

MAF BIOSECURITY NEW ZEALAND

PEST MANAGEMENT NATIONAL PLAN OF ACTION



February 2011

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ISBN 978-0-478-37538-1 (print)

ISBN 978-0-478-37539-8 (online)

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Published: February 2011

Building a biosecurity system is
a collaborative project.
It takes a whole country.

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EXECUTIVE SUMMARY

The purpose of this plan of action is to make it easier for everyone involved in pest management in New Zealand to act collectively in New Zealand's best interests.

Established pests cause significant impacts on New Zealand's economy, environment and human health. The direct output losses caused by pest impacts on primary production have been estimated at \$1.15 billion per year¹, and this does not take into account the additional environmental and social impacts, which are difficult to estimate. Even small improvements in pest management systems can lead to large financial savings or reduced impacts on biosecurity outcomes.

Pest management is therefore a vital part of sustaining New Zealand's natural advantage. As an island nation, we have been fortunate to be able to exclude many of the weeds, animal pests and diseases that trouble other places in the world. Some of the organisms that have crossed our borders, however, cause great losses environmentally, socially, culturally and economically. The activities of control, eradication and adaptation absorb a significant proportion of our collective wealth, and some impacts we just have to live with.

Pest management reduces risk and reverses harm from damaging organisms that have entered the New Zealand environment.

Pest management delivers value by preventing the establishment of pests in the environment, reducing their spread, eradicating and controlling them, and by undertaking activities that protect valued resources at particular places. This plan identifies how all those involved in pest management can work together effectively to reduce pest impacts in New Zealand.

The plan commits those involved in pest management to:

- adhere to firm principles of public accountability in decision making;
- align efforts around shared outcomes;
- ongoing development of people, knowledge, tools and systems;
- implementing a co-ordinated improvement programme.

Key changes in the pest management improvement programme are to:

- clarify roles and accountabilities;
- improve and simplify processes;
- develop better and more accessible tools;
- improve capacity for collective action.

The roles and accountabilities of pest management participants will be clarified by:

- refining the purpose statement in Part 5 of the Biosecurity Act 1993;
- providing for the Crown to meet its good neighbour obligations under regional pest management strategies, once these align with the national policy direction;

¹Economic Costs of Pests to New Zealand. MAF Biosecurity New Zealand Technical Paper 2009/31.

- establishing leadership functions for the Ministry of Agriculture and Forestry (MAF) and regional councils;
- providing clarity on roles in the marine environment;
- providing a way to assign lead accountability for a complex pest management issue where roles are unclear;
- establishing a Māori Advisory Committee to provide advice to the Director-General of MAF on the implications on matters relating to biosecurity strategies, plans, policies, processes and activities;
- undertaking a comprehensive review of pest management legislation that regulates pest management systems in New Zealand.

Pest management processes will be improved and simplified by:

- simplifying pest management strategy development and review processes and making strategies more flexible²;
- providing a national policy direction to guide pest management activities carried out under the Biosecurity Act;
- creating a shared approach for measuring the performance of pest programmes and overall pest management systems.

Overall practice in pest management will be improved by helping all participants to achieve their objectives. This will be done by:

- developing integrated toolbox management;
- two-way capability building for effective tāngata whenua involvement.

Attitudes focused on collective outcomes will be developed by:

- promoting leadership for engagement and co-operation;
- promoting partnerships;
- improving support for collective action;
- using a more collective approach for national pest management programmes.

Successful implementation of this plan will involve fostering leadership that is both decisive and inclusive. It will involve partnerships that provide for individual needs while contributing to a wider collective good. Dealing with future challenges will require innovation, but this will need to take place within a clear and stable framework of strategy and policy. Full public participation will be required for effective engagement with the scale of pest issues while the inherent growth of pest populations means timely decision making is imperative. Overall, the key activity will be to grow and adapt systems that contribute effectively and efficiently to shared outcomes while being equitable in sharing costs and benefits.

Cabinet and the chief executives of all central and regional government agencies involved in biosecurity have endorsed this plan. It is important to note that specific wording in this plan of action may change because of decisions taken in subsequent processes. For example, amendments to the Biosecurity Act will depend on what Parliament decides on the Biosecurity Amendment Bill. The final content of the national policy direction will be determined by the Minister for Biosecurity after public consultation.

²In future it is proposed these legally binding “strategies” are renamed “plans” to better reflect their functions.

MAF will lead the implementation of this plan of action, with collective governance and broad input being provided from all the key pest management players. The pace of implementation will need to be sustainable and will be subject to the prioritisation and funding decisions of participating organisations. Implementation of the plan of action will commence in November 2010 and be reviewed by 31 December 2015.



PURPOSE, SCOPE AND STRUCTURE OF THE PLAN

The purpose of this plan of action is to make it easier for everyone involved in pest management in New Zealand to act collectively in New Zealand's best interests. It sets out changes agreed by central and regional government to improve pest management systems in New Zealand for the future.

The scope of the plan includes all systems that have been developed to manage pests established on New Zealand lands, in lakes, rivers and streams, and in our marine environment. Pests are organisms that have characteristics that are regarded by people as damaging or unwanted. Pest management reduces risk and reverses harm incurred from damaging organisms that have entered the New Zealand environment. Pest management activity includes:

- preventing establishment;
- reducing spread on pathways;
- eradicating and controlling harmful organisms;
- protecting values in places;
- building awareness, participation and support.

The plan identifies principles and actions to improve the pest management systems themselves rather than trying to resolve the issues surrounding particular pests or control methods.

The plan does not include border biosecurity or incursion response but does consider their interaction with management systems for established pests. Where it makes sense for solutions to apply across the biosecurity system, rather than specifically for pest management, the plan recommends this happens.

The plan has two core components:

- an enduring foundation of decision principles, shared outcomes and key characteristics;
- an integrated set of improvements that drive how the plan of action will be implemented.

The decision principles provide consistency in the way strategies, policies and plans are formulated and decisions to act are taken. The principles are designed to increase the credibility of pest management activity by embedding commitment to transparency and a shared outcome focus.

By identifying the shared outcomes of pest management a clear framework will be provided for decision making on pest management priorities. This framework will also enable the development of a shared outcome measurement system to underpin accountability and performance improvement.

The key characteristics are the basis for ongoing systems improvement. These characteristics set out the aspirations and intentions of policy makers to guide consistent and purposeful review and adaptation of pest management systems over time.

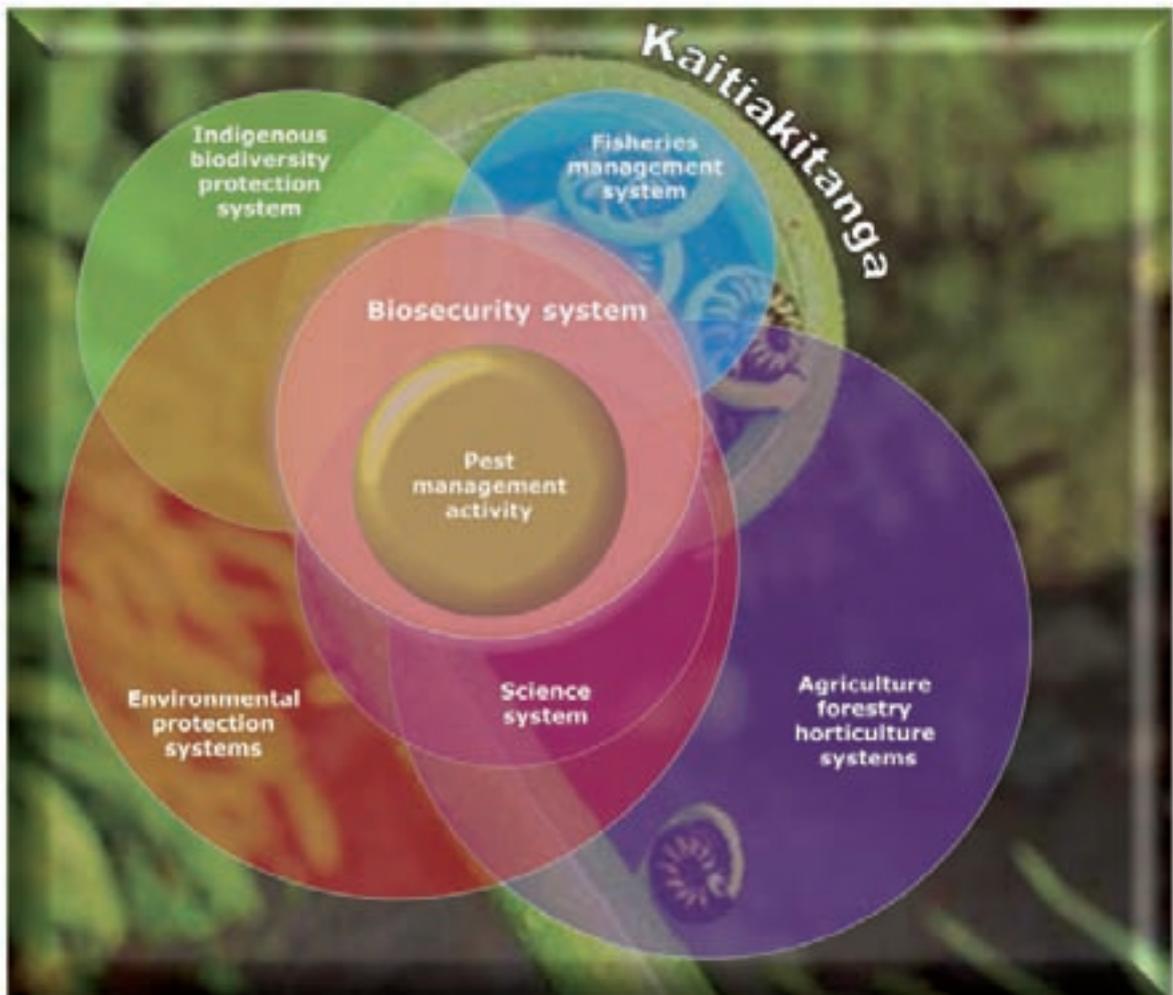
The improvements identified in the plan provide an integrated response to current issues and opportunities. They provide for immediate action to reform the legal basis of pest management as part of the biosecurity system and outline longer term processes to fit pest management for the future.

These improvements are drawn together into an implementation programme staged over two, five and 25 years.

INTRODUCTION

Pest management is a core activity in the New Zealand biosecurity system and is also integral to many public and private systems (see Figure 1 for a snapshot of these). The systems include protecting native plants, animals and ecosystems and sustaining New Zealand's most significant areas of economic activity in farming, forestry, horticulture, fishing and aquaculture. The systems extend right down to the management of individual farms, water bodies and gardens. From a tāngata whenua perspective, pest management is part of kaitiakitanga, the customary system of caring for the environment.

Figure 1: Pest management in context of other systems affecting natural resource management

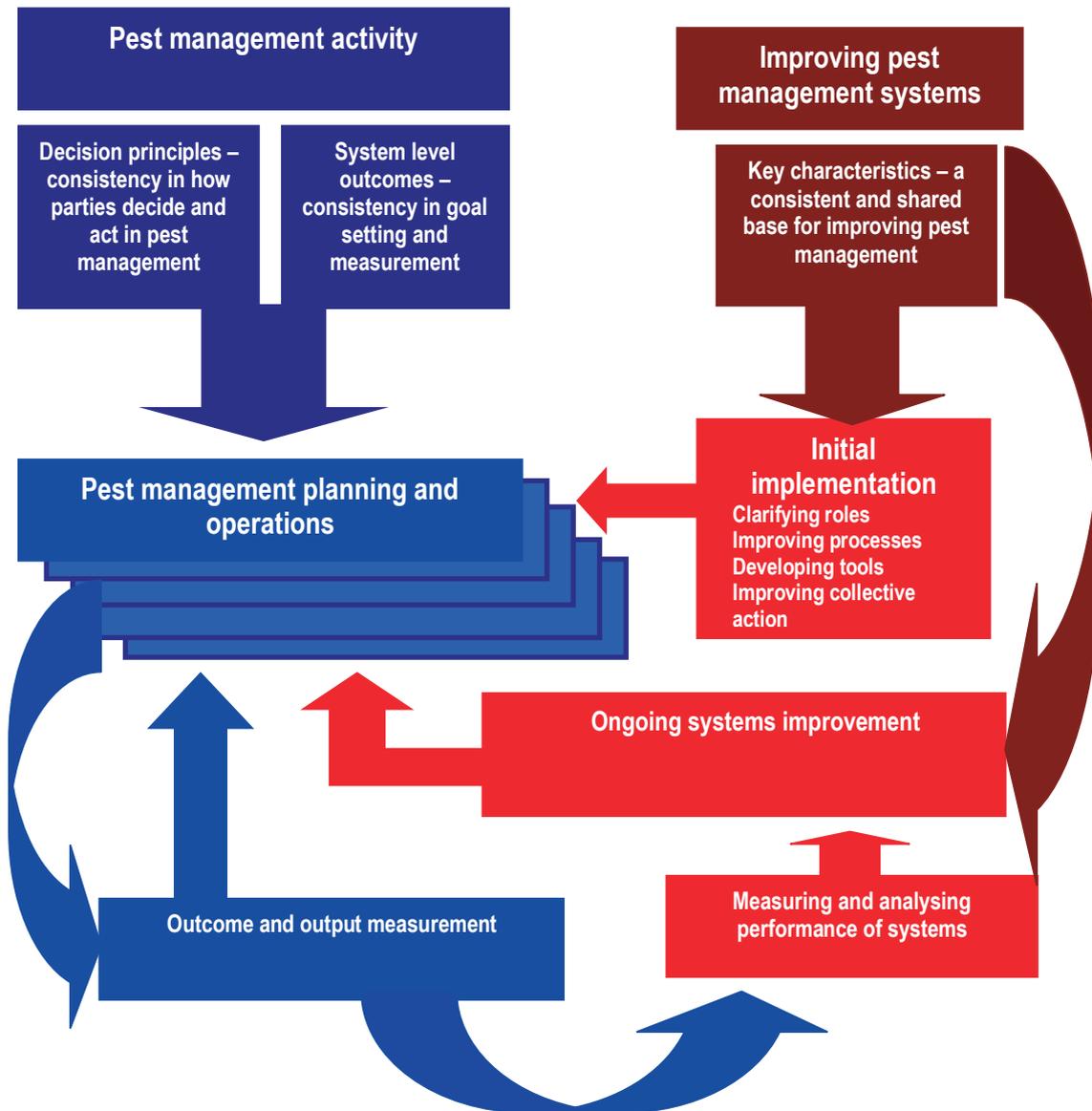


Most pest management is undertaken by private interests that benefit directly from reducing pest impacts. The management and regulatory systems established by central and local government focus on situations where co-ordination of various parties is necessary to achieve desired outcomes. This often involves the use of statutory powers. Where pests harm public values, such as amenities or the survival of native plants and animals, government funds direct pest management activities. These activities must be prioritised in context of broader biosecurity activities to ensure resources are always allocated to work of highest priority. Pest management assists both public and private interests to do things at the right place and time to prevent or reduce the adverse effects of harmful organisms.

APPROACH TO IMPROVING PEST MANAGEMENT SYSTEMS

Figure 2 shows how the pest management decision principles, outcomes and key characteristics will drive consistency in both pest management operations and system improvement processes.

Figure 2: Driving consistency and improvement in pest management systems



The outcomes and principles guide pest management activities (the blue side of Figure 2), linking the disparate parties active in pest management in terms of what is to be achieved (outcomes) and how it is to be done (principles).

The key characteristics provide the base for current and ongoing improvement in pest management systems. The characteristics define success for systems improvement (the red side of Figure 2) and provide a stable base for future adaptation and development.

These overarching elements frame the proposed improvements presented in this plan and are pulled together in a time-bound programme of change.

DECISION PRINCIPLES

The decision principles for future pest management systems are set out in Table 1. Cabinet and biosecurity chief executives representing regional councils have adopted these principles as formal policy. The principles will guide central and regional government decision making. Other agencies, associations and individuals may adopt these principles as part of their commitment as responsible partners in pest management action.

The core principle of being outcome focused recognises that pest management is an activity and all pest management must be justified in terms of its contribution to societal outcomes. This, in turn, implies that the way strategies, policies, plans and decisions to act are taken should be transparent and the results measurable in terms of both outputs and contribution to collective outcomes. Those accountable for making decisions about managing pests will adhere to the principles in Table 1.

TABLE 1: DECISION PRINCIPLES FOR FUTURE PEST MANAGEMENT SYSTEMS

Pest management systems are focused on achieving outcomes. Decisions will aim to provide the best overall outcome for New Zealand's economy, society, culture, environment and human health.		
RESULTS OF DECISION MAKING	PROCESS OF DECISION MAKING	EFFECTIVENESS OF DECISION MAKING
<ol style="list-style-type: none"> 1. Decisions will ensure the distribution of costs and benefits, both financial and non-financial, across society are efficient and equitable. 2. Decisions will respect the unique relationship between the Crown and tāngata whenua. 	<ol style="list-style-type: none"> 3. Decisions will be made by those best placed to make them. 4. Decision-making processes will include those whose accountabilities and interests are affected. 5. Participants will be supported to understand who is responsible and the processes used to make decisions. 6. Decisions will be timely, transparent and communicated to those affected. 7. Decision making will take into account tikanga Māori and kaitiakitanga of tāngata whenua. 	<ol style="list-style-type: none"> 8. Decisions will be made that ensure transitions in who is responsible occur in a way that means pests are managed effectively through the transition period. 9. Decisions will be informed by the best information available at the time, with uncertainty treated explicitly, so decisions are not prevented or delayed. 10. Decisions will recognise that, where the impacts of not intervening are likely to be irreversible, there is a strong case for intervention even when benefits only marginally outweigh costs.

OUTCOMES

Pest management is an activity that contributes to economic, social, environmental and cultural outcomes. Having a clear and collective understanding of the outcomes sought will allow pest management agencies to better align their activities. This understanding will also help these agencies identify how activities contribute to shared outcomes and for robust performance measurement systems to be developed.

Pest management system outcomes are outlined in Table 2. These outcomes underpin the formal policy framework and framework for measuring results across pest management in New Zealand. Pest management agencies will use the outcomes to help align, co-ordinate and measure the effectiveness of their work (the relationships between these are illustrated in Figure 2).

TABLE 2: PEST MANAGEMENT SYSTEM OUTCOMES

	ECONOMIC STRENGTH	HEALTHY ENVIRONMENT	HEALTHY NEW ZEALANDERS	CULTURAL IDENTITY
Whole of New Zealand outcomes that biosecurity contributes to along with other inputs	Increased trade and market access for New Zealand products. Economic opportunities, growth and prosperity are maintained and enhanced.	New Zealand's natural and historical heritage, the integrity of ecosystems, persistence of indigenous species, and the character of landscapes are protected and enhanced.	Human health and wellbeing are optimised. Healthy and rewarding lifestyles, freedom and respect for cultural expression, and enjoyment of the recreational value of the natural environment.	Protection of Māori biologically based economic and cultural resources – the relationship of Māori and their culture and traditions with their ancestral lands, waters, sites, wāhi tapu and taonga is maintained and enhanced.
Overall pest management outcomes	A. Pest management – unwanted damage caused by harmful organisms that have established in New Zealand is prevented or reduced			
Pest management intermediate outcomes	Preventing establishment – potentially harmful organisms present in New Zealand have not become pests.	Reducing spread on pathways – the spread of harmful organisms is reduced on domestic pathways.	Eradicating or rolling back – harmful organisms are eradicated or their distribution is reduced over time.	Controlling the harmful organism – the harmful organism is controlled to a level where impacts are manageable.
			Protecting values in places – the damage caused by harmful organisms in places is reduced or prevented.	Awareness – improved understanding by all New Zealanders of biosecurity risks and management activities.
			B. Public participation – New Zealanders are active, informed and supportive, and supported participants in the biosecurity system	
			Participation – increased participation by all New Zealanders in pest management activities.	Support – support for pest management programmes and tools increases.

KEY CHARACTERISTICS

The key characteristics sought in pest management systems of the future are set out in Table 3. These characteristics will guide the implementation of this plan and further development of systems.

MAF, regional councils and other agencies will use these characteristics as a basis for monitoring whether the changes they have made have improved pest management systems. These relationships are shown in Figure 2.

The Biosecurity Central Regional Government Forum will direct the ongoing improvement activity. MAF and regional councils will lead improvements, as the national and regional leaders responsible for oversight of pest management systems in New Zealand.

TABLE 3: PEST MANAGEMENT SYSTEMS – KEY CHARACTERISTICS

	A: ALIGNED TO OUTCOMES	B: ADAPTIVE	C: EFFECTIVE AND EFFICIENT	D: STRONG RELATIONSHIPS
Key characteristic	Participants understand the impacts of pests on outcomes and design pest management activities to achieve the outcomes in the most effective ways.	Pest management systems identify and respond to emerging changes in risk or management opportunities at all levels and in a timely way.	Pest management approaches and systems make the best use of available resources.	New Zealanders are active, informed, supportive, and supported, participants in pest management systems.
Why this characteristic is important	Pest management is not an end in itself but is done to help achieve a range of outcomes valued by New Zealanders. The purpose of any pest management activity needs to be clear. Where the activities contribute to common goals, alignment can help all parties better achieve their goals.	New Zealand faces an increasing total pest management burden with growing complexity and uncertainty. Social, economic and climatic factors are continuously changing the nature and numbers of pests, their distribution and impacts; multiple pests interact in complex ways; and there is increasing public scrutiny of control methods. Adaptation and continuous assessment and improvement are necessary at all levels.	Pest management demands are greater than can be addressed by available capacity and resources. Those involved in pest management therefore need to use the most cost-effective pest management approaches; identify priorities; avoid inappropriate tradeoffs and perverse outcomes; and use robust decision-making processes.	Pest management is everyone's business and cannot succeed without a broad base of public support and participation. Tāngata whenua are set to play an increased role, both as mana whenua and natural resource owners and managers in New Zealand. Co-operation is critical to success and depends on trust and a sense that relationships are valued and responsibilities are shared equitably.
Sub-components of the characteristic	<ol style="list-style-type: none"> 1. Pest management is aligned with national and regional strategies³ for outcomes and the wider commitments of government, including those to tāngata whenua. 2. Those delivering pest management activities identify and understand the expected outcomes. 3. Systems are in place for evaluating pest management performance against the desired outcomes. 4. Roles are aligned to achieve outcomes. 	<ol style="list-style-type: none"> 5. Pest managers objectively evaluate current and new information to reassess programmes and priorities. 6. Control tools, management approaches and best practice are continually improved through research and practice development. 7. The ecology and impacts of pests and their interaction with people, including mātauranga Māori, are reliably understood. 8. Research and surveillance identifies and evaluates current and emerging threats and opportunities. 	<ol style="list-style-type: none"> 9. Best practice methods and management approaches, and socially acceptable control tools are available when needed. 10. Programmes achieve their objectives, are cost effective and efficient, and the results are communicated to interested and affected parties. 11. Effort is co-ordinated and duplication avoided. 12. Capability and capacity to achieve priority outcomes are developed. 13. The most strategic and cost-effective management approach for each pest is identified and implemented. 	<ol style="list-style-type: none"> 14. Barriers that prevent people from being involved and successful in pest management are identified and removed or reduced. 15. Programmes share costs equitably. 16. Roles are clear, understood and sufficiently flexible to foster effective partnerships. 17. Pest management systems incorporate tāngata whenua networks, perspectives, principles, issues, solutions and participation. 18. There is regular, open communication between participants at all levels. 19. Information, perspectives and expertise are communicated effectively and freely shared.

³For example, the New Zealand Biodiversity Strategy, New Zealand Coastal Policy Statement, regional plans and strategies under the Resource Management Act 1991 and industry sector strategies.

IMPROVEMENTS

The implementation of this plan of action will create the conditions for future success of the pest management system. It will not resolve all the issues in pest management and does not set out to do so.

Key changes in the pest management improvement programme are to:

- clarify roles and accountabilities;
- improve and simplify processes;
- develop better and more accessible tools;
- improve capacity for collective action.

Details of the changes are described in sections 1 to 4 below.

1 Clear roles and accountabilities

The roles and accountabilities of pest management participants will be clarified by:

- 1.1 refining the purpose statement in Part 5 of the Biosecurity Act;
- 1.2 providing for the Crown to meet its good neighbour obligations under regional pest management strategies once these align with the national policy direction;
- 1.3 establishing leadership functions for MAF and regional councils;
- 1.4 providing clarity on roles in the marine environment;
- 1.5 providing a way to assign lead accountability for a complex pest management issue where roles are unclear;
- 1.6 establishing a Māori Advisory Committee to provide advice to the Director-General of MAF on the implications for tāngata whenua on matters relating to biosecurity strategies, plans, policies, processes and activities;
- 1.7 undertaking a comprehensive review of pest management legislation that regulates pest management systems in New Zealand.

1.1 Purpose statement in Part 5 of the Biosecurity Act

The purpose statement in Part 5 of the Biosecurity Act will be extended from providing “for the effective management or eradication of pests and unwanted organisms” to:

“The purpose of this Part is to provide for the effective management or eradication of harmful organisms that have established in New Zealand by providing for:

- the development of effective and efficient instruments and measures that reduce the impacts of harmful organisms on economic wellbeing, the environment, human health, enjoyment of the natural environment and the relationship of Māori and their culture and traditions with their ancestral land, waters, sites, wāhi tapu and taonga;
- the appropriate distribution of costs associated with instruments and measures under this Part.”



Photo courtesy of Nick Ledgard, Scion

Wilding pines near Lake Ohau, Mckenzie Basin

1.2 The Crown as a good neighbour landowner

The Government has agreed that the Crown will be bound to good neighbour rules in regional pest management strategies. Good neighbour rules are those that seek to manage pests that cause external costs to other land holders. The Crown will be bound to good neighbour rules in regional pest management strategies once the strategies have been aligned with the national policy direction (described in section 2.2 below). This means all land occupiers, regardless of tenure, will be required to meet good neighbour rules under regional pest management strategies.

1.3 Leadership functions for MAF and regional councils

The pest management leadership functions will involve MAF and regional councils ensuring that priorities are defined, roles are clear, pests are being managed at the appropriate national or regional level and regulatory tools are appropriate. The functions specified in this plan are not exhaustive but indicate the core actions to be undertaken.

MAF's functions will be to act as overall leader for pest management systems, including:

- promoting alignment of pest management activities within the whole biosecurity system;
- overseeing New Zealand's pest management systems and measuring overall system performance;
- facilitating the development and alignment of national pest management plans;
- promoting public support for pest management;
- facilitating communication, co-operation and co-ordination of those involved in pest management to enhance effectiveness, efficiency and equity.

Regional councils' functions will be to act as leader for pest management systems within a region, including:

- promoting the optimal contribution of pest management in the region to relevant community and national strategies;
- promoting co-ordination of pest management activities between regions;

- facilitating communication and co-operation between those involved in pest management to enhance effectiveness, efficiency and equity of programmes.

Many other organisations and agencies have pest management functions and will continue to carry these out for particular organisms, processes, pathways and places. These roles include the managers of the Crown estate, other land managers, industry and private interests. The functions specified for MAF and regional councils will not detract from functions of agencies under other legislation. Other agencies will need to support and enable MAF and regional councils to carry out their leadership roles.

Roles for individual parties dealing with pest issues will continue to be determined by those parties in most cases. To help ensure this happens as often as possible, the following criteria have been adopted to guide decisions on who is best placed to act.

- Objectives of the programme: determined by the most cost-effective strategy and a fair distribution of costs.
- Impacts: determined by the community of interest that is affected or potentially affected by the pest and/or that benefits from the programme.
- Incentives to act: including who is accountable to the affected community of interest.
- Powers: determined by regulatory powers needed to achieve the programme, who holds these and whether they can be delegated.

Further detail on the decision criteria adopted for determining who is best placed to act on pest management programmes is presented in Appendix 1.

1.4 Roles in the marine environment

To reduce uncertainty around marine pest management, the distinctions set out in Table 4 have been adopted by Cabinet and regional council chief executives as a matter of policy.

Table 4 represents a pragmatic approach to determining the roles in marine pest management, which are based on an analysis of “who is best placed” to lead particular interventions. Leading an intervention does not mean doing it alone but means being responsible for bringing together the parties with the necessary powers, functions and resources to agree “what needs to be done” and “who will do what”.

Given the lack of effective control technologies for pests in the marine environment, most action focuses on preventing the spread of established organisms. This involves controlling vectors, such as slow-moving barges and marine-farm equipment. Although Table 4 identifies broad “types” of pest management, effective action requires co-operation and partnerships.

National and regional partnerships are proving to be successful in improving pest management performance in the marine environment. By extending this approach to all parts of New Zealand and all aspects of marine pest management, responsible parties will grow to understand how to make their overlapping roles work in practice.

TABLE 4: DEFAULT LEAD INTERVENTION DECISION-MAKER ROLES FOR PESTS IN THE MARINE ENVIRONMENT

TYPE	CIRCUMSTANCES		LEAD INTERVENTION, DECISION MAKER RESPONSIBLE FOR BRINGING PARTIES WITH THE NECESSARY POWERS, FUNCTIONS & RESOURCES TOGETHER	REASON FOR ROLE
Population management (Species-led management)	Pest not previously detected in New Zealand.		MAF	Manages border, national high-risk site surveillance and national incursion responses.
	Pest already in New Zealand and an objective has been set to eradicate or contain nationally.		MAF	Leads national pest programmes and national surveillance.
	Pest already present in New Zealand and there has been a decision not to eradicate or contain nationally.	Pests affecting public goods, and either not previously in the region or established, but tools to manage are available.	Regional council to co-ordinate joint decision making with Crown agencies and interested parties (depending on nature of the pest).	Accountable for regional public interest and has regional capacity to act, but multiple interests and beneficiaries will likely be involved.
		Pests affecting a specific sector, industry or private interest, and either not previously in the region or established, but tools to manage are available.	Industry and/or interested parties to co-ordinate joint decision making with those best placed to provide support.	Industry is the primary beneficiary but may need capabilities of other parties to be effective.
	Pests widespread in the region and there has been a decision not to eradicate or contain regionally.		Becomes site-management issue (see below).	Widespread pests that are not the subject of pest-led programmes can only be managed in specific places to meet site managers' priorities.
Pathway/ vector management	Prevention of pest establishment in New Zealand (at border activity – ballast water, biofouling, hitch-hiker organisms, goods and containers).		MAF	Manages border, national high-risk site surveillance and national incursion response.
	Risk to any national or regional value associated with inter-regional vector movement.			Requires national focus as automatically multi-regional.
	Risk to coastal marine areas of the Sub-Antarctic Islands and Kermadec Islands (risks associated with vectors, in particular, vessels and their equipment).		Minister of Conservation	Minister of Conservation has the responsibilities, functions and powers of a regional council under section 30(1) (d) of the Resource Management Act 1991 for these specific areas. The Department of Conservation (DOC) may act on behalf of the Minister.

TYPE	CIRCUMSTANCES	LEAD INTERVENTION, DECISION MAKER RESPONSIBLE FOR BRINGING PARTIES WITH THE NECESSARY POWERS, FUNCTIONS & RESOURCES TOGETHER	REASON FOR ROLE
	Risk to any national or regional value associated with intra-regional movement of vectors (for example, of structures, equipment and vessels).	Regional Councils	Have regional capacity and powers to act in the public interest.
	Risk to any national or regional value associated with development of marinas, wharves, jetties and moorings and the ongoing maintenance of such facilities.		Have powers under the Resource Management Act (for example, can include conditions in resource consents).
	Risk to any national or regional value associated with dumping of organic material from vessels (within the 12 nautical mile limit and on land).		Administer the Resource Management (Marine Pollution) Regulations 1998.
	Risk to any national or regional value associated with dumping of organic material from vessels and offshore installations in the Exclusive Economic Zone (EEZ) (from the 12 to 200-mile nautical limit).	Maritime New Zealand	Has authority and responsibility in the EEZ under the Maritime Transport Act 1994.
Site/place management (Management to protect values of specific places⁴)	Marine reserves, marine parts of wildlife management reserves and sanctuaries, reserves and national parks administered by DOC.	DOC	Administers these protected areas under the Marine Reserves Act 1971, Wildlife Act 1953, Marine Mammals Protection Act 1978, Reserves Act 1977 and National Parks Act 1980.
	Coastal marine areas of the Sub-Antarctic Islands and Kermadec Islands.	Minister of Conservation	Minister of Conservation has the responsibilities, functions and powers of a regional council of section 30(1)(d) under the Resource Management Act 1991 for these areas. DOC may act on behalf of the Minister.
	Marine protected areas (MPA) administered by bodies other than DOC.	The primary administering body with the necessary powers.	The MPA policy provides for marine protected areas to be established under various statutes with potentially multiple administering agencies. Some agencies will have the necessary administering powers and functions and others will not.
	Places recognised by formal regional policy as being of special value to regional communities (not being sites as above).	Regional councils	Accountable to regional community and have regional capacity and powers to act in the public interest.

⁴Guiding principle: That the party with the primary interest in a place ought to be the intervention decision maker in respect of that place.

TYPE	CIRCUMSTANCES	LEAD INTERVENTION, DECISION MAKER RESPONSIBLE FOR BRINGING PARTIES WITH THE NECESSARY POWERS, FUNCTIONS & RESOURCES TOGETHER	REASON FOR ROLE
	Privately owned structures occupying marine and other environments.	Structure owners ⁵	Directly responsible as occupiers to meet rules under the Biosecurity Act 1993 and have capacity to act effectively on site in a way compatible with site use.
	Other sites	Party or parties with the incentives to act and necessary powers to achieve desired objective for the site.	Beneficiaries acting in their own interest.



Photo courtesy of Lou Hunt, MAF

Brett Colby, Half Moon Bay Mariner Operator, spearheading clean marinas and clean boats programmes, with Lou Hunt, MAF.

⁵Structure owners will manage those pests that they have an interest in but will also be subject to a regional coastal plan and may also be required, under the conditions of their resource consent, to take specified steps to manage pests as part of a broader regional pest initiative.

1.5 Assigning lead accountability for a complex pest management issue where roles are unclear

Where it is unclear which party should be accountable for a particular pest issue, the Minister for Biosecurity will be responsible for assigning accountability to a lead party. The Minister will identify any other parties with an interest or who need to be involved in deciding how to respond to the pest issue.

The Minister's assignment means that an agency must make a decision about whether to take action but it does not mean the party must make a particular decision. The Minister's assignment will be binding for all central and regional government agencies to make a decision but will not legally bind on private parties.

This process is expected to be used rarely, when no one assumes responsibility for a particular pest management issue, or where the debate between participants is taking too long to resolve.

In considering whether to assign accountability, the Minister will:

- determine whether collective action could result in better outcomes than individuals acting alone for a particular pest management issue;
- make a preliminary assessment of the preferred high-level objective for the pest management issue.

In making this decision, the Minister will be advised by a small group of people (three to five) representing pest management participants.

The process for the Minister's role will be set out in regulations made under the Biosecurity Act and will include:

- how the process is triggered;
- the circumstances when the Minister can refuse an application;
- the decision-making process the Minister uses;
- the ability for the Minister to impose a timeframe for each decision;
- the opportunity for members of the public to be involved in the process;
- the criteria for the Minister to use to determine who should be responsible;
- how the Minister communicates his/her decisions to affected parties and members of the public.

1.6 Māori Advisory Committee

A Māori Advisory Committee will be established to provide advice to the Director-General of MAF on matters relating to biosecurity strategies, plans, policies, processes and activities. This advice will also extend to advising MAF as it supports the Minister in assigning a lead on complex issues under the new functions.

Including the Committee in the plan of action, and securing an explicit Cabinet decision to establish it, will ensure the Committee has the clear and formal commitment of the Government and is established as an enduring institution.

The Committee is not intended in any way to replace direct engagement on pest management or wider biosecurity issues with tāngata whenua where their interests are directly affected.

The scope for the Committee's work will be established in formal terms of reference. Members will be appointed by the Director-General of MAF based on their skills rather than as representatives of particular groups. Functions that the Director-General of MAF may consider when establishing the Committee's terms of reference include providing advice on:

- how to achieve effective tāngata whenua engagement across biosecurity systems;
- effective implementation of biosecurity plans and strategies, including this plan of action, with respect to tāngata whenua;
- process matters relating to policy, strategy and activities across biosecurity systems;
- substantive biosecurity issues that affect tāngata whenua across biosecurity systems or, where such matters affect the interest of tāngata whenua in specific places, on the best processes to follow in engaging with those affected.

The Committee will form relationships with other Māori members of various biosecurity-related committees and bodies. The terms of reference for the Committee will establish the formal relationship of the Committee's advice to that of other bodies.



Photo courtesy of B Curtis, DOC

Kaumatua Charlie King (right) blessing the release of grass carp into Lake Tutira, Dec 2008.

1.7 Review of pest management legislation

The implications of overlapping pest management related provisions in the Biosecurity Act 1993, Wild Animal Control Act 1977, Wildlife Act 1953, Conservation Act 1987 and Resource Management Act 1991 will be comprehensively reviewed. The scope of the review will be agreed by relevant Ministers and advice to the Ministers will include the full range of Acts, instruments and processes suggested in submissions⁶ on the Proposed Pest Management National Plan of Action.

The work on rationalising these Acts will be carried out as a connected series of reviews, with the overall process co-ordinated and led by MAF. The Ministers with responsibility for each Act will determine the detailed review process and timing for each piece of legislation jointly with the Minister for Biosecurity. This will ensure changes happen in a coherent way for each piece of law and pest management systems as a whole.

⁶See <http://www.biosecurity.govt.nz/biosec/consult/archive> for further information.

2 Improved and simplified processes

Pest management processes will be improved and simplified by:

- 2.1 simplifying pest management strategy development and review processes and making strategies more flexible;
- 2.2 providing a national policy direction to guide pest management activities carried out under the Biosecurity Act;
- 2.3 creating a shared approach for measuring the performance of pest programmes and the overall system.

2.1 Simplified processes for strategies and rules

The Biosecurity Act will be amended to improve the way that pest management strategies work and to allow for more proactive management of pest risks.

The following improvements will be made:

- amending the notification and consultation provisions so the decision maker (the Minister or regional council) has increased discretion on whether and how a proposal is publicly notified, who is consulted and how⁷;
- allowing the decision maker to have discretion over whether to hold an inquiry into a proposed pest management strategy;
- allowing for partial review of pest management strategies so that contents may be added to or removed from a pest management strategy without requiring a full statutory review of the strategy;
- allowing, where an aspect of a regional pest management strategy is under appeal to the Environment Court, those parts not under appeal to become operative;
- amending the requirement for a full statutory review of a pest management strategy from five to 10 years, or at an earlier date if specified in the pest management strategy;
- renaming pest management strategies “pest management plans” to better reflect their regulatory and operational roles.

There will also be a new tool developed to manage the spread of pests through “generic pathways” and to establish internal borders where required. The new powers will allow the movement of risk goods and craft to be regulated within New Zealand where these pose a risk of spreading harmful organisms. The processes for establishing national or regional pathway management plans will be similar to that for developing national or regional pest management strategies respectively and will require equivalent tests.

The tools will be used to target specific high-risk pathways rather than all potential ways that organisms can be spread throughout New Zealand. These new tools will be used only as necessary in conjunction with voluntary and industry schemes, such as voluntary hygiene protocols with industry. The national policy direction (section 2.2) will specify when it is appropriate to use these tools.

⁷A minimum requirement will be retained in the law requiring consultation with any Minister or local authority whose responsibilities may be affected and with the tāngata whenua of the area.

In addition, controls for possums and wallabies will be removed from the Wild Animal Control Act so they can be managed more readily through pest management strategies under the Biosecurity Act. The current controls for wallabies will be reviewed and covered as necessary by the Biosecurity Act.

Part 4 of the Wildlife Act relates to regional council control of “injurious birds” – that is, unprotected birds that are creating problems. The provisions that apply to injurious birds will be removed from the Wildlife Act. This will leave the Biosecurity Act as the mechanism for collective action and make the control of these birds easier.

2.2 National policy direction

A legally binding national policy direction will be issued under new provisions of the Biosecurity Act. The national policy direction will help ensure that pest management activities provide the best use of available resources for New Zealand’s best interests and align activities where appropriate to national outcomes by:

- clarifying what the national outcomes are;
- clarifying requirements for using the regulatory instruments under Part 5 of the Biosecurity Act to manage pests and pathways;
- ensuring consistent application of these requirements nationally and between regions.



Bovine tuberculosis free hereford herd

Photo courtesy of Animal Health Board

The high-level content of the national policy direction will include the following:

National outcomes

- the overall and intermediate pest management outcomes listed in Table 2.

When to intervene or use Part 5 instruments under the Biosecurity Act

- the rationale for government intervention in pest management;
- the situations when it is appropriate to use the legal powers and procedures established in Part 5 of the Biosecurity Act;
- the circumstances where it is appropriate to review a pest programme, including a requirement to exit a programme where it has achieved its objectives or no longer provides the best use of available resources;
- a process for transitioning the responsibility for a pest issue from one agency to another.

How to use Part 5 instruments under the Biosecurity Act

- the decisions principles listed in Table 1 will guide the decision process to best contribute to collective pest management outcomes;

⁷A minimum requirement will be retained in the law requiring consultation with any Minister or local authority whose responsibilities may be affected and with the tāngata whenua of the area.

- criteria or standards for programme objectives that help align them to outcomes and make them explicit and robust;
- a definition of what good neighbour obligations are;
- tests of programme value that clarify requirements for developing programmes under the Biosecurity Act and ensure efficient and effective programmes;
- direction on who pays for what by balancing the need for efficiency, fairness and practicality;
- consultation principles to help determine an appropriate consultation process;
- the information pest management agencies must make available to ensure transparent decision making;
- a requirement that pest management agencies must measure the extent to which a pest management programme meets its objectives;
- what information pest management agencies must report on to help improve the current system;
- exemptions to rules in the Biosecurity Act.

Relationships and alignment

- relationship of activities under legal powers and procedures established in Part 5 of the Biosecurity Act to activities carried out under other statutes;
- principles for consistency, co-ordination and alignment of programmes;
- common terminology, for example, for programme names and objectives;
- high-level criteria for prioritising programmes or activities against each other to ensure parties take the same things into account when determining the best use of available resources.

Chief executives from central and regional government have agreed on several tests that the national policy direction content must pass, including that it must:

- add value by ensuring the achievement of better outcomes and better value for money in the use of Part 5 instruments and programmes undertaken under the Biosecurity Act;
- apply across any party using Part 5 instruments (noting that it could be desirable to tailor sections of the national policy direction to apply to specific uses of an instrument, for example, different directives for when a strategy focuses solely on a club and achieving a private benefit versus when a strategy sets out to achieve a public good);
- avoid unnecessary duplication of processes, including existing provisions in the Biosecurity Act;
- result in agile, flexible instruments that can respond to changing pest management needs;
- balance the tensions between:
 - the need for flexibility and timely decision making, while ensuring that decision making is appropriately robust;
 - having appropriate national consistency, while maintaining appropriate local and individual autonomy;
- complement other approaches outlined in this plan of action (for example, the biosecurity toolbox);
- provide for appropriate distribution of costs between parties and generations.

2.3 Shared approach for measuring performance of pest programmes and the overall system

A unified performance measurement framework will be developed to give an understanding of pest management in New Zealand as a whole. The framework will cover pest management done under the Biosecurity Act and other legislation, and that carried out by industry and communities.

The framework will be based around Tables 1, 2 and 3 and will have two parts as shown in Figure 2:

- measurement of results of pest management activity – outputs and their contribution to outcomes;
- measurement of system performance.

Most agencies and many private parties already measure the results of their pest management activity. This can be in terms of outputs (for example, the area treated for nassella tussock) and outcomes (for example, the contribution of nassella tussock control to the security of agricultural production in the Waikato). The more that agencies and organisations measure performance in a common way, the more they can learn from each other and the more it becomes possible to identify how to improve pest management performance across New Zealand as a whole.

A pest management performance measurement framework will drive the focus of pest managers towards achieving outcomes and beyond doing pest management for its own sake. The information and analysis will encourage consistent best practice, learning and improvement. Better monitoring and reporting will help to improve agency accountability and the effectiveness and efficiency of pest management performance in New Zealand.

The performance measurement framework will not replace or duplicate the frameworks already used by each party involved in pest management. Rather, the process will take information from pest management programmes, industry and agencies and combine and evaluate the results to identify required system improvements across pest management activities.

Implementation of the performance measurement framework will involve shared work to develop indicators and measures that can align and link across pest management systems and agencies' own frameworks.

Pest management agencies will be required to keep records of their performance and provide these to MAF as requested. Parties will work together to develop effective systems and requirements for agencies to provide information but these will be limited to what is reasonable, already in the possession of the agency, or capable of being obtained without unreasonable difficulty or expense.

Using these indicators to measure system performance will allow MAF and regional councils to give effect to their oversight and leadership roles. The framework will allow other participants to measure their contribution to whole of New Zealand and regional pest management outcomes. These measures will assist organisations in developing targeted and cost-effective pest control tools and processes.



Photo courtesy of B Warburton, Landcare Research

Possum fitted with Global Positioning System tracking collar

3 Better and more accessible tools

Overall practice in pest management will be improved by helping all participants to achieve their objectives. This will be done by:

- 3.1 developing integrated toolbox management;
- 3.2 two-way capability building for effective tāngata whenua involvement.

3.1 Developing integrated toolbox management

Developing integrated toolbox management is the key pathway to improving access to biosecurity (including pest management) information and supporting biosecurity best practice. This toolbox management approach will begin with pest management and be extended to all facets of biosecurity systems over time, including those for border management and new incursions.

Developing and sustaining all the tools needed for effective pest management is a growing job and one that can no longer be left to ad hoc and disjointed approaches. Tools include physical control tools, like traps and poisons, monitoring tools and best practice approaches and standards. The integrated toolbox will form a critical link with the Biosecurity Science Strategy. In particular, the toolbox will take knowledge from the science system and prepare it for application by pest managers. At the same time, the toolbox governance layer will feed advice on biosecurity research and development priorities into the biosecurity science system.

The long-term vision is that an integrated centralised toolbox will be accessible through one site and endorsed and used by all stakeholders. Careful design and analysis of the costs and benefits of integration is required. This analysis and design will identify those things best left managed in a dispersed way and those where further integration is warranted. This process can only happen over time, with the broad involvement of interested parties. It will start small, focus on the things that will make the biggest difference and grow from there as it demonstrates the value it is adding.

A group comprising representatives of major stakeholders and tāngata whenua will oversee and foster the establishment of the biosecurity toolbox. This group will develop the terms of reference for the toolbox, define its scope and mode of operation, decide on its functions and agree the basis for cost sharing. The points outlined below form an indicative list of the matters to be considered by the governance group, and the group may agree to some or all of these or introduce others as it sees fit.

The functions of toolbox governance to be considered by the governance group will include:

- determining the overall structure of the toolbox and how it functions;
- agreeing on what aspects need to be managed in a dispersed versus integrated way;
- agreeing how costs will be shared;
- identifying priorities for populating the toolbox;
- agreeing on research and development priorities;
- commissioning technical advisory groups to advise on particular issues;
- agreeing on the sources of best practice and expertise;
- approving best practice guidelines proposed to be added to the toolbox.

Capability to undertake projects and programmes of work will be provided by a toolbox manager situated within MAF and jointly funded by biosecurity agencies and others who benefit from the toolbox. The toolbox manager functions to be considered by the governance group will include:

- maintaining physical databases;
- responding to information requests;
- implementing the priorities identified by the governance group;
- servicing the governance process.

The scope of integrated toolbox management to be considered by the governance group will include:

- developing, maintaining and registering pest management physical control and monitoring tools;
- developing best practice guidelines for core pest management activities;
- developing best practice guidelines for regional and national pest management strategy processes;
- developing best practice guidelines for pest management tools and practices for agencies engaging with the community;
- providing accessible, authoritative information, including on tikanga and mātauranga Māori practices, for agencies, industry and members of the public engaged in pest management;
- co-ordinating recommendations on toolbox research and development priorities;
- training;
- providing manuals and field guides;
- providing public relations, education and communication resources;
- developing processes to extend the toolbox across all biosecurity activities over time.

At each stage of the transition, improvements will be sought that will result in:

- reduced costs in designing, undertaking and evaluating biosecurity control and monitoring;
- reduced costs in updating organisations' information systems to accommodate new pest management regulations and techniques;

- increased use of efficient pest management tools as a consequence of accessing out-of-date or less robust advice;
- streamlined engagement for regulators;
- less time being spent on regulatory issues;
- easy identification of pest management toolbox gaps, allowing planned augmentation of toolbox contents.



Photo courtesy of John Sanson, MAF

Rabbit Co-ordination Group, Molesworth Station

3.2 Two-way capability building for effective tāngata whenua involvement

Two-way capability building for effective tāngata whenua involvement will include skill development in pest management for tāngata whenua, development of skills and mechanisms by tāngata whenua for efficient engagement with agencies, and skill development in tikanga for agencies. This will make it easier for parties to know who to talk to on both sides of the relationship and provide a platform for real and efficient engagement.

Capability building includes recognising and providing for the principles, institutions, practices and methods of kaitiakitanga. It includes supporting how individual tāngata whenua groups give effect to their role as kaitiaki in designing systems for pest management within their respective rohe (region).

Creating capability is a long-term endeavour that will require committed engagement by pest management agencies and tāngata whenua. Where tāngata whenua have pest management programmes that could be adapted, and individuals who could develop the appropriate pest management skills, agencies will work with these programmes and individuals. Where agencies have existing programmes of engagement and staff competency to enhance pest management, capability in tāngata whenua engagement can grow from that base. The key factor is willingness to work together.

In adopting this plan, Cabinet and regional council chief executives have committed their organisations to collectively engaging in the work required. This will include:

- developing mechanisms for recognising, retaining and promoting mātauranga Māori me ōna tikanga (Māori customary knowledge and ways of doing things) and its relevance and use in pest management, consistent with tāngata whenua values;
- developing capacity to predict biosecurity risks to taonga and other culturally significant resources;
- determining the likely significance of the risk to tāngata whenua and tāngata whenua organisations in the context of pest management practices;
- implementing the Biosecurity Science Strategy vision and goals for Māori in relation to pest management.

Agencies participating in pest management will encourage partnerships between science providers and tāngata whenua. Where appropriate, this will involve active engagement of tāngata whenua in planning, prioritisation and delivery of biosecurity science and pest management responses. Tāngata whenua networks will be the preferred pathways for effective communication, response and implementation of biosecurity systems with Māori.

The four points listed above represent the aspirations of the parties over the 25 years of this plan. The first step in the plan's implementation process will be the commitment of an agreed level of participation by agencies and tāngata whenua. The commitment of agencies will be determined annually after discussion in the Biosecurity Central Regional Forum with advice from the Māori Advisory Committee.

4 Acting collectively

Whatever changes are made to the law, processes or practices, it is people, and their attitudes to pest management, who will determine what actually gets done. Attitudes focused on collective outcomes will be developed by:

- 4.1 promoting leadership for engagement and co-operation;
- 4.2 promoting partnerships;
- 4.3 improving support for collective action;
- 4.4 using a more collective approach for national pest management programmes.

In addition to these specific changes, changes resulting from other parts of this plan will make strong supporting contributions to constructive attitudes. Most important amongst these is the emphasis on shared governance for the pest management toolbox role.

4.1 Leadership for engagement and co-operation

The overriding principle that will underpin the working relationship between all parties in pest management is “Acting collectively in New Zealand’s best interests”.

Successful implementation of this plan will involve fostering:

- leadership that is both decisive and inclusive;
- partnerships that provide for individual needs while contributing to a wider collective good;
- innovation within a clear and stable framework of strategy and policy;
- public participation in timely decision making;
- the effective, efficient and equitable achievement of outcomes.

An engaged, co-operative culture will be achieved through leaders modelling appropriate behaviour, naming desirable and undesirable behaviours, and visibly celebrating successes. This new culture will include the pest management agencies associated with the Biosecurity Central Regional Government Forum committing to a shared leadership model. The model will be developed as part of the implementation of this plan through discussion with the Biosecurity Central Regional Government Forum. The model will involve developing leadership capability across pest management systems and recognising this capability in practitioners at all levels. The pest management toolbox will provide guidance on effective engagement between pest management agencies and stakeholders.

4.2 Partnerships

The intersecting interests, overlapping outcomes and complex interactions between pests and their environments often means partnerships are the only effective way to manage pests. Partnerships involve sharing power and jointly determining responsibility for making decisions, resourcing and taking action.

Many forms of partnership are possible in pest management, for example, between central and regional government, industry and agencies, tāngata whenua and community groups. The performance of pest management systems could be improved by partnership approaches that encourage those involved in pest management to act collectively in New Zealand's best interests.

The potential for pest management partnerships to be established through Government–Industry Agreements will be explored by MAF. The Government–Industry Agreement concept appears to be a logical way of increasing the effectiveness and involvement of industry collectives at the national level in pest management. In principle, such an arrangement could apply to all responses (covering both new incursions and established pests). The Government–Industry Agreement process is in its early stages, however, and needs time to mature before it can be seen how well it will work for long-term management of pests.

Pest management agencies will encourage the formation of national, regional and community-led collectives for pest management purposes. People and organisations with shared interests can often meet their needs effectively with modest support from agencies. In particular, more focused application of national and regional funding, administrative support and simpler pest management strategy processes will assist these collectives.



Didymo programme partnership delivering Check, Clean, Dry messages at Marlborough Boat Show.

4.3 Support for collective action in the community

In addition to the above, collective and community pest management action will be supported by investigating:

- co-ordinated funding;
- how collectives for pest management can be more easily formed and operated.

A small joint working group, comprising the key funding agencies, tāngata whenua, industry and community members, will be established to identify how existing co-operation between funding streams and operational implementation could be improved. The group will look at how such co-operation could then improve the effectiveness of funding support for individual or collective pest management actions. The brief for the review will include looking at how to:

- reduce duplication in reporting processes;
- streamline application requirements;
- ensure funding approaches are practical;
- make it easier to fund large projects from multiple sources of funds.



Photo courtesy of Astrid van Meeuwen-Dijgraaf, DOC

Exclusion fence aimed at keeping out stoats, possums, rats and mice is being explained to visitors, Tawharanui Regional Park, Auckland, November 2003

4.4 Using a more collective approach for national pest management programmes

There are currently 26 national pest management programmes in New Zealand. These include both pest and pathway management programmes. Two programmes are led by dedicated management agencies using national pest management strategies under the Biosecurity Act. Sixteen programmes are led by MAF using either powers conferred through “unwanted organism” status under the Biosecurity Act or voluntary mechanisms. The Department of Conservation has six national programmes under the Wild Animal Control Act and two national freshwater pest fish programmes under the Freshwater Fisheries Regulations.

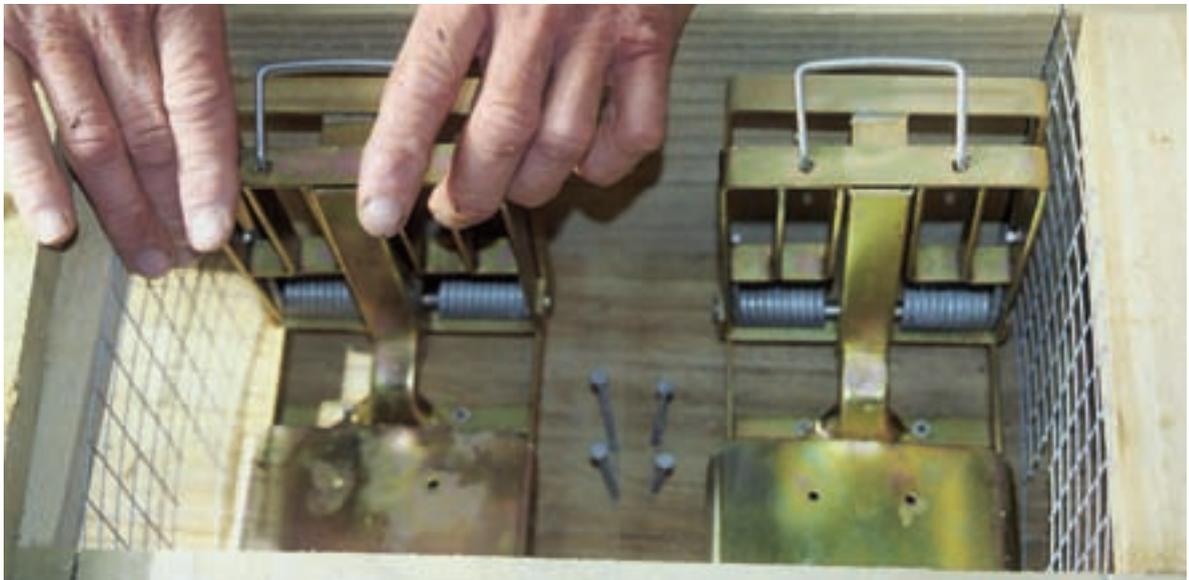
Of these 26 existing programmes, nine involve some form of joint decision making and nine involve some form of cost sharing. Current approaches to sharing of decision making and costs are highly variable across pest and pathway management programmes. MAF has received consistent feedback from stakeholders asking for more national programmes.

Typically, any pest or pathway of national interest will impact directly on regional communities or private interests as well as having potential impacts across New Zealand society as a whole. Bovine tuberculosis and kauri dieback are classic examples of where these different interests overlap.

Where national public good and private and/or regional benefits overlap, national pest management programmes will operate under a joint decision-making and cost-sharing approach. This will involve both current and future programmes, and both pest and pathway programmes.

National pest management programmes will be reviewed to identify those that could be more effective under a joint decision-making and resourcing model. This review will build on work to make Biosecurity Act pest management strategies more accessible and flexible, and improve the effectiveness of pest management collectives. As new national programmes are established, the appropriateness of cost sharing and joint decision making will, likewise, be evaluated.

A model for joint decision making is already working well in MAF's Biosecurity Response System. A model for allocating cost shares in pest management will be developed that builds on existing biosecurity funding principles approved by Cabinet and that dovetails with parallel work on cost sharing (for example, under the Government-Industry Agreement project).



Stoat trap being set, Egmont National Park, January 2004

IMPLEMENTING THE PLAN OF ACTION

A programme of implementation is outlined in Table 5. The programme is set out in three time periods: within two, five and 25 years.

MAF will lead the implementation, with collective governance and broad input from all the key pest management players. The pace of implementation will need to be sustainable and will be subject to the prioritisation and funding decisions of participating organisations.

The agreed programme of improvement will commence in November 2010. Achieving the implementation targets will depend on sufficient resources being allocated by central and regional government and the willingness of all parties to participate.

TABLE 5: PROPOSED PROGRAMME FOR IMPLEMENTING THIS PLAN OF ACTION

PROPOSED CHANGE	WITHIN TWO YEARS	OVER FIVE YEARS	OVER 25 YEARS
1.1 Establish a clear purpose in the biosecurity system for pest management	<ul style="list-style-type: none"> Biosecurity Act amended to provide for these changes. 		
1.2 Crown land "good neighbour" obligations	<ul style="list-style-type: none"> Biosecurity Act amended to provide for these changes. 	<ul style="list-style-type: none"> All regional pest management strategies are reviewed against new policy and regulations with strong Crown agency engagement to take into account new requirements. Revised funding arrangements in place. Crown meeting good neighbour obligations. 	
1.3 Specify leadership functions for MAF and regional councils	<ul style="list-style-type: none"> Biosecurity Act amended to provide for these changes. 	<ul style="list-style-type: none"> Changes reflected in formal policy, strategy and planning documents. 	<ul style="list-style-type: none"> Agencies respond to further reviews of their purpose and functions in a comprehensive review that sees alignment amongst the range of statutes involved, including responding to new seabed and foreshore arrangements.
1.4 Default roles in marine environments	<ul style="list-style-type: none"> Policy adoption by relevant agencies. 		
1.5 Minister to determine a lead where roles overlap and remain unclear	<ul style="list-style-type: none"> Develop process Minister will use to make determinations. Secretariat established. Establish terms of reference for supporting committee. Supporting committee appointed. 	<ul style="list-style-type: none"> Ministerial determinations of lead decision makers for unresolved pest issues and complex new issues. 	
1.6 Establish a Māori advisory committee	<ul style="list-style-type: none"> Terms of reference and processes agreed by the Director-General of MAF. Committee appointed. 	<ul style="list-style-type: none"> Committee operating. 	

PROPOSED CHANGE	WITHIN TWO YEARS	OVER FIVE YEARS	OVER 25 YEARS
1.7 Undertake a comprehensive legislative review for pest-related law	<ul style="list-style-type: none"> Terms of reference, processes and timetable agreed by Ministers. 	<ul style="list-style-type: none"> Resources allocated in accordance with agreed timetable. Review completed. Legislative changes completed. 	<ul style="list-style-type: none"> Implications of revised legislation implemented.
2.1 More flexible strategies and rules	<ul style="list-style-type: none"> Biosecurity Act amended to provide for these changes. Recommendations for amended legislation to provide for these changes, including changes to Wild Animal Control, Wildlife and Ombudsmen Acts. 	<ul style="list-style-type: none"> Best practice review process agreed. Best practice established and promulgated. Regulations passed in support if required. Barriers to national pest management strategies identified and reduced. 	
2.2 National Policy Direction	<ul style="list-style-type: none"> Biosecurity Act amended to provide for these changes. National policy direction prepared and issued. 	<ul style="list-style-type: none"> National policy direction in place and pest management strategies aligned with this. 	
2.3 Create a shared approach for measuring results and systems operation	<ul style="list-style-type: none"> Performance measurement system, including outcomes, outputs and measures, is agreed. Implementation plan agreed. Stocktake of performance measurement (focused on whether pest management programmes have clear and measurable objectives) completed for all programmes by each pest management agency. 	<ul style="list-style-type: none"> Measurement system is fully operational. Regulations passed in support if required. Capability to electronically collect, evaluate and report on performance information is in place. All pest management programmes have clear and measurable objectives. Systems are adapted based on measurement results. 	
3.1 Develop integrated toolbox management capability	<ul style="list-style-type: none"> Toolbox governance established. Initial commitments for contributions for toolbox management agreed. Secretariat established. Shared vision in place and initial design for integration under way. 	<ul style="list-style-type: none"> Agreement on integration by governance body. Longer term commitments to contributions in place. Tool development and maintenance projects in place. Best practice standards established for highest risks and opportunities. Basic information systems in place. Collective advice on research priorities agreed and communicated. Engagement tools developed. 	<ul style="list-style-type: none"> Implementation of agreed integrated toolbox management. Information systems further developed.
3.2 Build two-way capability for effective tāngata whenua engagement	<ul style="list-style-type: none"> Current state of readiness of tāngata whenua and agencies to engage assessed. Priority tasks agreed by Biosecurity Central Regional Forum. 	<ul style="list-style-type: none"> Capability-building programmes for tāngata whenua in operation. Skill standards and development programmes for agencies in operation. 	

PROPOSED CHANGE	WITHIN TWO YEARS	OVER FIVE YEARS	OVER 25 YEARS
4.1 Develop leadership for engagement and co-operation	<ul style="list-style-type: none"> Collective leadership model agreed by Biosecurity Central Regional Forum. 	<ul style="list-style-type: none"> Leadership and engagement measured and reviewed. 	<ul style="list-style-type: none"> Leadership requirements formally built into performance standards for participating agencies.
4.2 Promote partnerships		<ul style="list-style-type: none"> Partnership model agreed by Biosecurity Central Regional Forum. Partnership best practice guidelines completed. Partnership best practice rolled out widely in pest management systems. National and regional forums established (or evolved) where these add value. 	
4.3 Improve support for collective action		<ul style="list-style-type: none"> Funding arrangements reviewed and better aligned. Application of Government–Industry Agreements to pest management reviewed. Support for industry collectives and private club formation and operation in place. Best practice approaches established. 	
4.4 Use a more collective approach for national pest programmes	<ul style="list-style-type: none"> Process for review of existing national pest management programmes agreed. 	<ul style="list-style-type: none"> Review of existing national pest management programmes completed and transitioned to a collective approach, where appropriate. Evaluation of potential new national pest management strategy initiatives under way. New national pest management programmes in place. 	
Review	<ul style="list-style-type: none"> Plan revised if law changes decided by Parliament differ from expectations. 	<ul style="list-style-type: none"> Plan formally reviewed after five years of implementation. 	

REVIEW

This plan of action, and progress on its implementation, will be reviewed by 31 December 2015.

The review will:

- measure progress achieved in contributing to the outcomes of the plan using the performance measurement framework;
- consider the degree of adherence to the principles in the plan;
- consider the degree of system change in relation to the key characteristics in the plan;
- measure progress against actions in the plan;
- consider any other matters directed by the Minister for Biosecurity at the time of the review.

A review may be required once amendments to the Biosecurity Act have been made to make any changes necessary to ensure the plan of action is consistent with the final amended legislation.

GLOSSARY

AHB – Animal Health Board

DOC – Department of Conservation

Good neighbour obligations – obligations in pest management strategies that seek to manage pests that cause external costs to other land holders

Hapū – Sub-tribe

Iwi – a set of people bound together by descent from a common ancestor or ancestors.

Kaitiaki – the role and responsibility of tāngata whenua to ensure the mauri, or vital life essence of their taonga is healthy and strong, in accordance with their tikanga (traditional sustainable management practices); the ethic of guardianship

Kaitiakitanga – the exercise of kaitiaki roles and responsibilities

MAF – Ministry of Agriculture and Forestry

Marae – formally a meeting place, marae is used here to refer a local Māori organisation

Mātauranga Māori – Māori customary and contemporary knowledge

Mātauranga Māori me ōna tikanga – Māori customary and contemporary knowledge and ways of doing things

Pathway – a route by which specified risk goods or craft move from one place to another within New Zealand, which has the potential to spread harmful organisms

Pest – an organism that has characteristics that are regarded by people as injurious or unwanted

Rohe – the area associated with a group of tāngata whenua by virtue of first or primary occupation of the land by ancestor(s) through a variety of mechanisms, such as maintaining ahi kā roa (long-term occupation) or conquest

Tāngata whenua – Māori and their whānau, marae, hapū and iwi that whakapapa (have genealogical connections) back to the land by virtue of first or primary occupation of the land by ancestor(s) through mechanisms such as maintaining ahi kā roa (long-term occupation) or conquest

Taonga – resources, possessions, treasures

Tikanga – customary and contemporary practices and ways of doing things underpinned by the principle of “doing what is right” from each tāngata whenua group’s perspective and definition

Toolbox – A term in the plan for the set of physical control and monitoring tools, processes and information required for successful pest management

Vector – any agent that assists the movements of a pest from one place to another

Wāhi tapu – sacred places

APPENDIX 1: DETERMINING WHO IS BEST PLACED TO DECIDE ON PEST MANAGEMENT PROGRAMMES

Objectives of the programme: Determined by most cost-effective strategy and fair distribution of costs	Prevent establishment in New Zealand		Prevent establishment in the region		Protect outcomes within places...			
	Respond to emerging risks in New Zealand	Complete rollback or elimination at a national scale	Respond to emerging risks in the region	Eliminate or rollback at a regional scale	Control the pest	Publicly owned places, public service provided	Privately owned places	
Impacts: Who is the community of interest potentially affected by the pest, or who benefits from the programme?	Impacts of pest and benefits of the programme fall on the New Zealand public.	Impacts of pest and benefits of the programme fall on a club or sector (private benefits).	Impacts of pest and benefits of the programme fall on the regional public.	Impacts of pest and benefits of the programme fall on a club or sector.	Usually all New Zealanders.	Regional or local community usually gains benefits of service.	National and/ or regional community, if public benefit provided (e.g., biodiversity).	Landowner: where the impacts fall on landowner's values.
	Crown As regional variation undermines effectiveness of a regional response.	Relevant industry or sector If there is demand and willingness to pay by the majority of members.	Region As landowner variation undermines effectiveness of an individual response.	Relevant industry or sector If there is demand and willingness to pay by the majority of members.	Crown (Determines level of service and how to deliver it).	Landowner, Crown and/ or regional government.	Landowner where powers are not required.	
Incentives to act: Including who is accountable to the affected community of interest.	May require action to prevent free riders.	May require action to prevent free riders.	May require action to prevent free riders.	May require action to prevent free riders.	Crown as landowner has powers to act within land of the Crown.	Local government landowner has powers to act within land.	Landowner where powers are not required.	
	Requires ability to act and certainty of outcome across New Zealand. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Local government landowner has powers to act within land.	Landowner where powers are not required.	
Powers: What is needed to achieve the programme; who holds these powers, can they be delegated?	Requires ability to act and certainty of outcome across New Zealand. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Requires ability to act and certainty of outcome across the region. May require powers that cannot be delegated beyond government.	Local government landowner has powers to act within land.	Landowner where powers are not required.	Landowner where powers are not required.	

Given the above, who should be involved in the decision-making role?	Crown	Relevant sector or industry; Crown	Regions	Relevant sector or industry if no powers required; otherwise region and sector.	Crown landowner	Local government landowner.	Private landowner	Private landowner
Other roles	Regions: support Crown response.	Crown: facilitates club response; regulates to prevent free riders.	Regions: determine rights and obligations to manage externalities; facilitate club response; regulate to prevent free riders. Crown: may provide mechanisms to ensure consistency between regions and address inter-regional issues, where appropriate.	Crown and regions: may facilitate the private landowner response to provide public benefits. Regions: determine rights and obligations to manage externalities between landowners (applies to land of the Crown and local government and privately owned land). Crown: may provide policy guidance for allocating rights and obligations for externalities.				
	Regions: carry out devolved functions where best placed to achieve national outcomes.							

