

Hauraki Gulf Forum

Promoting and facilitating integrated management of the Hauraki Gulf – Tīkapa Moana, Te Moananui a Toi

Annual Report 2015 – 2016



Hauraki Gulf Forum

Tīkapa Moana

Te Moananui a Toi



Under the Hauraki Gulf Marine Park Act 2000, the Hauraki Gulf Forum is required to present an annual report on the exercise of its powers, the carrying out of its functions and progress towards achieving its purposes to the House of Representatives, through the Minister of Conservation, on or before 31 August each year.

Our Vision

Tīkapa Moana/Te Moananui a Toi, the Hauraki Gulf is “celebrated and treasured”, is “thriving with fish and shellfish, kaimoana”, has a “rich diversity of life”, supports a “sense of place, connection and identity” and a “vibrant economy”.

Our Mission

To promote and facilitate integrated and co-ordinated management of the Gulf’s environmental, cultural, economic and recreational resources.

Our Challenge

The Hauraki Gulf has undergone an incredible transformation over two human life spans. That transformation is continuing in the sea and around the coast with most environmental indicators either showing negative trends or remaining at levels which are indicative of poor environmental condition.

– State of our Gulf 2011

Addressing the combined effects of suppressed environmental state, multiple and cumulative impacts, and high and increasing pressure will be technically and politically challenging.

Integrated ecosystem based management is required with ambitious targets and standards.

Constructive participation requires stakeholders to move beyond just being interested parties, position taking and lobbying to guardianship and responsibility ... typically associated with kaitiakitanga.

– State of our Gulf 2014

Our influence

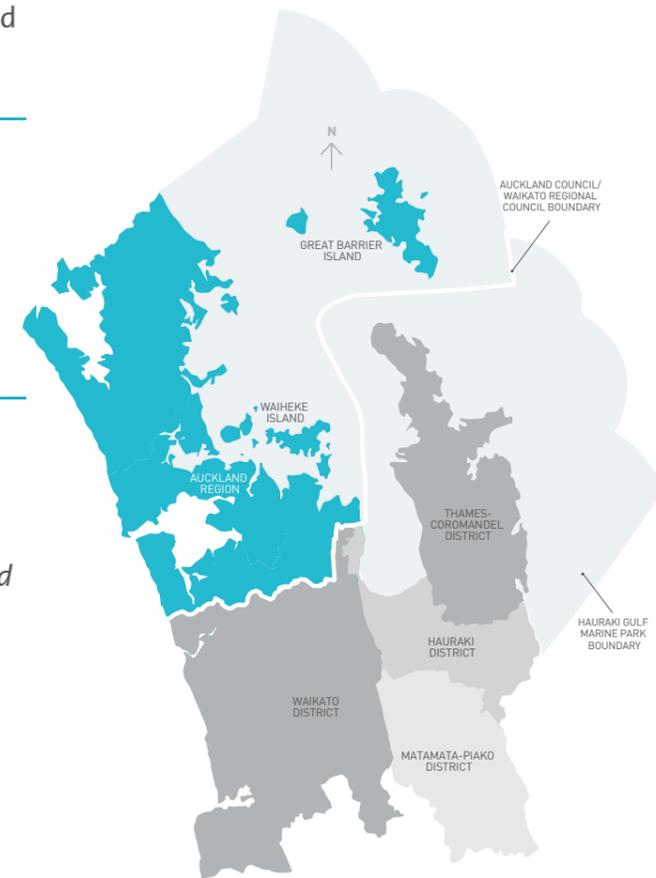
Sea Change Tai Timu Tai Pari marine spatial planning

Environmental innovation in shipping, fishing and resource use

Growing interest and investment in marine restoration



Hauraki Gulf
Marine Park
Ko te Pataka Kai
o Tikapa Moana
Te Moananui a Toi





A step change

In my remarks at the Forum's annual seminar last year I pointed out the changing landscape for environmental management and decision making that is occurring around the Hauraki Gulf/ Tikapa Moana:

In past seminars we have heard about the threats to Bryde's whales. Today we have commitment to internationally recognised target speeds by the shipping sector.

We have heard about the threats to black petrels. Today we have a long line fleet committed to being seabird smart.

We have seen historic milestones in the settlement of treaty claims, the transfers of ownership of some of our iconic islands and the reassertion of kaitiakitanga alongside nature preservation.

We are facing up to the big challenges: how to fish, to farm, to intensify our urban spaces, profitably and within limits.

What is new and different is often the processes for those decisions – we are having difficult conversations with more people in the room, with

more transparency, with more skin in the game, and consequently more potential for resolution.

We all need to share the responsibility of operating in and around the Gulf in ways that contribute to its wellbeing and enhancement.

This shift in approach is in no small part due to the efforts of the Hauraki Gulf Forum.

Over the past decade we have prepared guidance on the requirements of the Hauraki Gulf Marine Park Act, established a compelling narrative through successive state of the environment assessments, explored the potential for marine spatial planning, encouraged investment in collaborative issue resolution and built an informed and engaged public.

Later this year I look forward to the completion of the Sea Change Tai Timu Tai Pari plan for the Gulf. This promises a new contract between stakeholders, mana whenua and agencies to secure long term environmental health and abundance in the Gulf.

This year the Forum has considered an independent 10-year review and how it might strengthen its capacity.

It recently sought feedback from its members on putting greater emphasis on co-governance, influence, effective Crown engagement, clarity of purpose and agility.

In 2000 the Hauraki Gulf Marine Park Act broke new ground in setting management objectives and encouraging integration.

The Forum has used the mandate it was given to examine issues, explore solutions and seek consensus.

I look forward to working closely with the Minister and stakeholders to build on its successes and to ensure strong and effective leadership into the future.



Mayor John Tregidga,
Chair, Hauraki Gulf Forum,
MNZM, JP



Who we are



Mayor John Tregidga (Chair)
Hauraki District Council



Paul Majurey
Tāngata Whenua



Jeff Cleave
Great Barrier Local Board,
Auckland Council



Meg Poutasi
Department of Conservation



Liane Ngamane (Deputy Chair)
Tāngata Whenua



Cr Bill Cashmore
Auckland Council



John Meeuwssen
Waiheke Local Board, Auckland Council



Leo Koziol
Ministry of Māori Affairs



Nicola MacDonald
Tāngata Whenua



Cr Chris Darby
Auckland Council



Cr Peter Buckley
Waikato Regional Council



Steve Halley
Ministry for Primary Industries



Terrence Hohnneck
Tāngata Whenua



Cr Christine Fletcher
Auckland Council



Cr James Thomas
Matamata-Piako District Council



Moana Tamaariki-Pohe
Tāngata Whenua



Cr Michael Lee
Auckland Council



Cr Peter French
Thames-Coromandel District Council



Tim Higham
Executive Officer, Hauraki Gulf Forum



Lucy Steel
Tāngata Whenua



Cr Wayne Walker
Auckland Council



Cr Rob McGuire
Waikato District Council

What we have achieved

Since the commencement of the Hauraki Gulf Marine Park Act, the Forum has shaped understanding and expectations about the way the Gulf should be protected, used and managed.

1990 Hauraki Gulf Maritime Park disestablished as government reduces number of environmental and conservation 'quangos'.

1991 Minister of Conservation Denis Marshall establishes working party, led by Jim Holdaway, which recommends creation of a Hauraki Gulf Marine Park.

1992 Many iwi of the Gulf meet to consider a marine park and ratify the Motutapu Accord asserting tāngata whenua ownership of this taonga.

1997 Auckland Regional Council establishes a Hauraki Gulf Forum of local and central government agencies to co-ordinate management of the Gulf.

1998 The Waitangi Tribunal considers a claim on the proposed Hauraki Gulf Marine Park legislation lodged by the Hauraki Māori Trust Board.

2000 Hauraki Gulf Marine Park Act (HGMPA) comes into force, with purpose to integrate management and sustain the life-supporting capacity of the environment.

2000 The Hauraki Gulf Forum established to promote HGMPA management objectives; with members from 13 local authorities within the Gulf's catchment, three ministerial representatives and six representatives of the tāngata whenua of the Gulf and its islands.

2000 Auckland Regional Council acts as administering authority and its chairman Philip Warren is elected the first chair of the Forum.

2001 Waitangi Tribunal submits

report (Wai 728) on the HGMPA claim, encouraging all parties to focus on "the need for the Hauraki Gulf environment to be protected for future generations."

2002 Tāngata whenua representative Laly Haddon of Ngāti Wai/ Ngāti Manuhiri is elected second chair of the Forum.

2002 Forum publishes first Strategic Issues paper, emphasising the importance of public access.

2002 Forum endorses inclusion of 304ha of covenanted private land on Waiheke Island within the Hauraki Gulf Marine Park.

2003 Report on depletion of shellfish resources commissioned, leading to establishment of the Community Shellfish Monitoring Programme, which has continued since.

2004 First state of the environment report published, providing mixed report of environmental declines and improvements.

2004 External review of Forum recommends new governance statement, shared budget and dedicated executive support.

2007 Hauraki Mayor John Tregidga elected third chair of the Forum.

2007 Conservation Minister Chris Carter attends Forum meeting and outlines pest eradication programme for Rangitoto-Motutapu.

2007 Appointment of jointly-funded Forum Executive Officer.

2008 Forum initiates *Weaving the Strands* quarterly newsletter.

2008 Cross boundary planning approach advocated within review of Strategic Issues paper, particularly by tāngata whenua members.

2008 Second state of the environment report finds regulatory approaches and management arrangements may be inadequate to deal with pressures facing the Gulf. Launched with United Nations Environment Programme Executive Director Achim Steiner.

2009 Governing the Gulf published, to guide implementation of the HGMPA in Resource Management Act policies and plans.

2010 Fishing the Gulf published, to guide alignment of fisheries management with the HGMPA.

2010 Waitakere City Council reserves bordering the Waitemata Harbour and Forest and Bird covenanted land on Waiheke are vested in marine park.

2010 10th anniversary of HGMPA held on Motutapu Island. First Hauraki Gulf Marine Park seminar held with Auckland Museum, becoming an annual event.

2010 Auckland Council formed, with administrative authority responsibility for the Forum passing to it.

2011 Marine park poster series initiated with New Zealand Herald, to be repeated in subsequent years.

2011 Spatial Planning for the Gulf published, noting potential as process to integrate and improve management, consistent with HGMPA.

Ehara taku toa i te toa takitahi, engari he toa takitini – it's not the work of the individual that creates success, but the work of the collective.

2011 Third state of the environment report published, concluding incremental, ongoing decline off a low environmental base, with bold steps needed for change.

2012 REMAK Strategic Issues framework identified in response to state of the environment report.

R	Regenerating areas
E	Enhanced fisheries
M	Mana whenua expression
A	Active land management
K	Knowledge utilisation (ecosystem-based)

2012 Forum meets on Great Barrier Island. Visits Glenfern Sanctuary. Seeks to broaden involvement and ownership of stakeholders in resolution of Gulf issues.

2012 Collaborative group initiated to examine ship strike, prompting Ports of Auckland transit protocol a year later, and progressive reductions in ship speed.

2012 New community group formed to explore restoration of mussel reefs following Forum seminar.

2012 Commissioned report indicates economic activities in the Gulf generate over \$2billion annually and have "environment at the very core of their value proposition."

2012 Forum briefed on the significance of new legislation to settle the historical treaty claims of Ngāti Whātua Ōrākei and Ngāti Manuhiri and provide financial and cultural redress. Te Hauturu-o-Toi/ Little Barrier returns to Ngāti Manuhiri and is then gifted back to the people of New Zealand as a nature reserve.

2012 Meeting at Ōrākei Marae supports marine spatial plan project design with Forum role on steering group.

2013 *Seabirds of the Hauraki Gulf* published, helping, along with other initiatives, to promote the Gulf as a 'seabird hotspot'.

2013 Sea Change – Tai Timu Tai Pari marine spatial plan process launched.

2013 Auckland Museum's *Moana-My Ocean*, prompted by the Forum's State of our Gulf assessment, becomes its most popular temporary exhibition.

2013 Forum supports Southern Seabird Solutions Trust to promote seabird smart fishing in the Gulf.

2013 Inaugural Holdaway Award for leadership introduced as part of marine park seminar.

2014 Forum briefed on Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Act which provides mana whenua with ownership and governance responsibilities for maunga and motu. Interests in harbours are signalled.

2014 Fourth state of the environment report published, reiterating environmental decline and ongoing challenges for integrated management.

2015 Independent review recommends governance restructure to strengthen Forums advocacy functions.

2015 Forum notes signing of treaty settlement with Ngāi Tai ki Tāmaki.

2016 On-line Gulf Journal initiated to support inspired management and action around the Gulf.

2016 Forum parties asked to consider governance review and recommendations.



The Holdaway Award for leadership was initiated in 2013. 2015 winners were Rod and Sue Neureuter, Richelle Kahui- McConnell and Dr Nick Shears, pictured with Ann Holdaway.

Communication, co-operation and co-ordination

The Forum meets quarterly to receive reports and examine issues essential for integrated and effective future management of the Gulf.

Fisheries review welcomed

The Forum welcomed the opportunity to contribute to the Government's review of the fisheries management system in December 2015.

Forum chairman John Tregidga said the Forum's responsibilities under the Hauraki Gulf Marine Park Act gave it a uniquely qualified perspective on fisheries management as it affects the Gulf.

The Forum's state of the environment assessments have drawn attention to the consequences of having 70-80 percent of natural biomass missing from the marine ecosystem, particularly larger, older individuals of species like snapper and crayfish. The effects of this are evident in the marked differences in the structure and productivity of reefs within and outside marine reserves.

The 2014 assessment also noted decisions to increase total allowable commercial catch for scallops between two and six-fold over five years following 'discovery' of a previously undredged bed west of the Coromandel Peninsula. After tens of thousands of dredge tows through an area known for its seabed biodiversity the Ministry of Primary Industry's June 2016 constituent party report to the Forum noted "this bed has now died off and is no longer fished."

The Forum's advisory note to MPI suggested the environmental costs of commercial fishing appear to be disproportionately large relative to reported economic gains.

It recommended:

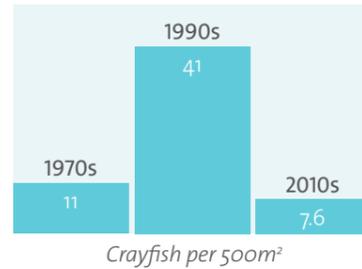
- The recognition of environmental values and effects at a scale appropriate to the Hauraki Gulf.
- Introduction of options for setting fisheries targets at levels that maintain natural ecosystem functions and processes in the Hauraki Gulf (rather than defaulting to targets based on maximum sustainable yield).
- Improving equitability between fishers and other resource users in relation to managing the environmental effects of their activities.
- Flexibility to implement a more strategic approach to managing fisheries within the broader Hauraki Gulf environment and economy, enabling a transition to lower impact activities with similar or better economic returns.

The Forum sought further engagement in the review process.

Reserve threats highlighted

The Forum considered recent declines in the numbers of crayfish and snapper found in the Gulf's long-established marine reserves in March 2016.

At Leigh Marine Reserve crayfish numbers are now more than five times lower than those recorded in the 1990s after twenty years of protection and - while significantly higher than surrounding areas - lower than when the reserve was created in 1975.



University of Auckland senior lecturer Dr Nick Shears attributed the reduction to intense fishing around the reserve boundaries and declines in the broader fishery. He noted the pattern was mirrored at Tāwharanui and Hahei marine reserves.

Forum chairman John Tregidga said marine reserves were not big enough to protect resident animals within their natural ranges.

As well as their value for scientific purposes, more than 350,000 people visit Goat Island marine reserve annually to enjoy its relative abundance, generating local economic activity valued at \$18.6 million and 173 jobs.

The Forum sought urgent consideration of tools to protect the marine environments of Goat Island and other marine reserves from fishing pressures.

It also sought consideration of protection of the marine environments around the Noises islands, where declines have been documented by the islands' owners, the Neureuter family.



Protected areas submission

The Forum considered the government's proposed marine protected areas legislation at its meeting in March 2016.

The Forum's resulting submission noted the potential for marine protection categories to address issues facing the Gulf, but their imposition also risked undermining current investments in collaborative policy development.

The Forum's submission also sought further dialogue with tāngata whenua, integration with a more strategic approach to fisheries management, and alignment with the Sea Change Tai Timu Tai Pari process.

The Forum suggested its state of the environment reporting functions could help monitor the success of protected areas implemented under the legislation.

Responsible shipping

The Hauraki Gulf Forum acts as secretariat for a collaborative working group formed in March 2012 to address ship strike of Bryde's whales. One whale has been reported killed since a voluntary protocol was introduced in September 2013,



Average monthly vessel speed (knots)

compared to a previous long term average of two per year.

Monitoring shows average large vessel speeds reducing towards the internationally-recognised target speed of 10 knots.

Supporting fishers

The Hauraki Gulf Forum regularly hosts meetings of the Black Petrel Working Group, formed to foster seabird safe fishing practices in the Fisheries Management Area 1 (northern NZ).

Since 2012, 156 skippers and crew have received seabird smart training through Southern Seabird Solutions Trust. Assisted by Department of Conservation-funded Seabird Liaison Officers 94% of the 49 longline fishing boats in the area have prepared a seabird management plan specific to their vessel.

The working group is advocating camera monitoring, after successful trials, in order to prove the effectiveness of mitigation measures.

The Forum also considered:

- Aquaculture expansion in the Firth of Thames
- The results of a Waiheke survey on attitudes to marine reserves
- Results of a community ecology conversation on Aotea/ Great Barrier Island
- The influence of Auckland's Urban Design Panel
- The future of the Hauraki Gulf Community Shellfish Monitoring Programme
- Auckland Council's proposed Hauraki Gulf Waste Plan
- Concerns of the Tamaki Estuary Protection Society Inc
- An economic assessment of recreational fishing in NZ



The Gulf Journal provides news, commissioned articles and access to the Forum's knowledge products.

Top: The Forum's 2016 Hauraki Gulf Marine Park posters on Icons of the Gulf was the sixth annual series produced with *The New Zealand Herald*.



Looking Ahead

Investments in marine spatial planning and review processes will require the Forum to consider new approaches to leadership and resource mobilisation when it reconvenes after the 2016 local body elections.

Sea Change Tai Timu Tai Pari

Following the Hauraki Gulf Forum's 2011 *State of our Gulf* report and guidance publication *Spatial Planning for the Gulf*, the Forum, Auckland Council, Waikato Regional Council, Department of Conservation and Ministry for Primary Industries alongside mana whenua agreed to sponsor a co-governed, collaborative process to prepare a marine spatial plan for the Hauraki Gulf.

A Stakeholder Working Group, selected by those who identified themselves as having an interest in the Gulf, has been preparing the plan since 2013 and is expected to have completed its work by October 2016.

The plan will result from consideration of wide-ranging, available evidence and communications with stakeholders and look to resolve conflicts between values and identify areas for use and protection.

It will represent a negotiated package of outcomes intended to form compelling instruction to ministers and councils about the future management of the Hauraki Gulf.

Strengthening the Forum

In response to a 10 year review completed in June 2015, the Forum has considered its role and options for advancement over the past year.

In September 2015 Barrister Kitt Littlejohn recommended promotion of the Hauraki Gulf Marine Park Act's management objectives through greater involvement in training and influence in Resource Management Act decision making processes.

In June 2016 a working group on governance recommended that the Forum place greater emphasis on principles of co-governance, influence, Crown engagement, clarity of purpose and agility in its make up and operations. Member agencies were asked to respond to the report.

Thought leadership

What does it take to Do the Right Thing? The Forum's annual Hauraki Gulf Marine Park seminar and its new publishing platform, the Gulf Journal, are exploring new pathways for successful operating in and around the Gulf.



The 2016 Hauraki Gulf Marine Park Seminar will be the seventh hosted by the Forum.



Funding and administrative support

The Auckland Council acts as the administering authority of the Hauraki Gulf Forum. It provides support for the meetings of the Forum as a joint special committee of the council.

The Forum is also supported by a jointly-funded Executive Officer and a Technical Officers Group, comprising staff from each of the agencies of the Forum and nominees of each tāngata whenua member.

The Forum's \$265,000 budget in 2015 – 2016 was met through a shared funding formula established within the Forum's governance statement, shown below.

Additional project contributions totalling \$22,000 were made by the Waikato Regional Council, Department of Conservation and Integrated Marine Group. Significant in-kind project contributions were provided by New Zealand Media and Entertainment Ltd, Auckland Museum and Soar Print.

The Department of Conservation contributes to the remuneration and costs of tāngata whenua members and their technical officers. In 2015 – 2016 this amounted to \$38,196.95.

Work plan outputs were delivered within budget.

It is anticipated that co-funding, sponsorship and co-ordinated project delivery will be facilitated to support the Forum's work plan and objectives in 2016-17.

2015-2016 Work Plan Budget

Funding contribution per sector	Authority	Population in the Gulf catchment (2006)	Population (%)	Land area in the Gulf catchment (ha)	Land Area (%)	Population: (% land area, 60:40 weighting)	Contribution to a \$265,000 budget
33.3%	MPI DoC TPK						\$29,415 \$29,415 \$29,415
33.4%	WRC AC	75,624 985,029	7.13 92.87	565,137 217,080	72.25 27.75	24.13 9.27	\$29,365 \$59,145
33.3%	AC WDC HDC TCDC MPDC	985,029 1,776 17,757 25,944 30,147	92.87 0.17 1.67 2.45 2.84	217,080 15,051 124,355 218,980 161,567	29.45 2.04 16.87 29.71 21.92	9.81 0.68 5.62 9.89 7.30	\$59,568 \$809 \$6,842 \$11,783 \$9,243
Total		1,060,653	100	737,032	100	100	\$265,000

Hauraki Gulf Marine Park Act 2000

Purposes of the Forum

The Forum has the following purposes:

- (a) to integrate the management and, where appropriate, to promote the conservation and management in a sustainable manner, of the natural, historic and physical resources of the Hauraki Gulf, its islands, and catchments, for the benefit and enjoyment of the people and communities of the Gulf and New Zealand;
- (b) to facilitate communication, co-operation and co-ordination on matters relating to the statutory functions of the constituent parties in relation to the Hauraki Gulf, its islands and catchments, and the Forum; and
- (c) to recognise the historic, traditional, cultural, and spiritual relationship of tāngata whenua with the Hauraki Gulf, its islands and, where appropriate, its catchments.

Functions of the Forum

- (1) To promote sections 7 and 8, the Forum has the following functions in relation to the Hauraki Gulf, its islands and catchments:
 - (a) to prepare a list of strategic issues, determine a priority for action on each issue and regularly review that list;
 - (b) to facilitate and encourage co-ordinated financial planning, where possible, by the constituent parties;
 - (c) to obtain, share and monitor information on the state of the natural and physical resources;
 - (d) to receive reports on the completion and implementation of deeds of recognition;

- (e) to require and receive reports from constituent parties on the development and implementation of policies and strategies to address the issues identified under paragraph (a);
 - (f) to receive reports from the tāngata whenua of the Hauraki Gulf on the development and implementation of iwi management or development plans;
 - (g) to prepare and publish, once every three years, a report on the state of the environment in the Hauraki Gulf, including information on progress towards integrated management and responses to the issues identified in accordance with paragraph (a);
 - (h) to promote and advocate the integrated management and, where appropriate, the sustainable management of the Hauraki Gulf, its islands and catchments;
 - (i) to encourage, share, co-ordinate where appropriate, and disseminate educational and promotional material;
 - (j) to liaise with, and receive reports from, persons and groups having an interest in the Hauraki Gulf and business and community interests to promote an interest in the purposes of the Forum; and
 - (k) to commission research into matters relating to the functions of the Forum.
- (2) When carrying out its functions under subsection (1), the Forum must have particular regard to the historic, traditional, cultural and spiritual relationship of tāngata whenua with the natural, historic and physical resources of the Hauraki Gulf, its islands and catchments.

Powers of the Forum

- (1) The Forum has the powers that are reasonably necessary to carry out its functions.
- (2) The Forum's powers include the powers:
 - (a) to consider issues related to its purpose; and
 - (b) to receive reports from constituent parties; and
 - (c) to make recommendations to constituent parties; and
 - (d) to advise any person who requests the Forum's advice; and
 - (e) to commission or undertake those activities that are necessary to achieve its purpose.
- (3) The Forum must not:
 - (a) appear before a court or tribunal other than as a witness if called by a party to proceedings; or
 - (b) take part in a decision-making process under any enactment other than to advise when requested to do so.

Sections 7 and 8's management objectives seek to promote protection and enhancement of:

The life-supporting capacity of the Gulf's environment

The historic, traditional, cultural and spiritual relationship of tāngata whenua with the Gulf

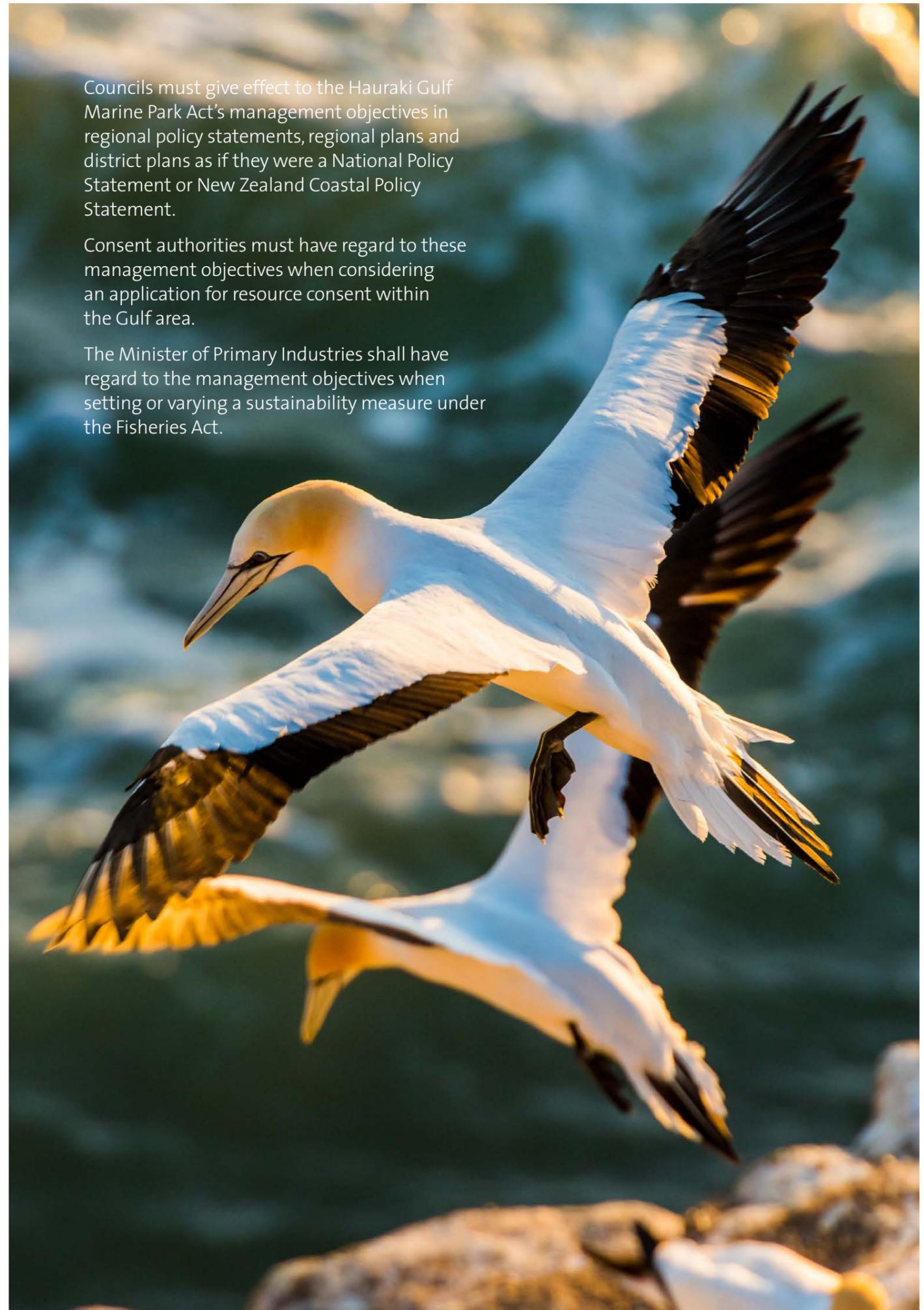
The Gulf's natural, historic and physical resources

People's relationship to, use and enjoyment of, these resources.

Councils must give effect to the Hauraki Gulf Marine Park Act's management objectives in regional policy statements, regional plans and district plans as if they were a National Policy Statement or New Zealand Coastal Policy Statement.

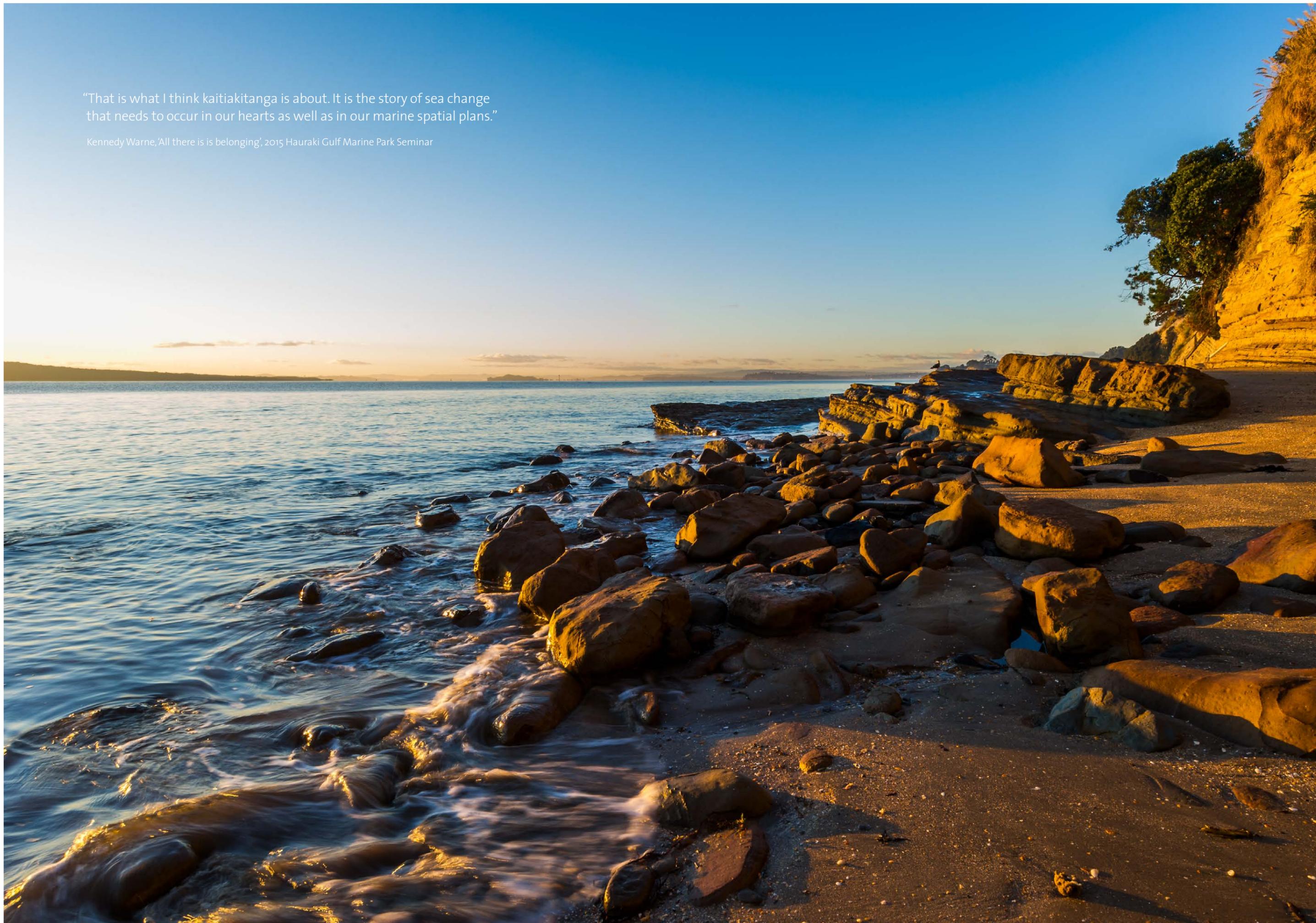
Consent authorities must have regard to these management objectives when considering an application for resource consent within the Gulf area.

The Minister of Primary Industries shall have regard to the management objectives when setting or varying a sustainability measure under the Fisheries Act.



“That is what I think kaitiakitanga is about. It is the story of sea change that needs to occur in our hearts as well as in our marine spatial plans.”

Kennedy Warne, 'All there is is belonging', 2015 Hauraki Gulf Marine Park Seminar



Hauraki Gulf Forum is a statutory body charged with the promotion and facilitation of integrated management and the protection and enhancement of the Hauraki Gulf/Tikapa Moana. The Forum has representation on behalf of the Ministers for Conservation, Primary Industries and Māori Affairs, elected representatives from Auckland Council (including the Great Barrier and Waiheke local boards), Waikato Regional Council, and the Waikato, Hauraki, Thames Coromandel and Matamata Piako district councils, plus six representatives of the tāngata whenua of the Hauraki Gulf and its islands.

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Photographer: Jason Hosking



Hauraki Gulf Forum

Tikapa Moana

Te Moananui a Toi