpeter (TRU 1, 6, 7, 8, 9) | Yellow eyed mullet (YEM 2, 4, 5, 6, 8) | |

7.2 MANAGEMENT OBJECTIVES AND DELIVERABLES

Each Fish Stock Management Group has a set of management objectives and services that will apply to stocks within that group. The management objectives and some of the services differ between groups reflecting the different level of benefits obtained from stocks within each group.

Providing for management objectives and services at a Group level ensures that our management approach is appropriate, targeted and consistent. It also provides greater certainty to tangata whenua and stakeholders about how stocks will be managed.

| | |
|-----------------------------|---|
| Management Objective | GROUP 1 Maximise the social, economic and cultural benefits from stocks that provide the greatest benefit using fully quantitative stock assessments to maintain the biomass of the stock at or around the management target. |
| Services | <ol style="list-style-type: none">1. Manage stocks using fully quantitative stock assessments that provide estimates of abundance and stock status in relation to Bmsy¹ and associated target and limit reference points.2. Develop management and monitoring plans for all Group One stocks detailing:<ul style="list-style-type: none">• Reference points (or agreed proxies) against which the stock will be monitored, including biomass limits and management targets.• Any harvest control rule or management procedure developed that specifies what management action will be taken based on specific monitoring outcomes.• A rebuild strategy for the fishery that will be applied if the stock falls below a specified limit.• A description of services needed to manage the stock.3. When setting stock targets, limits, sustainability measures and allocations consider:<ul style="list-style-type: none">• The stock's biological vulnerability.• Effects on associated or dependent species, including within a Fishery Stock Complex.• The overall and relative sector benefits.• The stock's monitoring and management regime.4. In the absence of stock specific targets and limits, the Harvest Strategy Standard will guide management.5. In the absence of a management procedure, stocks will be considered for a review of catch limits when a stock assessment indicates that it is likely the stock is above or below the target reference point, and will remain so under current catch levels.6. Advance our understanding of climate change impacts on stocks, including productivity, distribution and resilience.7. Consider and identify changes required to ensure the management of fish stocks takes account of environmentally driven changes. |

¹ BMSY: The average stock biomass that results from taking an average catch of the Maximum Sustainable Yield that can be achieved over time, while maintaining the stock's productive capacity, having regard to the population dynamics of the stock and any environmental factors that influence the stock.

Management Objective**GROUP 2**

Provide social, economic and cultural benefits from stocks that provide moderate benefits using partial quantitative stock assessments while maintaining relative stock abundance at or above the management target.

Services

1. Manage stocks using a partial quantitative stock assessment, based on a relative index of abundance or estimate of fishing mortality, to provide an indication of stock status in relation to Bmsy proxies and associated target and limit reference points.
2. In the absence of a formal management procedure, stocks will be considered for a review of catch limits when a stock assessment indicates that it is likely the stock is above or below the target reference point.
3. When setting stock targets, limits, sustainability measures and allocations consider:
 - The stock's biological vulnerability.
 - Effects on associated or dependent species, including within a Fishery Stock Complex.
 - The overall and relative sector benefits.
 - The stock's monitoring and management regime.
4. For stocks that are below target and are being rebuilt, develop management and monitoring plans including a rebuild strategy and a description of services needed to manage the stock.
5. In the absence of stock specific targets and limits, the Harvest Strategy Standard will guide management.

Management Objective**GROUP 3**

Provide for social, commercial and cultural benefits from stocks that provide low levels of benefit while monitoring trends in catch and any other relevant information.

Services

1. If catch exceeds the TAC/TACC or declines over three consecutive observations:
 - Initiate a review of the stock and consider catch limits and other management controls.
2. When setting stock targets, limits, sustainability measures and allocations consider:
 - The stock's biological vulnerability.
 - Effects on associated or dependent species, including within a Fishery Stock Complex.
 - The overall and relative sector benefits.
 - The stock's monitoring and management regime.
3. Develop and implement tools to evaluate the status of stocks for which there is low information, including using information from electronic catch and position reporting, observer coverage and on-board cameras (where deployed).

8 Enhancing Benefits for Customary, Recreational and Commercial Fishers

We can enhance the benefits obtained from specific fish stocks by customising the management settings to address the specific needs of customary, recreational and commercial fishers.

For fish stocks that are predominantly valued and caught by one sector, the management settings can be tailored to increase the benefits to that sector, with little or no impact on other sectors. For stocks that are valued by multiple sectors, the management settings need to be optimised to distribute benefits between the sectors.

In enhancing the benefits fishers receive from fisheries resources, it is important that we meet the Crown's Treaty obligations, providing for the rights and interests of Iwi and Māori. This starts with engaging with tangata whenua, in accordance with the Principles of the Treaty, to understand and identify the fisheries of greatest value to them, their goals and objectives, and engage them in the management of those fisheries.

For recreational and commercial fishers, we will engage with them to identify key priority stocks for them and provide increased opportunities for these sectors to engage in the management of fisheries they value.

A number of stocks are currently managed in a way that recognises discrete sector needs:

- Kahawai (KAH1) has a stock management target of 52 percent to increase the abundance and catchability of kahawai to customary and recreational fishers.
- A number of tuna (freshwater eel) quota management areas have management settings that provide greater benefits for customary use.
- The Total Allowable Catch for kingfish (KIN1) is predominantly allocated to customary and recreational fishers (80 percent), reflecting its value to those sectors.
- Some red cod and flatfish stocks are managed with formal management procedures that provide for in-season increases of commercial catch when stock yield is high.

For stocks that are valued by multiple sectors, a more collaborative approach is needed to optimise the management settings, share responsibility and distribute benefits between the sectors. Recent examples using a range of different collaborative approaches include:

- The National Blue Cod Strategy.
- The Pāua Fisheries Plan for the Chatham Islands (PAU4).
- The Draft Marlborough Sounds Scallop Strategy.

Delivering increased value from fisheries resources will benefit from some new approaches to the way we manage fisheries. These include:

- Taking an approach to engaging with Iwi and Māori that not only meets our obligations, but enhances kaitiakitanga.
- Proactively engaging with sectors to identify key stocks from which increased benefits can be realised.
- Working collaboratively with sectors to develop fisheries plans and strategies.
- The use of innovative approaches to engage with a broad range of recreational fishers, in addition to working with mandated representatives.
- Increased use of management procedures, harvest control rules and the introduction of new management processes and tools that will enable frequent and timely adjustment to catch limits.

At the outset this may result in discussions at a fish stock level, but it is also important that over time, these discussions move to consider broader relationships under an EBFM approach, including local area and fine scale management.

8.1 ENHANCING BENEFITS TO TANGATA WHENUA

Fisheries New Zealand, Iwi and Māori have an agreed Treaty Strategy in place to enable Iwi and Māori to express their kaitiakitanga aspirations and objectives relating to fisheries management.

The Treaty Strategy provides for input, participation and consultation with Iwi and Māori through Iwi Fisheries Forums and Iwi Forum Fisheries Plans (Iwi Plans).

Enhancing benefits will be realised by Fisheries New Zealand prioritising and delivering on the objectives identified by Iwi and Māori to provide for their rights and interests.

Management Objective

Ensure the management of inshore fisheries meets the Crown's obligations to Iwi and Māori and provides for their rights and interests.

Services

1. Support Iwi to identify their fisheries management goals and objectives through the development of Iwi Forum Fisheries Plans.
2. Identify key stocks to manage for enhanced benefit to Iwi and Māori.
3. Engage with Iwi through Iwi Fisheries Forums and any additional mechanisms as required to ensure meaningful input and participation, and consultation.
4. Engage with Te Ohu Kaimoana to enable them to fulfil their mandate on behalf of Iwi.
5. Ensure the fisheries aspirations of Iwi and Māori, including the objectives and measures outlined in Iwi Forum Fisheries Plans, are given particular regard in annual planning and decision making processes, i.e. the Annual Operational Plan, Annual Review Report.
6. Support Iwi and Māori to establish and implement customary fisheries management tools.
7. Incorporate mātauranga Māori into our decision-making processes.

8.3 ENHANCING BENEFITS TO THE COMMERCIAL SECTOR

Enhancing benefits to the commercial sector requires an active management approach so that we can be more responsive to changes in available yield from a stock, while ensuring sustainability. This type of management is typically applied to stocks that have high recruitment and population variability, resulting in increased yield above a sustainable management target. Enabling the harvest of increased yield will require sound planning, rapid monitoring and assessment, with pre-agreed harvest control rules supported by frequent and responsive changes to TACs and TACCs.

Management Objective

Enhance the benefits obtained from key commercial stocks.

Services

1. Engage with the commercial sector to identify key commercial stocks to enhance benefits.
2. Develop monitoring and management plans for key commercial stocks. Plans should outline:
 - Reference points (or agreed proxies) against which the performance of the fishery will be monitored, including biological limits and management targets.
 - A harvest control rule (management procedure) that specifies what management action will be taken based on specific monitoring outcomes.
 - Management controls, including spatial and temporal measures, to provide for localised abundance.
 - A rebuild strategy for the fishery that will be applied if the stock falls below a specified limit.
 - A description of services needed to manage the fishery.
3. Develop management processes and tools to frequently monitor stock status and adjust management settings where required.

8.4 ENHANCING BENEFITS TO THE RECREATIONAL SECTOR

Enhancing benefits to the recreational sector will require participation and input from a broad recreational fishing community, including representative organisations and public into the management settings for key recreational fish stocks.

Fisheries New Zealand has recently used a range of approaches to engage and work with recreational fishers over the management of important recreational fisheries. This included expert fishery working groups, online videos, survey tools, social media and face to face community drop-in sessions. The Plan seeks to continue to improve our fisheries management engagement with the recreational fishing sector to enhance recreational fisheries.

Management Objective

Enhance benefits to the recreational sector.

Services

1. Develop monitoring and management plans for key recreational stocks to enhance benefits. Plans should outline:
 - Reference points (or agreed proxies) against which the performance of the fishery will be monitored, including biological limits and management targets.
 - Management controls, including spatial and temporal measures, to provide for localised abundance.
 - A rebuild strategy for the fishery that will be applied if the stock falls below a specified limit.
 - A description of services needed to manage the fishery.

2. Use a range of engagement processes to ensure the widespread participation of the broader recreational fishing community when developing monitoring and management plans for key recreational fisheries.
3. Improve the reliability of non-commercial catch estimates in key recreational fisheries to be used for stock assessment and fisheries management purposes.

Suggested recreational stocks to be managed for enhanced recreational benefit

Primary

Blue cod 7, Kahawai 8, Kingfish 1 & 8.

Secondary

Snapper 2, Gurnard 2, Kahawai 2.

8.5 OPTIMISING BENEFITS FROM HIGH-VALUE SHARED STOCKS

For high-value shared stocks, our experience highlights the advantages of using collaborative management approaches to optimise the management settings, share responsibility and distribute benefits between the sectors.

Management Objective

Optimise the management of high value shared stocks.

Services

1. Engage with Iwi and Māori, and stakeholders using collaborative approaches to manage key high-value shared fisheries.
2. Develop monitoring and management plans for key high-value shared fisheries. Plans should outline:
 - Reference points (or agreed proxies) against which the performance of the fishery will be monitored, including limits and management targets.
 - Harvest strategies and allocation for overall and relative sector benefits.
 - Management controls, including spatial and temporal measures, to provide for localised abundance.

Suggested shared stocks to be managed with collaborative approaches

Primary

Snapper 1 & 8

Secondary

Flatfish 1, Hapuka Bass (north), Snapper 7, Tarakihi 1

9 Enabling Integrated Multi-Stock Management

In fisheries where multiple fish stocks are caught in combination, the stocks will be grouped within a Fishery Stock Complex to be managed in a coordinated and integrated manner. By doing so, the complex approach shifts the focus from managing single stocks independently, towards managing multiple individual stocks simultaneously, to better take account of the interrelationships between the fish stocks caught and the fishing activity.

The Fishery Stock Complex approach will entail:

- Coordination of stock monitoring and assessment services.
- Undertaking multi-stock fishery characterisations to understand the interrelationships between the different fish stocks caught and the fishing activity.
- Improved analysis and advice to inform fisheries management.
- Integrated decision-making for stock management settings, taking account of the interrelationships between the different fish stocks caught and the fishing activity.
- Improved planning and efficiencies in the delivery of management services.

The Fishery Stock Complex approach is not an “*indicator approach*” where management settings for an indicator stock are directly applied to other similar stocks within the fishery.

New Zealand’s inshore multi-stock fisheries vary significantly from region to region, with different fish stock mixes around the country. Within and between regions, different fish stocks also have unique biological stock boundaries that rarely align with those of other stocks. Different fishing methods, their selectivity, use in different habitats, are also likely to catch different fish stocks, or similar stocks but in different proportions and volumes.

As a consequence of these characteristics and variables, defining a Fishery Stock Complex, the fish stocks to be included, the fishing methods and the geographical scale, will require a flexible and tailored approach across New Zealand’s inshore fisheries.

Implementing this approach will also require time to transition as we realign and coordinate our science and research services, including monitoring and stock assessment, and management services for stocks within a fishery complex.

Within the complex, the management of individual stocks will be guided by the management objectives and services from other focus areas of the Plan. This will include;

- The default monitoring, assessment and management regime of Fish Stock Management Groups 1, 2 and 3 that apply to individual stocks.
- Stock-specific strategies or management plans that have been developed to increase benefits to fishers.
- Local Area Management Plans or strategies to improve local fisheries.

Our approach to implementing and managing Fishery Stock Complexes will evolve over-time through learning by doing, and the development of new integrated management tools to support analysis and decision making.

The integrated management objective of the Fishery Stock Complex approach is central to our progress along the ecosystem-based fisheries management pathway. Over time, the scope of the Fishery Stock Complex approach will be able to broaden beyond fish stocks to include other system components, including associated or dependent species and impacts of fishing on the environment.

9.1 DEFINING STOCKS TO INCLUDE WITHIN A FISHERY STOCK COMPLEX

A flexible and tailored approach is required to define each Fishery Stock Complex. To guide implementation, the following criteria will assist in determining the fish stocks, fishing methods and the geographic scale of the complex.

- ***The biological range of stocks caught***

The geographical scale of a complex will be influenced by the spatial distribution of individual biological stocks caught within the fishery. Biological stock distributions are used rather than quota management areas, as the two boundaries do not align for a number of stocks within the QMS. The geographic scale of a complex could be discrete to a single fisheries management area, or be widely spread across several regions or nationally, comprising one or more Quota Management Areas. Management at the sub-QMA level may also be desirable in some cases, as some QMAs contain more than one biological stock.

- ***The fishing method used to target stocks***

Different fishing methods may be used to target specific stocks in particular habitats. As a consequence, a complex may be method specific. Alternatively, if different methods catch the same stocks within an area, a single complex covering multiple methods may be appropriate.

- ***The total catch (by weight) of an individual biological stock***

Stocks that make up the majority of catch by method within an area will be given priority to consider for inclusion within a complex. Stocks which have annual total landings greater than 100 tonnes will be considered as “primary stocks” to include. Stocks which have annual total landings between 50 and 100 tonnes will be considered as “secondary stocks” to include.

- ***The proportion of a biological stock caught by method within an area***

The proportion of a biological stock caught within a complex will vary depending on whether it is a target stock, caught incidentally, or is geographically distributed over a smaller or larger area. Stocks which have greater than 30 percent of their overall catch by a specific fishing method within an area should be considered “primary stocks” to include within a complex. Stocks with between 20 - 30 percent of their overall catch by fishing method within an area, should be considered as “secondary stocks” which may be included within a complex depending on their importance to fishers or as information becomes available over-time. For a biological stock which spans multiple FMAs, the proportion of catch from an individual area should be calculated from the combined total overall landings across all areas.

9.2 STOCKS NOT MANAGED IN A FISHERY STOCK COMPLEX

Not all stocks will be managed within a Fishery Stock Complex. Stocks that are predominantly caught in clean target fisheries, where the catch is largely dominated by a single stock, such as the blue cod potting fishery, will continue to be managed using a single stock approach.

Other stocks not included within a fishery stock complex will be those stocks that are caught in smaller quantities, and make up a minor proportion of the overall catch within a multi-stock fishery. It will be necessary to regularly review which stocks are included within a complex as a consequence of changes in fishing patterns and environmentally driven changes in fish stock distributions and abundance.

9.3 FISHERY STOCK COMPLEXES

Table 3: Fishery Stock Complexes

| Fishery Complex | Stocks |
|---|--|
| | <i>Bold – Primary Stocks Non-bold – Secondary Stocks</i> |
| FMA 1 (Auckland East) Mixed Trawl Fishery and Bottom Longline combined | GUR 1, JDO 1, LIN 1, SCH 1, SKI 1, SNA 1, TAR 1, TRE 1 KIN 1, LEA 1 |
| FMA 1 (Auckland East) Set Net Fishery | FLA 1, GMU 1 SPO 1 |
| FMA 1 (Auckland East) Purse Seine Fishery | KAH 1, TRE 1, JMA 1, EMA 1, PIL 1 |
| FMA 2 (Central East) Mixed Trawl Fishery | BAR 1, GUR 2, JMA 1, MOK 1, SCH 2, SKI 2, SNA 2, TAR 2, TRE 2, WAR 2 HPB 2, JDO 2, RCO 2, RSK 1, SPD 1, SPO 2 |
| FMA 2 (Central East) Purse Seine Fishery | JMA 2, KAH 2, EMA 2 |
| FMA 3 (South Island East Coast) Set Net Fishery | HPB 3 SPO 3, SCH 3, MOK 3 |
| FMA 3 (South Island East Coast) Mixed Trawl Fishery | BAR 1, ELE 3, FLA 3 *, GSH 3, GUR 3, LEA 3, RCO 3, RSK 3, SPD 3, SSK 3, STA 3, TAR 3, WAR 3 SPO 3, SCH 3, MOK 3, HPB 3 |
| FMA 5 (Southland) Mixed Trawl Fishery | ELE 5, GUR 3, RCO 3, SPO 3, STA 5, TAR 5 HPB 5, RSK 3 |
| FMA 5 (Southland) Set Net Fishery | SCH 5, SPO 3 |
| FMA 7 (South Island West Coast) Mixed Trawl Fishery | FLA 7, GSH 7, GUR 7, JDO 7, RCO 7, SCH 7, SNA 7, SPD 7, SPO 7, STA 7, TAR 7, WAR 7 SPE 7, SSK 7, ELE 7 |
| FMA 8 (Central West) Set Net Fishery | SCH 8, SPO 8; WAR 8 |
| FMA 8 (Central West) Mixed Trawl Fishery | GUR 8, JDO 2, SNA 8, SPD 8, TAR 8, TRE 7, WAR 8 SCH 8, SPO 8 |
| FMA 9 (Auckland West) Mixed Trawl Fishery | GUR 1, KAH 8, SCH 1, SNA 8, SPO 1, TAR 1, TRE 7 JDO 1, LIN 1 |
| National FMA1-9 Bottom Longline Fishery Bluenose / Hapuka Bass | BNS 1, 2, 3, 7, 8; HPB 1, 2, 3, 4, 5, 7, 8; LIN 1, 2; SCH 1, 2, 3, 4, 5, 7, 8, TRU 2, 3, 4, 5 |

9.4 MANAGEMENT OBJECTIVE AND DELIVERABLES

Management Objective

Ensure the integrated management of fish stocks caught within a Fishery Stock Complex.

Services

1. Align and coordinate the monitoring and assessment services for stocks within each complex.
2. Update the Medium-Term Research Plan to implement fisheries stock complex management.
3. Develop fishery complex characterisations to support the development of management advice and decision-making.
4. Investigate the utility of developing management procedures for the complex where this enhances benefits for utilisation and sustainability.

10 Improving Local Fisheries

Our approach to managing fish stocks at the population level has proved effective for ensuring the overall sustainability of fish stocks. However, New Zealand's increasing population, competition for resources between sectors, new technology used by fishers, the growth of tourism and increasing land-based effects on coastal environments are placing increasing pressure on inshore fisheries resources, resulting in localised depletion of stocks in some areas.

At the same time, there is an increasing desire from local communities to have input into how local fisheries are managed, as well as for access to information on how fisheries are performing at a local scale.

In acknowledging these themes, this focus area recognises the benefits of local area fisheries management. We want to explore opportunities for management at finer spatial scales, allowing Iwi and Māori, industry and local communities to work together to have an active role in determining how local fisheries are managed. A collaborative multi-stakeholder approach will be essential to the success of this work, particularly when addressing the competing interests that users often have in fisheries resources.

Forms of local area fisheries management are already occurring in some areas (Hauraki Gulf, Fiordland, Kaikōura), where Fisheries New Zealand has worked with Iwi and Māori, and local stakeholders to respond to local level initiatives and develop fisheries management solutions.

This is a step-change from how Fisheries New Zealand, Iwi and Māori, and stakeholders currently operate and is an important component for advancing EBFM. It will require a high level of investment and time before this approach is fully operationalised and will need to be targeted towards areas of the highest priority.

10.1 MANAGEMENT OBJECTIVES AND DELIVERABLES

Management Objective

Enable communities to provide for local area fisheries management solutions that ensure the sustainable use of localised fisheries resources.

Services

1. Support community-led, multi-stakeholder groups to identify objectives and solutions for local area fisheries management. Pre-existing groups of this type include:
 - Te Korowai o Te Tai o Marokura (Kaikōura).
 - Fiordland Marine Guardians.
 - Hawke's Bay Management Advisory Committee.
2. Contribute to the Government's response to the outcomes from Sea Change – Tai Timu Tai Pari Hauraki Gulf Marine Spatial Plan.
3. Implement a pilot programme to trial local area fisheries management approaches, including:
 - Developing a management framework and tools to support local area fisheries management.
 - Incorporating mātauranga Māori.
 - Engaging local and central government agencies on integrated planning approaches for managing non-fishing impacts on the marine environment.
 - Identify, develop and trial management tools, processes and systems necessary to implement EBFM.

11 Improving Environmental Performance

Fishing has an impact on the aquatic environment, both through the removal of fish and interactions between fishing gear and benthic habitats and biodiversity.

In addition to fishing, the aquatic environment is coming under increasing pressure from a combination of other human activities and environmental changes. Land based activities are resulting in increased erosion and sedimentation, and pollution through heavy metals, excess nutrients and pathogens entering the aquatic environment. As a consequence of climate change, we are observing warming sea temperatures and increasing acidification in some areas.

The cumulative impact is stressing some aquatic environments or resulting in changes that fisheries management needs to take into account.

Fisheries New Zealand has a broad programme of work underway that will improve our management of the environmental effects of fishing. The programme of work includes:

- Introducing electronic catch, position reporting and on-board cameras to improve the information and our understanding of the impact inshore finfish fisheries have on the aquatic environment, particularly protected species.
- Supporting the industry to innovate and transition to environmentally friendly fishing practices through changes to regulations and increasing access to innovation funding through the Sustainable Food and Fibre Futures fund.
- Reviewing the Threat Management Plan for Hector's and Māui Dolphins.
- Updating the National Plans of Action for Seabirds and Sharks.
- Updating the Aquatic Environment and Biodiversity Annual Review that provides the best available scientific information, commissioned by Fisheries New Zealand and others, on interactions between fishing and the aquatic environment.
- Developing new science-based tools to assess the effects of fishing.

The following management objectives and services to improve environmental performance build on the work that is currently underway.

11.1 PROTECTING SIGNIFICANT HABITATS AND BENTHIC ENVIRONMENTS

| | |
|-----------------------------|---|
| Management Objective | Ensure habitats of significance for inshore fisheries and the benthic environment are protected from the impacts of fishing, non-fishing activities and land-based effects. |
| Services | <ol style="list-style-type: none">1. Develop a definition, policy and management framework to protect habitats of particular significance for inshore fisheries management.2. Identify habitats of significance for inshore finfish fisheries and take management action to protect them.3. Support innovation of fishing technology to avoid, remedy or mitigate impacts of fishing on habitats of significance for fisheries management and the benthic environment.4. Engage with local and central government agencies to identify and reduce the impacts of land-based effects, marine pests and diseases, and non-fishing marine activities on significant habitats for fisheries.5. Explore the role of protecting marine biodiversity as a strategy to build the resilience of marine ecosystems and fish stocks to buffer the effects of climate change. |

11.2 ENDANGERED, THREATENED & PROTECTED SPECIES INTERACTIONS

Management Objective

Manage inshore fisheries to avoid, remedy or mitigate the adverse effects of fishing on endangered, threatened and protected (ETP) species

Services

1. Continue development of and expand implementation of risk assessment frameworks to prioritise and direct management actions in relation to impacts on ETP species.
2. Complete reviews of the National Plans of Action for Seabirds and Sharks, and the Threat Management Plan for Hector's and Māui Dolphins.
3. Implement actions and measure performance against the updated NPOA Seabirds and NPOA Sharks, the Threat Management Plan for Maui and Hector's Dolphin, and the Te Kaweka Takohaka mo te Hoiho strategy.
4. Adopt other management measures (regulatory and voluntary) to manage the impacts of commercial and recreational fishing on ETP species where required.
5. Support innovation in fishing gear technology and the use of best-practice technology and practices on vessels to reduce the impacts of fishing on ETP species.

11.3 INCIDENTAL CATCH OF FISH SPECIES

Management Objective

Manage inshore fisheries to avoid or mitigate adverse effects on incidentally caught fish species

Services

1. Improve the information available, including from electronic catch and position reporting, on-board cameras and observer services to better understand the impacts of fishing on incidentally caught fish.
2. Where sustainability of a non-QMS species is not ensured, management actions will be taken to avoid or minimise the impacts of fishing, or consider introducing the species into the QMS.
3. Support innovation in fishing gear technology to reduce the impacts of fishing on incidentally caught fish.

12 Implementing the Plan

The Plan is implemented through an annual planning and service delivery cycle. The Plan drives the annual cycle by establishing the management objectives and deliverables that guide management activity over the life of the Plan. Additional guidance is provided by other fisheries planning documents, including:

- Iwi Forum Fisheries Plans.
- National Plans of Action (Seabirds and Sharks).
- Threat Management Plans (Hector's and Maui Dolphins).
- Regional / Local area fisheries management plans.
- Fisheries Strategies (Blue Cod, Marlborough Scallops).
- Stock specific Fisheries Plans approved by the Minister.
- Inshore Fisheries Medium-Term Research Plan and the Aquatic Environment and Biodiversity Research plan

The annual planning cycle generates two key documents: The Annual Operational Plan (AOP); and the Annual Review Report (ARR), both of which are intended to operationalise the Plan.

12.1 ANNUAL OPERATIONAL PLAN

The Annual Operational Plan (AOP) sets out the stock, fishery, and cross-fishery management services to be provided in the next financial year, and where possible in out years two and three. The services specified in the AOP are consistent with the management objectives and services outlined in the Plan and other relevant planning documents.

Due to the need to operate within available resources, a prioritisation of proposed services occurs across Fisheries New Zealand's work programme before the Annual Operational Plan is finalised each year. This prioritisation is informed by our engagement with Iwi and Māori, and stakeholders as part of the annual planning cycle.

12.2 ANNUAL REVIEW REPORT

The Annual Review Report (ARR) assesses the annual performance of inshore fisheries against the actions specified in the previous AOP and reports on progress towards meeting the management objectives outlined in the Plan.

The ARR process helps to identify gaps in performance and identify emerging issues for further analysis. This in turn enables new management actions and services, and necessary adjustments to existing services to be identified, for inclusion in the next AOP.

Figure 4: Annual Planning Cycle



12.3 ENGAGEMENT TO SUPPORT ANNUAL PLANNING

Enhancing engagement in inshore fisheries management is a key theme across the focus areas of the Plan, and a cornerstone enabling EBFM. A number of objectives and deliverables in this Plan provide increased opportunities for Iwi and Māori, and stakeholders to engage in the management of fisheries that they value.

Ensuring that engagement and management processes inform Fisheries New Zealand's business planning process is key to ensuring that engagement is meaningful and delivers on the needs of Iwi and Māori, and stakeholders.

12.4 ANNUAL PLANNING WITH TANGATA WHENUA

Fisheries New Zealand has a Treaty Strategy in place to ensure that Iwi and Māori participate and have input into Fisheries New Zealand's planning processes, in addition to consultation.

The key mechanisms to provide for input, participation and consultation with Iwi and Māori are Iwi Fisheries Forums and Iwi Forum Fisheries Plans (Iwi Plans). The Iwi forums provide for regular engagement throughout the year and provide opportunities for input into and reporting against the annual planning cycle.

The Iwi Plans identify the aspirations and objectives for fisheries of importance to iwi and are key tools for ensuring Iwi and Māori are engaged at the appropriate levels of fisheries planning, management and decision making.

Fisheries New Zealand has particular regard to Iwi Plans and the specific objectives and how Iwi and Māori exercise kaitiakitanga (guardianship and conservation).

Te Ohu Kaimoana is the trustee for iwi in respect of their assets arising from the 1992 Fisheries Settlement. It is representative of iwi commercial interests and may represent iwi for other purposes. Fisheries New Zealand will engage with Te Ohu Kaimoana on the annual planning cycle providing for input and participation, and consultation on issues that affect Iwi and Māori fisheries assets.

12.5 ANNUAL PLANNING WITH NATIONAL AND REGIONAL STAKEHOLDERS

Fisheries New Zealand will engage with stakeholders through national and regional meetings to gain input into, and reporting against the annual planning cycle. The meetings will provide a transparent process where Annual Operational Plans, Annual Review Reports, and implementation of the Inshore Finfish Fisheries Plan will be discussed.

Stakeholder groups/sectors that have a specific interest in inshore fisheries include Iwi and Māori, environmental non-government organisations, the commercial fishing industry and the recreational fishing sector.

The national meetings will occur through the establishment of a National Inshore Finfish Fisheries Plan Advisory Group and provide for national level sector organisations to engage in the planning cycle. The advisory group will meet at least twice annually to seek input on annual planning of inshore fisheries services and management priorities, and to inform stakeholders on performance against annual plans and management objectives.

An annual programme of regional meetings will be developed to provide local stakeholders the opportunity to engage in the planning cycle on issues that are regionally focused.

