

Building Community Support for Marine Protection

Tiakina te Kahurangi a Tangaroa
Protecting Special Places in the Sea

June 2002



Department of Conservation
Te Papa Atawhai

Foreword

In the Department of Conservation we have a clear obligation to advocate for no-take marine reserves, the most comprehensive legal protection available for our salty environment. This work is a priority for the department.

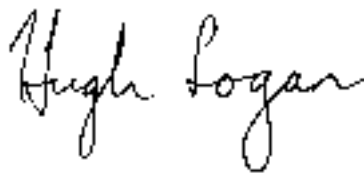
We also have a key role in supporting the Government's outcome of "a full range of marine habitats and ecosystems representative of New Zealand's indigenous marine biodiversity is protected."

This outcome is part of the New Zealand Biodiversity Strategy 2000, which was prepared in response to the state of decline of New Zealand's indigenous biodiversity. The Biodiversity Strategy reflects this country's commitment, through ratification of the international Convention on Biological Diversity, to help stem the loss of biodiversity world-wide.

The challenge, and the opportunity, we now face in the department is to work with others to care for and protect New Zealand's marine environment, and help achieve the Government's outcomes.

I am confident this document, *Building Community Support for Marine Protection - Tiakina te Kaburangi a Tangaroa*, will help the department make the most of that opportunity. It directs DOC staff to engage with communities to protect marine environments, with a particular focus on marine reserves. And it will help target the resources needed to implement this work throughout conservancies during 2003/2004.

Our aim is healthy functioning estuaries, coastlines and offshore seas. We want to achieve this by increasing people's understanding of coastal and marine biodiversity, and capturing their energy to help protect it. It is a big challenge. Only by working with our communities and encouraging individual and local initiatives we can achieve it.

A handwritten signature in black ink that reads "Hugh Logan". The signature is written in a cursive, flowing style.

Hugh Logan

DIRECTOR GENERAL

TABLE OF CONTENTS

Executive Summary	1
<hr/>	
Part 1: What, Why, Who	2
<hr/>	
1.0 Introduction	2
1.1 The strategy's rationale	3
1.2 Goals	3
1.3 Who the strategy is for	3
1.4 DOC's mandate	4
Part 2: The Strategic Framework - How	6
<hr/>	
2.1 Vision	6
2.2 Principles	7
2.3 Key Results	7
2.4 Actions	10
Acknowledgments	17
Appendix 1: Collaborative process	18
Appendix 2: Research assessing socio-economic effects of marine reserves	19
Appendix 3: Issues and Opportunities	23

Executive Summary

This strategy provides direction for the Department of Conservation's (DOC) work in increasing awareness of marine conservation, and working with others to achieve protection for New Zealand's marine biodiversity.

It is driven primarily by DOC's mandate under the Marine Reserves Act 1971¹ and obligations under the New Zealand Biodiversity Strategy 2000 (NZBS).²

Its purpose is to support DOC's marine protection policies, outcomes and operations - specifically its work in building broad-based support for a comprehensive network of marine protected areas,³ with the understanding that no-take marine reserves will play a major role in this network.

Its goals are to increase understanding of the coastal and marine environment, the effects of our activities and the need to protect marine habitats and ecosystems, and encourage people to become involved in this work.

The business end of the strategy delivers:

- A vision for marine protection at 2010;
- Four underlying principles that drive the strategy's direction;
- Three key result areas with specific outcomes - these focus on building:
 - (i) Community support;
 - (ii) Relationships; and
 - (iii) DOC's internal capability in marine conservation; and
- 14 short- to medium-term actions targeted at achieving the key result outcomes.

Implementation of the strategy will be carried out in stages. It is assumed that where there are specific marine reserve proposals underway these may be proceeded with. Other proposals will follow the more community-focused approach envisioned in this strategy.

Achievement of outcomes will be monitored and evaluated as part of projects arising from the actions identified.

Appendices to the strategy provide:

- A process for how DOC will engage in discussion with tangata whenua and others who may be affected by a specific proposal, to achieve protection and management of the coast and sea;
- A summary of research into socio-economic effects of marine reserves; and
- The issues and opportunities for achieving broad-based support for marine protection raised by staff in workshops, and used to develop key result areas.

1 This Act has been reviewed by DOC, which has resulted in the Marine Reserves Bill 2002 ("the Bill"). The Bill has been introduced and is expected to be passed in 2003.

2 The New Zealand Biodiversity Strategy was launched in February 2000. It reflects New Zealand's commitment, through ratification of the international Convention on Biological Diversity, to help stem the loss of biodiversity worldwide. The purpose of the strategy is to establish a strategic framework for action, to conserve and sustainably use and manage New Zealand's biodiversity.

3 For the purpose of this strategy, a "marine protected area" is "an area of sea especially dedicated to or achieving the protection and maintenance of biodiversity, and managed through legal or other effective means." This working definition is interim, and has been jointly agreed by DOC and the Ministry of Fisheries (2002). An authoritative definition depends on the results of further study in this area.

Part 1: What, Why, Who

1.0 INTRODUCTION

This strategy has been developed to support DOC's responsibility in helping to create the network of representative marine protected areas outlined in the New Zealand Biodiversity Strategy (2000).⁴

A number of statutory and other mechanisms are available to protect the marine environment to varying degrees. No-take marine reserves provide comprehensive and long-term legal protection for species and habitats. The Resource Management Act 1991, Marine Mammals Protection Act 1978 and shipping regulations provide varying degrees of protection⁵, as do taiapure-local fisheries and mataitai reserves.⁶ Fisheries management options, such as marine area closures, method restrictions and seasonal closures can also offer degrees of protection as a by-product of their primary purpose.

At present, just under 5% of New Zealand's territorial sea is in the full protection of no-take marine reserves, with less than 0.1% of this around the mainland coastline. Most is wrapped up in one marine reserve covering 748,000 hectares around the Kermadec Islands, in the Pacific Ocean north-east of Auckland.

As well as marine reserves, New Zealand has three marine parks, one marine protected area and two marine mammal sanctuaries.

Why is marine protection important?

While information about New Zealand's coastal and marine biodiversity and its health is limited, we do know that:

- New Zealand's coastal and marine ecosystems and species are highly diverse - about 8000 marine species have been described; and
- Almost one-third of the total number of known indigenous species are in the marine environment (not on land). Marine scientists estimate that perhaps up to 80 per cent of New Zealand's indigenous biodiversity actually lives there, particularly its bottom dwelling species. Seven new species are identified on average each fortnight.⁷

We also know that coastal and marine species are at risk from some human activities, in particular fishing and land-based activities that threaten estuaries and river mouths near urban areas. Little of our coast and adjacent sea remains in a natural and undisturbed state.⁸

⁴ The New Zealand Biodiversity Strategy, February 2000, Our Chance to Turn the Tide. *Whakakobukibukitia Te Tai Roroku Ki Te Tai Oranga*, Department of Conservation and Ministry of the Environment, ISBN 0-478-21919-9.

⁵ One example of shipping regulations providing protection is the Submarine Cables and Pipelines Protection Order 1992 which restricts some fishing practices in specified zones to protect underwater cables and pipelines.

⁶ Information on taiapure-local fisheries and mataitai reserves is available at www.fish.govt.nz.

⁷ NZBS.

⁸ Department of Conservation, October 1995, Marine Reserves - A Department of Conservation information paper, Wellington, ISBN 0-478-01669-7.

1.1 THE STRATEGY'S RATIONALE

This strategy supports DOC's marine protection policies, outcomes and operations. These are currently being co-ordinated through the development of an interim Marine Conservation Strategy (May 2002).⁹ The interim strategy provides policy and operational direction for DOC's marine and coastal functions over the next five years, until initiatives such as the NZ Oceans Policy are completed.

This strategy supports this work by providing direction for community relations and public awareness actions to help fulfil:

- DOC's responsibilities under the Marine Reserves Act 1971; and
- DOC's role as a lead agency and key player in contributing to the coastal and marine outcomes of the New Zealand Biodiversity Strategy.

In doing this, the strategy recognises the social and political context in which DOC works, and that its approach to marine conservation must take into account the current management climate of New Zealand's marine environment.

1.2 THE STRATEGY'S GOALS

The goals¹⁰ are to:

- Increase understanding of the coastal and marine environment, and the effects of our activities;
- Develop the motivation and desire to protect this environment; and
- Promote and encourage individual and community initiatives to protect, maintain and restore habitats and ecosystems important for marine biodiversity.

1.3 WHO THIS STRATEGY IS FOR

This strategy is for DOC staff. It guides their public awareness and community relations work in the area of marine biodiversity protection, and in maintaining and improving key relationships inside and outside DOC.

This strategy may also be useful for stakeholders, to clarify DOC's focus and approach in its work in seeking protection in the marine environment.

⁹ Project lead by Conservation Policy Division, DOC Head Office, Wellington.

¹⁰ These goals are linked to public awareness objectives for coastal and marine ecosystems in the NZBS.

1.4 DOC'S MANDATE

DOC's obligations for its work in protecting marine protected areas stem from:

- The Marine Reserves Act 1971; and
- The New Zealand Biodiversity Strategy 2000.

The Marine Reserves Act 1971

The Marine Reserves Act 1971 is the Act under which marine reserves are established and managed in New Zealand, and is administered by DOC.

The Marine Reserves Act 1971 provides the most comprehensive protection for the marine environment because all species and habitats are protected within a reserve's boundaries, and a wide range of human activities and impacts can be managed. Other protection mechanisms exist,¹¹ but these are each able to manage a smaller range of impacts.

The Marine Reserves Act 1971 has been reviewed to ensure it remains relevant and effective in the light of changes in how we value, use and manage our marine environment. The review has resulted in a broadening of the purpose of the 1971 Act to encompass more than just scientific study.

The Marine Reserves Bill 2002 ("the Bill"), expected to be passed in 2003, provides for:

- Protection for a fully representative range of marine environments and biodiversity, in line with the objectives and targets in the NZBS;
- Recognition of obligations under the Treaty of Waitangi and the Treaty of Waitangi (Fisheries Claims) Settlement Act 1992;
- Marine reserves being set up in a way that is complementary to other statutory marine protection and management mechanisms;
- Continued ability for interested people to participate in establishing and managing marine reserves; and
- Ongoing rights of access and entry for non-extractive recreational purposes which have no adverse effect on marine biodiversity and habitats.

An important policy underlying the Bill is that marine reserves will provide 'natural state' protection both to rare and outstanding sites and to a sample of typical sites that collectively represent the full range of marine communities and ecosystems. Tools under other statutes will provide varying levels of protection to many other sites to help achieve the NZBS's target of 10 per cent protection for the marine environment.

Until the Bill is passed the existing Act remains in force. Once the new Marine Reserves Act is in place, established marine reserves will immediately be managed under the new Act. Applications that have been notified but not yet determined before the Bill is passed into law will be determined under the Marine Reserves Act 1971. The Bill contains transitional provisions in relation to existing marine reserves, committees, conditions, commercial operators and management plans. For example, existing management plans will continue to be operative but will have to be reviewed to make sure they are consistent with the new Marine Reserves Act.

¹¹ For example, the Resource Management Act 1991, Fisheries Act 1991, Marine Mammals Protection Act 1978 and Shipping Regulations.

The New Zealand Biodiversity Strategy (NZBS)

DOC's second mandate is through the NZBS, which lists DOC as both a key player and a lead agency in helping achieve the strategy's priority objectives for coastal and marine biodiversity.

The objectives and actions from the NZBS specific to this strategy are:

Objective 3.1 - Improving our knowledge of coastal and marine ecosystems.

- Action (f) - Promote individual and community awareness of the effects of activities on marine biodiversity, and the opportunities and responsibilities to protect and maintain habitats and ecosystems of importance to biodiversity.

Lead players: MFish and DOC

Objective 3.6 - Protecting marine habitats and ecosystems.

- Action (a) - Develop and implement a strategy for establishing a network of areas that protect marine biodiversity, including marine reserves, world heritage sites, and other coastal and marine management tools such as mataitai and taiapure areas, marine area closures, seasonal closures and area closures to certain fishing methods.

Lead players: DOC and MFish

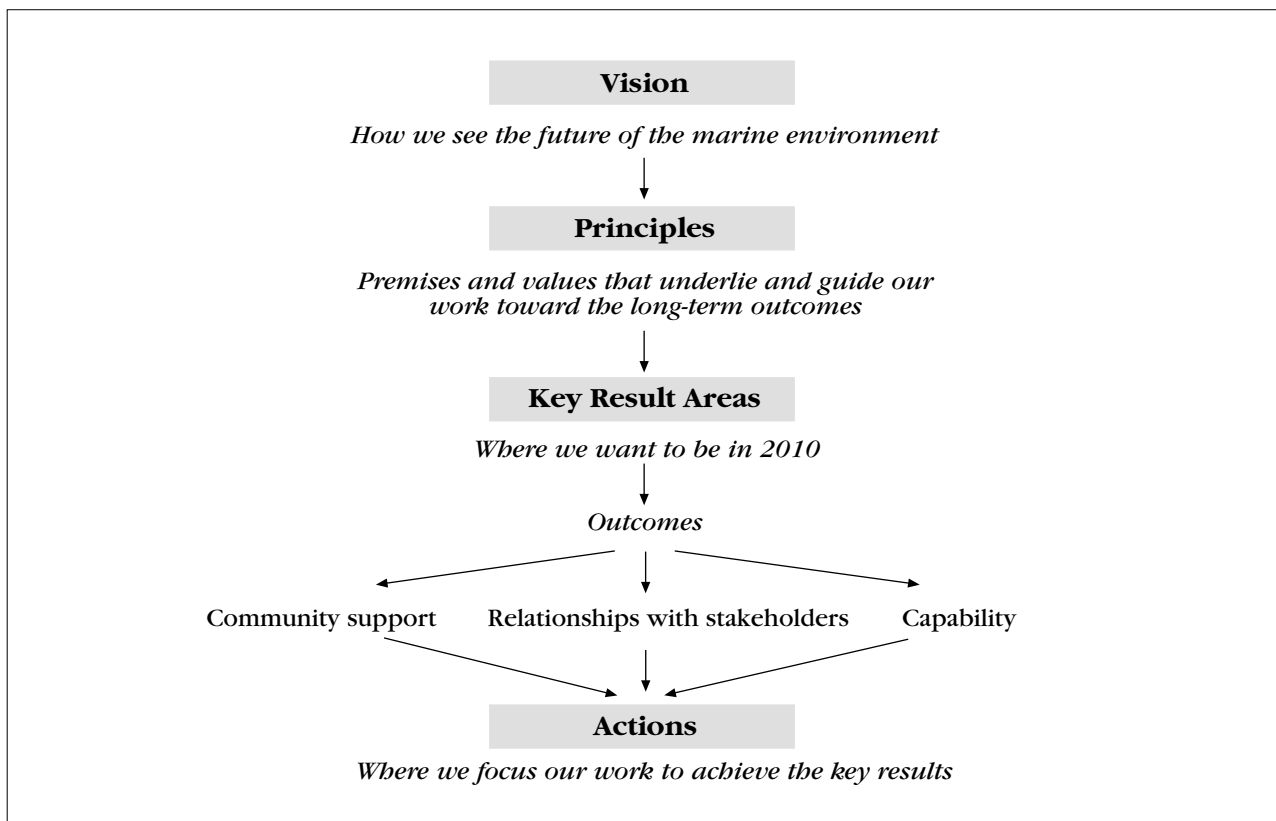
- Action(b) - Achieve a target of protecting 10 per cent of New Zealand's marine environment by 2010 in view of establishing a network of representative protected marine areas.

Lead player: DOC

- Action (d) Promote and encourage individual and community initiatives to protect, maintain and restore habitats and ecosystems that are important for marine biodiversity.

Lead player: DOC

Part 2: The Strategic Framework -How



2.1 A VISION FOR MARINE PROTECTION

People understand, value, and help protect and sustain New Zealand's marine biodiversity.¹²

¹² Developed from the objectives and actions described in Theme Three in the NZBS.

2.2 PRINCIPLES

Four principles guide this strategy's outcomes, and the actions that seek to achieve them. They are based on:

- DOC's mandate and obligations in relation to marine protection;
- DOC's Statement of Intent which directs the department to engage with communities; and
- Social research that reinforces the need to involve communities in decision making on marine reserves.

Principle one:	New Zealand's marine environment is a shared heritage and looking after it is a shared responsibility
Principle two:	DOC is committed to ecological preservation and conservation
Principle three:	DOC's processes seek to engage communities and stakeholders in constructive relationships
Principle four:	DOC values all knowledge sources, and bases its actions on robust information

2.3 KEY RESULT AREAS

Analysis of issues and opportunities for building broad-based support for marine protection has led to three key result areas.¹³ These represent the three main streams of work required to help achieve the strategy's goals of:

- Increasing understanding of the coastal and marine environment, and the effects of our activities;
- Developing the motivation and desire to protect this environment; and
- Promoting and encouraging individual and community initiatives to protect, maintain and restore habitats and ecosystems important for marine biodiversity.

The key result areas are:

One:	Building community support through involvement, advocacy and public awareness
Two:	Developing and improving relationships with stakeholders
Three:	Developing and improving DOC's marine capability

Outcomes for each of the key results areas are listed below, and these outcomes will be realised through the actions specified in 2.4 of this strategy.

¹³ The issues and opportunities are listed in Appendix 3.

Key Result Area One – Building community support through involvement, advocacy and public awareness

Research into public attitudes toward existing marine reserves reinforces the need to work with and include communities.¹⁴ A focus on working with communities also complies with DOC's Statement of Intent. This aims for New Zealanders to increasingly treasure their natural heritage and participate in conservation, and it seeks to achieve this by working collaboratively to involve others in its work, and inspire and assist them.¹⁵

Public Awareness Outcomes

- 2.3.1 Society demands a high level of protection and conservative management of marine biodiversity and ecosystems
- 2.3.2 Communities have a sound understanding of the benefits and principles of marine conservation

Involvement Outcomes

- 2.3.3 Communities and iwi/hapu take the lead in advancing marine conservation initiatives
- 2.3.4 DOC's support and facilitation of the communities' marine conservation efforts are highly valued
- 2.3.5 DOC supports community involvement in the management of marine protected areas, including marine reserves

Advocacy Outcomes

- 2.3.6 Local communities are key advocates for marine protection
- 2.3.7 DOC's advocacy for marine protection is highly valued by communities seeking a higher level of marine conservation because it is based on robust information, and is targeted, consistent and professional

¹⁴ A synopsis of three research papers is provided in Appendix 2.

¹⁵ Department of Conservation, 2001, Statement of Intent 2002–2005, Wellington, ISSN 1175-5601.

Key Result Area Two – Developing and improving relationships with stakeholders

Because of the complex array of stakeholders¹⁶ in the marine sector, DOC needs to maintain effective relationships.

Iwi/hapu Outcomes

- 2.3.8 Relationships with iwi/hapu are strong and based on respect
- 2.3.9 DOC encourages the exercise of customary fishing rights and responsibilities of tangata whenua as provided in fisheries regulations (ie non-commercial customary fishing) and other commitments between the Crown and Maori under the 1992 fisheries settlement (ie commercial fishing).

Inter-Agency Outcomes

- 2.3.10 DOC and MFish work co-operatively and constructively on marine biodiversity protection¹⁷

Other Stakeholder Outcomes

- 2.3.11 DOC engages with marine stakeholders
- 2.3.12 Relationships support the creation of a network of areas that effectively protect New Zealand's marine biodiversity

Key Result Area Three – Developing and improving DOC's marine capability

Including capability issues in the strategy makes explicit the commitment to skills, training and resources required to deliver the strategy's key results. These outcomes are required in order to deliver on the outcomes for Key Result Areas one and two.

Capability Outcomes

- 2.3.13 DOC has a strong, effective inter-disciplinary team with relevant expertise to work on protecting marine biodiversity
- 2.3.14 Staff are skilled and effective in advocacy and working with communities, Crown agencies and other stakeholders to achieve conservation of marine biodiversity, particularly protection of marine reserves
- 2.3.15 A robust and comprehensive base of marine heritage and social and cultural information is maintained to support marine conservation decision making and to report on marine conservation performances

¹⁶ Stakeholders include, and are not limited to, iwi/hapu, central and local government agencies, customary fishers, fishing interests, conservation boards, the New Zealand Conservation Authority, communities, scientific societies, non-government conservation organisations, marine laboratories, universities, divers, research institutes, recreational users, schools and tourism operators

¹⁷ This supports the DOC and MFish roles as lead players under Objective 3.6, Action (a) of the NZBS 2000.

2.4 ACTIONS

Fourteen priority actions have been developed to help achieve the outcomes identified for the key result areas.¹⁸

Actions are:

- Short- to medium-term (from 2002 -2005); and
- SMART - specific, measurable, achievable, realistic and time-bound.

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
<p>1. Develop an ongoing national public awareness campaign about no-take reserves, marine biodiversity and protection supported by robust information, resources and non-DOC advocates, including:</p> <ul style="list-style-type: none"> • High profile people; • Neighbours of existing marine reserves; • Supporters, such as conservation and environment organisations; • Iwi/hapu advocates; • Concessionaires and tour operators; • NZCA and conservation boards; and • Marine scientists. 	<p>2.3.1 2.3.2 2.3.3 2.3.4 2.3.5 2.3.6 2.3.7 2.3.8 2.3.11 2.3.13 2.3.14 2.3.15</p>	<p>Issues in Appendix 3 - specifically, limited understanding of the need for marine biodiversity protection, and current limited advocacy tools</p>	<p>Depends on:</p> <ul style="list-style-type: none"> • Co-operation with iwi/hapu and stakeholders • Funding • Availability and co-operation of non-DOC advocates 	<p>2002/03 and ongoing</p>	<ul style="list-style-type: none"> • NRO - co-ordinate a national campaign, supported by ERD (public awareness and relationship management) • Coastal conservancies - implement campaign, use local advocates to reinforce national campaign

¹⁸ The actions were originally developed by a working group of DOC staff. These have subsequently been amended by a second target group of DOC staff who really checked the first draft, by comments from the Sponsor and his senior management colleagues, and from two rounds of staff submissions on drafts of the strategy posted on the DOC intranet.

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
<p>2. Develop and regularly evaluate resources to support DOC staff, including, but not limited to, all of the following:</p> <ul style="list-style-type: none"> • Toolkit of information (NRO): <ul style="list-style-type: none"> - Benefits, principles and effects of no-take protection; - Other marine biodiversity protection options (so staff can participate in community discussions from a knowledgeable position); - DOC's section 4 responsibilities with respect to protecting marine biodiversity, including customary fishing; - DOC's marine biodiversity protection policies; and - Information resources that complement the MFish education and awareness package (see below). • Briefing about the new Marine Reserves Act (CPD). • Training in required skills. • National nearshore marine classification system (NRO). 	<p>2.3.2 2.3.4 2.3.7 2.3.9 2.3.10 2.3.11 2.3.13 2.3.14 2.3.15</p>	<p>Issues in Appendix 3 – specifically the need to improve public understanding about marine protection and DOC staff's capabilities and capacity</p>	<p>Depends on:</p> <ul style="list-style-type: none"> • Funding • Capacity • Relationship building with MFish • Resources assigned via business plans 	<p>2002/03, ongoing</p>	<p>NRO – lead role, with support from TKA, HRO, ERD, CPD, SRU, coastal conservancies and MFish, as indicated</p>

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
3. Develop an overarching agreement and build relationships with key groups representing fishing interests (commercial and recreational), iwi, conservation and MFish.	2.3.5 2.3.8 2.3.10 2.3.11 2.3.12 2.3.13 2.3.14	Government's desire for integrated approach to marine biodiversity	<ul style="list-style-type: none"> Engagement by key groups ERD capacity 	Immediate	<ul style="list-style-type: none"> NRO lead - with team support from RMU, CPD, TKA
4. Maintain an active network for DOC's marine staff, including (at least annual) workshops. First priority is to brief the network about this strategy.	2.3.13 2.3.14 2.3.15	Need to build DOC's internal marine capability	<ul style="list-style-type: none"> Funding Management approval Capacity Resources assigned via business plans 	2002/03, and ongoing	NRO - co-ordination role, supported by coastal conservancies
5. Seek feedback on coastal conservancies' resource and capability needs in terms of achieving the priority actions so that any outstanding issues can be addressed.	2.3.4 2.3.7 2.3.13 2.3.14 2.3.15	A need to ensure DOC does not over-promise on what it can deliver	<ul style="list-style-type: none"> Capacity to do the assessment Commitment to provide the resources 	Immediate	Sponsor (Northern RGM) NRO to provide advice
6. Develop operational guidelines for the new Marine Reserves Act, and inter-agency roles. Promulgate to relevant DOC staff.	2.3.5 2.3.7 2.3.8 2.3.9 2.3.10 2.3.11 2.3.13 2.3.14	Government's desire for integrated approach to marine biodiversity	<ul style="list-style-type: none"> Engagement by agencies Capacity 	Immediate - once new Act in place	<ul style="list-style-type: none"> Development: NRO lead - with support from Legal, CPD and ERD; and in conjunction with MFish Implementation - coastal conservancies

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
7. Work with the Minister of Conservation and any relevant others to try and progress applications already lodged.	2.3.1 2.3.2 2.3.7 2.3.8 2.3.9 2.3.10 2.3.11 2.3.12 2.3.14	Government's desire to achieve greater protection for marine biodiversity	<ul style="list-style-type: none"> Engagement by key stakeholders Resources 	Immediate	NRO, with support from Legal, ERD, Regional Offices, TKA, relevant Conservancies
8. Current investigations and proposals for no-take marine reserves to be reviewed in the light of the processes and desired outcomes of this strategy. After review, existing investigations and proposals may be proceeded with, or may be re-aligned to reflect the approach set out in this strategy.	2.3.3 2.3.4 2.3.5 2.3.7 2.3.8 2.3.9 2.3.10 2.3.11 2.3.12 2.3.14	Staff feedback that DOC's actions should reflect the strategy to support DOC's credibility and the need to ensure that marine reserve proposals continue to be advanced in the short-term	<ul style="list-style-type: none"> Understanding of strategy and key results Capacity Resources assigned via business plans 	2003	<p>Conservancies that have investigations and proposals underway</p> <p>NRO to monitor, Legal to support</p>

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
<p>9. Coastal conservancies engage with communities as outlined in Appendix 1, using the national nearshore marine classification system as a key information source.</p>	<p>2.3.1 2.3.2 2.3.3 2.3.4 2.3.5 2.3.6 2.3.8 2.3.9 2.3.10 2.3.11 2.3.12 2.3.13 2.3.14 2.3.15</p>	<p>Issues identified in Appendix 3 - specifically current ad hoc approach and climate of mistrust. Process derived from discussions with external stakeholders and DOC staff</p>	<p>Finalised nearshore classification project</p> <ul style="list-style-type: none"> Staff capability Relationships with key marine stakeholders Capacity Resources assigned via business plans 	2003/04	<p>NRO – develops and maintains the national marine classification system</p> <p>Coastal conservancies – run process and apply classification system</p>
<p>10. Maintain regular contact and liaison with key marine stakeholders - at local, regional and national level. In particular, involve iwi/hapu, and ensure any existing agreements between Crown and iwi, and/or existing mataitai or taiapure-local fisheries are recognised. Consider guidelines for regular regional MFish and DOC staff meetings, where appropriate, as a way of enhancing the relationship between agencies at other levels.</p>	<p>2.3.3 2.3.6 2.3.8 2.3.9 2.3.10 2.3.11 2.3.12 2.3.14</p>	<p>Existing best practice, such as in Tuhua and Long Island</p>	<ul style="list-style-type: none"> Ability to motivate local interests to be involved – such as Maori, divers, fishers, conservation and environment groups Capacity 	Ongoing	<p>NRO lead.</p> <p>Implementation – ERD, coastal conservancies, including KAMs</p>

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
11. Work with MFish (lead agency) in creating an education and awareness package on marine biodiversity, funded out of the NZBS package for 2001 - 2005.	2.3.1 2.3.2 2.3.3 2.3.6 2.3.7 2.3.10 2.3.15	Government's desire for integrated approach to marine biodiversity	<ul style="list-style-type: none"> • Funding • Capacity • MFish engagement • Resources assigned via business plans 	2002/03	ERD lead role, supported by NRO
12. Evaluation: <ul style="list-style-type: none"> • Develop evaluation techniques to report on national priority outcome indicators; • Commission social, economic and cultural research to evaluate attitudinal/behavioural change to marine protection; and • Regularly evaluate all marine advocacy tools and methodologies to make sure they are, and remain, effective. 	2.3.1 2.3.2 2.3.5 2.3.6 2.3.7 2.3.12 2.3.13 2.3.15	Need to be sure that resources are effectively used to achieve the desired outcomes	<ul style="list-style-type: none"> • Time and funding committed in business plan 	2003/04 onwards	NRO lead, with support from SRU and ERD

Action	Outcome Supported	Derived from:	Depends on:	Timing	Roles
13. Hold a national conference/hui bringing together experts in marine ecology, marine management, fisheries, environmental education and customary practices.	2.3.3 2.3.4 2.3.5 2.3.7 2.3.8 2.3.10 2.3.11 2.3.12 2.3.13 2.3.14 2.3.15	Government's desire for integrated approach to marine biodiversity	<ul style="list-style-type: none"> • Time • Money • Willingness of other agencies to engage • Resources assigned via business plans • NRO capacity • Conservancy capacity 	2003/04	Lead Conservancy
14. DOC marine biodiversity staff regularly attend marine science and coastal management conferences - both regional and national.	2.3.10 2.3.11 2.3.12 2.3.13 2.3.14 2.3.15	Need to maintain current knowledge of marine science and coastal management, to pass knowledge on	<ul style="list-style-type: none"> • Staff availability • Manager's approval 	Ongoing	NRO, SRU, Coastal conservancies

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DOC would also like to thank the Auckland Regional Council and Portobello Marine Laboratory, Dunedin, for generously providing examples of marine educational resources used by those organisations.

APPENDIX 1 - COLLABORATIVE PROCESS- ACTION 9

This process describes how conservancies will work with others to achieve enhanced marine protection. It integrates work by the Northern Region to develop a nearshore marine classification system with DOC's intent to work with others to achieve protection for New Zealand's marine biodiversity.

The process has three stages.

Stage One: Gather information about the marine environments of each coastal conservancy.

Stage Two: Classification - assess the information according to established criteria and principles to identify recommended areas for protection. An expert panel will assist with the identification.

Stage Three: Engage with communities, in a roundtable forum, to identify sites for possible marine protection, using the outcomes of Stages One and Two as a source of information. Other participants are welcome to also contribute information, expertise and knowledge.

The aim, over time, is to agree which options for protection and/or management will be advocated for particular parts of the coast and sea, to remove any perception of an *ad hoc* approach.

Participants in the roundtable discussions will then take the lead on progressing protection options, with DOC focusing its efforts on no-take marine reserves, while supporting other initiatives as appropriate.

APPENDIX 2: RESEARCH ASSESSING SOCIO-ECONOMIC EFFECTS OF MARINE RESERVES

Paper 1:

Social Impact Assessment for Te Whanganui-A-Hei Marine Reserve – 1997

This report is the final component of a social impact assessment for the Te Whanganui-a-Hei Marine Reserve. The research involved three main parts – a survey of property owners in the local community; a survey of visitors to the area; and interviews with local business operators.

The survey shows a similar pattern of initial opposition and growing support found with the Leigh Marine Reserve.

A high level of support for the reserve was shown by all three groups. Just over half of the community respondents recalled having some misgivings about the initial proposal, primarily because of its size, while 80 per cent supported it at the time of the survey. A compromise over the boundaries and a general acceptance of what the reserve is intended to achieve were reasons given for the shift in opinion.

The marine has a relatively low profile in the area. Nearly one-quarter of visitors were unaware of its existence and only a small number of people reported that the reserve was an influence on their decision to visit. About 70 per cent of people were aware that everything is totally protected inside the reserve's boundaries.

Business operators also said that from their perspective the social and economic effects of the reserve had been negligible to date. Some tourism boat owners anticipated the reserve might enhance their future custom, however.

Respondents in general had few concerns about effects of the reserve and its management. Residents, second home owners and visitors felt the reserve is a relatively unimportant factor influencing growth in the area.

More than 90 per cent of respondents supported the establishment of more marine reserves around New Zealand. The most common proviso was that they should not adversely affect the local community or recreational fishing interests. Accessibility for underwater recreation and education were the most commonly cited factors when considering locations for more marine reserves.

Reference:

McCraw, M. and Cocklin, C., 1997, *Social Impact Assessment for Te Whanganui-A-Hei Marine Reserve*, Department of Geography, University of Auckland, © Department of Conservation.

Paper 2:

Marine Reserves in New Zealand: A survey of community reactions – 1995

This report presents a study that examined the nature of community reactions to marine reserve proposals. Beliefs, attitudes and knowledge regarding marine reserves were explored and related to the pro- or anti-marine reserve stance of the respondent. Sample populations of 200 rate-payers from four target areas took part in a questionnaire study. The target areas covered two communities highly impacted by marine reserves or proposed marine reserves, and two adjacent communities where the direct impacts were lower. These latter communities served as a comparison. The four areas were:

- Hahei, on the east coast of the Coromandel Peninsula, adjacent to Cathedral Cove marine reserve, designated in 1992;
- Cooks Beach, adjacent to Hahei but not incorporated in the reserve;
- Thompson Point, on Waiheke Island in the Hauraki Gulf – site of a proposed marine reserve in 1991; and
- Onetangi Bay, adjacent to Thompson Point.

Results confirmed the authors' hypotheses that establishing marine reserves would be supported by the majority of respondents as long as appropriate sites were identified through comprehensive social and environmental impact assessments.

Public involvement in the planning process, as well as communication, information and compromise were identified as strategies for reducing inter-group conflict.

Some results from the study are:

- Nearly 94 per cent of respondents supported the establishment of marine reserves somewhere along the New Zealand coastline - though they were less positive about having one in their vicinity;
- Those opposed to a marine reserve proposal and men were more likely to engage in letter writing, attending meetings or responding to proposals;
- Respondents over 65 years old placed less importance on protection of the marine environment;
- Most supporters did not belong to conservation or environmental protection organisations;
- Newspapers were the most common sources of information (74%) , followed by conversations with others (60%), conservation organisations (30%), magazines (22%) and radio (21%);
- People would like groups instigating a proposal to provide information about the positive and negative effects on human and marine communities - there was a lack of general information on aspects of developing a reserve, such as car parks, public facilities and pollution controls. Hahei respondents also thought public relations skills and social impact assessments during the development phases of the proposal were inadequate; and
- In general, people supporting a reserve were happier with the levels of information provided, though more than 80 per cent would have liked more information.

An interesting observation made by the authors was that salient activities by the opposers in Hahei led many individuals to believe that the opposers formed a majority group, whereas results of their research showed supporters outnumbered opposers in all study areas. They suggest that resource managers make the effort to canvas the views of the inactive public known as the 'silent majority.'

The authors quote Sims and Baumann¹⁹ who recommend that the public be involved directly in the planning processes. Sims and Baumann claim that professions, particularly in the physical and natural sciences, are often sceptical about involving the public in policy-making. The authors said this problem became evident in their study as "many respondents expressed a desire for more involvement from the early planning stages of the marine reserve. By presenting the public with alternatives which reflect the values of the public, rather than those of the planners, alienation from a marine reserve process may be mitigated."

The authors also suggest the success of marine conservation programmes ultimately depend on the responsiveness of the public as well as government incentives and controls. "Failure to anticipate and interpret these responses accurately may lead to delays in decision-making and poor public relations."

They conclude by saying: "The results of this research present a strong case for recognising the desires, habits and aspirations of human beings in the assessment of appropriate sites for marine reserves. The management of marine reserves involves not only the management of natural resources, but in addition, the management of people by people. Social scientists have a role to explore ways and suggest methods for implementing marine reserves while acknowledging that anthropocentric and eco-centric values require proportional consideration. Only by following such an approach will tensions between socio-economic development and protection of the marine environment be resolved. The development of more effective public relations techniques and management procedures will create a marked improvement in the environmental performance of the government departments. Public support is critical. Once credibility is achieved, more ambitious plans for the development of a network of marine reserves around the coastline of Aotearoa/New Zealand may be implemented."

Reference:

Wolfenden, J., Cram, F. and Kirkwood, B., 1995, *Marine Reserves in New Zealand: A survey of community reactions*, in *Ocean and Coastal Management* 25 ((1994) 31 - 51 (c) 1995 Elsevier Science Limited, Printed in Northern Ireland.

¹⁹ Sims, J. H. and Baumann, D. D. (eds) (1974) *Human Behaviour and the Environment*, Maaroufa Press Inc, Chicago, USA

Paper 3:

The Socio-Economic Implications of Establishing Marine Reserves – 1992

This paper's primary objective was to contribute to a better understanding of the socio-economic impacts of creating marine reserves. The empirical component was focused on Cape Rodney - Okakari Point (Leigh) marine reserve.

Four main types of information were assessed:

- Uses of the reserve, including visitor numbers and use characteristics;
- Characteristics of the users, including frequency and attitudes toward the reserve;
- Attitudes of the local community towards the resource, including the use it makes of the marine reserve; and
- Views of the local community on the socio-economic effects of the reserve.

Important unambiguous conclusions were:

- Almost unanimous support for the marine reserve from residents, both permanent and second home owners;
- Most visitors and local businesses support the reserve;
- The greatest benefits of the reserve was in economic terms;
- Residents and local business people generally thought the reserve did not affect the pattern of development, but most believe the community would be economically worse off without it;
- All retail businesses obtain a substantial portion of the trade from visitors to the reserve, primarily over summer months; and
- The reserve has not been a major employment boost, except to help maintain the viability of local businesses.

The authors make a number of observations:

- "One thing that is reasonably certain is that ultimately the success of marine reserves will depend at least in part on local community support. It is clearly better to have this from the outset and it is more likely to be achieved if the legitimate concerns for the effects on the community are addressed adequately."
- "...it is desirable to involve local communities at the earliest possible time in the decision process."
- Their study did not obviate the need for social impact studies in respect of marine reserve proposals, but did help establish evidence in support of them, as well as defining methodology for conducting them.

Reference:

Cocklin, C. and Flood, S., 1992, *The Socio-Economic Implications of Establishing Marine Reserves*, Department of Geography, University of Auckland, © Department of Conservation.

APPENDIX 3: ISSUES AND OPPORTUNITIES

Key Result Area – One – Community Support	
Issues	Opportunities
<ul style="list-style-type: none"> • Limited understanding of the marine environment and the benefits of marine reserves • Limited tools and techniques used by DOC to advocate marine reserves • NIMBY response – support marine reserves but not in my back yard • Current fragmented approach. Complex to sort out the most appropriate form of protection/management. For example, there is limited information about the effects/benefits of taiapure or mataitai reserves • No NZ-wide picture of coastal ecology – applications are opposed because of <i>ad hoc</i> nature • Slow progress with existing applications • Public perception that DOC has hidden agendas and does not listen 	<ul style="list-style-type: none"> • Existing reserves are beginning to provide good data through monitoring, scientific research, case studies • Internal strategy for “Conservation with Communities” should offer direction; plus the process included in this strategy • This strategy supports public involvement in the planning process, as well as communication, information and compromise • Work with other agencies to increase understanding of the options, and work toward a suite of neighbouring protective mechanisms; Oceans Policy may provide some clarity • A nearshore marine classification system is being developed • Resources have been targeted to progressing existing applications • This strategy demonstrates that DOC is becoming broader and more flexible in its outlook • Improving staff’s community relations competencies and developing more effect public relations techniques and management procedures

Key Result Area – Two – Relationships with Stakeholders	
Issues	Opportunities
<ul style="list-style-type: none"> • Maori perceive a loss of kaitiakitanga • DOC/MFish relationship – can be competitive • Compliance and law enforcement – under done, not always integrated with other agencies • Some stakeholders are frustrated by the current process, and DOC’s lack of progress 	<ul style="list-style-type: none"> • Clear DOC Statement of Intent, which commits to building partnerships at the local level, to achieve increased involvement and enhanced conservation • A memorandum of understanding with MFish is being drafted which will guide the relationship protocols • DOC improving working relationship with other agencies, such as Customs and MAF; Education and advocacy to avoid compliance issues arising • Use this strategy’s process, supported by adequate capability, to work alongside these groups and individuals

Key Result Area – Three – Capability	
Issues	Opportunities
<ul style="list-style-type: none"> • DOC does not have the numbers and skills for effective marine management • DOC's short, medium and long-term policy for the marine environment is not known to staff • Iwi don't all have capacity to manage taiapure/mataitai; plus can be public mistrust of iwi management 	<ul style="list-style-type: none"> • GMT's Marine Issues Group is assessing marine capability; Biodiversity Strategy funding of \$11.5 million for creating new marine reserves • Develop and maintain networks for marine staff; Workshops • Involve in monitoring, management, etc to transfer skills