



TE HUAPAE MATAORA MO TANGAROA  
THE FUTURE OF OUR FISHERIES



VOLUME I  
CONSULTATION DOCUMENT 2016

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# Future of our Fisheries – Volume I

This document provides context for the Te Huapae Mataora Mo Tangaroa: The Future of our Fisheries programme, and summarises the proposals that we are consulting on.

More detail is available about the programme in the following supporting documents:

- Volume II: The Fisheries Management System Review
- Volume III: Integrated Electronic Monitoring and Reporting System
- Volume IV: Enabling Innovative Trawling Technologies

## Submissions

MPI welcomes written feedback on Te Huapae Mataora Mo Tangaroa: The Future of our Fisheries and the specific proposals and options contained in Volumes II, III and IV.

**All submissions must be received by MPI no later than 5pm on Friday 23 December 2016.**

Submissions can be

- emailed to: [fisheries.review@mpi.govt.nz](mailto:fisheries.review@mpi.govt.nz)
- posted to:  
Future of our Fisheries  
Ministry for Primary Industries  
PO Box 2526  
Wellington 6140  
New Zealand

Further information on the submissions process, including the application of the Official Information Act, is provided in **part 3** of this document.

# Introduction

Minister for Primary Industries, Hon Nathan Guy

Our fisheries management system is recognised as one of the world's best, however, there are opportunities to improve. The Quota Management System (QMS) is 30 years old and the Fisheries Act 1996 is 20 years old. While both are fundamentally sound, there has been considerable social and economic change over those years, as well as developments in how fisheries and aquatic ecosystems are managed around the world.

The number of New Zealand fish stocks being endorsed as sustainable fisheries by the Marine Stewardship Council (MSC) continues to grow. There were 13 MSC certified stocks accounting for 48 percent of landings and about 30 percent of earnings last year.

Of the 157 fish stocks of known status in New Zealand, 83 percent are above the sustainable reference point used by Government to measure the status of stocks, representing 97 percent of our annual catch. For the remainder, rebuilding plans are in place.

In August 2015, I announced a review of the fisheries management system, to be conducted on my behalf by the Ministry for Primary Industries (MPI). The purpose of the fisheries review is to ensure the fisheries management system is future focused, and able to provide a sustainable fisheries resource for all of New Zealand.

MPI held an initial engagement process from October through December 2015. It included 20 meetings with iwi and stakeholder groups, public drop-in sessions held in 11 towns and cities across the country, web-based explanatory material and an online tool for public comment. What MPI heard through that engagement is that, in general, people see the fisheries management system as inherently sound. There continues to be broad support for the QMS. Some respondents, however, considered that the QMS may limit more collaborative and effective management.

Since the review was undertaken, a number of pieces of work are progressing, such as the Sustainable Seas National Science Challenge, the Marine Protected Areas and Recreational Fishing Park initiative, and a first principles cost recovery review. At the same time, other issues also must be addressed, such as illegal discarding and particularly the findings of the independent Heron report.

New Zealand's fisheries resource is a part of New Zealand's cultural identity and important to our economy. Most New Zealanders live close to the coast, and fisheries are used by tangata whenua, recreational and commercial users.

Future of our Fisheries will propose significant improvements to our fisheries management. It includes enhancements for:

- increasing opportunities for added value through the fisheries system, maximising environmental, cultural, and commercial values;
- increasing the fishing experience of the 700 000 New Zealanders that fish recreationally every year;
- improving accessibility and breadth of fisheries information;
- alignment of decision-making, incentives, accountabilities and compliance activities.



One important piece of work is the proposed roll-out of an Integrated Electronic Monitoring and Reporting System (IEMRS) that will involve electronic reporting of catch and fishing effort by commercial fishers, monitoring and verification using automated geospatial position reporting and automated on-vessel cameras. This will be beneficial as it will improve the quality of information on which decisions about fisheries management are based. It will reinforce to the industry and to the New Zealand public that compliance is required and poor behaviour will be identified and addressed.

The seafood industry is investing in innovative trawl technologies to improve the sustainability of our wild capture fisheries. The Precision Seafood Harvesting Primary Growth Partnership initiative, along with other proposed innovative trawl technologies, are focused on commercial fishers being able to land fish in better condition with less environmental impact than current trawl gear.

I have asked MPI to establish a Technical Advisory Group (TAG) which will include independent representatives with interests in fisheries. As policy proposals are developed, the TAG will function as a reference group to test the next steps of the Future of our Fisheries work programme.

Future of our Fisheries provides us with an opportunity to maximise the benefits we receive from our oceans, while protecting our resources for future generations of all New Zealanders. The programme will make significant enhancements to ensure our fisheries management system is fit for purpose both now and in the future.

A dramatic coastal scene with waves crashing against dark, jagged rocks under a bright sky. The water is a deep blue-green, and the white foam of the waves is prominent. The rocks are dark and silhouetted against the lighter sky and water. The overall mood is powerful and natural.

# **Part 1:** Setting the scene and executive summary

# Fisheries by the numbers

As at September 2016

**4.4 million** square kilometres of exclusive economic zone

**83%** of fish stocks are sustainably fished

**900,000** recreational boats in New Zealand waters

**15,000** marine species identified in New Zealand waters



**10%** fewer overfished stocks since 2009

**44** marine reserves covering **9.5%** of New Zealand's coastal waters

**123** species in the QMS

**2.3 million** recreational fishing trips each year

**420,000** tonnes of fish were landed in the year ended June 2016



**42** maitaitai and **10** taiapure reserves

**8,000** people employed to harvest and process commercial fisheries



**Over 90%** of fisheries products exported generating **\$1,375 million** in export value from wild fisheries

# Recreational fishing

Recreational fishing is a popular activity for many New Zealanders. Recreational fisheries management in New Zealand ensures that our shared fisheries – those of interest to customary, recreational, and commercial fishers – are used and enjoyed sustainably by all. The majority of these fish stocks are in good health.

Recreational fishers harvest more than 40 percent of the snapper and kahawai landed in New Zealand and more than 70 percent of the kingfish (MPI data 2011-2012 figures). The northern kahawai fishery (KAH 1) is managed deliberately to ensure more fish are in the sea and to acknowledge the species' recreational importance in the area.

Stocks such as South Island snapper (SNA 7) have been increasing rapidly in abundance in recent years, leading to the Minister's decision to increase the total allowable catch this year. This fishery now has a 50/50 split between recreational and commercial

fishers, recognising the importance of the fishery to both sectors.

Input from recreational fishers is important for making sound decisions, and we are increasingly using multi-sector collaborative forums (including recreational, customary and commercial interests). This shared engagement approach has been used to develop an action plan for the northern snapper (SNA 1) fishery. This plan will help ensure that the fishery can continue to support sustainable catches for all fishers while the stock continues to rebuild.

In areas where localised depletion of important recreational species can occur, such as the Marlborough Sounds, rebuild plans are in place or being developed using this collaborative approach. MPI is developing a Blue Cod National Plan to provide an overarching framework for management of this fishery, involving recreational fishers throughout the process.

MPI has established a Recreational Fishing Initiative, including a dedicated Recreational Fishing team, to strengthen communication and engagement with recreational fishers. The initiative has been in place since February 2016 and includes:

- increased engagement with recreational fishers by supporting the development of regional advisory groups and drop-in sessions;
- developing communication strategies to regularly inform recreational fishers directly on fisheries management issues (including through social media);
- regularly contributing articles on fishing for fishing publications.

The Recreational Fishing team works alongside the Southern Seabirds Solutions Trust to help promote its messages on seabird safety to a wider recreational fishing audience, and provide advice on recreational fishing and seabirds. The Trust's work directly complements MPI's work on improving seabird sustainability.

# Customary fishing

The rights and interests of tangata whenua are provided for under the Fisheries Act 1996 (Fisheries Act) and the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 (Settlement Act).

The Settlement Act requires the Minister to recognise and provide for non-commercial customary food gathering by Māori and the special relationship between tangata whenua and important customary food gathering areas.

The government has made, or is developing, regulations to give effect to these obligations.

These regulations provide for two types of activities:

- the management of the customary fishing activities by tangata whenua, usually through an

authorisation system that enables fishers to take fish for specified customary purposes if they have the approval of kaitiaki who have been appointed by tangata whenua;

- the ability to apply to have important customary fishing grounds set aside as mataitai reserves, where commercial fishing is prohibited and other fishing can be managed through bylaws that are proposed by tangata whenua and approved by the Minister.

To date, over 200 kaitiaki have been appointed by tangata whenua to manage customary food gathering.

The Minister has the ability to make other provisions to provide for customary fishing. These include the establishment of mataitai reserves

and taiapure, which are areas in which tangata whenua can undertake management of fisheries resources.

Forty-two mataitai reserves and 10 taiapure have been established.

In addition, commercial fishing has been prohibited in some areas of Stewart Island and Chatham Islands to provide for customary fishing.

Under the Fisheries Act, the Minister is required to recognise and provide for the input and participation of tangata whenua into a range of fisheries management processes, and to have particular regard to kaitiakitanga when making decisions.

Seven regional iwi fisheries forums have been established to provide for this input.



# Current fisheries management system

Our fisheries management system covers three fisheries sectors:

- recreational fisheries, which are managed within a recreational allowance using bag limits and minimum legal sizes and seasonal and spatial closures;
- customary fisheries, which are managed in accordance with authorisations issued by a kaitiaki of the tangata whenua in an area;
- commercial fisheries, which are generally managed using the Quota Management System.

## The Quota Management System

The QMS was introduced in 1986 and confirmed in the Fisheries Act 1996. There are now 123 species in the QMS, divided into 641 stocks (a stock is a species or group of species contained within a specific geographical area called a Quota Management Area, for management purposes). Of the 641 fish stocks currently in the system, 348 stocks are targeted for commercial fishing.

A Total Allowable Catch (or TAC) is set for most fish stocks. This is based on a scientific assessment of the amount of fish that can be sustainably harvested. Allowances are then made for customary, recreational and commercial fishers and for other mortality caused by fishing.

Commercial shares in each fish stock have been allocated as Individual Transferable Quota (ITQ) to quota owners. At the start of a fishing year, each quota owner receives a share of the Total Allowable Commercial Catch (TACC),

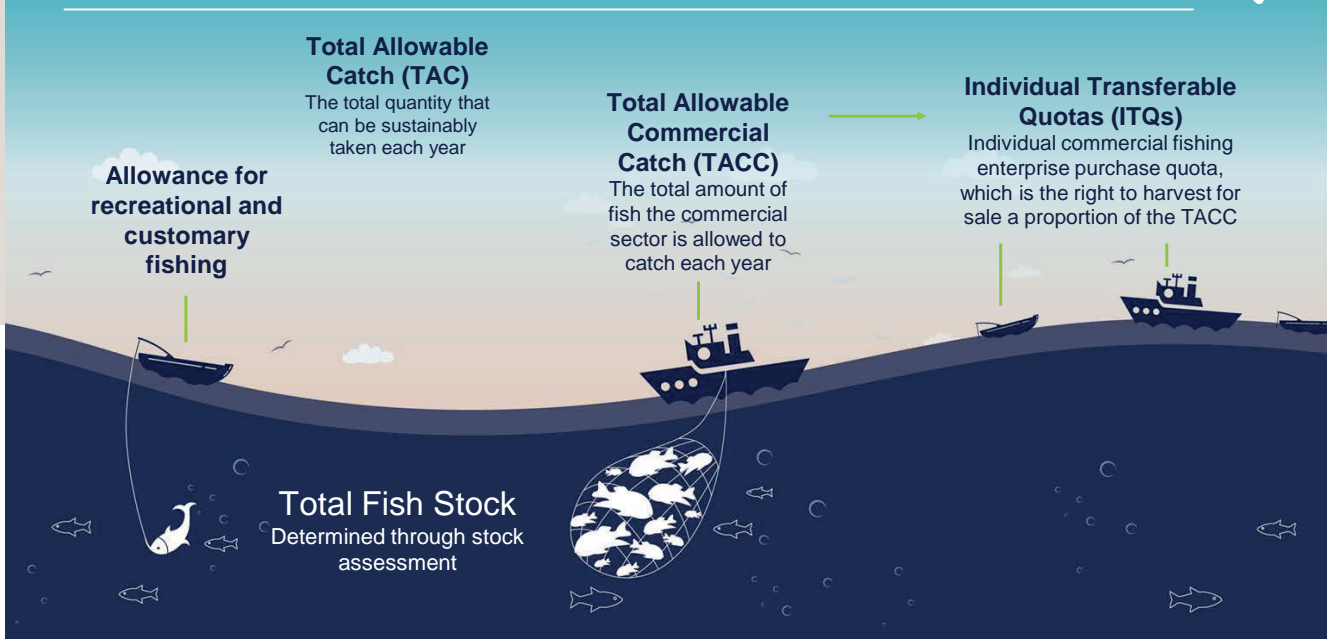
based on their ITQ, which becomes their Annual Catch Entitlement (ACE) for that year. Anyone with a commercial fishing permit may fish commercially, but all catch must be balanced against ACE held in advance or purchased by the fisher. Both ITQ and ACE can be traded.

## Treaty Settlement

The Treaty Settlement, which is closely linked to the QMS, has been enshrined in legislation through the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992 (the Settlement Act). It provides for iwi commercial interests in fisheries, through an allocation of ITQ in each fish stock. There is also a duty to provide 20 percent of shares in new stocks brought into the QMS to iwi.

The Treaty Settlement also provides a duty to make policies and regulations for customary food gathering and acknowledges the special relationship of tangata whenua with important fishing grounds. Tangata whenua are given the opportunity to input and participate in sustainability decisions. The Fisheries Act requires the Minister to provide for the input and participation of tangata whenua into the development of fisheries sustainability measures and to have particular regard to kaitiakitanga when making decisions. Subsequent consultation with Māori is also required on measures that have been developed with the input of tangata whenua. Decision-makers acting under the Fisheries Act must act consistently with the Settlement Act.

Figure 1: Simplified model of how fish stocks are managed



## OUR VISION

Abundant fisheries and a healthy aquatic environment that provide for all our people, now and in the future

# Summary

New Zealanders treasure the richness and diversity of our kaimoana. Fishing is a valued part of our lifestyle, economy and cultural heritage that we want our children and grandchildren to enjoy as we have. Our fisheries management system needs to balance the use of our kaimoana with the long-term viability of ecosystems.

Fishing plays an important role in the New Zealand economy and in our social fabric. Combined, recreational and commercial fishing contributes some 16 000 jobs and about \$4.2 billion in total economic activity (\$2.5 billion for commercial fisheries and \$1.7 billion for recreational<sup>1</sup>). We export seafood products worth \$1.8 billion to 122 countries, providing around 2 billion meals for consumers globally<sup>2</sup>.

Salt water fishing is a popular activity for many New Zealanders – around 700 000 people fish in the sea each year, spending around \$946 million. In 2014, over 100 000 tourists sought a fishing experience while they were in New Zealand and they contributed \$68 million to New Zealand's economy<sup>3</sup>.

Tangata whenua are inextricably linked to New Zealand's seas and fisheries by whakapapa and through the exercise of kaitiakitanga over marine resources. Uniquely, tangata whenua have interests in all fisheries sectors – customary, recreational and commercial. Tangata whenua are also partners with the Crown in managing customary non-commercial fisheries.

The 1992 Deed of Settlement and the Settlement Act have confirmed the rights and interests of tangata whenua in fisheries. Tangata whenua have a central role in the sustainable use of New Zealand's fisheries resources.

Fisheries management systems are complex by their nature. They must manage the use and the sustainability of fishing resources, while also balancing competing interests and views. For this reason, governments around the world often play the lead role in managing fisheries.

In New Zealand, Parliament has set the legislative framework and key management decisions are made by the Minister for Primary Industries and the Director-General of MPI.

Our fisheries management system is designed to allow fishers to take only the amount of fish that ensures that stocks are sustainable<sup>4</sup> and provides for catching fish in a way that minimises environmental impact (for example, through constraints on bottom trawling). We also have seabird protection measures, threat management plans and national plans of action for limiting fishing's impacts on endangered species like Hector's and Māui dolphins and sharks.

1 Derived from NZIER report to MPI *Economic impact of the seafood sector; an input-output and CGE assessment* and *New Zealand Marine Research Foundation report: Recreational Fishing in New Zealand: A Billion Dollar Industry* (2016).

2 Derived from MPI data, includes wild fisheries and aquaculture.

3 *New Zealand Marine Research Foundation report: Recreational Fishing in New Zealand: A Billion Dollar Industry* (2016).

4 Ensuring sustainability means maintaining the potential of fisheries resources to meet the reasonably foreseeable needs of future generations and avoiding, remedying or mitigating any adverse effects of fishing on the aquatic environment.

There are, however, meaningful issues we need to tackle to continue to have a world-leading system. Since early this year, MPI has been developing the Future of our Fisheries programme to ensure we have sustainable, shared fisheries now and in the future.

This programme incorporates three projects to improve fisheries information, create the opportunities to reset the system including to resolve discarding (such as the return of unwanted live or dead fish to the sea), and to ensure our fisheries management system meets future needs.

The projects are:

- **Fisheries Management System Review (Volume II):** this project considers fisheries information needs, decision-making and value-add opportunities. MPI has been exploring options to address discarding and improve the fisheries system's incentive structures, available information, and options to increase benefits from decision-making;
- **proposed regulatory change for the Integrated Electronic Monitoring and Reporting System (IEMRS) (Volume III):** this project outlines proposed regulatory options to implement electronic catch reporting, vessel location information and cameras on all of New Zealand's commercial fishing fleet;

- **proposed regulatory change for Enabling Innovative Trawl Technology (EITT) (Volume IV):** this project outlines proposed regulatory change options to implement trawling innovations that can improve fish stock sustainability, improve environmental performance and improve economic benefits.

The Future of our Fisheries programme is informed by MPI's engagement with tangata whenua, sector groups, key stakeholders and the wider public in late 2015 as part of a Fisheries Management System Review. It has also been informed by other major pieces of work already underway, such as the Sustainable Seas National Science Challenge, work on Marine Protected Areas encompassing Recreational Fishing Parks, and a first principles cost recovery review. Other matters informing the programme include the recent findings of the independent Heron Report<sup>5</sup>.

**The vision for the Future of our Fisheries programme is abundant fisheries and a healthy aquatic environment providing for all our people, now and in the future.**

A set of objectives and actions have been developed to support achieving this vision, as well as three strategic proposals and two regulatory change proposals.

The relationship between the vision and the proposed plan to achieve it are outlined in the following section.

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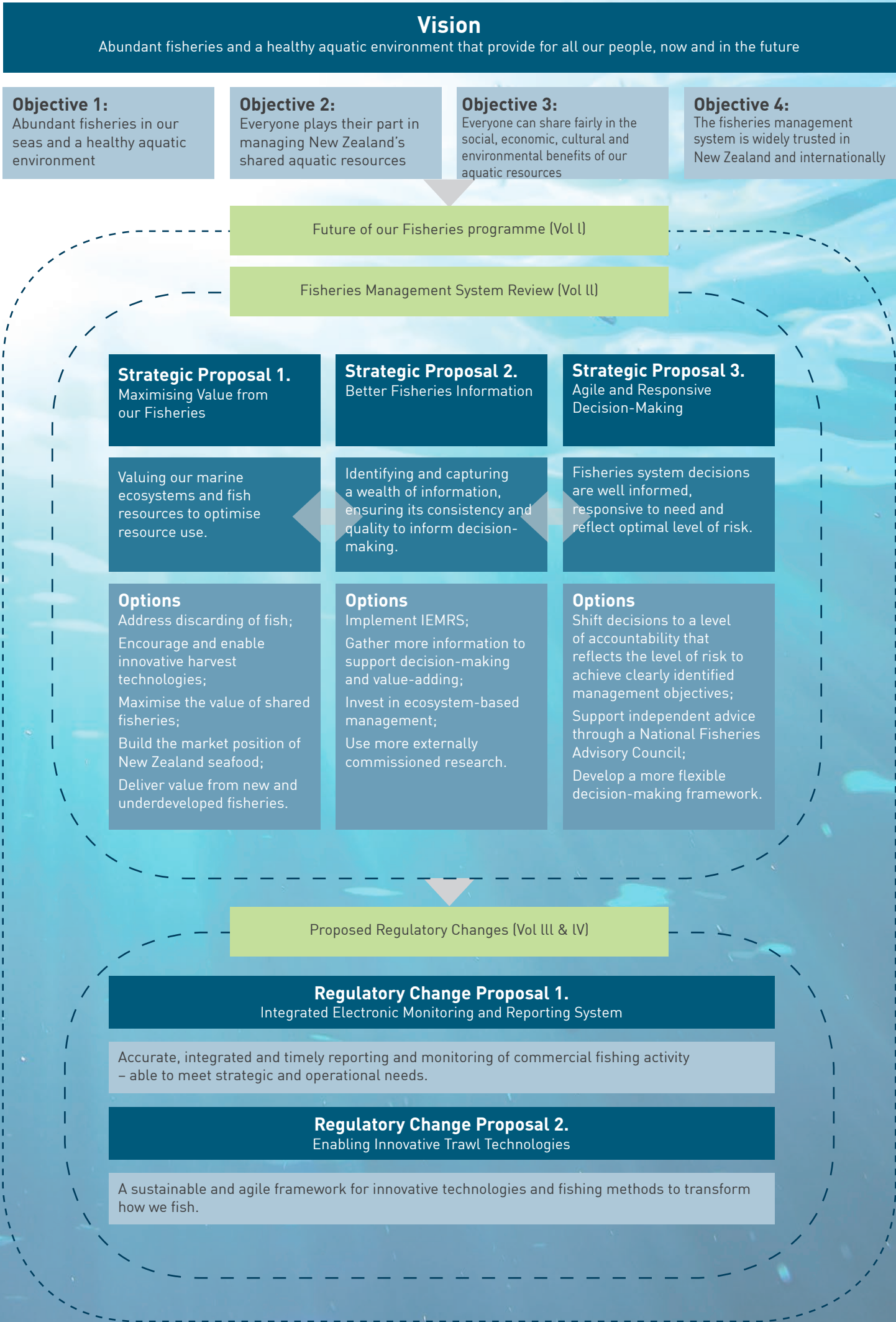
<sup>5</sup> The Heron report and MPI's response to it can be found at <http://www.mpi.govt.nz/protection-and-response/environment-and-natural-resources/sustainable-fisheries/independent-review-of-prosecution-decisions/>



# Part 2: Future of our Fisheries

**Figure 2: Future of our Fisheries proposal overview**

**Future of our Fisheries proposal overview**



# What will success look like in the future fisheries management system?

The model below illustrates the four high-level objectives to realise our vision. Below these sit the outcomes we are aiming to achieve if we reach each of our objectives.

**Figure 3: Vision, objectives and outcomes**

<b>Vision</b> Abundant fisheries and a healthy aquatic environment that provide for all our people, now and in the future			
<b>Objective 1:</b> Abundant fisheries in our seas and a healthy aquatic environment	<b>Objective 2:</b> Everyone plays their part in managing New Zealand's shared aquatic resources	<b>Objective 3:</b> Everyone can share fairly in the social, economic, cultural and environmental benefits of abundant fish in a healthy aquatic environment	<b>Objective 4:</b> The fisheries management system is widely trusted in New Zealand and internationally
<b>1.1</b> Fish stocks are managed for abundance	<b>2.1</b> All New Zealanders are aware of their obligations in supporting the system	<b>3.1</b> Everyone in New Zealand, now and into the future, has the opportunity to enjoy our fisheries	<b>4.1</b> Public confidence in the QMS is strong and evidence-based
<b>1.2</b> The fisheries management system supports wider ecosystem and environmental health	<b>2.2</b> Fishers and communities participate in the decisions that affect them	<b>3.2</b> Local communities flourish from the benefits fisheries provide	<b>4.2</b> Decisions are timely, risk-based, and supported by evidence and robust processes
<b>1.3</b> QMS incentivises fishers to value every fish and minimise waste	<b>2.3</b> Continued strong partnership and participation of Māori	<b>3.3</b> Businesses can innovate and grow value from the fisheries resources	<b>4.3</b> New Zealand continues to be recognised as an international leader in fisheries management
<b>1.4</b> Better information supports richer understanding of abundance, aquatic health and New Zealand's needs	<b>2.4</b> Quota holders have responsibilities and act on this basis	<b>3.4</b> Participation in fishing remains a strong part of New Zealand's identity and economy	<b>4.4</b> Consumers of New Zealand's fish value the sustainability of our fishery resources
	<b>2.5</b> The system makes it easy to comply and addresses compliance issues		
	<b>2.6</b> The system distributes its costs fairly		

## Strategic and regulatory change proposals for the Future of our Fisheries

Three strategic proposals and two regulatory change proposals have been identified to address the challenges facing the fisheries system.

The three strategic proposals (Volume II) represent significant enhancements to our fisheries management system. Investing in these areas would ensure that incentives within the fisheries management system better align so that fishing activities reduce unnecessary waste, maximum value is extracted from system information, and decisions reflect risk. With these changes, all users of our fisheries would be able to better manage challenges and take advantage of opportunities.

The two regulatory change proposals (Volumes III and IV) provide opportunities to use new and emerging technology and innovation to improve the future management of our fisheries.

Although there are relationships between the three strategic proposals and the two regulatory change proposals, they can be progressed individually or as a package. Some options will involve a greater degree of change than others and some will cost more, take longer to implement, or require more behaviour change from fishers.

It is important, therefore, that we hear the views of a wide range of people on these matters. Your views are key to informing how the final mix of options in this important programme are developed.

### Continuing the conversation

The following sections contain overviews of the three strategic proposals and two regulatory change proposals, including the rationale, the outcomes they aim to contribute to, the issues that need to be considered or addressed, and a number of options for how the future system could be improved.

Through the consultation period it is envisaged that tangata whenua, stakeholders and the general public may present other ideas or actions for consideration. We welcome your input.

### Establishing a Technical Advisory Group

Due to the wide-ranging changes proposed, a Technical Advisory Group (TAG) will be established to provide technical independent advice on the next steps of the Future of our Fisheries work programme.



# Fisheries management system review

The Minister for Primary Industries, Hon Nathan Guy, announced a review of the fisheries management system in August 2015, to be conducted on his behalf by MPI. The purpose of the fisheries review is to ensure the fisheries management system is future focused and able to provide for a sustainable fisheries resource for all of New Zealand.

In recognition of the foundations of the fisheries management system, the following elements have been considered out of scope for the review: the purpose of the Fisheries Act (to provide for the utilisation of fisheries resources while ensuring sustainability); the Crown's obligations under Treaty settlements and the rights and interests of tangata whenua, including customary management; the right to fish for recreation; and the key QMS tools, including the rights associated with ownership of quota.

Public engagement to support the review ran from October through to December 2015. It included 20 meetings with iwi and stakeholder groups, public drop-in sessions held in 11 towns and cities across the country and web-based explanatory material and an online tool for public comment.

The responses indicated that while the fisheries management system is inherently sound it can be improved in a number of areas. Specifically, we heard that:

- **There is broad support for the QMS:** in particular its role within the fisheries management system over the last 30 years. Although the support was strongest in the commercial sector, other sectors also confirmed the merits of the QMS approach. Some respondents, however, considered that the QMS may limit more collaborative and effective management.
- **There is scope for improvement:** within the fisheries system, the proposed improvements were generally in two areas: strengthening regulatory and incentive structures and developing a broader approach, such as broader ecosystem considerations, to meet future sector needs.

Following engagement, MPI has been analysing this information and reviewing our fisheries management tools and incentive structures. The responses indicated that while the fisheries management system is fundamentally sound, it can be improved in a number of areas. They are:

- strengthening incentives (for example, incentives to reduce discarding);
- enhanced management frameworks (for example, finer geographic scale and ecosystem-based fisheries management);
- greater focus on building and maintaining abundance which means, potentially, managing some fish stocks above current sustainability levels;
- cost of managing the fisheries system and how this would be paid for;
- protection of the marine environment (managing the environmental impact of fishing and the broader ecosystem);
- greater involvement of local communities;
- minimising waste such as discarding;
- increased shared responsibilities (greater involvement of users in decisions that affect them).

Since the review began, there have been a number of developments including the Heron report; the Sustainable Seas National Science Challenge (Box 1); Marine Protected Areas reform including Recreational Fishing Parks; and a first principles cost recovery review for all primary industries including the commercial fishing sector. All of these developments are reflected in this review.

As part of the review, we have also identified opportunities to capitalise on new and emerging technologies to improve our fisheries. One opportunity is to obtain faster and more accurate information by using real-time electronic reporting and bringing into operation cameras on commercial fishing vessels. Another is to adapt our regulatory system to enable innovations and new technologies to come into operation with a view to getting the most value from every fish landed and to minimise waste.

“The purpose of the fisheries review is to ensure the fisheries management system is future focused, and able to provide for a sustainable fisheries resource for all of New Zealand”



## BOX 1: Sustainable Seas – Ko ngā moana whakauka

The Sustainable Seas National Science Challenge was launched as part of the Government's National Science Challenges in 2014. The National Institute of Water and Atmospheric Research (NIWA) hosts the Challenge, which is set out for 10 years with up to \$71.1 million funding.

The Challenge has the long-term aim of enhancing the use of New Zealand's marine resources, while ensuring that our marine environment is understood, cared for, and used wisely for the benefit of all, now and in the future. At the core of the Challenge is ecosystem-based management, which recognises interactions within ecosystems and with humans, and balances the use and conservation of resources.

The Challenge consists of five programmes, each with several projects that look at ecosystem-

based management from different angles:

- **Our Seas** aims to develop ways to include everyone and ensure those ways lead to more effective decisions using ecosystem-based management;
- **Valuable Seas** looks to develop ways to include social, environmental, spiritual and cultural values of New Zealand's marine ecosystems, as well as economic values, in decision-making and identifying ways to add value to the marine economy;
- **Tangaroa** seeks to develop innovation that enable Māori to participate as partners and leaders in marine management and decision-making, and provide for tikanga approaches while supporting economic growth;
- **Dynamic Seas** looks to research how ecosystems work and provide the science for effective ecosystem-based management;
- **Managed Seas** aims to deliver tools that use the knowledge generated by the Challenge to enable ecosystem-based management.

MPI has been involved in the Challenge from the start, contributing to the development of its programmes and projects, and is currently Chairing the Stakeholder Panel to ensure the science and research is applicable to fisheries management. MPI will continue to engage extensively at governance and technical levels to assist the Challenge to develop information and tools appropriate for fisheries management decision-making.

The responses we received and these additional factors led to the three strategic proposals for the *Future of our Fisheries* programme. These are:

- **Maximising Value from our Fisheries:** this proposal outlines options for valuing our marine ecosystems and fish resources to optimise sustainable resource use.
- **Better Fisheries Information:** this proposal outlines options for identifying and capturing more information in near-real time and ensuring consistency.
- **Agile and Responsive Decision-Making:** this proposal outlines options for ensuring fisheries system decisions are well informed, responsive to need, and reflect risk.

There are also two related regulatory change proposals. These are specific change initiatives that sit within a specific strategic proposal and underpin the delivery of all three strategic proposals. These are:

- **Integrated Electronic Monitoring and Reporting System (IEMRS):** this proposal outlines options to implement accurate, integrated and timely reporting and monitoring of commercial fishing activity. IEMRS sits under the Better Fisheries Information proposal.



- **Enabling Innovative Trawl Technology (EITT):** this proposal outlines options to implement trawling innovations that can improve fish stock sustainability, improve environmental performance and improve economic benefits. EITT sits under the Maximising Value from our Fisheries proposal.



# Strategic proposal 1: Maximising value from our fisheries

HARD HAT AREA

New Zealand's aquatic ecosystems and fisheries resources must be valued and respected to ensure they are available for our future generations. There are still occurrences where individuals do not comply with their obligations, affecting the value of our fisheries for everyone. MPI has analysed the tools and incentive structures within the Fisheries Act and corresponding regulations. Several changes have been identified that can reduce unnecessary waste of fish (discards) and grow the value of our fisheries.

Outcomes (Figure 3) for this strategic proposal are:

- fish stocks are managed for abundance (1.1);
- QMS incentivises fishers to value every fish and minimise waste (1.3);
- all New Zealanders are aware of their obligations in supporting the system (2.1);
- quota holders have responsibilities and act on this basis (2.4);
- the system makes it easy to comply and addresses compliance issues (2.5);
- businesses can innovate and grow value from the fisheries resources (3.3);
- participation in fishing remains a strong part of New Zealand's identity and economy (3.4);
- consumers of New Zealand's fish value the sustainability of our fishery resources (4.4).

Five options have been identified. Each option is designed to be able to be implemented either individually, in any combination or as a package. The options are:

- address discarding of fish;
- encourage and enable innovative harvest technologies (see Regulatory Change Proposal 2 and Volume IV);
- maximise the value of shared fisheries;
- build the market position of New Zealand seafood;
- deliver value from new or underdeveloped fisheries.

## Option 1: Address discarding of fish

Any waste of fish represents lost value to all participants and the wider marine ecosystem. In particular, reducing discarding<sup>6</sup> of small, damaged or otherwise unwanted fish is a priority for maximising value.

The fisheries management system has a combination of controls, incentives and rules to manage discards. A discussion of each of these controls is contained in Volume II. Proposed approaches include:

- allow minimal discarding;
- allow approved release of live fish if they are likely to survive;
- allow approved release of live fish if they are likely to survive and approved discarding of dead fish of low commercial value.

In addition to regulatory controls to manage discards, economic incentives on both commercial fishers and quota owners are critically important to changing fishing behaviour.

The QMS is an effective management system for our commercial fisheries. What this option outlines is a fine tuning of the system to incentivise commercial fishers to not discard, and if they do, to appropriately penalise the individuals or companies. Key to this is that both fishers and quota holders understand and operate to their obligations.

## Option 2: Encourage and enable innovative harvest technologies

Seafood markets traditionally exhibit strong consumer preferences for particular species, size and condition of fish. To optimise the value of their landed catch, fishers would ideally land catch that meets consumer preferences. This has proved challenging for fishers using conventional trawl gear, which can take unwanted bycatch or damage high-value fish.

In the future, innovation in fishing technology needs to be encouraged to allow fishers to enhance opportunities for increased value throughout the seafood supply chain. There are several, such as Precision Seafood Harvesting, whereby commercial fishers develop and test new technology for harvesting fish that selectively retains fish of an optimal size and reduces damage to catch when it is brought on board the fishing vessel. To facilitate the commercial use and uptake of new technologies, the existing commercial fishing regulations need to be amended.

Proposed regulatory reforms required to enable the adoption of new trawl systems and encourage development of other innovative trawl technology are discussed in Regulatory Change Proposal 2 and Volume IV.

<sup>6</sup> Discarding means the return of fish, live or dead, to the sea. Currently some discarding is mandatory, some is permitted and some is prohibited.

### Option 3:

#### Maximise the value of our shared fisheries

Managing shared fisheries<sup>7</sup> to maximise their overall value (both current and future), and addressing differing (and sometimes conflicting) aspirations for how a fishery should be managed, is a challenge. Approaches to meeting this challenge include increasing the abundance of shared fish stocks and better recognition of recreational value when Total Allowable Catches (TACs) are allocated.

As stocks become more abundant, catch rates for all fishers improve. For this reason, maintaining fish stocks at higher abundance is a theme of interest from recreational fishers and communities in particular. By managing for higher abundance we can potentially increase the benefit from our fisheries resources. Some examples of those benefits include:

- reduced fishing costs relative to fishing revenues (maximising profits per fish);
- improving the functional role of fish stocks in marine ecosystems;
- bolstered resilience to environmental shocks such as climate change.

Managing for abundance is likely to reduce the catch for some stocks as an investment in increasing the value of New Zealand's fisheries in the long term.

The process of allocating a TAC for a shared fish stock provides an important opportunity to maximise value across all sectors: customary, recreational and commercial.

Where the TAC for a shared fishery is increased after it has been built to higher abundance, allocation is often made on the basis of the proportion of the TAC that each sector currently holds. In the future, however, for some shared fish stocks we see an increasing recognition of the contribution recreational fishing generates towards maximising resource value (for example the snapper fishery in the Hauraki Gulf).

### Option 4:

#### Build the market position of New Zealand seafood

Strengthening our fisheries management system provides an important opportunity to enhance confidence in our seafood sector, and to build the market position of New Zealand seafood products.

In the future, MPI's ability to verify the performance of New Zealand's fisheries against environmental and sustainability objectives could be improved through initiatives such as IEMRS. This would give the government an opportunity to provide consumers with an assurance that fish are sourced from a sustainable and environmentally responsible fishery.

A range of seafood assurance frameworks are used internationally, such as the Marine Stewardship Council (MSC)<sup>8</sup>. These provide assurances to consumers through certification of a fishery's performance. Some of New Zealand's largest offshore fisheries have already achieved MSC certification (including fisheries for albacore tuna, hoki and southern blue whiting).

Some form of New Zealand government certification in addition to that required by other governments (such as food safety requirements) may enable more of our fisheries to build their profile in key export markets.

### Option 5:

#### Deliver value from new and underdeveloped fisheries

Assessing the commercial potential of new fish stocks, or those that may be able to sustain a higher rate of harvest, is an economically uncertain endeavour. There are currently few incentives for private investment in the research needed to develop these fisheries.

Fish stocks are managed to ensure stock sustainability. Where the ability of a stock to support catches is uncertain, a precautionary approach is taken, and catch limits are set at low levels. While many of the fish stocks for which there is limited information receive little attention from fishers, there are situations where better information could improve the opportunity to develop targeted fisheries and secure more value.

A range of approaches is possible to improve how we gather and use information, including risk-based assessments, developing new biological indicators of stock status, or using particular species as indicators of the status of mixed-species fisheries. Some of these approaches are being trialled by fishery managers overseas, and inform our fisheries management system like low-information stock programmes and adaptive management plans.

The government currently uses a competitive tender process to allocate quota holdings for most fish stocks introduced to the QMS. This ensures that the Crown obtains market value for quota, but reduces the incentive for potential investors to develop new fisheries, because they have to compete with other investors tendering for the available quota. Individual quota owners have little incentive to privately fund stock assessment research, in an effort to secure an increase in the catch limit for a stock, because the benefits of that increase would be shared by all quota holders, irrespective of whether they had contributed to the cost of the research.

To collect information on potential new fisheries, there may be a need for the government to stimulate research, either by direct funding or by reflecting private research efforts in subsequent quota allocations.

<sup>7</sup> Shared fisheries are fisheries of interest to customary, recreational and commercial fishers.

<sup>8</sup> The Marine Stewardship Council is a global non-profit organisation that has developed an environmental standard for the assessment of fisheries. It also provides third-party verification of fisheries performance relative to this standard, and has developed an ecolabel that is only available to companies that have met this standard.



# Strategic proposal 2: Better Fisheries Information

To achieve its long-term vision, MPI and other government and non-government organisations involved in aspects of fisheries management and marine conservation, require information that is timely and relevant. The better the information, the better the management decisions should be. As we collect more data, its use can become more varied, and more valuable to more people.

Already data is collected from fishers, licenced fish receivers and quota holders. The potential uses for this data are expected to grow rapidly. Better information enables all users and communities to make better informed decisions about how they realise value from the marine environment.

Outcomes (Figure 3) for this strategic proposal are:

- the fisheries management system supports wider ecosystem and environmental health (1.2);
- QMS incentivises fishers to value every fish and minimise waste (1.3);
- better information supports richer understanding of abundance, aquatic health, and New Zealand's needs (1.4);
- fishers and communities participate in the decisions that affect them (2.2);
- continued strong partnership and participation of Māori (2.3);
- the system distributes its costs fairly (2.6);
- everyone in New Zealand, now and into the future, has the opportunity to enjoy our fisheries (3.1);
- local communities flourish from the benefits fisheries provide (3.2);
- public confidence in the QMS is strong and evidence-based (4.1);
- New Zealand continues to be recognised as an international leader in fisheries management (4.3).

To achieve these outcomes, four options have been developed.

The options can be implemented individually, in any combination or as a package. The options are:

- implement IEMRS (see Regulatory Change Proposal 1 and Volume III);
- gather more information to support decision-making and value adding;
- invest in ecosystem-based management;
- use more externally commissioned research.

## Option 1: Implement Integrated Electronic Monitoring and Reporting System (IEMRS)

Electronic monitoring and reporting represents a step change in collecting better information for managing the fisheries system. The introduction of IEMRS enables the resolution of key fisheries management issues that depend on robust commercial fishing information, for example:

- reducing waste in fisheries by monitoring discarding activities of fishers;
- managing the environmental impacts of fishing including protected species bycatch;
- supporting fish stock management, including setting catch limits;
- supporting effective and efficient compliance interventions;
- restoring public confidence in fisheries through improved information-based management decisions.

IEMRS is a comprehensive new system that requires regulatory amendment and upgraded data management infrastructure, alongside industry investment and adoption. For these reasons, its implementation is proposed in phases, with electronic reporting and automated geospatial position reporting implemented from October 2017, and electronic monitoring using cameras commencing from October 2018.

MPI proposes that industry will directly purchase the equipment required. MPI will set all technology standards and specifications, installation standards, and will ensure that any contracted services are subject to usual government procurement requirements, including any conflicts of interest, real or perceived.

Through this consultation process, specific regulatory change to require vessels to carry the equipment necessary for electronic reporting and monitoring is needed. Further detail on IEMRS and the proposed regulatory changes to enable its introduction are provided in Volume III.



## Option 2:

### Gather more information to support decision-making and value-adding

Collecting better socioeconomic data and fishing information at a finer geographic scale would support both decision-making and value-adding.

Timely socioeconomic and financial information is critical to ensure that incentives within the fisheries management system are set and operate effectively. Yet some data is still not reported.

For example, ensuring that quota and ACE move to the most efficient operators who can obtain the most value from fisheries resources is difficult because there is no requirement for commercial participants to report accurate price information. Similarly, landing price plays a role in setting appropriate financial incentives for fishers to balance catch with their entitlements, but is not reported to MPI.

Fisheries management also could benefit from the collection of better information from customary and recreational fishers, enabling better understanding of fish stocks at the finer geographic scales of interest to most non-commercial fishers.

Information collection at a finer geographic scale could increase fisheries management costs. For this reason, we need to understand what sector participants think about these issues. This includes what information can be used in management on this scale (Box 2), how non-commercial and non-extractive values should be identified and factored into management decisions, and how sector stakeholders could contribute to the additional costs.

## Option 3:

### Invest in ecosystem-based management

MPI manages fish stocks and the impacts of fishing on the wider ecosystem. This includes putting regulations in place to minimise capture of protected species such as dolphins and seabirds, or to close areas to bottom-impacting fishing methods to protect seabed habitats.

MPI manages important forage species, such as anchovy, with lower TACs, to ensure they can continue playing their role in the food chain.

Increasingly, both local communities and end consumers are interested in higher levels of habitat protection, ecosystem resilience and managing for higher fish abundance. Although the Fisheries Act provides for this, the settings could be refined to better meet international best practices, such as ecosystem-based fisheries management (EBFM).

New Zealand has committed to moving towards EBFM by 2020, as one of its targets under the Convention on Biological Diversity<sup>9</sup>. EBFM considers fisheries management in the broader context of the ecosystem and aligns with management principles being investigated under the Sustainable Seas National Science Challenge.

EBFM will enable MPI to better meet the increasing global expectations around sustainability (for example through the requirements of fisheries eco-certification) and provide a framework for MPI to incorporate the risks and opportunities from pressures such as climate change.

EBFM requires more and different information than traditional fish stock management. This must be considered when assessing the optimal level of management, and how sectors can contribute to these additional costs if EBFM is implemented.

## Option 4:

### Use more externally commissioned research

MPI has a well-established and internationally recognised science process. MPI does not conduct its own research, but follows objective evaluation criteria for finding the most appropriate research provider for the research it commissions. MPI's science process is then used to review the planning and design stages, as well as the results of any research MPI commissions. This system includes technical working groups and plenary reviews, and assesses fisheries research and information against principles specified in the Research and Science Information Standard for New Zealand Fisheries (RSIS).

However, information to manage fisheries comes from a variety of sources. External groups such as other government departments, recreational fishing groups, fishing companies, universities or other research institutes can conduct or commission research studies into fisheries issues. MPI welcomes this research, and recognises that externally commissioned research can enhance the quality of fisheries management decisions.

To increase the use of externally commissioned studies, research priorities could be identified jointly by MPI and any interested groups. External groups should be encouraged to undertake research that contributes to meeting research priorities.

MPI considers that any externally commissioned research used to inform decision-makers must be done to at least the same standard that is applied to MPI-commissioned research. All research results would be made publicly available.

9 New Zealand Biodiversity Action Plan: <http://www.doc.govt.nz/Documents/conservation/new-zealand-biodiversity-action-plan-2016-2020.pdf>



## BOX 2: Local fisheries knowledge led to the development of the Kaikōura Marine Area

Te Korowai o Te Tai o Marokura (Te Korowai) is a group comprising Kaikōura iwi and community representatives, and was established to provide local leadership on the management of the marine environment of the Kaikōura coast.

In developing the Kaikōura Marine Strategy, Te Korowai relied heavily on traditional and local knowledge of the health of Kaikōura's marine environment and the state of the fisheries resources it supports. The sharing of this information is important for finer-scale management.

This involves development of a local consensus that manages access to fisheries resources by all sectors of the fishing public (customary, recreational and commercial fishers).

Te Korowai's vision for Kaikōura's fisheries emphasises local management of the marine ecosystem to ensure that an abundance of fish is available for present and future generations.

For more information, see:  
Kaikōura Fishing Rules:

**<https://www.mpi.govt.nz/travel-and-recreation/fishing/fishing-rules/kaikoura-area-fishing-rules/>**





# Strategic proposal 3:

Agile and responsive decision-making

Management of the fisheries system requires frequent and technical decisions to ensure fish stocks are managed sustainably, based on the best available evidence.

Keeping decision-makers well informed will become increasingly challenging as more information becomes available and is delivered faster and at a finer geographic scale. MPI considers that the flexibility provided for in the Fisheries Act could be better used as the fisheries system and its information sources change. Options to improve decision-making address not only who makes a decision, but also how a decision is made.

Key outcomes (Figure 3) for this strategic proposal are:

- all New Zealanders are aware of their obligations in supporting the system (2.1);
- fishers and communities participate in the decisions that affect them (2.2);
- continued strong partnership and participation of Māori (2.3);
- quota holders have responsibilities and act on that basis (2.4);
- public confidence in the QMS is strong and evidence-based (4.1);
- decisions are timely, risk-based supported by evidence and robust processes (4.2);
- New Zealand continues to be recognised as an international leader in fisheries management (4.3).

To achieve these outcomes, three options have been developed. Each option is designed to be able to be implemented either individually, in any combination or as a package. The options are:

- shift decisions to a level of accountability that reflects the level of risk to achieve clearly identified management objectives;
- support independent advice through a National Fisheries Advisory Council;
- develop a more flexible decision-making framework.

Under all options, the Crown will continue to meet its commitments to Māori, including the requirement for decision-makers to act consistently with the Settlement Act and provide for input and participation of tangata whenua in fisheries management processes.

## Option 1:

Shift decisions to a level of accountability that reflects the level of risk to achieve clearly identified management objectives

The Fisheries Act allows for some decisions to be shifted from the Minister to a delegated decision-making level (for example, the Director-General of MPI). Examples of decisions that could be delegated range from setting some TACs, technical measures, and appointing recommended kaitiaki. Decisions relating to allocations within shared fisheries and the establishment of marine protected areas, would remain with the Minister.

To operate effectively and maintain the confidence of all those involved in our fisheries and the general public, greater delegation of decisions would require a framework that reflects and manages the risk of decisions in achieving fisheries objectives.

Shifting more fisheries management decision-making to other levels requires:

- development of formal management objectives with clear accountabilities and performance measures;
- a mechanism to address how delegated decisions are reviewed;
- a pathway for decisions to shift back to the Minister if required.

Options to improve decision-making address not only who makes a decision, but also how a decision is made



## Option 2:

### Support independent advice through a National Fisheries Advisory Council

All sectors of the fishing and non-fishing public have an interest in how our fisheries are managed. The performance of our fisheries could be improved by harnessing collective knowledge and capability to inform decision-making.

Under Part 15 of the Fisheries Act, the Minister may establish a National Fisheries Advisory Council. Establishing a National Fisheries Advisory Council would allow decision-makers to get independent advice on a range of issues such as setting TACs and other sustainability measures, and setting priorities and standards for research.

A National Fisheries Advisory Council could provide advice better reflecting community, tangata whenua and stakeholder aspirations for fisheries. It would not replace or lessen the input and participation of tangata whenua and the requirement for decision-makers to act consistently with the Settlement Act.

## Option 3:

### Develop a more flexible decision-making framework

A more flexible and responsive decision-making framework could improve the efficiency of decision-making, for example by better using the information generated by IEMRS and by responding more quickly to localised changes. Introducing more flexibility would require us to consider not only who makes a decision, but also how that decision is made and the scales at which fisheries are managed. This could include:

- the type of consultation undertaken – for example targeted consultation for issues that are locally discrete or that only affect a few users;
- the ways in which groups can best work together to make binding collective decisions that recognise the trade-offs between groups to achieve fisheries management objectives;
- the possibility of multi-year decision-making on measures such as TACCs, spreading ACE across various spatial scales, or increasing the minimum harvest size incrementally over a number of years for fisheries;
- the role of standards and decision rules in delivering a more flexible and responsive framework.



A photograph of a pilot in a cockpit, viewed from the side. The pilot is looking at several large electronic displays. The top of the cockpit features a panel with various instruments, including two small green screens and several analog gauges. The main display area consists of multiple large screens showing colorful data, including what appears to be a radar or weather display with red and blue areas. The pilot is holding a small device in his right hand and has his left hand on the control panel. The background shows a view of the sky and a runway.

# Regulatory change proposal 1:

Integrated  
Electronic  
Monitoring and  
Reporting System

This Regulatory Change Proposal underpins all three Strategic Proposals, which depend on good timely information to be most effective. The purpose of IEMRS is to provide accurate, integrated and timely reporting and monitoring data on commercial fishing activity (in particular, total removals of target and non-target species from fisheries, and associated catch rates) to inform decisions of fisheries managers in government and the commercial sector. Further detail and consultation on regulatory changes required to implement the proposed system is contained in Volume III.

Under IEMRS, MPI proposes that all permit holders will be required to:

- complete event-based electronic catch reporting in near-real time (electronic reporting – ER);
- provide automated geospatial position reporting (GPR) of the locations of fishing events (this will include some land-based operations, for example, eel fishing);
- operate automated cameras (electronic monitoring – EM) on fishing vessels.

Outcomes (Figure 3) for this regulatory proposal are:

- better information supports richer understanding of abundance, aquatic health and New Zealand's needs (1.4);
- all New Zealanders are aware of their obligations in supporting the system (2.1);
- the system makes it easy to comply and addresses compliance issues (2.5);
- local communities flourish from the benefits fisheries provide (3.2);
- businesses can innovate and grow value from the fisheries resources (3.3);
- public confidence in the QMS is strong and evidence-based (4.1);
- decisions are timely, risk-based, and supported by evidence and robust processes (4.2);
- New Zealand continues to be recognised as an international leader in fisheries management (4.3).

To achieve these outcomes, three options have been considered. These focus on the components of the future reporting and monitoring system and the timing of its introduction. The options are:

- maintain current state;
- electronic reporting and automated geospatial position reporting by all commercial fishing permit holders from 1 October 2017;
- electronic reporting and geospatial position reporting for all permit holders from 1 October 2017 and introduction of electronic monitoring in stages from 1 October 2018 (MPI's preferred option).

## Option 1: Maintain current state

The performance of the system depends on the depth and quality of information that is available. This option does not increase or enhance the information available to decision-makers. The current patchwork situation would continue with the system operating with:

- most catch-effort reporting being paper based;
- some mandatory geospatial position reporting;
- voluntary electronic reporting and voluntary electronic monitoring from a minority of the fleet;
- observer coverage on a portion of the fleet.

In managing the system, this option would mean progress would be constrained by limited information to resolve key management issues (for example, discards), with a risk of undermining the public's confidence in New Zealand's fisheries management system in the event of non-compliance of commercial fishers with their obligations under the Fisheries Act.

“The purpose of IEMRS is to provide accurate, integrated and timely reporting and monitoring data on commercial fishing activity”



### Option 2:

Electronic reporting and automated geospatial position reporting by all commercial fishing permit holders from 1 October 2017

Electronic reporting and geospatial position reporting for all permit holders would enhance the base of existing information. The investment would provide:

- more accurate estimates of catch in near-real time;
- more efficient reporting;
- reduced costs from doing away with paper-based reporting;
- enhanced “dashboards” summarising catch information;
- event-based reporting rather than just time-based;
- near-real time vessel-based reporting.

This option is a step forward on the current system, and the enhancements will provide for better information. However, the lack of any electronic monitoring component (as proposed in Option 3) would mean some urgent fisheries management issues could not be effectively addressed. Most notably, verification of fisher reports would remain constrained. This would make it difficult to transparently demonstrate to the public that the current issues have been addressed. As a result, public confidence in fisheries may not be improved.

### Option 3:

Electronic reporting and geospatial position reporting for all commercial permit holders from 1 October 2017, and a staged introduction of electronic monitoring on commercial fishing vessels from 1 October 2018 (MPI’s preferred option)

This option includes the electronic monitoring component. This component would be staged to allow the market time to supply the required equipment, such as cameras. The inclusion of electronic monitoring would require the creation of new regulations under the Fisheries Act to make the installation of cameras compulsory. The benefits of this option build on those under Option 2. The additional benefits include:

- a clear deterrent for illegal discarding;
- more accurate estimates of catch limits;
- more accurate estimates of protected species bycatch;
- evidence for fishery certification and social licence – proof fishers are meeting their obligations;
- greater operator accountability (from direct monitoring).

MPI proposes that industry will directly purchase the equipment required. MPI will set all technology standards and specifications, installation standards, and will ensure that any contracted services are subject to usual government procurement requirements, addressing any conflicts of interest, real or perceived.

While there are international and domestic precedents for electronic monitoring and electronic reporting, this IEMRS option is broad in scale and is an ambitious undertaking. We recognise that MPI would need to work closely with the commercial sector and other stakeholders throughout the roll-out.



# Regulatory change proposal 2: Enabling Innovative Trawl Technologies

The proposal is to amend regulations relating to trawl net restrictions to create a regime that enables the use of innovative trawl technologies. Primary factors driving innovation include reducing the bycatch of undersized fish, reducing the quantity of unwanted fish, and enabling fishers to derive maximum benefit from their catch by improving catch quality.

Existing commercial fishing regulations relating to the use of trawl nets are prescriptive. This means that they prevent the commercial use of innovative trawl technologies that breach the current regulatory requirements for trawl nets.

Although existing regulations provide the benchmark, there is room for improvement for gear performance. An amended regime is needed that is responsive to ongoing changes in technology without compromising the enforceability, effectiveness, and intent of the current regime (that is, limiting the impact of trawl nets on fish, other aquatic life, and the seabed).

MPI's outcomes (Figure 3) for this regulatory proposal are:

- QMS incentivises fishers to value every fish and minimise waste (1.3);
- local communities flourish from the benefits fisheries provide (3.2);
- businesses can innovate and grow value from the fisheries resources (3.3).

To achieve these outcomes, four options have been considered. Each option provides different pathways to allow the use of new trawling technologies.

The options are:

- maintain current regulations and do not consider use of non-regulatory provisions (current state);
- maintain current regulations and consider use of non-regulatory provisions;
- amend existing regulations to enable the commercial use of approved, innovative trawl gear (MPI's preferred option);
- amend regulations to deregulate the use of trawl gear.

### Option 1:

Maintain current regulations but do not consider use of non-regulatory provisions (current state)

Under this option, the Government would not make any changes to the fisheries regulations. Additionally, MPI would not consider the available non-regulatory options available that could potentially be used to facilitate use of innovative trawl technologies.

Innovative trawl gear that did not comply with existing regulations would not be permitted for commercial use.

This option would not contribute to the objectives relating to adding value, developing criteria for assessment, or providing for flexibility. It would not encourage or support innovation and allow commercial use of new technologies.

“ ... limiting the impact of trawl nets on fish, other aquatic life, protected species and the seabed ”





### **Option 2:**

Maintain current regulations and consider use of non-regulatory provisions

Under this option, the Government would not make any changes to the fisheries regulations. Innovative trawl gear that did not comply with existing regulations would only be permitted for commercial use if some way of fitting its use within an existing provision could be found.

MPI has considered the available non-regulatory provisions that could enable use of innovative trawl gear. Provisions include voluntary measures, the fishing permit regime and extending the use of special permits.

As with Option 1, this option would not achieve the objectives that relate to adding value, developing criteria for assessment or providing for flexibility and would not encourage or support innovation and allow commercial use of new technologies.

### **Option 3:**

Amend existing regulations (MPI's preferred option)

Amendments to existing regulations would provide a framework for assessing new technologies against currently regulated trawl gear. The existing prescriptive regulations would remain while the regulatory amendment would be more performance-based. The Director-General would assess innovations and be able to approve new innovative trawl technologies for commercial use.

This option would contribute to all objectives. It would address the problem definition by providing a more enabling environment for the commercial use of approved, innovative trawl gear. Evidence of investment in new trawl technologies, (for example, Precision Seafood Harvesting and a series of trawl products under development by independent innovators) highlights the need to address this problem now.

Enabling the use of innovative trawl technologies would provide the opportunity for New Zealand to be at the forefront of international trends in gear development and use.

### **Option 4:**

Amend regulations to deregulate the use of trawl gear

This option would see the removal of the existing regulations governing trawl gear (see, for example, regulation 71 (Trawl Net Restrictions) of the Fisheries (Commercial Fishing) Regulations 2001) and amendments to the definition of "trawling" and "trawl net" as contained in those regulations.

This option would contribute to the objectives that relate to adding value and providing for flexibility. It would not, however, contribute to the objectives relating to achieving the intent of the current regime and developing criteria. It may also not contribute to the objective regarding sustainable use of fisheries resources.

MPI does not favour deregulation as a practical option at this time. With the proposed introduction of other measures, such as electronic monitoring on fishing vessels, the arguments for maintaining trawl net restrictions may gradually lessen over time. There may be a case for considering this option if and when these measures are phased in across the fishing fleet.

# Part 3: What happens next?

## Having your say

Public consultation meetings, hui and workshops on proposals for the Future of our Fisheries will take place in November and December 2016.

The meetings and hui are an opportunity to hear more about the proposals in this consultation document and supporting technical documents. Importantly, they also provide an opportunity for you to put your views forward. The feedback from the meetings and hui will be captured and analysed along with formal submissions.

## Your feedback

Anyone who wishes to make a written submission on the Future of our Fisheries proposals can:

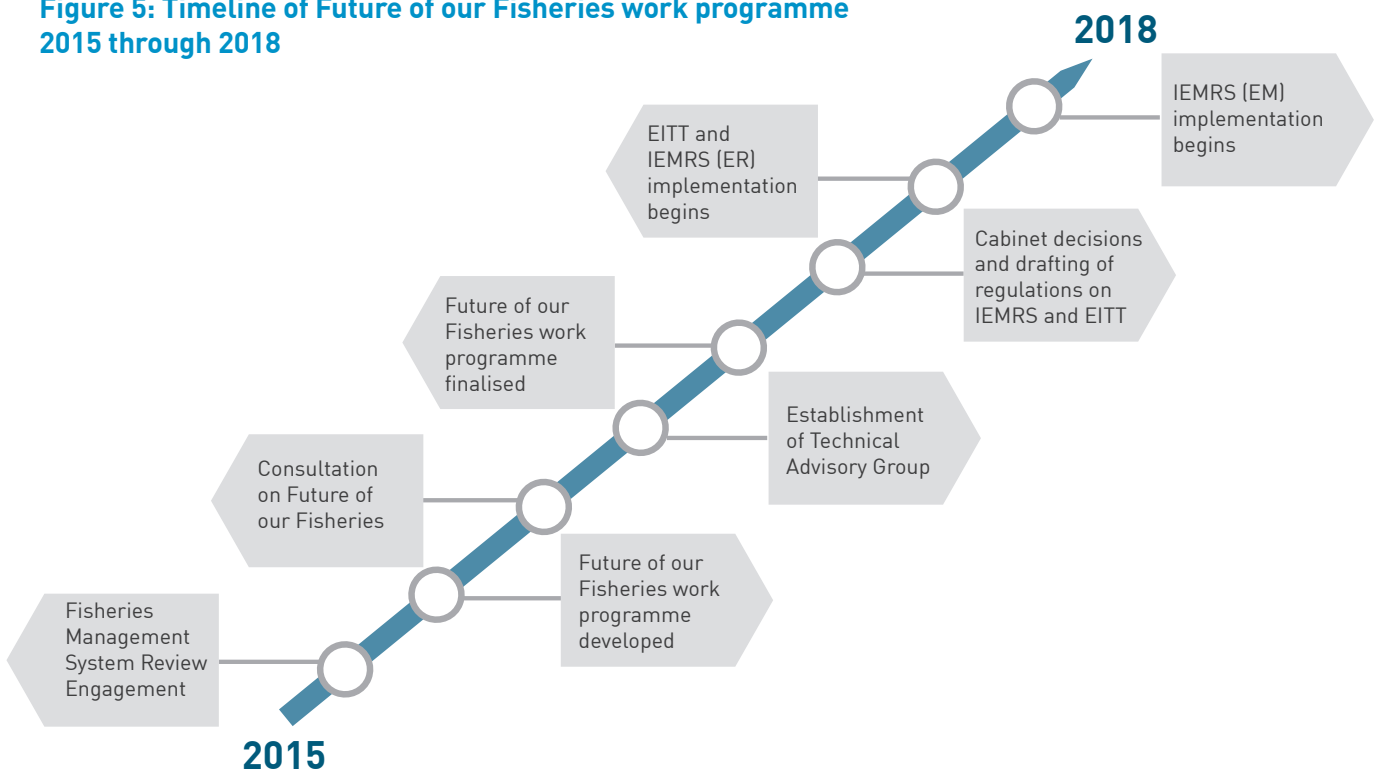
- email to: [fisheries.review@mpi.govt.nz](mailto:fisheries.review@mpi.govt.nz)
- post to: Future of our Fisheries  
Ministry for Primary Industries  
PO Box 2526  
Wellington 6140  
New Zealand

**Submissions must be lodged by 5pm on Friday 23 December 2016.**

## Submissions are public information

Please note that your submission is public information. Submissions may be the subject of requests for information under the Official Information Act 1982. The Official Information Act specifies that information is to be made available to requesters unless there are sufficient grounds for withholding it, as set out in the Official Information Act. Submitters may wish to indicate grounds for withholding specific information contained in their submission, such as if the information is commercially sensitive or if they wish personal information to be withheld. MPI will take such indications into account when determining whether or not to release the information.

**Figure 5: Timeline of Future of our Fisheries work programme 2015 through 2018**





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