

**OCEANS POLICY**

# **HEALTHY SEA: HEALTHY SOCIETY**

## **Towards an Oceans Policy for New Zealand**

Report on consultation undertaken by the  
Ministerial Advisory Committee on Oceans Policy

30 September 2001

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Hon Pete Hodgson  
Chair, ad hoc Ministerial Group, Oceans Policy  
PARLIAMENT BUILDINGS

30 September 2001

Dear Minister

In March of this year, Cabinet appointed a Ministerial Advisory Committee to assist the ad hoc Group of Ministers responsible for developing an Oceans Policy. Its task was to define a collective vision and identify the values New Zealanders believe should inform decision-making about the oceans in our jurisdiction.

We have now completed our public consultation and have pleasure in presenting to you and your colleagues a report setting out what we heard from New Zealanders and what we have learned from submissions received. Some of what we present is, of course, self-evident - we all want “clean seas and lots of fish”. But the Committee hopes that it has succeeded in providing the “value-added” component you asked of us.

During June, July and August we held 47 meetings and 24 hui throughout New Zealand, including Stewart Island and the Chatham Islands. Around 2,000 people attended those meetings and we received 1,160 written submissions. The Committee is confident it has heard a wide range of perspectives.

We found a high degree of interest in the idea of a comprehensive national policy and little or no disagreement that it was timely to try to define a vision and to develop an overarching framework to guide and rationalise the management of our interaction with the seas under our jurisdiction.

New Zealanders have strong feelings of connection with their marine environment and an increasing sense of concern about its well-being particularly in relation to water quality. There is growing awareness of the national economic benefits derived directly or indirectly from the sea, and of the as yet, largely untapped potential of other marine resources.

Most people accepted your own statement that “the status quo is not an option” without debate and recognise that changes in attitudes and practices are necessary if our descendants are to enjoy the seas as we have. We also found a range of strongly held views which are not easily reconcilable: wide spread misunderstandings about aspects of current management regimes; limited knowledge or understanding of the marine environment itself and, in some instances, an unwillingness to accept personal responsibility for changing behaviours which might lead to solutions to problems.

However, everyone welcomed the opportunity to contribute to this process and participated willingly and expressed a strong desire to participate in all processes associated with developing an Oceans Policy.

As Chairperson, I would like to thank the members of the committee, David McDowell (Deputy Chair), David Anderson, Dr Mac Beggs, Mark Bellingham, Rikirangi Gage, Dr Abby Smith and Wally Stone, who have put a tremendous amount of time and hard work into this project over the past few months, as have the members of our dedicated and efficient Secretariat, Carolyn Risk, Emma Taylor, Rose Geden and Leigh Henderson.

Our thanks to others who have willingly assisted: Regional Councils throughout the country handled arrangements for public meetings and provided chairmen for public meetings. Our two kaumatua, Amster Reedy and Moetatua Turoa, and other Maori tribal leaders facilitated contact with Iwi groups and other communities of interest that provided valuable insights. Stakeholder groups, commercial, recreational and environmental NGOs were all active participants. Government, scientific and educational institutions shared their perspectives. Above all, we sincerely thank the many individual New Zealanders who cared enough about the issues involved to come to meetings in mid-winter to share their views, their concerns and their experiences with us. The committee was impressed with the civility and the apolitical nature of debate, despite strongly opposed viewpoints being represented. New Zealanders have taken this consultation seriously.

The members of the committee are grateful to you for the opportunity to be part of this challenge. We have enjoyed contributing to the first stage of this important initiative and wish you and your colleagues well as you advance the development of New Zealand's Oceans Policy.

A handwritten signature in black ink, appearing to read 'Catherine Tizard', written in a cursive style.

Catherine Tizard  
Chairperson

## **EXECUTIVE SUMMARY**

A Ministerial Advisory Committee was convened by a group of six Cabinet ministers who are working to develop an Oceans Policy for New Zealand. The task of the Committee was to consult widely with New Zealanders to understand their aspirations, concerns, values and visions associated with the sea. This document presents our findings to Ministers, so they can define a vision and move on to developing and implementing policy.

We used public meetings and hui throughout New Zealand, supported by a media campaign, to meet with New Zealanders and listen to their views. Over 2000 people attended our public meetings and hui, some as individuals, some as representatives of stakeholder or interest groups. We received 1160 written submissions, and had over 300,000 downloads from our website. In addition we distributed some 500 resource kits to schools.

### **New Zealand perspectives**

The ocean is central to the identity and well-being of New Zealanders. Most feel some personal connection to the sea; some express themselves passionately. The spaciousness, silence, vastness, power and “otherness” of the sea are important to many people. New Zealanders want their intangible values to be given some weight.

Maori have a strong spiritual connection with the realm of Tangaroa. They believe their world view should be accorded respect and standing in an Oceans Policy. Maori tikanga (traditional practices such as rahui) reflect the values of balance, life-force, caretaking, and duty of care. The provisions of Article Two of the Treaty of Waitangi provide that Maori have joint management responsibility and, accordingly, they want to be active participants at all levels as a Treaty partner.

### **A healthy sea**

An Oceans Policy should reflect and be responsive to the inter-connections between the air, sea and land and to the physical and biological dynamics of the ocean and along the coastline. Decisions made about land-based activities must take into account their effect on the sea. Management responses should be of an integrated nature and reflect natural systems such as ecosystems rather than imposed boundaries.

New Zealanders insist on a clean and healthy sea but know it will be difficult to achieve and will take time and be at some cost. Discharge of untreated sewage, effluent or other potentially toxic material into the sea is unacceptable.

There is strong support for the need to act to protect the health of marine eco-systems. This needs to be defined, threats to it identified and management tools matched to the nature of those threats. There was also concern at general degradation of marine eco-systems arising from many uses, including fishing activity. There was widespread support for the level of marine protection necessary to ensure the health of marine eco-systems but

a desire to have a range of flexible and responsive tools available to achieve that. Protection measures should take into account customary use and management.

## **A healthy society**

Many aspects of New Zealand society rely on marine infrastructure. Secure provision of marine infrastructure services is a matter of national importance. The sea is an important source of present and potential economic benefit. The relative importance to the economy of marine-based activity is increasing and some of the country's fastest growing industries involve the oceans. There is a broad range of opinion regarding management of economic activities. Economic opportunities should be allowed to develop in an adaptable regime, monitored and evaluated in terms of potential economic, social and environmental costs and benefits.

Recreation and leisure activity along the coast and sea are extensive and valued. There is conflict associated with ocean-based recreation in its various forms, with management of recreational fishing an area of conspicuous complexity. New Zealanders value and want to retain free and open access to the sea, and while accepting some curtailments, want to be confident that such access will continue to be available. An Oceans Policy must provide a clear, fair and equitable process for allocating access to the sea and associated resources that reflects the wide range of values held in relation to space and resources of the marine environment.

## **Framework for the future**

Many New Zealanders want to take responsibility, either individually or collectively, for what they do in relation to the marine environment, and want to be confident that others will also take responsibility for their actions.

Knowledge (information and insight) is essential for managing human impacts. There are many valid sources of knowledge, including scientific research, customary traditions and practical experience. Many New Zealanders are concerned that we know too little to manage the oceans wisely. A cautious approach needs to be balanced by research directions based on knowledge gaps and the realisation that doing nothing can have its own cost. There is a need to communicate knowledge amongst all parties – government, knowledge holders, decision makers, communities and the public.

New Zealanders want to have confidence in decision-making about the marine environment. Most New Zealanders seek a policy framework that accommodates and reflects a wide range of values and perspectives and thus minimises conflict and costs. Many submitters want to be part of decision-making, particularly relating to local issues, without resorting to adversarial processes that do little to contribute to enduring solutions. Finding a balance between local input and central governance will be a challenge. A simple, principled and flexible framework is required that focuses on the effects of activities in an integrated way, is not unduly prescriptive and is efficient, durable and adaptable.

New Zealanders recognise the sea as a global entity, and want their Oceans Policy to lead the world. People want better integration of the range of activities and processes

currently associated with managing their involvement with the marine environment. Compliance and enforcement are an important issue. A holistic approach is required, both to reflect peoples views and values, and to take account of the dynamic and interconnected physical reality of the marine environment. People want a transparent and participatory decision-making process that:

- is based on values
- is focused on the future and acknowledges the past
- strikes a balance between certainty, flexibility and responsiveness
- requires and promotes informed decision-making
- requires caution where knowledge is inadequate
- is efficient and avoids imposing unnecessary cost
- promotes individual and collective responsibility for the well-being of the environment
- accommodates the range of legitimate interests.

### **Challenges for an Oceans Policy**

The sheer vastness, complexity, and fragility of New Zealand's oceans, coupled with expectations from a small but value-laden society, means the challenges are many and that no solution will be easy or immediate. The context in which these challenges will be addressed is a combination of the physical, cultural and social heritage of New Zealand. Solutions will have to reflect the distinct mix of:

- the diversity and size of the area for which we are responsible
- the implications of a long and, in many places, isolated coastline
- a small population base
- strong social and cultural connections to the sea
- economic dependence on the sea – direct and indirect
- the Maori world view
- rights accorded Maori under Article Two of the Treaty of Waitangi.

### **A vision for New Zealand's oceans**

New Zealanders want:

- Clean water so they can eat safely from their sea.
- Clean water to swim in.
- The marine environment to be healthy and productive, with biodiversity protected from external threats.
- The intrinsic and intangible values of the ocean recognised.
- Management of human interaction with the marine environment to reflect New Zealand perspectives and in particular the Maori world view.
- The ability to enjoy the economic benefits without compromising the health and well-being of the oceans.
- Certainty and clarity of the rights and responsibilities associated with use and enjoyment of the marine environment.
- Ready individual access to the sea and coastline to meet a wide range of social and recreational needs.

- All New Zealanders to take responsibility for the well-being of the seas and to have access to appropriate information to allow them to act responsibly and to participate constructively in decision-making
- To have management that does not compromise future interests and needs, and ensures that a healthy sea is part of the heritage of New Zealand's children.

## **Values for an Oceans Policy**

New Zealanders want an Oceans Policy that will:

- set clear goals
- integrate separate management processes
- provide open and transparent decision-making that allows for informed participation
- provide fair and equitable means to balance competing aspirations
- reflect the range of values held in relation to the marine environment
- strike a balance between the need for adaptability and consistency
- provide for the optimal realisation of economic benefits without compromising the quality of the environment
- ensure that management decisions are informed by adequate knowledge and due caution is exercised
- promote a collective sense of responsibility.

We have a chance to develop a policy based on the collective vision of New Zealanders, harnessing their passion, using New Zealand ingenuity and knowledge, and involving a responsible and informed population. An Oceans Policy has the potential to be a powerful force for change and lead us into a better future as a healthy society supported by a healthy sea.

## Introduction

The Ministerial Advisory Committee on Oceans Policy was appointed by Ministers to assist them to define a vision for New Zealand's oceans (refer to appendix A for biographical details of the Committee). This is the first part of a process to develop an Oceans Policy, which will provide an over-arching framework for all decisions made about the marine environment to ensure they are both coherent and consistent in direction.

The Committee's responsibility was to consult with New Zealanders – to engage them in the process of thinking about their oceans, to ask them to describe what the oceans mean to them and to identify what they want and need from them – and then to report to Ministers on what we learned.

We were inspired and gratified at the level of interest and response to this issue. New Zealanders care passionately about the sea and they shared with us their passion with an honest and generous spirit that enriched us personally and informed the process.

We were impressed with the civility of the debate and the willingness of stakeholders and the public to participate, notwithstanding the conflicts inherent in this area. Many people agreed that there is a clear need for an Oceans Policy, and many were appreciative of the values-based approach adopted as a precursor to the usual policy development process. This report is the result of our consultation with New Zealanders during which they provided us, formally and informally, with their ideas, comments, suggestions, experiences, visions and values. We also heard their frustrations and fears.

### History of the Oceans Policy initiative

In recent years there has been increasing recognition, both here and overseas, of the need to effectively manage the impact of human activity on the marine environment and its ecosystems. The United Nations Convention on the Law of the Sea, which for the first time provided a framework for nations to take responsibility for managing their own marine environment, was ratified by New Zealand in 1996. It is relevant both to New Zealand's international obligations and to New Zealand's management of its domestic marine environment.

The United Nations designated 1998 as the Year of the Oceans and the New Zealand government then began the process of considering the role and function of an Oceans Policy. In December 1999 the Parliamentary Commissioner for the Environment presented the report *Setting Course for a Sustainable Future* to Parliament. A key recommendation of that report was the need to develop “a strategy comprising firstly goals and principles, secondly actions and policies for the future sustainable management of New Zealand's marine environment”.

It was against this background that in June 2000 Cabinet decided to develop an Oceans Policy. It was agreed that the policy would focus on issues associated with managing the marine environment within the jurisdiction of New Zealand, including

issues associated with the inter-tidal zone and the interaction between land management and the status and quality of the marine environment. Although it would take account of relevant international obligations it would not explicitly address issues relating to New Zealand's management of, or involvement in, the Southern Ocean or New Zealand's role in the wider South Pacific region.

It was recognised that the policy must acknowledge and accommodate a wide range of legitimate and existing interests within the marine environment and take account of those things unique to New Zealand, such as the Treaty of Waitangi and the history of people's use of and interaction with the sea. Ministers also noted, when launching the policy initiative, the importance of an Oceans Policy in positioning New Zealand to take advantage of new opportunities.

A Committee of six Cabinet Ministers was given delegated authority from Cabinet to manage the development of the Policy. The members of the Committee are:

- Hon Pete Hodgson (Chair) (Minister of Energy, Fisheries and Research Science and Technology)
- Hon Phil Goff (Minister of Foreign Affairs and Trade)
- Hon Sandra Lee (Minister of Conservation and Local Government)
- Hon Parekura Horomia (Minister of Maori Affairs)
- Hon Paul Swain (Minister of Commerce and Associate Minister of Energy)
- Hon Marian Hobbs (Minister for the Environment).

Collectively, these Ministers have responsibility for economic and environmental outcomes in relation to the marine environment and Treaty of Waitangi considerations, reflecting the need for the policy to address all of these considerations.

## **What is an Oceans Policy?**

New Zealand has the fourth largest Exclusive Economic Zone in the world. New Zealanders use and engage with the ocean within it for a wide range of reasons – some social, some economic and some cultural. The country has plenty of laws about the oceans and quite often those laws work.

But New Zealand does not have well defined goals that give direction to decisions about the oceans and guidance when those laws conflict. There are no clearly defined points of reference that allow choices to be made when confronted with competing and conflicting aspirations and values. There is no clear statement of what it is that New Zealanders individually and collectively value about the sea and coastline, and what relative priority should be attached to different options at different times and perhaps different places.

It is intended that New Zealand's Oceans Policy will fill that gap. It will link the several things that New Zealanders want and need to do with the marine environment and allow an understanding, in advance, of how, why and by whom choices will be made. It will act as the ridgepole over the house – the tahuu over the whare – to provide a framework for separate supports, each of which in itself is essential to a complete and functional structure. The house it supports must accommodate the

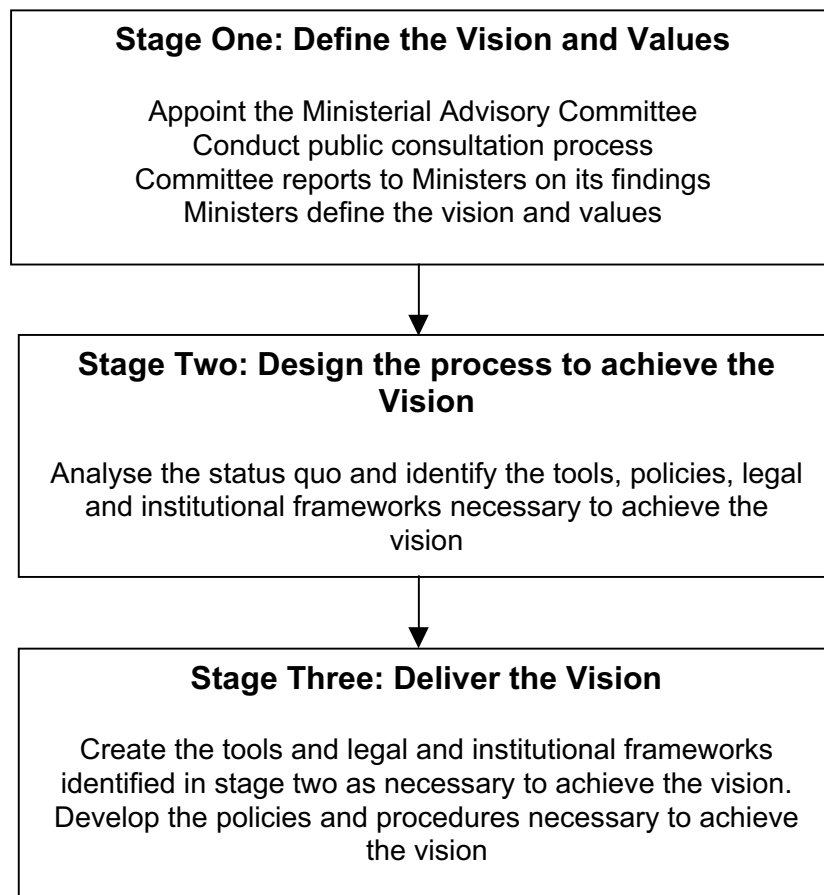
range of interests, values and activities that New Zealanders have in relation to their marine environment.

An Oceans Policy will help New Zealand to manage conflicts between different management regimes, and will ensure that there are positions from which to take advantage of new opportunities with the confidence that doing so will not put at risk what is truly valued about the marine environment. It will define the quality of what is passed on to succeeding generations and provide them with a robust basis to meet their own challenges.

The values of a community or a nation shape its identity. They emerge from the collective experiences of people and form a common heritage and a means of identifying and pursuing common goals. To avoid high levels of tension and conflict, there must be either a common values base or a high degree of tolerance for and accommodation of diverse and conflicting views or, preferably, both. For that reason, the first stage of the process to develop an Oceans Policy is to define a widely accepted vision of what New Zealanders want for and from the oceans, and to identify what values should inform decisions made about the ocean.

This report sets out the vision and values of New Zealanders as we found them in 2001. Values can change over time and need to be monitored to ensure that policies remain relevant and acceptable. It will also be important to ensure that all New Zealanders understand these values, their origin, and their relevance to collective behaviour in relation to the marine environment.

An Oceans Policy is being developed in three stages. Further details of the timetable and processes associated with each of the subsequent stages can be obtained from the Oceans Policy website [www.oceans.govt.nz](http://www.oceans.govt.nz).



## METHODS

The Government recognised the need to understand the range of views held by New Zealanders in relation to the marine environment and the need for New Zealanders to have an opportunity to participate in the process by which a vision is identified. A key part of Stage One was, therefore, a public consultation process to provide these opportunities.

Following a public nomination process, this Ministerial Advisory Committee on Oceans Policy was appointed by Cabinet to design and implement a consultation process for Stage One. The briefing provided to the Committee by Ministers, and its terms of reference, are attached to this report as Appendices B and C.

The Committee was not given any existing government policy to promote but neither were we given a completely blank piece of paper. In launching the initiative to develop an Oceans Policy, Hon Pete Hodgson said that some features of the process would remain constant. The first is that the focus will be on the marine environment above all other things: how it is valued, how it is used, how it is protected, and how its quality is ensured centuries from now. The second is that the process must be democratic and involve all those who wish to participate. The third is that the policy will be developed in stages.

In addition, New Zealanders could continue to expect access to their beaches and coastline, and the Treaty of Waitangi would be a key feature of the context in which the policy will be developed.

### Consultation strategy

The Committee was directed by Ministers to ensure that it consulted in a way that was fair and open to all members of the community and to seek to build and maintain trust, provide independence and integrity to the process and supply credible advice to the Government. The consultation process was to provide for the input and participation of Maori.

The Committee's consultation strategy identified a range of ways to engage with the New Zealand public:

- public meetings and hui throughout New Zealand
- use of the Oceans Policy website
- media coverage
- a written submission booklet
- a consultation kit designed specifically for schools.

The consultation strategy was approved by Ministers and a full copy can be obtained from the Oceans Policy website [www.oceans.govt.nz](http://www.oceans.govt.nz).

A national hui was held in Wellington in June 2001 at which key Maori leaders were provided with an initial briefing on the project, its implications for Maori and the

opportunities for their involvement. Feedback was sought from this hui on the strategy for Maori consultation.

## **Consultation statistics**

Seventy-one meetings were held throughout New Zealand, including some on Stewart Island and the Chatham Islands, including 24 hui and three fono specifically for Pacific Island communities. About 2,000 people attended the meetings. Summaries of the issues raised at the public meetings and hui have been posted on the website and the contact details of those attending meetings were included in the Oceans Policy mailing list.

Over 19,000 submission booklets and 4,500 meeting invitations were distributed. Nearly 500 schools packs requested and provided. The Oceans Policy website proved to be a very effective information and consultation tool, with 330,000 pages downloaded from the site during June, July and August 2001.

We received 1,160 written submissions. More than 25% were provided directly through the web submission form or by email.

## **Analysis**

Public meetings and hui were held from 25 June to 13 August 2001. The Committee was concerned to allow as much time as possible for written submissions so set a deadline 17 August 2001, being the last date possible to allow time to analyse the submissions and present our report to Ministers by 30 September 2001, as required.

All submissions were reviewed and entered into a database for analysis. A set of themes against which the submissions were analysed was developed initially on the basis of input at public meetings then supplemented following consideration of the written submissions.

Quotations from submissions were recorded separately in the database if they clearly illustrated a frequently made point, provided a clear insight into particular values or beliefs, or illustrated an unusual perspective on any issue.

Any additional material provided or referred to in the submission was also recorded in the database. A record was taken of practical suggestions that might relate to potential solutions. Although these suggestions are beyond the scope of the consultation process, the Committee has ensured that they will be available to those responsible for policy development in Stage Two.

Appendix D to this report sets out a summary of the statistical analysis of submissions received. Full details of the submissions analysis can be obtained from the Oceans Policy website [www.oceans.govt.nz](http://www.oceans.govt.nz) .

## **NEW ZEALAND PERSPECTIVES**

The ocean is central to New Zealand's unique identity and the well being of its communities. New Zealanders spoke to us in passionate terms about the coast and the sea, and described to us the ways by which the ocean forms part of their lives.

New Zealanders have a range of world views that vary with their individual personalities, ethnicity and other circumstances, but an emerging, distinctly New Zealand world view can be detected. It is the product of the physical environment of the country, and the combination of the two dominant cultures within New Zealand society, with overlays from other cultures that have helped shape the country from the time of settlement.

As an island people, New Zealanders have always had a physical relationship with the sea and coast. What is increasingly clear and important is that New Zealanders of all cultures have a strong emotional and spiritual relationship with the sea, reflecting its proximity and its significance to many aspects of their lives. While not always formalised into traditional belief, many groups and individuals lay claim to a link with the sea that might be described as "spiritual".

New Zealanders consistently told us of the value they place on the spaciousness, silence, vastness, power and "otherness" of the sea. Whether they fish, swim, sail, dive, surf, or paddle, walk on the beach or just look at the sea, that contact brings with it a sense of well-being. Peace, relaxation, calm, pleasure, invigoration, and renewal are all words we have heard to describe what the sea means to people.

These values are strongly identified as important to many New Zealanders and clearly form part of their world view. They are central to New Zealander's vision for the future of their oceans and are commonly translated into personal practices of conservation and care.

The livelihoods and economic benefits derived from the oceans are also valued by many. The oceans are the primary means of trade to and from the rest of the world, and remain important for transport within New Zealand. A significant proportion of individual and collective wealth is derived from the oceans through the seafood industry, tourism, petroleum and minerals. Critical to all of these activities is much of the infrastructure on which a modern society depends, including the ports and major cities constructed on the coasts.

New Zealand's Oceans Policy needs to reflect the combination of a remarkable physical environment and a unique cultural and social heritage. It must declare the particular set of values that New Zealanders have developed as a consequence of their place in the world and their experience of, and relationship with, the ocean. An Oceans Policy should define how impacts on the marine environment are managed in a way that makes most sense to them.

## **Influence of the physical environment**

New Zealand is a group of islands in a corner of the world's largest ocean. A key feature of New Zealanders' perspective on the world is this physical setting.

“New Zealand is a break in the ocean, it is not a land separate from the ocean. It is as much ocean as it is land.” (Rachel Reese, submission 9241)

Except for a few tiny island nations in the Pacific, there are few other nations whose history, culture and lifestyle has been so affected by the combination of its maritime surroundings and isolation. Being one of the last land areas on earth subjected to human habitation New Zealand has borne the imprint of human activity for a comparatively short period of time.

The seas around New Zealand have long been an oceanic moat, once navigable by only the most skilled and courageous, first from Polynesia, then from Europe. New Zealanders, from the beginning, felt “a people alone” and this isolation has had a profound effect on the national psyche and consequently on the way New Zealanders think about the ocean. Shipping, air travel, telecommunications and other technologies of the modern age have reduced New Zealand's economic and cultural isolation, but awareness remains of the vastness of the surrounding sea. Even now, travelling to another country involves “going overseas” and a long journey over water.

Although usually apparent only on such a journey, New Zealand has the fourth largest Exclusive Economic Zone in the world. The area of New Zealand's oceans is about 15 times larger than the area of land, and covers some 4 million square kilometres.

New Zealanders are mindful of a coastline 15,000 km long. All New Zealand residents live within 130 km of the sea and many live on or close to the coast. This in itself creates pressures that need to be managed. A relatively small population has helped to maintain a healthy sea but also restricts the resource base of funding and skills available for management activities.

The New Zealand marine environment is home to a large number of species that live nowhere else in the world. Distance from other places has historically provided a level of natural defence to threats to biodiversity and to vital productive sectors, but decreasing isolation poses an increasing threat to this unique marine life, as it does to the terrestrial indigenous flora and fauna. This threatens some of the creatures associated with New Zealand identity. It also threatens the country's economic well-being, which is heavily dependent on natural resources.

## Tangata whenua

A unique feature of the context within which New Zealand approaches the development of an Oceans Policy is the world view of the tangata whenua and their rights in relation to the Treaty of Waitangi.

The Committee heard many references to the two-world view of the tangata whenua – the universe comprising a spiritual and a physical world. This ‘inner theatre’ provides tangata whenua with their perception of reality and the standards by which they judge what they see and do and, in the context of an Oceans Policy, the actions and consequences of society’s processes.

For Maori, this ‘inner theatre’ revolves around the family of the pre-eminent atua (gods): Ranginui (sky father) and Papatuanuku (earth mother). With their seventy sons, these primordial parents are the source of *tapu* (the sacredness), *mana* (authority), and *mauri* (life force) of all living things. The tapu nature of fish and the tikanga (practices) developed to regulate man’s relationship with Tangaroa (the atua of the Seas) are underpinned by this spiritual reality. Maori seek always to ensure that relationships between man and these spiritual powers are kept in proper balance and properly acknowledged.

“We are the moana. We have always been the moana long before notions of rights or treaties or korero about partnerships or labels such as ‘Maori’.” (Ngai Tamanuhiri Whanui Trust, submission 732)

A central part of our mandate from Ministers was to ask New Zealanders about their values in relation to the marine environment. The Committee found that in the case of the tangata whenua there is a well established set of relevant values. We were provided on many occasions with considerable information about and insight into the Maori world view and their aspirations for an Oceans Policy.

A number of key concepts were spoken of consistently as essential to meeting Maori standards with regards to a successful Oceans Policy.

**Kaitiakitanga:** the obligation of whanau, hapu and iwi to protect both the physical and spiritual well-being of taonga (things of value) within their mana (control).

**Mana:** authority which, when manifested in spiritual authority, is referred to as mana atua. When derived through birth right it is referred to as mana tipuna. When derived through sheer personality, leadership qualities or achievements it is referred to as mana tangata. In reference to the marine environment, mana denotes the authority for the exercise of the stewardship obligation as deriving from atua, ancestors and confirmed by the Treaty of Waitangi.

**Manaakitanga:** an obligation to provide guests with care and kindness in the knowledge that some day that care and kindness will be reciprocated.

Mauri: the life force and unique personality of all things animate or inanimate. It is a divine force that in the creation process entered into the realm of atua giving them a life force. In Te Ao Turoa (the natural world), mauri binds all things to their spiritual source in atua. A key consideration of resource management practices (tikanga) is the maintenance and protection of mauri.

Noa: to be free or made free from the restrictions associated with tapu.

Rahui: a form of tapu set up over a resource (for a period of time) by a hapu or its chief for spiritual, social or economic reasons.

Tapu: the mana of atua. Things that are tapu or made tapu are perceived of having the investiture of the atua.

Tino Rangatiratanga: the exclusive control of tribal taonga (all those things important, both tangible and intangible) for the benefit of the tribe including those living and those yet to be born.

Utu: a general principle that for every thing gifted another of at least equal value should be returned. Utu also denotes reciprocity between the living and the departed. In traditional Maori terms, mana is not achieved through acquisition of material wealth but rather by distributing wealth to others. It is through the ritual gift distributions that reciprocal obligations are established and balance achieved.

Whakapapa: genealogy – it transcends the Maori world and evidences the relatedness (the whanaungatanga) of all things. For Maori, whakapapa demonstrates the linkages between the transcendental realm of Te Kore, *Te Po* (the world of the night) where atua and ancestors dwell and the material-physical world of *Te Ao Marama* (the world of light – the natural world).

Whanaungatanga: denotes the view that, in the Maori world, relationships are everything. From the Maori perspective, humans are not considered superior, but an equal part of life in the natural world.

The committee was told often that all these concepts are interrelated. From the world view of Maori it is difficult to divorce kaitiakitanga from mana, which provides the authority for the exercise of the stewardship obligation; or tapu, which acknowledges the special or sacred character of all things and hence the need to protect the spiritual well-being of those resources subject to tribal mana; or mauri, which recognises that all things have a life force and personality of their own. It is from the ethic of kaitiakitanga that the traditional mechanism of rahui comes.

In traditional Maori terms, mana was not achieved through acquisition of material wealth but rather by distributing wealth to others. It was through the ritual gift distributions that reciprocal obligations were established and balance achieved. The Committee heard from many communities that the *oranga* (abundance, health) of *kai moana* was a particular concern.

The oranga of kai moana was seen as central to the capacity of tangata whenua to manaki (take care of) their manuhiri (visitors). The Committee heard on many occasions that the capacity of *waahi kai mataitai* (customary food gathering areas) to support the ability of tangata whenua to *manaki* (take care of) their *manuhiri* (visitors) has been diminished due to the adverse effects of pollution, urban sprawl, bilge water and ballast water discharge. This diminishes the mana of the Tangata Whenua. We heard also of concerns and the impact of decisions about access to coastlines on ability to use their *waahi kai mataitai*.

The Committee heard at hui and from written submissions that a prerequisite for any over-arching policy for the marine environment was the validation of the Maori world view. The Maori world view is distinct from the science-based view of the world that dominates New Zealand society and legislation. Maori do not reject scientific knowledge, but want recognition and integration of customary knowledge in decision-making processes.

## **The Treaty of Waitangi**

The starting point for Maori in considering an Oceans Policy – what it might relate to and how it might operate – was the Treaty of Waitangi.

Maori consistently sought recognition of their status as Treaty partner and a commitment to the implementation of the recognition of this partnership. We heard frequently that Maori do not want to be treated as a stakeholder or interest group but to be seen as the Treaty partner with joint management responsibility and authority over the realm of Tangaroa. On many occasions Maori spoke of the frustration of being told that their perspective and relationship with the marine environment was ‘not relevant’ and their concern that current legal and management regimes do not reflect their world view.

The lack of recognition of the Maori perspective in legal and management frameworks has meant Maori have a strong sense that their interests have not been well served; we heard much of this. It will be important for both world views to be respected and considered within the framework of an Oceans Policy.

In one sense Maori are suspicious of any change in relation to management of the oceans, as there is a fear that this could only mean further loss for Maori. There is concern to ensure the continuity and integrity of those rights that have been retained or regained in relation to fisheries is not eroded. We clearly heard the message that Maori would not accept any lessening of those management and use rights they continue to exercise. As one participant at the Porirua hui said: “Make sure that an Oceans Policy doesn’t add to the deprivation of the Maori people”.

The concept of a *tahuhu* or ridge pole of a meeting house found favour among many of the Maori we consulted, who also noted that a *tahuhu* does not exist on its own: it is part of an integrated whole supported by side-wall posts in the house and propped up by two main centre pillars. Maori stressed consistently the nature of their special relationship with the Crown by virtue of the Treaty and saw the Crown as the other pillar.

Maori identified the Treaty of Waitangi as the means by which their rights and responsibilities in relation to the realm of Tangaroa were preserved and available to them today. It was stressed that the Treaty does not give Maori special rights – it simply confirms to them that the rights and responsibilities they had always exercised would be preserved and accommodated within the legal frameworks developed by the Crown as necessary for good government in accordance with its Article One obligations.

The Treaty of Waitangi means that Maori have a particular and unique position. Many Maori felt that the Treaty promise of tino rangatiratanga had not yet been fulfilled in relation to marine environment. In particular they were concerned to ensure that the Oceans Policy process not only did not undermine progress made but in fact made further progress in providing Maori with management tools to reflect tino rangatiratanga. Many referred to the Crown/Maori Treaty partnership, and a desire for increased Maori input and representation.

In the Maori view an Oceans Policy must take into account the holistic nature of the marine and associated environments. In particular, the effect of land-based pollution on water and kai moana quality was an issue often raised. It is widely and strongly felt that sewage should be disposed of on land and not into the sea. Maori, in the main, acknowledge the costs associated with an increase in environmental standards.

Maori recognise the significance of dependence on the oceans to their economic well-being and identified the need for a vibrant economy. Maori have substantial commercial fishing interests that they are as keen to protect as they are their customary rights. This understanding of the need to balance social, environmental and economic factors meant that sustainable utilisation was a theme raised by many Maori. The vision of Te Ohu Kai Moana (the Treaty of Waitangi Fisheries Commission) is: “sustainable development: growth that builds economic, social and cultural strength while maintaining healthy eco-systems”. The point was made strongly to us that permanent preservation without utilisation is not a feature of Maori resource management.

“Maori recognise that we, along with other New Zealanders, benefit indirectly from other uses of the oceans (e.g. cables, mining)...” (Whanganui River Maori Trust Board, submission)

## **Other features of the New Zealand perspective**

New Zealand is a land of immigrants, all of whose forebears travelled across oceans to live here. The various Pacific Island groups now part of the wider New Zealand scene also have strong relationships with, and dependency on, the sea and this was affirmed to us in meetings with their representatives.

Two clear themes were presented to us as important to Pacific Island communities in New Zealand. From an Oceans Policy they seek a clear recognition of Pacific cultures and their values and principles in a way that reflects their relationships with the sea. They also seek ongoing relationships between relevant government agencies

and the Pacific communities to ensure effective understanding within those communities of management and legal regimes and to contribute to effective implementation and compliance with the law.

“For Pacific people, the oceans’ significance cannot be overstated. Its value lies in the role that it has played in carving the geographical landscape, in initiating Pacific technology, in the provision of nutrition and sustenance, in the formation of Pacific spirituality and the evolution of Pacific culture, language and identity of its people.”  
(Niu Vision Group Ltd, submission 9357)

Another group of New Zealanders who identified themselves as having a particular perspective was the small and isolated community of the Chatham Islands. The Committee was committed to giving them an opportunity to participate in the consultation process, so spent three days there to meet and talk with residents. For them, the sea isolates them not just from the rest of the world but also from the rest of New Zealand. Their perspective is that they have particular interests and concerns not shared by others.

While most New Zealanders with whom we spoke sought to have opportunities to participate in decisions made about their environment and its associated resources, it was a major concern of the residents of the Chatham Islands. They had a particular grievance about their sense of invisibility in the mainland scheme of things and inequities in the management of the substantial ocean resources of the sea surrounding them. They seek to have such concerns addressed and it is their view that an Oceans Policy should make separate provision for the Chathams Island perspective.

## **A HEALTHY SEA**

The marine environment is a complex entity of distinct but interconnected components. Its physical dimensions are far ranging – the seabed, the water column, the marine life and ecosystems within the ocean, entities and constructions introduced to it and activities that take place on, in, under, with, through and over it.

Protection of the health of marine ecosystems is fundamental to sustaining marine biodiversity, economic resilience and the cultural, recreational, aesthetic and intrinsic values New Zealanders hold in relation to the oceans. A healthy New Zealand depends on a healthy sea.

People recognise that to effectively manage the well-being of the ocean, its nature and characteristics must be understood. The environment is not itself an entity that can be managed – it is a dynamic, diverse system that changes naturally. Only the impact of people’s influence on the marine environment can be managed. This sometimes means we must modify our behaviour in order to make sure the seas are properly cared for, or to avoid threats that the sea poses.

The enormous size and diversity of the marine environment presents many management challenges. The area for which New Zealand is responsible is about 4 million square kilometres, and includes subtropical waters around the Kermadec Islands and sub-Antarctic waters beyond Campbell Island. The New Zealand coastline is 15,000 km long. It includes estuaries, fiords, rocky shorelines, beaches and harbours, all shaped by a wide variety of coastal processes. The challenge of managing this extended and frequently inaccessible coastline is further complicated by a relatively small population and the extent to which it is clustered in a few places around the coast.

While no single response can fully address the range of challenges presented by the diversity of the physical characteristics of New Zealand’s Exclusive Economic Zone, the range of required responses should be consistent with the Oceans Policy.

### **The inter-connected ocean environment**

Many submissions highlighted the interconnectedness of air, land and sea and almost half commented on the connections between sea and land. What we do on land has a significant impact on the health of the seas, and Ministers were clear in their directions that the scope of an Oceans Policy included the effect of land-based activities. This perspective was strongly endorsed by New Zealanders in the course of our consultation. Many spoke of the need for a “mountains to the sea” approach to managing the marine environment.

“The interface between the land and oceans is not always well understood, or well managed...” (World Wildlife Fund, submission 446)
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Many people favoured adoption of a holistic or ecosystems-based approach to management rather than one based on arbitrary administrative or geographical limits,

such as the high tide mark. Many also pointed to the need to ensure that human interaction with the different components of diverse, dynamic and complex marine ecosystems is managed in a way that takes account of the overall effects. The Environment and Conservation Organisation (ECO), for example, note that management regimes for arbitrary subdivisions of marine environments cut across natural ecosystem boundaries and ignore interacting biophysical systems.

“The marine environment should be managed in a way that maintains its potential for future generations and recognises the inter-relationships between land, sea, and atmosphere.” (New Zealand Conservation Authority, submission 9308)

There are natural connections between air, land and sea. Any change in one of these systems, whether natural or consequent upon people’s intervention, can have significant effects on another. Land-based development can have a major impact upon the ocean. For example, hydro dams alter river dynamics that can result in physical changes at the coast. Cities, which concentrate a high proportion of New Zealand’s economic activity, affect their coastal environs, with sewage discharges and storm water runoff. Farming can have significant indirect impacts.

“Conserve the land and you will save the sea.” (New Zealand Federation of United Seafood Interests, submission 30)

Some submitters raised the issue of global warming, which could lead to an accelerated rise in sea level with profound and challenging effects on New Zealand’s coastal based population centres.

Many of these concerns are not unique to New Zealand but reflect our position within a global entity. Several people illustrated the dynamic and interconnected nature of global ecosystems by referring to rubbish that originated in other countries or from offshore vessels being washed up on coasts.

The coastal zone, the interface of the sea with the land, is where the marine environment is under the most intense pressure. The effects of coastal development, sewage disposal, fertiliser and effluent runoff were a constant theme. Coastal erosion and storm damage to property and structures create problems for those who live near the sea. Other submitters made the point that greater caution needs to be exercised when developing coastal areas, due to the powerful nature of the sea. Most New Zealanders accept the futility of trying to counter natural change.

## Water quality

“The discharge of contaminants and untreated wastes has a major impact on sections of the New Zealand coastline and coastal waters.” (New Zealand Conservation Authority, submission 9308)

Water quality was a subject frequently and forcefully raised. There is widespread agreement about its importance to a healthy sea. Clean water is viewed as a key indicator of the overall health of the ocean and as an indicator of our collective performance in managing the well-being of the marine environment itself. Even one submitter who remarked, “I seldom visit the seashore” listed water quality as one of the most important issues facing New Zealand’s seas. Many people recognise that a clean and healthy sea will be difficult to achieve and that it may take some time and resources.

“By far the greatest concern of people ..... is the possible deterioration in the water quality of our seas.” (Wellington Regional Council, submission 219)

New Zealanders told us that they see many forms of pollution and discharges into waterways and the sea and that the cumulative effects of these discharges can be significant and is possibly irreversible. There is a need to acknowledge that the sea does not have an infinite capacity to absorb pollution. There were frequent calls to ensure that the cost and consequences of such pollution are borne by those responsible for creating it.

Sewage discharge into the sea is particularly offensive to Maori. To them it is “abhorrent and cannot be allowed to continue” (Te Runanga o Ngati Awa, submission 829). Several submitters raised the issue of affordability of better sewage disposal systems. Some communities with small rating bases sought assistance (including funding) from central government on this issue. Others indicated a willingness to pay for enhanced water quality. The pace of change is being driven largely by the acceptance of the need for improved systems and the relative wealth of local communities.

“Pollution is the number one enemy of kai moana.” (Paihia public meeting)

While total pessimism was rare (“I expect our grandchildren to drown in our effluent”), there was some concern that action may be too late. Water quality is seen as worsening along some coastlines. In contrast, others acknowledged progress in the management of discharges; in places like Manukau Harbour, water quality is seen as much improved and getting better.

People also drew attention to the effects of intensification of farming practices and increasing coastal development on water quality. The expansion of dairy farming received particular attention in the South Island. Others identified degradation of habitats through sedimentation and erosion, dredging and the dumping of dredge spoils, unnecessarily damaging kai moana beds. Others felt that maintaining the

viability of port activity needs to be balanced against any biological or geological damage associated with dredging and dumping.

There appears to be an underlying perception that the Resource Management Act is failing to deal adequately with pollution from land into the ocean and with its cumulative effects. It is felt that there is inadequate integration of land and sea management functions and the physical and biological environment.

“We must control what comes off the land and goes into the sea. The sea is not a dumping ground for unwanted waste.” (Dolphin Encounter, submission 237)

## **Ecosystem integrity**

There was considerable discussion of the range of threats to the integrity of New Zealand’s marine ecosystems. These threats come from the growing pressure of people and their activities on the land and seas, and from marine invaders that threaten biosecurity.

There was strong support for the need to take active measures to protect the health of the oceans. Damage to marine ecosystems and depletion of marine resources were concerns. Many people complained about overfishing and a shortage of shellfish. Others drew attention to successes in the rebuilding of stocks, citing instances of recovery, such as the rock lobster fishery. They attribute these successes to the Quota Management System.

Fishing is without doubt the largest human impact on the oceans. While we are doing better than some other nations, our record at managing fishing is still poor ( most orange roughy stocks are below 20% of their original size, some are below 10%) We must aim to manage fishing better, and to be more precautionary. ( Dr Steve Dawson submission 852)

...there is general recognition that in New Zealand the Quota Management System (embodying individual transferable quota as a property right) has played a significant role in improving both the biological status of fisheries resources and commercial returns to fishers. (New Zealand Seafood Industry Council, submission 9090).

Comments often focused on specific management tools currently in use and considered a range of protection measures should be available. Many also spoke of the need to ensure that the relative strengths and weaknesses of respective management tools were understood and reflected in management decisions.

People favoured scope for both permanent and temporary protection of marine areas, for a number of purposes including biodiversity, posterity, scientific research, fisheries management, intrinsic values, recreation, and as insurance against bad decision-making. Objectives raised were the protection of representative ecosystems “from the mountains to the sea”, in the deep oceans, and in special or unusual areas such as seamounts.

“There appears to be a philosophy that the oceans can be exploited because you will not see the scars of mineral extraction or the numbers of depleted fish stocks. The same philosophy dominated land clearance 150 years ago. This philosophy should not dominate the environmental management of the oceans that surround New Zealand today.” (NZ Institute of Landscape Architects, submission 9121)

Comment in relation to protection of marine ecosystems largely focused on marine reserves. There was strong support for marine reserves, with some submitters calling for between 5 and 50% of New Zealand’s oceans to be in reserves. On the other hand, opposition to marine reserves came from a variety of sources: commercial and recreational fishers, Maori, and coastal landowners. However, it often emerged that opposition is not to the concept of marine protection as such, but to its inflexibility, the lack of provision for temporary closure, and to the absolute nature of the present legislation and to inadequate local community or mana whenua involvement in planning and management. People also expressed frustration at the slow processes involved in establishing marine reserves.

Our consultation demonstrated that there is limited awareness of other marine protection mechanisms. Marine areas protected under the Fisheries Act and the Maori customary fisheries regulations attracted little discussion, although some submitters saw taiapure and mataitai as sensible alternatives.

In addition, Maori commonly called for rahui to be recognised in legislation as a legitimate protection tool. They had specific concerns about the erosion of their kaitiakitanga and tino rangatiratanga by the way protection mechanisms are administered by central Government agencies. Te Ohu Kai Moana considers protection for the oceans needs to be within an umbrella of Maori customary fishing practices, with no provision for permanent protection of marine life or features from fishing or disturbance.

There is a range of views on how and why marine ecosystems should be protected, but general agreement that some areas should be protected at some times, by both statutory and less formal means. There is a need for permanent and temporary protection measures, and greater local community involvement.

“Area closures result in shifting fishing pressure from one area and putting it into the areas left open.” (Northern Inshore Fisheries Co Ltd, submission 779)

## **Biosecurity**

"Invading species have the potential to be the foot and mouth of the sea." (Auckland public meeting)

Biosecurity risks, such as the introduction of exotic organisms like *Undaria pinnatifida*, brown kelp that has colonised parts of New Zealand, are seen by many as a growing threat to New Zealand’s marine environment. This concern is twofold: the threat to indigenous biodiversity valued for intrinsic reasons, and the threat to the seafood resources. The risks associated with ballast discharges and hull scrapings,

particularly inshore, were specifically noted by a number of people. Widespread concern was raised by fishers, scientists and conservationists alike, that there is inadequate monitoring of ballast water exchange requirements and inadequate overall biosecurity controls.

As a geographically isolated island nation trading mainly by sea transport, New Zealand is highly vulnerable to the threats posed by introduced species, as has been emphatically demonstrated on land by introduction of pests such as gorse and possums. And as one submitter put it, “there is really little point in cleaning up our own backyard if incoming ships discharge ballast or have hulls infested with organisms that are alien and dangerous to our marine environment” (submission 233).

New Zealanders revealed to us a clear focus on the physical well-being of the marine environment that means so much to them. They seek a clean and healthy sea and are seeking direction on how to achieve that end.

## A HEALTHY SOCIETY

Some of New Zealand's demands of the marine environment are very practical. For the people of Aotearoa the sea has from the beginning been a source of benefits, including kai moana. . It continues to provide for New Zealanders individually and collectively as a source of food, fuel and other resources. It provides a means of transport and disposal of sewage and other waste. It hosts important productive sectors, providing revenue and employment. The oceans also support a complex infrastructure that a modern society and economy need to function.

“In practice this means working with the cycles of nature, for example recognising what can be taken now and what should be left for us to use in the future. In today's economy, commercial fishing also provides a basis for iwi and hapu to support their people by strengthening tribal structures to address contemporary needs”.  
(Whanganui River Maori Trust Board, submission 151)

Other needs are less practical but no less real and important. The coast and oceans provide opportunities for relaxation and recreation fundamental to the New Zealand lifestyle and hence to people's sense of well being.

### Infrastructure

The ocean separates New Zealand from the world. It also connects us to the world. As an island nation these connections are critical.

The sea lanes of international shipping provide the means to export and import products essential to a modern society and a healthy economy. New Zealand has 13 commercial port companies providing the services that distribute 99% of the country's international trade (by tonnage – 78.5% by value). In their submission to us, the New Zealand port companies outlined the facilities on which their operations depend.

Underwater cables link electricity distribution throughout the country and telecommunication contact with the world. New Zealand depends on them for 90% of its communication activity. They provide everyday services such as electronic banking and email. The consequences of any interruption to their operations are massive, both economically and socially.

Those responsible for these services spoke to us of these risks and the level of investment associated with establishing and maintaining complex undersea cable networks. They also told us of the conflict with other users and with those who seek to limit the nature and extent of this use of the marine environment. While some fishing techniques and ship anchors can damage cables, resulting in considerable direct and indirect cost, cable protection corridors limit fishing of commercially valuable species. There is well documented evidence that much damage caused to cables is due to breaches of statutory cable protection zones.

Some submissions discussed the importance of energy-related infrastructure, noting the heavy dependence of New Zealand's economy and lifestyle on oil and gas. Natural gas is derived primarily from the Maui field, situated 35 km off the coast of Taranaki in water about 100m deep. The Maui platforms supply about 75% of New Zealand's gas requirement, as well as oil.

Secure provision of marine infrastructure services is a matter of national importance, and a healthy society is dependant upon it. An Oceans Policy must safeguard the infrastructure necessary to allow safe and effective delivery of those services, while limiting the impact of such use on both the marine environment and other users.

## **Economic values**

A significant amount of New Zealand's economic activity is built around the sea. The relative importance to the economy of marine-based activity is increasing. Some of the country's fastest growing industries involve use of the oceans.

“The current financial return from use and exploitation of resources within the New Zealand EEZ is estimated at NZ\$2 billion per annum. The national economy is also inextricably linked to the marine environment through transport (the current estimated annual value of imports/exports transported through the EEZ is NZ\$29 billion). The unrealised current value of known mineral resources within the EEZ is estimated to be NZ\$100-350 billion”. (New Zealand Marine Sciences Society, submission 887)

The Committee received a broad range of comment on the economic aspects of human interaction with the oceans. The majority of the submissions sought a balanced approach between potential environmental costs and economic and social benefits.

The seafood industry has considerable economic importance. Commercial fishing has been comprehensively reformed over the past 15 years, with the introduction of the Quota Management System, which requires management consistent with sustainability. The reforms have led to the development of an industry that is now New Zealand's fourth-largest export earner, generating over 25,000 jobs. Export seafood sales exceed domestic sales by ten times. The sector has grown threefold in 20 years and aims to be half as big again (by value) by 2010. Its growth and reorganisation have had a marked effect in regions such as Nelson and South Canterbury. Marine farming is making a growing contribution to the seafood industry, and the allocation of space for marine farms has become a contentious issue in several regions.

“The population of industry personnel in rural areas not only contributes to the economic infrastructure, but also underpins school rolls and community services organisations such as rural fire brigades, sporting and social groups.” (New Zealand Rock Lobster Industry Council, submission 827)

The New Zealand economy and lifestyle have a heavy dependence on oil and natural gas - offshore hydrocarbon resources yield about NZ\$1.2 billion worth of petroleum

each year. The submission of Shell (Petroleum Mining) noted that, with the depletion of this resource, New Zealand is expected to have a shortage of natural gas within the next decade. Further exploration and exploitation of oil and gas within New Zealand's domain are required to ensure continuing capacity to meet the country's future needs.

Other submissions noted that potential future sources of renewable energy could include converting the natural energy of waves, tidal currents and wind to electricity by way of purpose-built offshore installations.

Recreational activity in the marine environment has considerable economic value. Retail outlets handling boating and fishing products, we were advised, generate an annual turnover of close to NZ\$1 billion, and associated industries such as boat building provide hundreds of jobs.

Submissions noted that there is further potential for economic benefit to be derived from the sea – both from living and mineral resources – and that we will increasingly need to explore ways of realising this potential. While New Zealand is one of the few nations in the world where the potential value of oceanic resources exceeds that of land-based resources, it is also, by international standards, a very under-explored country.

“New Zealand not only has the responsibility for [our EEZ], but also the right to explore and exploit the living and non-living resources within it. These resources are already very important to our economy, yet there is considerable potential to gain further benefit from the sea, and use of its resources will undoubtedly continue to grow”. (R Murdoch, NIWA, guest editorial [www.oceans.govt.nz](http://www.oceans.govt.nz))

Developments in technology present new opportunities and challenges. The new found ability to identify seamounts in the outer continental shelf by remote (satellite) technology can be seen as an opportunity – to catch high value species that associate with these environments – and a threat, as there is as yet no knowledge on which to base decisions about the management of such ecosystems.

It is expected that mineral resources of the sea bed will be subject to increased commercial interest. These might include bulk materials, sand and gravel for construction aggregate, phosphate and manganese nodules and precious metals.

In regulating commercial activities a consistent framework of principles needs to be applied that enables economic development to provide for community needs, without compromising the integrity of natural systems. An Oceans Policy should not impose arbitrary restrictions on development activities. Commercial operators seek certain and clear rights to allow them to proceed confidently with the investment and management decisions.

...lack of defined property rights is the primary cause of the failure of fisheries management internationally... Applying these concepts beyond fisheries to other “common property” oceans resources, it is clear that there would be benefits in clearly specifying rights and responsibilities for all oceans users. (New Zealand Seafood Industry Council, submission).

“...concern that the Ocean Policy, once developed, may generate a whole raft of further Regulations and Acts which may produce a more restrictive and prohibitively expensive operating environment.” (Northland Port Corporation (NZ) Ltd, submission 248)

Ocean tourism is seen as an area of potential growth and a source of what was described by one submission as “sustainable revenue”. New Zealand’s “clean, green” image is recognised as an economic asset that needs to be protected and one that could provide an increasing source of economic benefit with less environmental cost than other types of economic activity. However, some forms of tourism and the increase in the numbers of people visiting particular areas can have immediate and negative environmental impact. Buses driving along Ninety Mile Beach have already caused damage and there is well founded anxiety about the consequences of increased numbers of cruise ships seeking to visit Doubtful Sound.

## **Social values**

New Zealanders use the marine environment for a variety of non-economic reasons. The value of these activities is not as easy to quantify as that of economic use but it is no less important to people, individually and collectively.

Use of the marine environment for personal, social and emotional needs is not generally covered by regulation. There are, however, controls on activities that would interfere with such use, for example, restrictions on vehicles and dogs on the beach. An Oceans Policy and management processes will need to accommodate those social values.

“The NZCA finds value in qualities of the oceans not commonly seen to have economic value and possibly under valued for that reason. These are intrinsic worth, wildness values, spiritual (mental health) values and ecosystem relationships.” (New Zealand Conservation Authority, submission 9308)

Recreational users are by far the most numerous of those who connect directly with the coast and the sea and the level of demand for such use opportunities will not decrease in the future. For many, such use is clearly a life-long experience and one they wish to be available to their children and generations to come. For some, recreational use of the marine environment is passive and quiet – a walk alone on the beach. For others it is more active and more social – playing cricket or volleyball on the beach or building sandcastles in competition with an incoming tide. For still others, it is more active and interactive – surfing, boating, fishing or diving.

Although many people seek to use the marine environment for the common purpose of recreation they often have little else in common. They may agree that clean water and a healthy sea are important and that it should be easy to get access to the sea and coasts. Beyond that there may not be much else about which they agree.

“Our oceans should be used to enhance our people’s lifestyle. There is an economic component that is important for future generations, but the social responsibility and servicing of the ocean should not lose sight of this dual responsibility of social and economic life.” (Paikea Whitiorea Trust, submission 276)

There is conflict associated with ocean-based recreation in its various forms. Much of the tension arises because different forms of use cannot exist in the same place at the same time. Surf skis are not popular among swimmers or those with young children having a family day at the beach. Beach buggies are not popular with those who value the peace, solitude and undisturbed natural state of isolated beaches, or seek to protect bird nesting sites and dune vegetation.

These tensions are not likely to reduce. The population is growing and congregating more and more in the same parts of the coastline. The competition for space and resources between different recreational activities will be no easier to resolve as this continues.

There is controversy about the best way to manage recreational fishing. There is little consensus as to the rights and responsibilities associated with this popular sport and it is clearly a complex area that has historically presented difficulty.

There is a wide range of strongly held views, and considerable tension exists between different fishing interests – recreational, commercial and customary. There is widespread complaint about reductions in catch sizes, particularly in relation to shellfish. Recreational fishing groups, in some cases, insist that their rights to fish come before those of commercial interests.

It became apparent that among recreational fishing organisations, distrust is pervasive, positions are rigidly stated and few appear willing to compromise. The New Zealand Recreational Fishing Council states “we are not prepared to compromise our right to catch more than 40 species, any time that we so wish, from virtually the whole coastline of New Zealand”. To secure the benefits of any new management regime we believe compromise will be required of everyone. As recreational fishing columnist Graham Andrews put it: “compromise could well be a word that we have to come to terms with while still speaking strongly with a united voice on our own wishes” (submission 233).

Solutions must be found. If they are not to be imposed on them, recreational fishers must take responsibility for constructively participating in processes to develop them. Ensuring their activities are free of the regulation and bureaucrats they so clearly dislike, will require a greater willingness to compromise and an increased level of responsibility for regulating their own activities. It may even require active consideration of licensing regimes – if only as a means of securing the strong financial base they will need to discharge the level of responsibility essential to avoid intervention of bureaucracy and regulation.

## **Access to the coast and sea**

When announcing the intention of the Government to develop an Oceans Policy, Hon Pete Hodgson acknowledged that, for New Zealanders, access to the sea is properly seen as a given. Throughout our consultation this view emerged strongly as being universally valued by New Zealanders.

Tangata whenua traditionally regulated (at least lightly) access to the coast within the rohe (area) of each hapu and access remains a matter of importance to all the occupants of each coastal region. Whilst New Zealanders realise the need for some curtailment of access to the coastline, such as for ports, they also recognise that any restriction on access limits their ability to interact with the sea and coast for any purpose.

“in 20 years time I would like the ocean to be as it was 20 years ago, and in 50 years time as it was 50 years ago.” (John Condliffe, submission 211)

Of particular concern to some coastal communities is the impact of increased subdivision and residential development on previously wild coastline and the consequent restrictions on access to beaches and traditional fishing areas. The threat of liability under occupational safety and health legislation has led to some private landowners restricting the access of the public to their land and consequently to parts of the coastline.

For many New Zealanders, free and open access to the sea and coast is regarded as a fundamental democratic right – as represented by the common assumption of the existence of the Queen’s Chain around the coast – and they want to be confident that such access will continue to be available to them and future generations. Coastal communities and hapu raised concerns that open access to the coast had not brought a corresponding duty of care by visitors to their coast.

## **Allocation of space and resources**

People’s demands are not only diverse but also at times competing. Where there is competition choices have to be made. Sometimes those choices will be relative – setting priority or according weight – but at other times choices will be absolute permitting one use at the expense of another. If a decision is made to use coastal space for marine farming – thus generating jobs and revenue – it cannot then be used for traditional recreational purposes of value to others; recreational boating may become impossible, more difficult or dangerous.

“We believe that the environment deserves ethical consideration... We submit too that the practical outcome is different when intrinsic value and ethical standing is acknowledged.” (Environment and Conservation Organisation, submission 9359)

Resolving such conflicts requires value judgements about the ways people choose to use the sea. Society must decide how to allocate space and access to the marine environment and its associated resources – to whom, for what purpose and on what

terms. The context for making such key decisions will change in accordance with overall social change.

Social values about the kind of environmental impact that is tenable, whether for recreational or economic benefit are subject to change. Increasing recognition and concern about environmental impacts, and awareness of the cumulative effects of decisions already taken, mean that many development decisions made in earlier times would not now be tolerated. The cost of some of those decisions is now apparent as rivers rearrange sediments, floods occur, and coastal properties and sand dunes are threatened.

The capacity to explore the advantages of new opportunities though must still be preserved. It is important to avoid decisions that reduce or preclude future options. As Telstra Saturn said in its submission, there must be "... an understanding and agreement that existing interests or users do not have pre-emptive rights over new activities, provided those activities are proven to be environmentally acceptable" (submission 889). However, if new opportunities are pursued in ways that would exclude existing activities, it will be important to take into account the rights of those undertaking such activities.

There is an apparent lack of understanding of the way decisions about allocation of space were made and concern about the extent to which criteria used reflect the values and aspirations of all. In particular, there was confusion about the sequencing of decisions, with many local residents not realising that broader, higher-level planning processes in which they had not participated effectively determined the context in which decisions that concerned them would be made. For example, residents seeking to challenge an application for a marine farm on a part of coast close to them discovered that the overall decision to allow space to be used for marine farming (in accordance with stated terms and conditions) had already been made in a different process and could not now be challenged when considering an individual application. There is also frustration at the financial costs involved, particularly in taking decisions to appeal.

Maori and long-term residents of coastal areas spoke of their anger and frustration at the breakdown of the traditional processes that had informally resolved issues of access but could not now accommodate the demands of a mobile and transient population. Maori had specific concerns about erosion of their kaitiakitanga and tino rangatiratanga as a result of no longer having the means to manage and protect their coastlines.

“Where we are unable to obtain resources that we value, the knowledge that we associate with them dies”. (Whanganui River Maori Trust Board, submission 151)

An Oceans Policy must provide a clear process for allocating space that reflects the values held in relation to the sea and its resources and which is perceived by all affected as fair and equitable.

## FRAMEWORK FOR THE FUTURE

An Oceans Policy must reflect the range of values accepted as legitimate, define the goals New Zealanders want to achieve for the marine environment, and set out behaviours consistent with those goals.

Ministers made clear to us that the Treaty of Waitangi had to be central to the development and implementation of an Oceans Policy and this was confirmed in our consultation with Maori and others. Article Two of the Treaty guarantees to Maori the right to manage resources in accordance with their own values and tikanga and an Oceans Policy must honour this commitment.

### Responsibility for actions

A significant number of New Zealanders want to take responsibility for what they do in relation to the marine environment. They also want to be confident that the actions of others will be consistent with the well-being of the sea. It is not clear, however, that people understand the extent to which their own behaviour, and not just that of others, may need to change to ensure this.

“The ocean lets us hide the damage that we have been doing. While we feel a sense of ownership for the positive things that we can take from the ocean we have not accepted or felt a sense of responsibility for the negative impact and by products of our interaction with the ocean” (Rachel Reese, submission 9241)

“Policy needs to be effective at the level of the individual user of marine resources: they need to be aware of the implications of, and take responsibility for, their own actions.” (P Clarke, submission 9223)

For many, some features of existing management structures and processes constrain their ability to take more responsibility for their actions and to require the same of others. They expressed frustration at:

- inflexible management tools
- limited opportunity for locally based management responses
- little or no recognition of customary and local knowledge when making decisions
- expensive and time-consuming decision-making processes.

### Understanding the oceans

The more that is known about the marine environment, the better people’s interaction with it can be managed. We heard much about knowledge – what is known and what is not. Knowledge is a continuum between information (facts) and insight (understanding based on experience). There are a variety of ways by which knowledge is acquired and understood, and a number of sources from which it can be obtained.

“Knowledge and understanding are the keys to wise decision-making and the development of economic opportunities that are in balance with sound environmental management.” (Centre for Advanced Engineering, submission 897)

Submissions noted that knowledge can be derived from scientific research, customary traditions and a lifetime of experience. The importance of conventional science was acknowledged but other, less empirical, sources of knowledge are also of value. The relevance and significance of different sources and kinds of knowledge will vary with the nature of the problem. The New Zealand Conservation Authority noted in its submission: “Both traditional knowledge and new scientific knowledge should be valued and drawn upon”. An integrated policy framework should accommodate both.

“.....our management of the oceans will be underpinned by research that reflects both Western and Maori philosophies”. (Ngati Awa ki Poneke, submission 9323)

Many participants expressed concern at the implications of how little is known about the oceans: a vast, inaccessible, complex and important part of the world. There was a strong call for improved general understanding of the marine environment across the community. In this context, many people call for more general education about the marine environment as a way of enhancing personal levels of responsibility.

“More education in schools about the environmental importance of the oceans and the coastal ecosystem would help to ensure the future care of the oceans and shorelines.” (E Read, submission 132)

There is concern at costs, present and future, that may be the result of gaps in knowledge. There is a cost arising from unintentional or unforeseen harm to the environment, and a cost of not being able to take advantage of new opportunities.

Almost everyone recognised that where knowledge is limited, the risks involved in decision-making are high and caution is required. There was, however, a clear difference in opinions about the consequences and implications of not knowing. Two views emerged from submissions as to how to best manage activities when there is insufficient knowledge to understand all the implications.

One view, commonly referred to as the Precautionary Principle, is described as being “the application of prudent foresight” (submission 9351), meaning that preference should be given to risk-averse decisions and that care should be taken to avoid irreversible consequences. The Precautionary Principle focuses on avoiding changes that may be irreversible, and on prior identification of undesirable actions and outcomes.

The other view was not a repudiation of the Precautionary Principle but a perspective on how it should best be applied. This view focuses more on risk-management analysis to ensure that the Precautionary Principle does not equate to doing nothing. It seeks to ensure that precautionary management measures are balanced by a requirement to fill knowledge gaps related to the activity in question.

“Sanford Limited is very concerned that failure to provide adequate resources to address...knowledge gaps will lead to excessive caution in decisions relating to sustainable utilisation of all marine resources...When a ‘precautionary approach’ management decision is made then it should be coupled with an obligation to improve the quality of information to make better knowledge based decisions.” (Sanford Limited, submission 9191)

A common response to knowledge shortfall was to suggest more investment in research. Many suggested that research should be targeted to fill knowledge gaps. Commercial interests noted that economic development is built on marine research and technology. Scientists reminded us that basic research can result in unforeseen advances. As ever, however, there is a need to make choices and to determine priority – what do we need to know? What would be good to know? What can we afford to find out? What can we afford not to know?

“Values based on ‘rigorous’ science are not necessarily better than values based on sound philosophical principles...It is often overlooked that science is only a logically consistent system that does not necessarily bear any resemblance to reality.” (Dominic Harvey, submission 567)

There is concern over how to make best use of what is known about the oceans. We heard regularly of how hard it is to find out what information is held by government agencies, both central and regional, and of the need to develop effective channels for information between sectors, agencies, communities and individuals. As one submission put it: “Achieving management and investment objectives requires effective knowledge uptake, transfer and integration.”

“Ongoing success of our fisheries management system will depend upon our ability to gather good information as we go about "the business and activity of fishing", and to adapt our management practices accordingly.” (Te Ohu Kai Moana, submission 816)

It was felt that information is not always constructively shared. For some, the barrier to sharing is cultural – while the information may be relevant and useful to management decisions, it may also have a particular cultural value that could be compromised if not respected and managed appropriately. For others, the barriers to sharing are commercial – the cost of acquiring information, or protection of the value of intellectual property.

Knowledge of the marine environment is critical. Without it, effective management policies cannot be achieved.

It was also put to the Committee that knowledge is not a platform to be built higher in order to see further, but is a means to light the path ahead. Sometimes a little light is needed; other times a strong light is required.

“New Zealand should be taking a leading role in informing the world’s scientific communities about the intricacies of New Zealand’s oceanic waters and seabed make-up.” (Wellington Regional Council, submission 219)

“Better understanding, better science, and the smarter application of technology might give us oceans in 20-30 years which are cleaner and richer than today, to the greater good of mankind and all life on this planet.” (CR and JE Marshall, submission 569)

## **Making decisions**

Decisions about the marine environment at times have to be made in the face of irreconcilable positions. Current processes are seen by some to be arbitrary and lacking in clarity and fairness. As a consequence, conflicts remain unresolved and people become disillusioned.

If an Oceans Policy is to provide a framework that minimises conflict by accommodating a wide range of values held within New Zealand society, it will need to provide the means to determine the nature and status of competing claims and their relationship to each other. Some of the perspectives we heard included:

- those seeking affirmation of the nature and status of the rights Maori hold in relation to the marine environment pursuant to the Treaty of Waitangi,
- those for whom the sea and the coast provides a range of social and emotional needs and who seek assurance that a quality marine environment will remain accessible,
- those seeking to ensure that future generations are considered by the decision-makers of today,
- those seeking recognition of intrinsic values reflecting the inherent and ethical value of the marine environment,
- those using the marine environment for commercial operations who seek affirmation of access and rights to its resources.

An Oceans Policy must describe who should participate in decision-making and define the nature of their interest. It should identify the range of decisions needed to manage interaction with the marine environment, the level at which decisions should be made – national, regional or local and the allocation of associated costs. It must identify the relative priority of the various interests in the range of decision making processes, including the extent to which those not directly represented – such as future generations – have rights that need to be accommodated. To do this effectively, an Oceans Policy must build on what already works. It should focus on the effects of any activity in an integrated way, be principled, flexible, efficient, durable and adaptable.

Such a principled framework could reduce the level of unresolved conflict at a fundamental level. However, it is accepted that conflict will still arise, particularly in relation to issues of implementation. People seek responsive and flexible tools for conflict resolution that can be at varying levels of formality. Some differences can only be resolved by direction at a national level using clear statements of goals and priorities, while other conflict may only require appropriate operational processes.

At a local level we heard examples of successful approaches to conflict resolution and a desire to see these reflected in management systems at a national level. There was common ground that people were too often forced into time-consuming and expensive

litigation to resolve issues about access to and use of marine resources. There were frequent complaints that outcomes were often determined as much by access to funds as the merits of an issue.

We spoke in Nelson with those who have developed processes to address the level of conflict between commercial, recreational and customary interests in the same scallop fishery managed by the Challenger Scallop Enhancement Company. On the basis of their experience, what appears to characterise apparently successful conflict resolution at a local level is:

- a local commitment to the process
- full recognition of all interested groups
- informal but democratic procedures
- a willingness to compromise and accept trade-offs
- a mediator, as required.

## **Participation**

A recurrent theme in submissions and meetings was frustration at the inability of the public, some iwi and hapu, local communities, and local and regional interests groups to participate effectively in decision-making on local marine issues, for reasons of time and cost. New Zealanders want to have confidence in decision making processes.

Much of the discussion we heard about the desire to be involved in decision-making was focused on local operational issues – a desire to be involved in implementing and giving effect to decisions that are relevant to their region – and a recognition of the need to have access to relevant information to address such issues.

A number of the issues raised have significance only at the local or regional level, while others also have a national significance in terms of such factors as economic productivity, biodiversity, conservation and maritime safety. Whilst seeking a high level of participation in local management issues, many were also looking for a level of direction and guidance at a national level.

An associated issue on which guidance and direction is sought from an Oceans Policy is the relative weight given to the range of interests held by those seeking to participate in decision-making processes. Reservations were expressed about participation by those who are perceived to have a vested interest, while others clearly stated that those directly affected by the outcome must be involved.

We heard from Maori of their desire to be included as a Treaty partner with joint management responsibility and not to be treated as just another stakeholder or interest group. Any future policy will need to achieve two goals: first, identify the range of decisions to be made and by whom and how, and second to create opportunities for people to contribute effectively.

“informed people make prudent decisions that benefit users and reflect the ecological, intrinsic, cultural, recreational and economic value of our oceanic environment, now and into the future.” (Local Government New Zealand, submission 637)

## **Compliance and enforcement**

If rules are developed to manage people’s interaction with the marine environment, it is important that those rules are observed. Voluntary compliance is essential to effectively manage the impact of people’s behaviour on the marine environment, particularly considering the size of the area of ocean for which New Zealand has responsibility relative to the size of the population. To achieve high levels of voluntary compliance, people need to understand the implications of their behaviour. Information and education will be important to promoting such understanding.

There will be times when the rules are not kept, such as with poaching or illegal dumping of waste. The need to ensure there is adequate regulation and policing to ensure sustainability was frequently raised. “It must be in our best interests to husband, police and regulate our Exclusive Economic Zone for sustainability. One could add that it is New Zealand’s duty to the world to do so” (submission 9051).

Particularly within small coastal communities, there is a widespread concern that enforcement officers are few and far between: “Our enforcement officers have been steadily reduced in numbers and centralised, rather than placed in strategic areas where poaching and law breaking is rife” (submission 523). Others, although accepting the need for regulation and enforcement, are concerned that effective regulation should not be at an unjustifiable cost. For others still, it is a simple matter of equity; of ensuring that everyone accept the same level of responsibility: “The commercial interests that use the resources of the ocean have to comply with regulations to ensure the least possible negative effect on the environment. I believe that all New Zealanders should have the same responsibility”.

Whilst there is some recognition of the costs associated with extensive enforcement, there is no clear agreement on the process. The size, diversity and distribution of the area for which New Zealand has management responsibility present particular challenges for enforcement. Clear thinking and hard decisions will be required about the level of management and enforcement that is affordable.

## **Policy integration**

New Zealanders support the intention for an Oceans Policy to provide better integration of the range of activities and processes currently associated with managing their involvement with the marine environment. Concern about the current lack of integration is high. We heard frustration about trying to find the “right agency” to deal with a problem, the costs incurred in dealing with multiple agencies in relation to a single activity, and of bewilderment at the conflicting views and policies of separate government departments.

“The RLIC supports an integrated approach to the management of New Zealand’s marine resources.” (New Zealand Rock Lobster Industry Council, submission 827)

However, people are equally concerned to ensure that resulting processes do not become costly, time-consuming and cumbersome to the extent that responses are neither affordable nor timely. There was real concern at the risk of unnecessary bureaucracy and many stressed the need to consider “least-cost tools” so as to ensure that “regulatory processes ... not be so onerous as to be an economic bar to investment and development” (submission 9360).

Consistency was sought, both as to process and outcome. Some saw the best way to achieve this being a single agency with responsibility for all activities relevant to the marine environment. Others saw the need for a central co-ordinating agency, with other single-focus agencies working to a standard set of principles.

Another constant theme was the need to integrate land and sea management: “All marine legislation should be integrated with land legislation such as the RMA” (submission 9333). Increasing recognition of the impact of land-based activity on the quality of the marine environment calls for new processes to ensure that decisions made about land use take account of the impact on the sea.

## **Holistic ocean management**

We were often told that an Oceans Policy needs to adopt an holistic approach to managing the marine environment. It seems that “holistic” is used to describe two distinct aspects of people’s relationship with the sea.

The first is the concern of those who seek to ensure that the processes and policies reflect their own world view and values. Maori, in particular, spoke of their personal relationship with Tangaroa, their concern to protect the mauri and the need to have the authority and ability to do so. Others spoke of the need to be confident that their spiritual and emotional relationship with the sea would be valued and understood when decisions about its use and well-being are made.

The second use of the term holistic seeks to match management responses to the physical reality of the oceans. New Zealanders increasingly appreciate the marine environment as a dynamic series of ecosystems connected to other natural systems and seek a management framework that is consistent with that physical reality. The ECO submission (9359) states: “The most fundamental requirement is for an ethos that sees the sea as an ecosystem and applies an ecosystem approach to marine management”.

Many people recognised the ocean and the natural systems within it are dynamic and powerful. They change regularly and significantly, independent of any human activity. This reality must be accepted and people may need to change their ways. It is clear to us, on the basis of both technical and other submissions, that management regimes and processes developed as a result of an Oceans Policy must accommodate the natural dynamics of the marine environment and not assume that all changes are the result of human intervention.

“Any decision-makers must recognise that the oceans are a naturally variable dynamic system that humans cannot hope to control but must adapt practices to provide for its survival while allowing low-impact sustainable use.” (BW Hayward, submission 64)

## **Global perspective**

Another perspective on the holistic approach comes from those who are concerned to recognise relevant matters beyond New Zealand’s legal jurisdiction. Some submitted that the management of the oceans should be conducted at a global level. “Oceans should be administered on global scale. A World Health Organisation needs to be established to ensure long term enjoyment of the ocean environment for all peoples” (submission 210).

However, others were concerned at the potential threat to domestic sovereignty of international agreements: “We must not surrender our sovereignty in decisions on marine matters to other nations” (submission 9333). There was also concern expressed that, given the state of New Zealand’s marine environment relative to that of Northern Hemisphere states, standards set at an international level may be lower than New Zealand needs or desires.

It has been suggested that New Zealand should learn from the best overseas practices – Australia and Canada were identified as examples. Other models in relatively small maritime nations such as Iceland may provide effective examples that can be translated to the New Zealand situation.

## **General management principles**

New Zealanders want an Oceans Policy to provide the over-arching framework by which goals and priorities are set. It is important to them that the policy:

- has transparent and open decision-making processes
- is focused on the future and acknowledges the past
- strikes a balance between certainty, flexibility and responsiveness
- requires and promotes informed decision-making
- requires caution where knowledge is inadequate
- is efficient and avoids imposing unnecessary cost
- promotes individual and collective responsibility for the well-being of the marine environment
- accommodates the range of legitimate interests.

## **Monitoring policy effectiveness**

New Zealanders expect an Oceans Policy to be developed in ways that take account of their values and vision for the future. They want to be confident that it will achieve the purpose for which it is designed; otherwise be changed. This point was clearly

made by the submission that said: “Any ‘Oceans Policy’ must also be a ‘living document’...In that context, there must be the legislative flexibility to be able to alter directions or rectify misconceptions as new information comes to hand or initial policy is proved to be flawed” (submission 233).

The need to be flexible and monitor implementation was also addressed by Te Ohu Kai Moana, which “does not believe that any management or allocation system should lock us into an inflexible process. Policy must allow for dynamic change but in a principled way that promotes respect and does not malign people’s rights and interests” (submission 816).

## **VISION AND CHALLENGES FOR THE FUTURE**

The process to develop an Oceans Policy began with a clear statement from the Minister that the status quo was not an option. Our consultation established that most New Zealanders understand and accept that. Changes must be made. Change of the kind required will take time and will affect everyone in some way.

An Oceans Policy will not define the operational processes used to manage interaction with the marine environment. It will identify collective goals, the priorities attached to achieving them and provide guidance and direction about operational processes necessary.

We have not found any easy solutions. However, since our appointment to the Committee in March 2001, we have been talking with New Zealanders and listening to them talk. In that time we have heard issues on which most people agree. We have heard about issues on which there is “constructive disagreement”, and we have heard things about which there is much conflict and tension and no obvious common ground.

### **Consultation insights**

#### **Differences of understanding**

Meetings and informal conversations gave us an insight into perspectives and assumptions. Many people have a good understanding of the complexity involved in developing an Oceans Policy. On the other hand, the consultation revealed the prevalence of misinformation and misunderstandings. This is an informal but important feature of the context in which Ministers will have to make decisions.

Amongst the general public, there is a significant lack of understanding of fisheries management in New Zealand, particularly of the Quota Management System. Some people are quite convinced that foreign owned trawlers are stripping New Zealand fish stocks “right off the beach” with the benefits flowing overseas. There are several misunderstandings in this statement. Only New Zealand companies can own fish quota but they may charter foreign owned boats to catch that quota. The law requires catch limits to be set on the basis of sustainability and reduced as required.

In many cases the debate focused on means, not ends. People were critical or supportive of particular management tools such as property rights and marine reserves without fully appreciating the purpose, strengths and weaknesses of those tools. Two people might agree on the importance of maintaining and enhancing biodiversity, but one might promote the need to achieve this by defining areas of “no use” while the other argues for adaptive take management based on sustainable yield.

Our experience suggests that the use of language that promotes clear, constructive debate and that allows a range of views to be identified and understood is important. Sustainability means different things to different people. It also used to mean

different things in different contexts – from sustainable utilisation to sustainable management and sustainable development. We consider there will be a need to find new and simple terminology in order for these debates to be conducted at a more productive level.

In general, people identified with issues involving the coastline and inner harbours but had little or no connection with, or appreciation of issues concerning the deep sea. They focused mostly on their direct experience and, with few exceptions, found it difficult to comprehend the extent of New Zealand’s Exclusive Economic Zone. New Zealand still has to manage interactions with the deep sea. An Oceans Policy needs to provide a framework for managing it in a way that is consistent with New Zealanders’ values about other aspects of the marine environment.

### **Consultation overload**

While we found a high level of interest in the Oceans Policy process, we also found people who felt “consulted to death” and had little confidence that anything would change as a result of their participation. Amongst Maori groups, we identified a degree of “consultation fatigue”. We heard the term “hui-ed out” more than once. While people were appreciative of the opportunity for public input, they were frustrated by the lack of co-ordination between government consultation processes. The high number concurrently underway on a variety of issues, means that time and energy is often spread thinly. This compromises the ability of individuals and organisations to respond in effective and timely ways.

### **Social diversity**

The consultation process reaffirmed to the Committee the diversity of New Zealand society. An Oceans Policy will need to recognise this diversity and draw from it the strengths that each constituency can contribute.

From tangata whenua we learnt about tikanga – the practices evolved from the longest strand of continuous human interaction with the New Zealand environment – which vary from iwi to iwi, reflecting adaptation to location and experience within the diverse range of environmental and social circumstances around New Zealand.

Modern multi-cultural New Zealand society also reflects regional diversity attuned to the physical environment and social factors such as population density and diversity, accessibility and predominant economic activity and wealth. The pressures associated with the large, coastal population base of Auckland presents different challenges to those of the Bay of Islands and Coromandel, with their seasonal focus on providing visitor services. The issues facing the Wairarapa coast, the West Coast of the South Island or Fiordland are each different again.

## Components of a Vision

Many other general points emerged from our consultation that indicate values and principles that might inform an Oceans Policy. There are some things that can be clearly identified as essential components of a vision to define the future of New Zealand's oceans.

New Zealanders want:

- Clean water so they can eat safely from their sea.
- Clean water to swim in.
- The marine environment to be healthy and productive, with biodiversity protected from external threats.
- The intrinsic and intangible values of the ocean recognised.
- Management of human interaction with the marine environment to reflect New Zealand perspectives and in particular the Maori world view.
- The ability to enjoy the economic benefits without compromising the health and well-being of the oceans.
- Certainty and clarity of the rights and responsibilities associated with use and enjoyment of the marine environment.
- Ready individual access to the sea and coastline to meet a wide range of social and recreational needs.
- All New Zealanders to take responsibility for the well-being of the seas and to have access to appropriate information to allow them to act responsibly and to participate constructively in decision-making
- To have management that does not compromise future interests and needs, and ensures that a healthy sea is part of the heritage of New Zealand's children.

## Values for an Oceans Policy

We believe we have identified some common values held in relation to the processes and tools New Zealanders think should be used in achieving that vision.

New Zealanders want an Oceans Policy that will:

- set clear goals
- integrate separate management processes
- provide open and transparent decision-making that allows for informed participation
- provide fair and equitable means to balance competing aspirations
- reflect the range of values held in relation to the marine environment
- strike a balance between the need for adaptability and consistency
- provide for the optimal realisation of economic benefits without compromising the quality of the environment
- ensure that management decisions are informed by adequate knowledge and due caution is exercised
- promote a collective sense of responsibility.

If there is a serious commitment to a collective vision for the marine environment, it cannot be achieved without compromise or cost. There are some hard decisions to make and the choices may not be palatable to everyone. There are some clear challenges.

## **Challenges for an Oceans Policy**

The sheer vastness, complexity, and fragility of New Zealand's oceans, coupled with high expectations from a small but value-laden society, means that no solution will be easy or immediate. The context in which these challenges will be addressed is a combination of the physical, cultural and social heritage of New Zealand. Solutions will have to reflect:

- the diversity and size of the area for which we are responsible
- the implications of a long and, in many places, isolated coastline
- a small population base
- strong social and cultural connections to the sea
- economic dependence on the sea – direct and indirect
- the Maori world view
- rights accorded Maori under Article Two of the Treaty of Waitangi.

The consultation process has identified a number of key issues and requirements that will need to be addressed in order to develop a successful Oceans Policy for New Zealand.

### **A healthy sea**

It will be necessary to:

- Find the means to clean up the sea within the relatively short timeframe that people are seeking.
- Protect biodiversity from environmental damage induced by human impact.
- Protect the abundance of species, especially those commonly harvested.
- Develop a strategy to help protect or restore the abundance of marine life by optimal use of no-take marine reserves and other management tools, including customary means, without unduly eroding existing rights and interests.
- Develop effective strategies to reduce the threats to marine life of invasive pests and diseases and ensure swift response to any incursions.

### **A healthy society**

It will be necessary to:

- Enable productive use of the ocean's living and mineral resources without compromising the integrity and health of the marine environment.
- Strike a balance between the social, environmental and economic demands on the marine environment.

- Provide for the world view of Maori within the management framework developed for the marine environment.
- Strike a balance between the call for universal access to the coast and the sea and the restrictions on access consequent upon various forms of use.
- Develop management systems with the agility and flexibility to allow new opportunities to be explored and developed without compromising the health and well-being of the marine environment.
- Give legal effect to Maori customary knowledge and resource management practices like rahui within marine management systems without compromising the integrity of such tikanga.

### **Framework for the Future**

It will be necessary to:

- Create processes for marine management that take whole ecosystems into account.
- Expand knowledge of marine life and habitats, how marine ecosystems work and the nature and extent of threats to ecosystems.
- Develop management processes to integrate decisions about land use and the marine environment.
- Achieve high levels of voluntary compliance with management systems, and develop affordable ways to ensure enforcement of management regimes for the fourth largest Exclusive Economic Zone in the world.
- Monitor the effectiveness of marine management activity and make any necessary changes to management systems and processes in a timely manner.
- Develop management responses consistent with the physical reality of the marine environment and its connections with other physical systems such as climatic forces.
- Identify the range of decisions needed to manage interaction with the marine environment and decide who makes such decisions.
- Develop processes for making decisions that promote informed participation of those who wish to be involved and provide for constructive resolution of conflict.
- Develop open and transparent processes both for allocating space and other resources and for determining priorities attached to particular uses.
- Define the rights and responsibilities associated with activities.

New Zealanders have been generous with their input so far. There is now the chance to develop a policy based on their vision, harnessing their passion, using New Zealand ingenuity and knowledge, and involving a responsible and informed population. An Oceans Policy has the potential to be a powerful force for change and lead us into a better future as a healthy society supported by a healthy sea.

## **APPENDIX A: BIOGRAPHICAL DETAILS OF THE MINISTERIAL ADVISORY COMMITTEE ON OCEANS POLICY**

### **Dame Catherine Tizard (Chair)**

Dame Catherine Tizard was Governor-General of New Zealand from 1990-96. She is a former Mayor of Auckland and city and regional councillor. Before entering local politics she was a senior tutor in zoology at the University of Auckland. Dame Cath has had extensive involvement with community, charity, sporting and educational organisations. She is currently chairperson of the New Zealand Historic Places Trust and the Sky City Charitable Trust, and a director of the New Zealand Symphony Orchestra Trust Board.

### **David McDowell (Deputy Chair)**

David McDowell is a former Chief Executive of both the Department of Prime Minister and Cabinet and the Department of Conservation. He also served as New Zealand ambassador to Japan and the United Nations. He is currently working as an independent advisor to the World Bank, having recently completed a term as Director-General of the World Conservation Union.

### **David Anderson**

David Anderson is a company director, currently involved in tourism in the South Pacific and in venture capital projects for small and emerging companies. He has an extensive background in the fishing industry, having been Managing Director of the public company Sanford Ltd, Deputy Chair of the New Zealand Fishing Board and President of the New Zealand Fishing Industry Association.

### **Mac Beggs**

Mac Beggs is a partner and co-managing director in Geo Sphere Exploration Ltd, an oil and gas exploration consultancy based in Lower Hutt with current projects in Taranaki and Southland. He has previously worked as a petroleum geologist and manager of research at the Institute of Geological and Nuclear Sciences and the former Department of Scientific and Industrial Research, and as an exploration geologist for a major oil company in the USA. He has previous experience of government policy working groups in relation to crown minerals and the United Nations Convention on the Law of the Sea, and is a regular commentator on New Zealand's future energy supplies.

### **Mark Bellingham**

Mark Bellingham is a lecturer in environmental planning at Massey University. He was a member of the Ministerial Advisory Committee on Protected Areas Legislation and a technical advisor to the Minister for the Environment on the Allocation of Land

to State Owned Enterprises. He has experience with local government both as an Auckland Regional Councillor and as a planning consultant involved with natural resource and recreation planning. He has a background with environmental NGOs, having been employed by both Forest and Bird and the Maruia Society. He is a Board member of the Environmental Defence Society.

### **Rikirangi Gage**

Riki Gage is the Executive Director of Te Runanga o te Whanau Tribal Authority, based in the Eastern Bay of Plenty. He is a director of TWA Holdings and TWA Fishing, both tribal fishing companies. He has worked in the public service as a Treaty issues adviser and Iwi Development Officer, represented the Treaty of Waitangi Fisheries Commission at an International Convention on Biodiversity and acted as a negotiator for Mataatua tribes on fisheries claims.

### **Abigail Smith**

Abigail Smith is a senior lecturer in marine science at the University of Otago, and director of AMS Research. She is active in supporting mathematics and science education. Dr Smith is a marine sedimentologist whose recent research has included work on sediment budgets, coastal erosion, water quality and biofouling.

### **Wally Stone**

Wally Stone is the Managing Director of Whale Watch Kaikoura Ltd and has been involved with the company since its inception. He is Deputy Chairman of Tourism New Zealand, a Director of Coffee Culture franchise group, and a Director of both Kaikoura Investment Trust Ltd and Mainpower NZ Ltd. He is actively involved in the tourism industry at both a national and regional level through the New Zealand Tourism Industry Association and other industry organisations.

## **APPENDIX B: Briefing note for Ministerial Advisory Committee members**

Welcome to a very exciting project that will impact on all New Zealanders: the development of a New Zealand Oceans Policy.

The aim is to create an integrated and comprehensive framework to manage the ways in which we engage with the marine environment.

Your role is central to the success of developing an Oceans Policy that will uniquely reflect New Zealand and the relationship New Zealanders have with the marine environment.

The development of an Oceans Policy is a priority issue for this Government. Current management frameworks fail to meet all existing operational issues associated with the marine environment. Nor are they adequately managing the opportunities and challenges of the future.

Developing an Oceans Policy will help us to fix both these problems.

You are now a key part of that process. I am very grateful for the commitment you have made and the time and energy you have agreed to contribute.

I launched this project on 12 October 2000 and I spoke then about the relationship we all, as New Zealanders, have with the ocean.

It is central to our economy. It is central to our sense of who we are. It defined how we got to be here and is still the principal feature to be navigated when we leave New Zealand.

The decisions we make about how we manage our interaction with the marine environment must reflect this relationship and the values we hold in relation to it. For that reason, the first stage of the process to develop our Oceans Policy will be to define a vision for managing how we interact with our oceans. You have an integral role in this process.

As a member of the Ministerial Advisory Committee, I am asking you to lead and facilitate meetings, hui, and whatever other communication methods you think best to engage the public generally in thinking about our oceans, what they mean to us and what we want from them.

You are not responsible for resolving policy issues. You are not advocates for particular perspectives or views. You were not appointed as representatives of sector interests or specific value systems. You have been appointed because, you have the skills and experience necessary to engage in constructive conversations with New Zealanders about what they want to happen with the marine environment.

Your role is to invite New Zealanders to be involved in determining a shared vision. You will need to encourage people to identify the assumptions they make when describing what they want. You will need to challenge and test those assumptions and put them in the context of the views of others.

You will need to discuss with people what they would be prepared to do, or give up doing, to ensure the outcomes they want. You will need to move them beyond the grievances they have with the status quo to how they can be a part of something different.

We need you to provide us with an insight into New Zealanders values in relation to the marine environment and with guidance on how to set priorities and reconcile competing interests.

This is a unique process. Through you the Government is going out to communities, with an open mind, to find out what New Zealanders want for their oceans. There are no predetermined goals. But this does not mean you are not going out to communities with a 'blank piece of paper'. People need to be able to get an understanding of the context in which the Oceans Policy is being developed. They need to know why it is being developed and what will happen if we don't succeed.

Initially this will mean talking to people about what our oceans encompass, and explaining the many and varied interests that exist in relation to our marine environment.

To do this, you will meet Maori, local government, stakeholders and the public. You will discuss with them what they want from our marine environment, why they want it, how they think it should be achieved and what the benefits are in achieving it.

You are then to report to the Ministerial Group on Oceans Policy on what you have learned and the issues raised.

Your report will help shape the vision for how we manage the way we interact with and use the marine environment in the future. This work will then form the basis for the second stage of the Oceans Policy Project, which is to define the necessary mechanisms to achieve the vision.

The first task for the Committee is to determine a strategy for engaging with the public generally on the Oceans Policy Project. This will not be easy.

The strategy and process for engaging with communities is vitally important. The success of your work depends on ensuring we consult in a way that is fair and open to all members of the community. You must seek to build and maintain trust, provide independence and integrity to the process and supply credible advice to the Government.

The terms of reference for the Committee specifically ask you to develop and lead a consultation process that:

- identifies all values held by New Zealanders in relation to the marine environment, the relative significance of those values and any conflict between such values;
- provides for the input and participation of Maori in the consultation process;
- identifies and defines the nature of the rights and interests that exist in relation to the marine environment;
- considers the nature and extent of rights and interests in relation to the marine environment;
- creates an environment in which it is safe for participants to freely express their opinions and in which all views are accorded respect;
- fosters relationships between groups and sectors, which contribute to a greater understanding and acceptance of the difference values and interests;
- identifies and challenges assumptions relating to managing the marine environment;
- identifies and acknowledges possible constraints on outcomes;
- promotes amongst participants a sense of responsibility for the solution;
- provides participants with a sense that they can influence possible outcomes; and
- identifies principles that could support enduring long term solutions.

There are inherent risks in the approach being taken to developing the Oceans Policy and you need to be aware of these. The process will not succeed if:

- the process is not seen as credible and does not obtain the buy in of stakeholders;
- the process becomes focussed on operational problems with the status quo and a forum for further exchanges of entrenched views;
- there is no common understanding of what the process is intended to achieve and the means by which that can be achieved;
- there is no willingness to accept any responsibility for ensuring solutions to identified problems; and
- agreement is reached only at such a high level that tensions and conflicts cannot be successfully resolved and hence no meaningful improvements occur.

The process must be seen as capable of delivering meaningful results, which means the approach you choose is crucial. If we are serious about reflecting the values of New Zealanders, then all groups, sectors and individuals who wish to participate must have the opportunity to do so and must be encouraged with open minds.

You will probably be asking yourself: “when we get to the end of this, how will we know that we have succeeded?”

You will have succeeded if we gain a clear understanding of:

- the aspirations New Zealanders have for the marine environment;
- the values they wish to see guiding management decisions;
- the basis of competing values and interests in the marine environment;
- the priorities attached to differing and competing values;
- the ways by which competing values and priorities can be reconciled;
- the assumptions people make when identifying what they want to happen with the marine environment, and
- the behaviours they see as relevant to managing the marine environment

It will be important to ensure there is a community of interest in developing an Oceans Policy and a wide range of interests prepared to continue to be involved in the process.

To assist you in your role you have a group of officials drawn from the relevant government departments and agencies. Through them you have access to a considerable wealth of information. I invite you to use it.

This is now our joint project for the next six months. The Ministerial Group is extremely pleased to be working with all of you on it and we look forward to it being advanced and to working closely with you on it.

Ministers are confident in the ability of this Committee to develop a strategy to respond to this challenge and I look forward to working with you on this issue.

Hon Pete Hodgson

# APPENDIX C: TERMS OF REFERENCE FOR THE MINISTERIAL ADVISORY COMMITTEE ON OCEANS POLICY

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## Introduction

Government has decided to develop an Oceans Policy to identify the goals and principles for managing the marine environment and the best way to achieve those goals. Cabinet has established a group of Ministers to oversee the development of an Oceans Policy and agreed that the policy be developed in three stages.

- The first stage will be Defining the Vision and will identify the goals and principles important to managing the marine environment.
- The second stage will be Designing the Vision and will require analysing the status quo and identifying the necessary tools and policies to achieve the desired vision.
- The third stage will be Delivering the Vision and will involve creating the tools and legal and institutional frameworks identified in stage two as necessary to achieve the vision.

Ministers wish to establish a Ministerial Advisory Committee on Oceans Policy (“the Committee”) to assist them, for stage one of the process, in their role of overseeing the development of the Oceans Policy. The Committee is to assist with defining the vision, in particular undertaking the public consultation process.

The role of the Committee is to assist Ministers to Define the Vision by managing and leading the process of identifying the shared vision, goals and objectives of New Zealanders for managing New Zealand’s oceans. The Committee’s role will conclude when it has reported to Ministers on the outcomes of the consultation process, which it is expected to do by 30 September 2001.

- 1. Membership of the Committee.** The Committee will consist of five members, appointed by Cabinet upon the recommendation of the ad hoc Ministerial Group on the Oceans Policy.
- 2. Chairperson and deputy chairperson.** Cabinet will appoint one of the members of the Committee as the chairperson and the Committee may appoint one its members as the deputy chairperson if it wishes.
- 3. Responsibilities.** The members of the Committee are responsible to Ministers for completing the following key tasks:
  - a) Developing and recommending advice on a process by which to consult with New Zealanders to identify a shared vision for managing New Zealand’s oceans; and the goals, principles and objectives to achieve such a vision. This process is to be undertaken in two stages. The first stage will be preliminary consultation with targeted groups to assist in identifying relevant issues and

developing consultation material. The second stage is to consult more widely on options for the shared vision, goals, objectives and principles relevant to managing the marine environment.

- b) Leading and managing the consultation process approved by Ministers and ensuring the process is undertaken in a manner that provides independence and integrity to the process and is able to provide credible advice to Ministers
- c) Reporting to Ministers on the range of views, values, principles and any shared vision identified in the course of the consultation process; the issues that need to be addressed; and recommendations on goals, objectives and principles to support enduring long-term solutions for the management of New Zealand's marine environment.

**4. Documentation.** The Committee is responsible to Ministers for preparing the following documents:

- a) A report outlining the proposed process for consultation with all interested parties, to be completed by 31 March 2001
- b) Any documents identified as necessary to the approved consultation process
- c) Any interim reports requested by Ministers
- d) A final report outlining the views, values and principles and any shared vision raised in the consultation process, issues that need to be addressed and associated key risks, and recommended goals, objectives and principles for the management of New Zealand's oceans, by 30 September 2001.

**5. The Oceans Policy consultation process.** The function of the Committee is to develop and lead a consultation process that:

- a) identifies all values held by New Zealanders in relation to the marine environment, the relative significance of those values and any conflict between such values
- b) provides for the input and participation of Maori in the consultation process
- c) identifies and defines the nature of the rights and interests that exist in relation to the marine environment
- d) considers the nature and extent of rights and interests in relation to the marine environment
- e) creates an environment in which it is safe for participants to freely express their opinions and in which all views are accorded respect
- f) fosters relationships between groups and sectors, which contribute to a greater understanding and acceptance of the different values and interests
- g) identifies and challenges assumptions relating to managing the marine environment
- h) identifies and acknowledges possible constraints on outcomes
- i) promotes amongst participants a sense of responsibility for the solution
- j) provides participants with a sense that they can influence possible outcomes
- k) identifies principles that could support enduring long-term solutions.

6. **Compliance with Government policies.** In performing its functions and exercising its duties and powers the Committee must:
  - a) act in accordance with the policy of the Government as it affects the responsibilities of the Committee; and
  - b) comply with any directions that are given by the Ministerial Group to the Committee in writing.
7. **Duty to act in good faith.** Members of the Committee have a duty to act bona fide in what they consider as the best interests of both the Committee and the Government to fulfil these Terms of Reference.
8. **Disclosure of interest.** Members of the Committee will disclose direct or indirect interests that may affect their judgement, or be perceived to affect their judgement, in the exercising of their duties and will not take part in any deliberation or decision of the Committee relating to the matter in which the member has the interest.
9. **Remuneration of Committee members.** Fees and allowances will be paid to the chair and to members of the Committee in accordance with the established guidelines for classification and remuneration of statutory and other bodies appointed by the Crown.
10. **Term of appointment.** The members of the Committee hold office during the pleasure of the Ministerial Group and the Committee shall conclude its function following submission of its final report to Ministers but no later than 30 September 2001.

**APPENDIX D: SUMMARY OF SUBMISSION  
ANALYSIS**

**OCEANS POLICY**

**SUBMISSIONS ANALYSIS**

**13 – 31 August 2001**

**Careering Options Ltd**

## **Introduction**

When analysis ended at 5pm on Wednesday 29 August 1160 submissions had been received. Around a third of these submissions were made on the Oceans Blueprint booklet provided. Other submissions took the form of letters, reports, and even, as requested during a public meeting, a note on the back of an envelope. Two form letters were identified - the first from recreational fishers, and the second from marine farmers. Several submissions were received that indicated support for another submission. A large number of submissions were received from stakeholders and other interest groups.

## **Methodology**

The structure for the analysis was developed from the content of public meetings and during the initial stages of submissions analysis. The Ministerial Advisory Committee on Oceans Policy provided the prototype for the themes list which was extended following discussion with the analysts. The subjects list and values list were also refined during the first week of analysing submissions. The final lists cover a range and variety of comments that were recurrent.

A quotations field captured the voices in the submissions. Some quotes were taken to support the themes, subjects, and values lists; others to illustrate a unique viewpoint.

A comments field was used in order that the analyst might add any useful information that could not be captured in another way. This field also notes appended information to a submission (often in the form of a newspaper / magazine article), and literature references made within a submission.

A suggestions field was developed in order to capture practical advice offered to the Committee in developing an Oceans Policy.

As submissions were received they were given a number that reflected their form. Numbers 1 – 904 were received by post, fax, or were hand delivered. Numbers 9000 – 9362 were sent in by email, or on the web form provided on the Oceans Policy website. During the process of analysis many duplicates were found (most commonly due to an anxiety that the submission might not have been received in one form and so was sent again in another, but sometimes due to the submitter wanting to add something else for consideration). The result of this is a sporadic numerical order since we have checked for and extracted any duplicates, and appended to the original submissions any additional comments.

The analysis team comprised the database designer, team leader, and five analysts from Career Options. Carolyn Risk familiarised the analysts with the Oceans Policy during a training day held on Monday 13 August, and she and Emma Taylor were available throughout the process for discussion and assistance.

## QUANTATIVE STATISTICS

### ALL SUBMISSIONS

Number of submissions

Total: 1160

The table below shows statistics for individuals/groups and types of submission.

The 800 (68.97%) individual submissions are from 943 signatories.

Approximately 25% were received by email, others by post or fax.

Submission Type	Group Submissions	Individual Submissions	Total
Letters	109	120	229
Reports	52	8	60
Submission forms	152	532	684
Web forms	37	137	174
Form Letter 1: Recreational Fishing	9	1	10
Form Letter 2: Marine Farming	1	2	3
	<b>360 31.03%</b>	<b>800 68.97%</b>	<b>1160</b>

### Submissions by regions

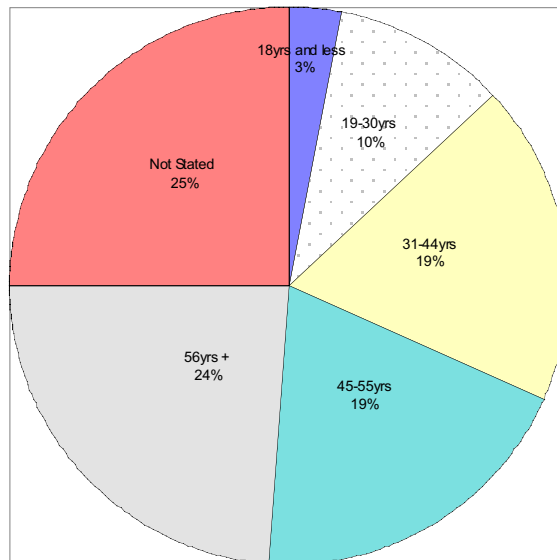
Region	Number of submissions	%
Auckland	201	17.33%
Bay of Plenty	90	7.76%
Canterbury	85	7.33%
Chatham Islands	5	0.43%
Gisborne	23	1.98%
Hawkes Bay	42	3.62%
National Organisation	22	1.90%
Nelson & Marlborough	144	12.41%
Northland	93	8.02%
Otago	62	5.34%
Overseas	4	0.34%
Southland	41	3.53%
Stewart Island	6	0.52%
Taranaki	37	3.19%
Thames-Coromandel	3	0.26%
Unknown	20	1.72%
Waikato	97	8.36%
Wanganui-Manawatu	44	3.79%
Wellington	112	9.66%
West Coast	29	2.50%
	<b>1160</b>	

## INDIVIDUAL SUBMISSIONS

Age statistics for individual submissions

Age Group	Total	%
18yrs and less	29	3%
19-30yrs	94	10%
31-44yrs	176	19%
45-55yrs	183	19%
56yrs +	226	24%
Not Stated	235	25%
	<b>943</b>	

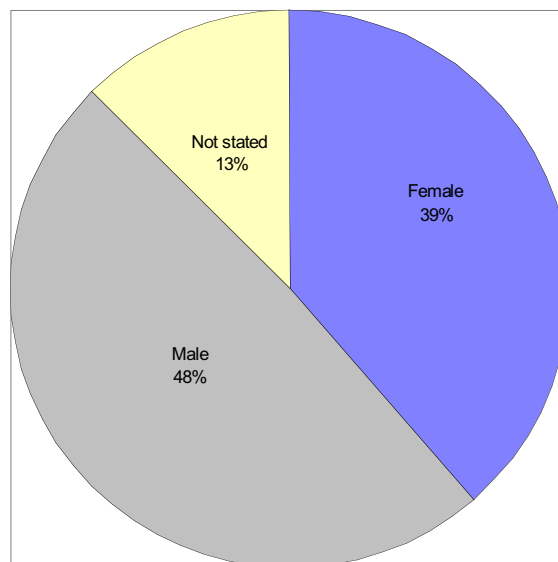
Pie graph of age statistics



### Gender statistics for individual submissions

Gender	Total	%
Female	365	38.71
Male	459	48.67
Not stated	119	12.62
	<b>943</b>	

Pie graph of gender statistics



## GROUP SUBMISSIONS

Total: 360 group submissions.

Membership of the groups who made submissions ranged from 2 members to 31,000 members.

### Group Interests

Interest or Activity of Group	Total
Administrative body of Hapu/Iwi	44
Advocacy	20
Boating/Yachting	20
Commercial Fishing	31
Community Group	5
Customary fishing	53
Education	13
Energy (commercial)	8
Environmental/Conservation	88
Fishing – general	13
Fishing Club	18
Fishing trips	4
Holistic	3
Land based industry	7
Landscape architecture	1
Maori Interests	27
Marine Farming / Aquaculture	10
Mining	2
Museum	1
Not stated	3
Oilfield Exploration	2
Rate Payers Assoc	8
Regional/District/City Council	21
Research	19
School Group	9
Sports (land and sea)	1
Telecommunications	4
Tourism	10
Transport	7
Water Sports	6
Youth Interests	3