

MINISTRY FOR PRIMARY INDUSTRIES DEEPWATER FISHERIES MANAGEMENT

Independent Quality Assurance Review Report

Date 31 January 2018

Report Version: 1.0 FINAL



TABLE OF CONTENTS

TABLE OF CONTENTS	2
EXECUTIVE SUMMARY	3
Review Context.....	3
Review Objectives.....	3
Conclusion	3
Summary of Findings	4
Key Opportunities	6
Management Comment.....	8
Next Steps	8
DOCUMENT SIGNOFF	9
APPENDIX A – TERMS OF REFERENCE.....	10
DOCUMENT CONTROL.....	12

EXECUTIVE SUMMARY

REVIEW CONTEXT

The Marine Stewardship Council (MSC) Certification Requirements require regular external evaluation of the Deepwater Fisheries Management system. This includes a review of governance, policy and Deepwater Fisheries management system components. New Zealand typically scores well in these areas due to the strength of the Fisheries Act 1996 and the Quota Management System (QMS).

As part of meeting the MSC Certification Requirements IQANZ were asked by the Ministry to conduct an external review of the Deepwater Fisheries Management system initially in July 2016 with an update in November 2017. Updated fieldwork (comprising documentation review and stakeholder interviews) took place over the period 23-30 November 2017. Please refer to [Appendix A](#) for further detail with respect to the review scope, key stakeholders interviewed and documentation reviewed.

REVIEW OBJECTIVES

The key objectives of this independent Deepwater Fisheries Management Review were to:

- Complete a review of the deepwater fisheries system consistent with PI 3.2.5 of the MSC Certification Requirements (version 1.3) and PI 3.2.4 of Certification Requirements (version 2.0).
- Review the overall deepwater fisheries management environment (structure, roles, responsibilities, capability, capacity, approach, processes, standards, controls and tools) ensuring the environment is able to deliver on objectives.
- Identify key strengths and opportunities to maximise the effectiveness of the Fisheries Management System in the context of the above.

CONCLUSION

We find an appropriate Deepwater Fisheries Management system in place. There is a strong legislative and regulatory framework in place, within which government, industry, environmental non-government organisations, Iwi and other key stakeholders can input into and discuss compliance, research, improvement and sustainability issues.

The Ministry has experienced a number of structural and people changes over the past year, including the establishment of a standalone Marine Branch, appointment of a Deputy Director General (DDG) Marine and appointment of a new Director Fisheries Management. These changes are considered positive by MPI participants as they provide for clearer accountability, line of sight and more effective and efficient decision-making. The Deepwater Fisheries Team appear well placed from a capability perspective to meet legislative and regulatory expectations.

Collecting and managing accurate, useful data is a priority for the Ministry, who have a clear and robust system for gathering commercial and research related information. The recent rollout of digital capture technology by the Digital Monitoring Programme now allows for real-time data capture and 24/7 tracking of vessels greater than 28 metres.

The development of the Ministry's long-term 'Our Strategy', Medium Term Research Plan for Deepwater Fisheries, and National Fisheries Plan for Deepwater and Middle-depth Fisheries provide a clear direction and solid foundation for the Marine Branch and ongoing sustainable management of the fishery

SUMMARY OF FINDINGS

The following table summarises key findings in relation to the MSC performance indicators.

Review Component	Key Findings
Responsiveness of decision-making processes	<ul style="list-style-type: none"> The Fisheries Act 1996 continues to provide a robust foundation for decision-making. The Marine Branch was established within the Ministry in September 2017 and has increased Fisheries-specific accountability and focus. This is a temporary structure due for review in April 2018. A Deputy Director General (DDG) Marine was appointed in September 2017. The DDG Marine is a member of the Ministry's Senior Leadership Team and provides clearer line of sight for more efficient and effective decision-making. Decision-making rights with respect to setting Total Allowable Catch (TACs) or Total Allowable Commercial Catch (TACCs) remain a legislative responsibility of the Minister. Following the General Election, the new Government is working through what its priorities are with the Ministry. The Fisheries System Board was established in early 2017. The Board meets on a regular basis, is chaired by the DDG Marine and comprises members of the SLT, Directors with the main fisheries responsibilities, and other MPI Directors. The Board has a dual purpose of governing fisheries change initiatives including the Digital Monitoring Programme and the wider fisheries system. A new Marine Branch Leadership Team has been established focusing on Branch management and strategic level conversations. A new Director Fisheries Management was appointed in December 2017, this position reports directly to the DDG Marine. Review participants (refer to Appendix A) felt the current legislation, management regime and research plan allows the Ministry to respond appropriately to changing environmental factors and allows them to regulate to ensure the sustainability of the fisheries.
Robustness of data collection	<ul style="list-style-type: none"> Commercial, observer and scientific data is collected in a robust, consistent manner and subject to a strong process of review and validation. The Digital Monitoring Programme is significantly maturing the Ministry's ability to digitally capture data. In October 2017 digital capture technology was rolled out across all trawl vessels >28m registered length providing real-time data (24 hour turnaround) and 24/7 digital vessel tracking.
Appropriate monitoring, control and surveillance	<ul style="list-style-type: none"> Comprehensive monitoring, control and surveillance of Deepwater Fisheries is provided by a strong Compliance Branch. The level of monitoring is appropriate to the volume and value of New Zealand's deepwater fisheries. A risk based approach is taken to determining observer coverage.
Fishery-specific or National Research Plan	<ul style="list-style-type: none"> The Ministry released "Our Strategy" in July 2017 providing high-level strategic direction for all MPI activities including fisheries. The earlier Fisheries 2030 is no longer in force. The National Fisheries Plan for Deepwater and Middle-depth Fisheries 2017 was being drafted at the time of this review. The draft National Fisheries Plan appropriately outlines management objectives (use outcome, environment outcome and governance).

Review Component	Key Findings
Responding to feedback	<ul style="list-style-type: none"> • The Medium Term Research Plan for Deepwater Fisheries effective 2018/19 – 2022/23 provides a clear outline of the research planned to inform Deepwater Fisheries management. The establishment of a Preferred Provider Panel is the first step in providing greater long-term certainty from a procurement perspective. • The Annual Operational Plan (AOP) 2017–2018 appropriately identifies detailed management actions which are clearly linked to the management objectives of the five-year National Fisheries Plan. • Extensive socialisation, consultation, review and approval processes were followed in relation to strategic, research and annual business planning.
	<ul style="list-style-type: none"> • Formal consultation processes are comprehensive and legislative requirements are strictly followed. • Review participants felt the Deepwater Fisheries Team are well resourced (from a capability perspective) to meet legislative obligations and stakeholder needs. • The Ministry recognises the criticality of managing its strategic stakeholder groups well: <ul style="list-style-type: none"> – The Environmental Engagement Forum (EEF) meets regularly on a twice-yearly basis, which provides sufficient opportunity to share information and engage with environmental non-government organisation stakeholders (eNGOs) and key stakeholders. – There is regular one-to-one engagement and communication between the Deepwater Group Limited (DWG), Commercial Quota Owners and the Ministry. The Memorandum of Understanding between the Ministry and DWG agreed in 2010 is outdated and needs review. – Engagement with Tangata Whenua is primarily through Iwi Fishery Forums and directly with Te Ohu Kaimoana. • The Future of Our Fisheries and the Digital Implementation Monitoring Group provides opportunities to formally engage with industry, eNGOs, recreational fishers and Iwi on broader fisheries subject matter. • Senior relationships are being established with the DDG Marine. • Stakeholder satisfaction is not formally measured or reported.
	<ul style="list-style-type: none"> • The Annual Review Report (ARR) process is the formal mechanism for monitoring achievement of the current AOP and informing the next year's plan. The report is well structured, and provides a narrative of progress made against management actions. • The ARR 2016–2017 was in progress at the time of this review, and is due for completion in December 2017. We note that in the ARR 2015–2016 there was not a consistent description of whether a management action had been achieved, partially achieved or not achieved. • There is an opportunity to define SMART (specific, measurable, assignable, realistic and time bound) key performance indicators (KPIs) for management actions in the AOP; and management objectives in the National Fisheries Plan. These should then be reported to the Marine Branch Leadership Team on a regular basis. • Fisheries operational risk management is mature, strategic and business risk management is maturing. • Continual business and process improvement is an ongoing focus area for the DDG Marine.

KEY OPPORTUNITIES

Based on review observations and key findings, the following opportunities were identified.

#	Opportunity	Rationale to support Opportunity
1.1	Review the Engagement and Communication Strategy for all key stakeholder groups. <i>(Responding to feedback)</i>	<p>With the recent establishment of a standalone Marine Branch, and newly appointed DDG Marine and Director Fisheries Management, it is timely to review the stakeholder engagement and communication strategy.</p> <p>Industry, eNGOs and Iwi are recognised by the Ministry as high interest, high influence stakeholder groups.</p> <p>Review participants noted that strategic engagement and communication with industry is important and careful consideration needs to be given to balance the regulatory responsibilities of the Branch with industry expectations.</p> <p>There was consistent feedback that the 2010 Memorandum of Understanding between the Ministry and DWG was in need of review. The Deepwater Management Forum has not formally met in the past year.</p>
1.2	Review formal consultation and feedback processes and tools. <i>(Responding to feedback)</i>	<p>Consultation feedback is typically received and responded to by email. Individual's questions and answers, or consultation feedback is not shared with broader stakeholder groups.</p> <p>Exploring more efficient and effective ways of providing formal consultation and receiving feedback was identified by review participants as a business improvement opportunity.</p>
1.3	Review the Business Planning and Research Planning Frameworks (standards, processes, metrics and tools). <i>(Monitoring systems)</i>	<p>The Ministry should ensure all management actions identified in the AOP are SMART (specific, measurable, assignable, realistic and time bound). For example, the 2015–2016 AOP management action 1 identified that fish stocks to be reviewed in April 2016 were to be confirmed. The ARR explained that no catch limits or fish stocks were reviewed in April 2016 and the reason for this was not provided.</p> <p>Management actions in the AOP and management objectives in the National Fisheries Plan for Deepwater and Middle-depth Fisheries are qualitatively but not quantitatively assessed. This leaves assessing achievement more open to interpretation.</p> <p>There is an opportunity to improve the definition of SMART key performance indicators (KPIs) for the management actions in the AOP and management objectives in the National Fisheries Plan. A Deepwater Fisheries Management balanced scorecard or KPI dashboard reporting should be considered for the Marine Branch Leadership Team.</p> <p>Reasons why AOP management actions are not achieved and new/emerging priorities are not elaborated on in the ARR.</p> <p>The duration of the mid-term planning process appears elongated. The review of the National Fisheries Plan for Deepwater and Middle-depth Fisheries was initiated in 2015 and is expected to be complete in early 2018.</p>

Opportunity

Rationale to support Opportunity

The Medium Term Research Plan for Deepwater Fisheries is a five year plan, replacing the previous ten year term. The Medium Term Research Plan follows an annual 'rolling' approach to review.

The Ministry should consider also taking a 'rolling' approach to the National Fisheries planning which would ensure there is always a future focused strategic direction.

1.4 Embed and mature a strategic and business risk management culture across team, leadership and governance levels.

(Monitoring systems)

There is a strong operational risk management practice with respect to managing a sustainable fisheries environment. However, strategic and business risk management is maturing at team, leadership and governance levels.

MANAGEMENT COMMENT

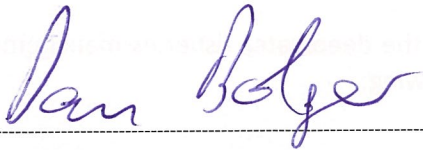
MPI has reviewed the updated and now complete version of the Deepwater Fisheries Review. We consider the information in this report accurately reflects the current management, engagement and decision making procedures operating in the deepwater fishery. The review has highlighted opportunities for improvement that we intend to consider and incorporate into the wider review of fisheries systems and processes as part of implementing the Fisheries New Zealand structure in 2018.

- Dan Bolger, Deputy Director General Marine

NEXT STEPS

Please contact us if you would like to discuss the details of this report in person. We would be happy to answer any questions or provide further explanations around the findings and opportunities identified.

DOCUMENT SIGNOFF



Dan Bolger
Deputy Director General Marine
Ministry for Primary Industries

1/2/18

[date]



31 January 2018

Jo Jones
Lead Reviewer
IQA New Zealand Limited

[date]

APPENDIX A – TERMS OF REFERENCE

SCOPE

In Scope Components

The Initial and Follow-up Review scope included an assessment of the deepwater fisheries management environment, in order to provide comment on the quality of the following:

- Responsiveness of decision-making processes
- Robustness of data collection
- Appropriate monitoring, control and surveillance
- Fishery-specific or National Research Plan
- Responding to feedback
- Monitoring systems as required by relevant management strategies and other performance indicators

The updated review reflects structural changes at MPI and clarification of processes referred to in the earlier draft version.

KEY STAKEHOLDER INTERVIEWS

We would like to thank the following stakeholders for their input to the Initial Review (July 2016):

- Tiffany Bock, Team Manager Deepwater Fisheries (Acting), Ministry for Primary Industries
- George Clement, Chief Executive, Deepwater Group Limited
- Geoff Tingley, Independent consultant, Gingerfish Limited
- Gary Orr, Compliance Operations Manager, Ministry for Primary Industries
- Kevin Sullivan, Science Manager Stock Assessment, Ministry for Primary Industries
- Martin Cryer, Science Manager Aquatic Environment, Ministry for Primary Industries
- Kim George, Team Manager Fisheries Data Management, Ministry for Primary Industries
- Rosemary Hurst, Chief Scientist Fisheries, NIWA
- Karen Baird, Seabird Conservation Advocate, Forest and Bird
- Craig ('Laws') Lawson, General Manager Policy and Operations, Te Ohu Kaimoana
- Barry Weeber, Co-Chairperson Wellington/Coromandel, Environment and Conservation Organisations New Zealand
- Amanda Leathers, Research and Policy Officer, WWF New Zealand.

We would like to thank the following stakeholders for their input to this Follow-up Review (November 2017):

- Acting Team Manager Deepwater Fisheries, Tiffany Bock
- Acting Director Fisheries Management, Steve Halley
- Deputy Director General Marine, Dan Bolger

REVIEW TEAM

Team Member	Role	Substantive Role
Jo Jones	Lead Reviewer	Partner
Zane Doran	Team member	Senior Manager

DOCUMENTATION REVIEWED

Deepwater Fisheries Management > 2017 11_IQA Review > Client Documentation

Name	Date modified	Type	Size
MSC Certification Requirements and Guidance	27/11/2017 3:20 p.m.	File folder	
National Fisheries Plan	23/11/2017 10:28 a.m.	File folder	
10YearResearchProgrammeSummary	21/11/2017 7:56 a.m.	Adobe Acrobat Document	1,167 KB
Annual Operational Plan for Deepwater Fisheries 2017-18	2/10/2017 10:48 a.m.	Adobe Acrobat Document	537 KB
Annual Review Report for Deepwater Fisheries 2015-16	21/11/2017 7:32 a.m.	Adobe Acrobat Document	2,897 KB
DWG-MFISH-2010-Partnership-Agreement	29/11/2017 10:19 a.m.	Adobe Acrobat Document	2,271 KB
Environmental Engagement Forums ToR_FINAL	30/11/2017 8:58 a.m.	Adobe Acrobat Document	419 KB
Medium-Term-Research-Plan-for-Deepwater-Fisheries	21/11/2017 7:32 a.m.	Adobe Acrobat Document	296 KB
Observer Programme Seadays Plan 2017-18	21/11/2017 9:11 a.m.	Microsoft Excel Worksheet	19 KB
Draft National Deepwater Plan for External Consultation 15.0...	30/11/2017 8:58 a.m.	Microsoft Word Document	989 KB
Fisheries Management Organisation Structure for IQANZ	23/11/2017 9:01 a.m.	Microsoft Word Document	1,159 KB
Status of documents for IQANZ	23/11/2017 9:17 a.m.	Microsoft Word Document	14 KB

Deepwater Fisheries Management > 2017 11_IQA Review > Client Documentation > MSC Certification Requirements and Guidance

Name	Date modified	Type	Size
Guidance_to_MSC_Certification_Requirements_v1.3	2/08/2017 2:10 p.m.	Adobe Acrobat Document	2,682 KB
MSC Fisheries Certification Requirements and Guidance v2.0	3/10/2014 9:01 a.m.	Adobe Acrobat Document	5,888 KB
MSC_Certification_Requirements_v1_3 (2)	14/04/2014 9:36 a.m.	Adobe Acrobat Document	3,456 KB
MSC Certification Requirements summary doc	21/11/2017 7:53 a.m.	Microsoft Word Document	592 KB

Deepwater Fisheries Management > 2017 11_IQA Review > Client Documentation > National Fisheries Plan

Name	Date modified	Type	Size
6182884-National-Fisheries-Plan-for-Deepwater-and-Middle-depth-Fisheries-Part-1A (5)	21/11/2017 7:56 a.m.	Adobe Acrobat Document	623 KB
6228902-2013-National-Fisheries-Plan-Deepwater-Middle-depth-Fisheries-Part-1B-Jack-mackerel-chapter (2)	23/11/2017 7:07 a.m.	Adobe Acrobat Document	5,262 KB
6230723-2013-National-Fisheries-Plan-for-Deepwater-Hake-chapter	23/11/2017 7:07 a.m.	Adobe Acrobat Document	2,513 KB
6230867-2011-National-Fisheries-Plan-for-Deepwater-Ling-chapter (2)	23/11/2017 7:06 a.m.	Adobe Acrobat Document	2,937 KB
6231434-2010-National-Fisheries-Plan-for-Deepwater-Part-1B-Hoki	23/11/2017 7:06 a.m.	Adobe Acrobat Document	708 KB
6231589-2010-National-Fisheries-Plan-for-Deepwater-orange-roughy-chapter (2)	23/11/2017 7:06 a.m.	Adobe Acrobat Document	1,320 KB
6232172-2011-National-Fisheries-Plan-for-Deepwater-Southern-Blue-Whiting-chapter	23/11/2017 7:06 a.m.	Adobe Acrobat Document	4,708 KB
7259417-2014-National-Deepwater-Plan-Oreo-Fishery-Chapter	23/11/2017 7:06 a.m.	Adobe Acrobat Document	15,773 KB

DOCUMENT CONTROL

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Status	Final

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Jo Jones	Report outline	9 Nov 2017	0.1
Jo Jones	Incorporate MPI feedback	14 Nov 2017	0.2
Jo Jones Zane Doran	Initial draft	6 Dec 2017	0.3
Jo Jones	Incorporate factual accuracy feedback ready for management comment	13 Dec 2017	0.4
Jo Jones	Incorporate additional feedback	19 Dec 2017	0.5
Jo Jones	Final report for signoff	31 Jan 2018	1.0

DISTRIBUTION CONTROL

Person	Role	Date of Issue	Version
Vicky Reeve	Team Manager Deepwater Fisheries	9 Nov 2017	0.1
Steve Halley	Acting Director Fisheries Management (Sep–Nov 2017)	9 Nov 2017	0.1
Tiffany Bock	Acting Team Manager Deepwater Fisheries	14 Nov 2017	0.2
Steve Halley	Acting Director Fisheries Management	14 Nov 2017	0.2
Tiffany Bock	Acting Team Manager Deepwater Fisheries	6 Dec 2017	0.3
Steve Halley	Acting Director Fisheries Management (Sep–Nov 2017)	6 Dec 2017	0.3
Stuart Anderson	Director Fisheries Management (Dec 2017 onwards)	6 Dec 2017	0.3
Dan Bolger	Deputy Director General Marine	6 Dec 2017	0.3

Person	Role	Date of Issue	Version
Tiffany Bock	Acting Team Manager Deepwater Fisheries	13 Dec 2017	0.4
Steve Halley	Acting Director Fisheries Management (Sep–Nov 2017)	13 Dec 2017	0.4
Stuart Anderson	Director Fisheries Management (Dec 2017 onwards)	13 Dec 2017	0.4
Dan Bolger	Deputy Director General Marine	13 Dec 2017	0.4
Tiffany Bock	Acting Team Manager Deepwater Fisheries	19 Dec 2017	0.5
Steve Halley	Acting Director Fisheries Management (Sep–Nov 2017)	19 Dec 2017	0.5
Tiffany Bock	Acting Team Manager Deepwater Fisheries	31 Jan 2018	1.0
Steve Halley	Acting Director Fisheries Management (Sep–Nov 2017)	31 Jan 2018	1.0
Dan Bolger	Deputy Director General Marine	31 Jan 2018	1.0

