Thematic report on protected areas or areas where special measures need to be taken to conserve biological diversity

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Please provide summary information on the process by which this report has been prepared, including information on the types of stakeholders who have been actively involved in its preparation and on material which was used as a basis for the report.

The report was prepared by reference to existing documents and information, including products of consultation processes related to the NBSAP. The draft was circulated for comment to affected government agencies, and then finalized.

Protected areas or areas where special measures need to be taken to conserve biological diversity

System of protected areas

1. What is the relative priority afforded to development and implementation of a national system of protected areas in the context of other obligations arising from the Convention and COP Decisions?					
a) High	x	b) Medium		c) Low	

2. Is there a systematic planning process for development and implementation of a national system of protected areas?	
a) no	
b) in early stages of development	
c) in advanced stages of development	x
d) yes, please provide copies of relevant documents describing the process	x
3. Is there an assessment of the extent to which the existing network of protected areas covers all areas that are identified as being important for the conservation of biological diversity?	
a) no	
b) an assessment is being planned for	
c) an assessment is being undertaken	x
d) yes, please provide copies of the assessments made	x

Regulatory framework

4. Is there a policy framework and/or enabling legislation in place for the establishment and management of protected areas?	
a) no	
b) in early stages of development	
c) in advanced stages of development	x
d) yes, please provide copies of relevant documents	x
5. Have guidelines, criteria and targets been adopted to support selection, establishment and management of protected areas?	
a) no	
b) in early stages of development	
c) in advanced stages of development	x
d) yes, please provide copies of guidelines, criteria and targets	x

6. Does the management of protected areas involve the use of incentive measures, for instance, of entrance fees for park visitors, or of benefit-sharing arrangements with adjacent communities and other relevant stakeholders?	
a) no	
b) yes, incentive measures implemented for some protected areas (please provide some examples)	
c) yes, incentive measures implemented for all protected areas (please provide some examples)	x

Management approach

7. Have the principal threats to protected areas and the biodiversity that they contain been assessed, so that programmes can be put in place to deal with the threats, their effects and to influence the key drivers?	
a) no	
b) an assessment is being planned for	
c) an assessment is in process	x
d) yes, an assessment has been completed	x
e) programmes and policies to deal with threats are in place (please provide basic information on threats and actions taken)	x
8. Are protected areas established and managed in the context of the wider region in which they are located, taking account of and contributing to other sectoral strategies?	
a) no	
b) yes, in some areas	
c) yes, in all areas (please provide details)	x
9. Do protected areas vary in their nature, meeting a range of different management objectives and/or being operated through differing management regimes?	
a) no, most areas are established for similar objectives and are under similar management regimes	
b) many areas have similar objectives/management regimes, but there are also some exceptions	
c) yes, protected areas vary in nature (please provide details)	x
10. Is there wide stakeholder involvement in the establishment and management of protected areas?	
a) no	
b) with some, but not all protected areas	X (most, but with a few minor exceptions)
c) yes, always (please provide details of experience)	

11. Do protected areas established and managed by non-government bodies, citizen groups, private sector and individuals exist in your country, and are they recognized in any formal manner?	
a) no, they do not exist	
b) yes, they exist, however are not formally recognized	
c) yes, they exist and are formally recognized (please provide further information)	x

Available resources

12. Are the human, institutional and financial resources available adequate for full implementation of the protected areas network, including for management of individual protected areas?	
a) no, they are severely limiting (please provide basic information on needs and shortfalls)	x
b) no, they are limiting (please provide basic information on needs and shortfalls)	
c) Available resources are adequate (please provide basic information on needs and shortfalls)	
d) yes, good resources are available	
13. Has your country requested/received financial assistance from the Global Environment Facility or other international sources for establishment/management of protected areas?	
a) no	x
b) funding has been requested, but not received	
c) funding is currently being requested	
d) yes, funding has been received (please provide copies of appropriate documents)	

Assessment

14. Have constraints to implementation and management of an adequate system of protected areas been assessed, so that actions can be initiated to deal with these constraints?	
a) no	
b) yes, constraints have been assessed (please provide further information)	x
c) yes, actions to deal with constraints are in place (please provide further information)	x
15. Is a programme in place or in development to regularly assess the effectiveness of protected areas management and to act on this information?	
a) no	
b) yes, a programme is under development (please provide further information)	x
c) yes, a programme is in place (please provide further information)	x

16. Has any assessment been made of the value of the material and non-material benefits and services that protected areas provide?	
a) no	
b) an assessment is planned	
c) an assessment is in process	
d) yes, an assessment has been made (please provide further information)	x

Regional and international cooperation

17. Is your country collaborating/communicating with neighbouring countries in the establishment and/or management of transboundary protected areas?	
a) no	
b) yes (please provide details)	x
18. Are key protected areas professionals in your country members of the IUCN World Commission on Protected Areas, thereby helping to foster the sharing of information and experience?	
a) no	
b) yes	x
c) information is not available	
19. Has your country provided information on its protected areas to the UNEP World Conservation Monitoring Centre in order to allow for a scientific assessment of the status of the world's protected areas?	
a) no	x
b) yes	
20. If your country has protected areas or other sites recognised or designated under an international convention or programme (including regional conventions and programmes), please provide copies of reports submitted to those programmes or summaries of them. World Heritage Report attached.	
21. Do you think that there are some activities on protected areas that your country has significant experience that will be of direct value to other Contracting Parties?	
a) no	
b) yes (please provide details)	x

Further comments

Legislation

New Zealand has national legislation for protected area management and enhancement. This is being periodically improved. For example, the law relating to marine protected areas is currently being reformed. Copies of the legislation can be made available.

Process for Establishment and Reclassification

Almost all protected areas are established or reclassified through a consultative process with stakeholders, which is prescribed in the legislation. The exceptions are:

- Purchase of private land, or protection of private land through covenants. Decisions are made by the committees which manage the sources of funding, and the owner of the land being acquired.
- Transfers of some unallocated Crown land to protected area use, which is decided by the two affected Ministers.

The Nature of the Existing Network

The protected area network has been progressively created since 1840 (when the Treaty of Waitangi was signed with the indigenous peoples of New Zealand, and a new government system established). The first national park was created in 1887 – the second in the world – and was gifted by local Maori to ensure the preservation of an area of significance to them. 29% of New Zealand is now protected area.

Information on the extent of the protected area network is available on http://www.doc.govt.nz/Conservation/Land/Protected-Areas-Administered-by-DOC/index.asp

It is recognised that while extensive, the network is not representative of the full range of biodiversity. In particular, lowland fertile ecosystems tend to be poorly represented.

The marine protected area network comprises almost all of New Zealand's territorial sea, held in a multi-use management category with natural heritage protection as a primary management purpose, and with restrictions on alienation (the legislation requires that the land be held in perpetuity, and only short term use rights can be issued). A network of "no-take" marine reserves is gradually being established, but currently encompasses only a very small proportion of the area, and relatively few ecosystems.

Categories

There is a wide range of protected area classifications, with varying types of protection. The large number is partly a result of the history. Attached is a summary of the protection classifications.

Management Policies

There are many policies in place regarding the creation and management of the protected area network. Assessments have been undertaken, and are continuing to be undertaken, to identify priority threats, needs and projects.

Attached is a draft set of concepts and principles, which set out the general approach being taken. There are also principles relating to other management issues, including biosecurity and geopreservation. It is being refined in light of new work. A more detailed policy elaborating on these concepts and principles is also under development.

New Zealand has developed various systems for systematically improving the protected area network. This has included a "Protected Natural Areas Programme", which was designed to undertake surveys to identify the highest priority areas for future protection. Information on this can be made available if desired.

A new system is now under development, using new tools to allow more cost-effective identification of areas. In particular, a new classification system has been developed, to allow representativeness of terrestrial areas to be assessed using "environments". Information on this is available on http://www.environment.govt.nz/indicators/lenz/

Equivalent systems for freshwater and marine areas are under development.

Activities in Protected Areas

Other than government purpose, local purpose and recreation reserves, the primary purpose for protected area management is to maintain heritage values.

Any commercial activities or activities involving building structures or excluding the public require a lease, licence, permit or easement (collectively known as concessions) from the Department or reserve administering body. Certain types of activities, such as timber production, are prohibited.

For protected areas administered by the Department, all concession are issued under Part IIIB of the Conservation Act. This contains detailed provisions on how concession applications are to be made, considered and approved. Information on the process is available on http://www.doc.govt.nz/About-DOC/Concessions/index.asp

Management Planning

The Department of Conservation is required to have at all times conservation management strategies covering all areas and resources administered by the Department. These set out detailed objectives for the integrated management of natural and historic resources, and also cover recreation and concessions.

CMSs are prepared by the Department in consultation with the relevant conservation board, through a public process. The strategies are approved by the NZ Conservation Authority having regard to the recommendations of the Minister.

There are currently 17 CMSs covering all NZ.

Conservation Management Plans are required for all national parks, and may be prepared for other areas where more detailed planning guidance is needed.
CMPs are prepared in a similar way to CMSs. CMPs must be consistent with any relevant CMS.

The Act also allows the preparation of General Policy. CMSs, CMPs and concession must be consistent with any general policy. A general policy is currently under preparation.

Incentives and Values

No access charges are allowed to be set for entry to protected areas by the public – a conscious decision by society.

Protected areas are recognised by society as an important contributor to the economy (through soil and water protection, and for tourism use); as an important part of our national identity, and as important recreational and landscape resources. It is this recognition of value which has resulted in a high societal support for the system and its enhancement. Various valuation exercises have been undertaken over the years, but there is no single overall valuation. The value of the land incorporated within the network is assessed regularly for government accounting purposes.

Resources

The Government provides significant resources for protected area creation and management. These are still limiting, however, because of the massive alien species problems which New Zealand faces, the past history of ecosystem loss, and the high levels of endemism. Efforts are therefore focused on using the

available resources effectively, minimizing the development of new problems (e.g. through biosecurity actions), and identifying further resources. Communities are contributing increasing levels of resources to the active protection and restoration of ecosystems. The development of new technology can also assist (e.g. more cost-effective alien species management approaches).

Stakeholder Involvement

There is extensive stakeholder involvement, through management committees, public input to decisions, and direct community management activities.

Transboundary Areas

New Zealand is discussing with Australia shared interests in relation to marine protection.

Experience of Relevance to Other Parties

New Zealand has provided information to a number of other parties on many issues relating to protected areas, including:

- Classification and prioritising systems
- General policy approaches
- Pest-exclusion fences
- Pest eradication and control techniques
- Species recovery work
- MCPAs

Categories of Protected Areas

National parks

These are large areas of nationally significant scenery, wilderness and/or biodiversity they are administered under the National Parks Act.

Reserves Act Reserves

The Reserves Act makes provision for many types of reserves.

- Nature reserves are held for the preservation of particularly important and vulnerable biodiversity. Access is by permit only. At the present all nature reserves are offshore islands with rare species populations.
- Scientific reserves protect areas of scientific significance, including geological sites. Access can be restricted.
- Scenic reserves contain areas important for landscape/amenity reasons, but these are also important for biodiversity in many cases. This is probably the most numerous category administered by the DoC.
- Historic reserves preserve historic areas or features.
- Recreation reserves range from large areas of open space to small sport fields. Most are administered by local community groups or local government, but the Department retains oversight.
- National reserve designation is an overlay designation that is added to the original category, and recognises the national significance of the area.
- Government purpose reserves are set aside for a specified government purpose, administered by appropriate central government agency. They include wildlife (DoC), defence (Defence Forces), hospital (health authorities) and education (Education Ministry) reserves.
- Local purpose reserves are administered by local government or community organisations for specified purposes, e.g. libraries, halls, municipal administration buildings, water supply catchments, public gardens, cemeteries, scout dens, etc.
- Local purpose (esplanade) reserves are a special category of local purpose reserves, designed to protect public access to waterbodies and protect waterbodies from adjacent landuses. They are generally created by when private land is subdivided, as a condition of the subdivision consent.

Conservation Areas under the Conservation Act

- Forest sanctuaries are areas which were set aside by the NZ Forest Service to preserve important forests
- Ecological areas were also a NZ Forest Service category, selected by an independent scientific committee to preserve important ecosystems
- Forest and conservation parks protect large areas which have important scenery and back-country recreation values. The forest parks were created by the NZ Forest Service as an equivalent of national parks.
- Marginal strips are areas along the edge of waterbodies. These are created by reservation from the sale of state-owned land. They are designed to provide public access to waterbodies for fishing and another recreation, and to protect the waterbody from adjacent land uses. Originally they were areas surveyed off from the land title. Under current law (in place since 1996) they are movable strips that are identified on the original title without being surveyed, and change location if the waterbody margin moves.

- Stewardship areas are all other areas held under the Act that do not have a special category.

Wildlife Act Areas

These are protected areas set aside for wildlife protection. In some cases, they are private lands, protected by an agreement with a landowner.

Covenants and Protected Private Lands

Under the Reserves Act, Conservation and The QEII National Trust Acts, areas of private land may be legally protected without the landowner losing his title. Covenants are established by an agreement between the landowner and either the Department or QEII National Trust to protect specific conservation values (e.g. a piece of forest). That agreement is registered on the title and cannot be changed except by agreement of both parties. The agreement is therefore binding on future owners of the land. In general, covenants are perpetual However, in the case of Maori land shorter term covenants have been agreed. The owner can continue to use the land as long as that use doesn't breach the agreement. Normally, no payment is made for the covenant although the Department on QEII unusually pay the survey and registration costs and may also contribute to the management costs such as fencing.

Private land may also be made a reserve under the Reserve Act. This is most frequently done by conservation groups.

Appendix: Concepts and Principles for Ecosystem Management, Species Recovery and Legal Protection of Land

(Note: relevant concepts and principles extracted from a larger document)

CONCEPTS

Role of the Department

The key role for the Department is to manage a core, representative sample of the original indigenous biodiversity of New Zealand. Where resources permit, it will also contribute to efforts by a range of agencies to achieve wider, landscape-level, maintenance of the indigenous character of New Zealand.

Biodiversity Conservation

Biodiversity conservation must address indigenous biodiversity at ecosystem, species and genetic levels. An integrated, ecosystem approach is an essential core element of biodiversity management. This approach will allow the ecosystem level to be addressed, and also allow effective conservation at the species level, given the impossibility of dealing with all species conservation work through a focus on individual species.

Ecosystem Management

Ecosystem management requires the use of a system for classifying units (indigenous ecosystem types). A classification will be developed, based on the classification of the physical and climatic parameters which influence biotic communities (environmental domains).

The highest priority will be to prevent the irreversible loss of biodiversity. Preventing loss at the ecosystem level will be a higher priority than loss at a genetic level.

Loss of an indigenous ecosystem type will be considered to have occurred when no practical management intervention is possible that will restore the principal components of ecosystem health in any part of the original range of that ecosystem type.

The principal components of ecosystems which should be the focus for management are basic physical processes and connectivity, basic habitat structure, basic food web form and biotic composition, the ability to recover from natural disturbances, and the presence of important species.

The outcomes which are being sought from ecosystem management will be made explicit.

Ecosystems which are in a highly natural state should be retained in that condition.

For ecosystems which are in a relatively natural state, but subject to significant degrading forces, the most important priority will be to seek to provide long term maintenance in a relatively natural state (i.e. prevent degradation to the point where irreversible loss will occur), using the most cost-effective approach available.

The factors in the Measuring Conservation Achievement proposal will be used in assessing cost-effectiveness (i.e. site value, efficacy, urgency, feasibility, complementarity, new capability, and cost).

See appendix 2 for more details on the approach that would be taken to ecosystem management under the principles.

Taxa Conservation

Two approaches to taxa conservation are needed: conservation by individually managing species, and conservation by managing the ecosystem that a species uses.

This distinction of approach is necessary because some species are facing the same level of threat as their ecosystem, while others are on a trajectory of decline different to that of the rest of the ecosystem. The latter situation occurs where a species is more vulnerable to some particular degrading force than its neighbours. For example, many bird species decline rapidly even in fairly intact forests, because they are particularly vulnerable to mammalian predators. Species in the latter category will require a specific focus, and can be termed "individually-managed taxa". The other species can be protected through ecosystem management, and it may not even be necessary to know their taxonomy or distribution to carry out successful conservation work for them. These species can be termed "ecosystem-managed taxa".

The key priorities for taxa work will be to prevent extinction, and secondly to prevent irreversible loss of genetic diversity within the taxon.

The recently approved taxa threat classification system (Molloy et al 2001) (referred to in this document as "the threat classification system") will be used to determine those species which will be treated as individually-managed taxa and, subject to resource availability, be subject to species recovery work. The following groups of species would potentially qualify for attention:

- Taxa classified as threatened under the threat classification system; or
- Taxa classified as data deficient, where it is considered that the gaps in data can be filled to allow their classification, and it is considered that they should be treated as individually-managed taxa; or
- Taxa which are introduced or non-resident native, and have an IUCN threatened classification, and there is in place a written agreement between the Department and an agency in that home country setting out actions which NZ will take to support recovery work by that country; or
- Taxa which are colonisers and migrants, and have an IUCN threatened classification, and there are threats contributing to that classification operating in NZ; or
- Taxa classified as not threatened, but with a "conservation dependent" or "one location" qualifier; or
- Taxa classified as not threatened, but which are suffering significant range contraction.

Species will not be prioritised. Rather, actions to achieve the management goals across these species will be prioritised.

Appendix 2 contains more detail on how the concepts and principles would be operationalised.

Legal Protection of Land and Freshwater

Legal protection is a tool to provide security for the protection of biodiversity, and for investments in management by the Crown.

Significant investment of resources should only occur where the site is subject to an active threat that can be addressed through legal protection and/or departmental management, and where the values of the site are highly significant. The intended site outcome should be determined prior to legal protection.

Legal protection should achieve an adequate level of security, consistent with the level of importance and investment. In general, that security should involve a legal interest that allows the Department to have a veto over management decisions that would be contrary to the intended site outcome, and allows the Department to undertake necessary management actions. Perpetual rights are desirable. For freshwater, the security may instead be provided by a statutory mechanism that provides an appropriate level of long term security (e.g. a water conservation order rather than a regional plan rule).

Overall Priorities

It follows from the above that some broad priorities can be stated across ecological management activities:

Priority Group 1

- avoiding the irreversible loss of ecosystem types, particularly those that contain more biological diversity
- avoiding the extinction of known species, particularly those in the critically threatened category
- prevention of biosecurity threats

Priority Group 2

- maintaining the best examples of the present range of ecosystem types
- avoiding the loss of significant genetic diversity within known taxa

Priority Group 3

- maintaining duplicate examples of ecosystem types

PRINCIPLES

Generic Principles

1.1 Ecological Principles

Purpose of ecological management

1.1.1 Ecological management will be undertaken for the purpose of protecting New Zealand's indigenous biodiversity, and its evolutionary potential.

1.1.2 Ecological management decision-making will be directed at finding and achieving the most effective and efficient ways of maximising the preservation of New Zealand's indigenous biodiversity, recognising the values associated with that biodiversity and taking into account the urgency for management response.

Establishing Overall Ecological Management Priorities

1.1.3 Priorities will be established taking into account the following key factors (recognising that the balance between the factors will need to be determined in each case):

- Preventing permanent loss of ecosystem types or species will take precedence over preventing reversible decline in quality/quantity.
- Preventing the loss of ecosystem types (recognising that they are likely to contain a large number of endemic species) will take precedence over preventing the loss of individual "known" species, which will take precedence over preventing the loss of genetic diversity within species.

- For ecosystem types, the priority for preservation will be higher for units at a broader scale of classification than for units at a finer scale of classification.
- In relation to degrading forces or threats, the order of priority (other things being equal) will be preventing them becoming established, eradicating them, containing their range, and managing their size and impacts.

1.2 Management Principles

1.2.1 The ecological management principles will be adhered to in decisions that apply substantial resources from Vote: Conservation. If there is a departure from these principles made by proper authority, then that departure will be explicit, and the opportunity costs, in terms of the ability to achieve the principles, assessed.

1.2.2 We will promote the principles to agencies and associates involved in work relevant to the purpose of ecological management.

1.2.3 The cost effectiveness of protection and potential protection options will be considered. Degraded sites which have potential for restoration and may be cheaper to manage in the long run will be considered alongside more pristine sites when considering priorities for protection.

2. Principles For Ecosystems And The Habitat Of Ecosystem-Managed Taxa

2.1 Ecological Principles

Preventing Permanent Loss of Indigenous Ecosystem Types

2.1.1 The highest priority for ecosystem management is to prevent the permanent loss of indigenous ecosystem types.

2.1.2 Priorities will be established taking into account he following key factors (recognising that the balance between the factors will need to be determined in each case):

- *The more threatened the ecosystem type, the higher priority it will have for preservation action.*
- *Threatened ecosystem types at a broader scale of classification will take precedence over those which are threatened at a finer scale.*
- *Ecosystem types that are severely degraded and at risk of complete loss will have the highest priority for restoration efforts (provided a legitimate restoration outcome can be written), where restoration is necessary to prevent loss occurring.*

2.1.3 For ecosystem types which are approaching total loss, the following will be the highest priorities:

- Take any necessary immediate steps to prevent further significant degradation of the site as a result of existing threats, including preventing the local extinction of key species that would be difficult to reintroduce.

- Undertake actions (e.g. legal protection, monitoring) to ensure that significant new threats do not arise.
- Restore or facilitate the natural recovery of key parameters of the ecosystem.

Preserving scientific values

2.1.4 It will be desirable to prevent the irreversible loss of the following values:

- *The scientific values associated with sites which have national significance because of an essential long-standing scientific study relevant to conservation, or because they provide a unique or an outstandingly valuable location to study an important ecological matter.*
- *The scientific values associated with sites which have national significance because they have been used for long term ecological monitoring purposes, and will continue to be used for that purpose.*
- *The scientific value associated with the type localities of species*

2.2 Management Principles

Classifying Into Ecosystem Type Units

2.2.1 NZ will be divided into units that approximate to "ecosystem types", using a system based on the classification of the physical and climatic factors which most affect biotic composition of ecosystems. Management goals will be selected for each unit, with site management goals being selected to contribute to those unit management goals.

Key Parameters for Management

2.2.2 Management of sites will focus on the following key parameters:

- Sustaining or reinstating basic physical processes and connectivity.
- Sustaining or reinstating basic habitat structure (e.g. vegetation, litter/soil, stream substrate).
- Sustaining or reinstating basic food web form and biotic composition.
- Preventing the de-railing of succession after natural disturbances (e.g. preventing weed invasion preventing normal success processes operating).
- Preventing local extinctions of important species for that ecosystem type.

Categorising the Condition of Units

2.2.3 Units will be categorised in accordance with the following condition classification:

- Category I (Natural)
  Contains a representative range of sites which are in a highly natural state with few degrading forces. They are able to maintain condition or recover from past damage without active management assistance.
- Category II (Degrading)
  Contains a representative range of sites which are in a relatively natural state, but where some or all sites are subject to a variety of degrading forces. Basic physical processes and habitat structure are present, basic food web form and biotic composition are relatively intact, but in the absence of management degradation will significantly affect some or all of the key parameters of key sites in the short to medium term.
- Category III (Severely degraded)
  Degrading forces have severely affected some or all key parameters in all sites, or there are some sites in a relatively natural state but these represent a minor proportion of the original variation within the unit.
- Category IV (Lost)
  Irreversible loss has occurred at all sites.

Management Goals for Units

2.2.4 The goal for management of units and sites classified in Category I will be to prevent entry of new degrading forces, so that they can remain in that category.

2.2.5 The management goal for Category II units will be to either:
- Restore to Category I condition; or
- Where that is not cost-effective, prevent degradation to category III and wherever possible achieve a state where the sites retain or attain a relatively natural state in terms of the key parameters.

2.2.6 The management goal for Category III units will be to prevent degradation to category IV, and where possible achieve improvement in the condition of key parameters, or movement to Category II.

2.2.7 There will be no management of Category IV sites (for ecological management purposes).

Selecting Sites for Active Management

2.2.8 *A range of sites will be selected for active management within each ecosystem type. Those sites will be selected to represent the range of variation in time and space within the type, with sufficient sites included to allow management to achieve the management objectives for the type over the long term.*

2.2.9 *The sites will be selected taking into account the following factors:*
- *preference will be given to those that are legally protected or where legal protection is planned;*
- *recognition will be given to the advantages of managing multiple ecological outcomes at the minimum number of sites;*
- *wherever possible, sites will be chosen which are large enough so that the key processes that affect the ecosystems are occurring within the site, rather than across the boundaries of the site;*
- *examples with all of their species present will have a higher priority for preservation action over duplicates where, all other things being equal, to our knowledge, a key species or a significant proportion of the native species is/are missing.*

Management Goals for Selected Sites

2.2.10 Management goals for sites will be developed, in the form of outcome pictures that express the outcome for each of the key parameters, and will be designed to allow the management goals for the unit to be achieved in the most cost effective way.

Management Actions for Selected Sites

2.2.11 Management actions will be designed to achieve the management goals for the sites, by addressing the key degrading forces affecting the key parameters.

Connectivity

2.2.12 The connectivity issues that matter most in the short term are:
- Allowing species to continue to access their required range of food sources (e.g. birds moving between different sites during the year in response to changing food availability).
- Allowing species to access their required range of habitats during their life cycle (e.g. fish moving from spawning areas to areas where they develop to maturity).
- Allowing species to access refugia from predators, disturbance events, etc.
- Maintaining metapopulation complexes.
- Keeping natural isolation.
- Preventing invasion by alien species or by indigenous species which are moving out of their normal range in response to human-induced changes to their environment.

2.2.13 In the long term, it is important to maintain those aspects of the matrix which are important for evolutionary processes.

3. Taxa Principles For Individually-Managed Taxa

3.1 Ecological Management Principles

Purpose for management of individually-managed taxa

3.1.1 Management of individually-managed taxa is for the purpose of ensuring the survival of any organisms or populations that possess sufficient variation to deserve protection as separate entities (distinctive taxa). These might include species, subspecies, forms or varieties. Identification of separate entities will be based on a sufficient definition of distinctiveness (i.e. definition of the taxonomic unit and its boundaries), but formal definition, while desirable, is not essential.

Definition of separate entities

3.1.2 The definitions accepted will be those used in the threat classification system. In choosing a preferred definition, the system should err on the side of caution by classifying the maximum number of taxa (i.e. if there is a choice of treating a group as one species or several, then it should be classified as several taxa).

Individually-managed taxa which will receive management attention

3.1.3 Species recovery work for ecological management purposes will be restricted to the following groups of taxa:

- Taxa classified as threatened under the Department's threat classification system; or
- Taxa classified as data deficient, where it is considered that the gaps in data can be filled to allow their classification, and it is considered that they should be treated as individually-managed taxa; or
- Taxa which are introduced or non-resident native, and have an IUCN threatened classification, and there is in place a written agreement between the Department and an agency in that home country setting out actions which NZ will take to support recovery work by that country; or
- Taxa which are colonisers or migrants, and have an IUCN threatened classification, and there are threats contributing to that classification operating in NZ; or
- Taxa classified as not threatened, but with a "conservation dependent" or "one location" qualifier; or
- Taxa classified as not threatened, but which are suffering significant range contraction.

Data deficient taxa

3.1.4 All taxa **i**dentified as "data deficient" through the threat classification system shall be subject to an assessment to decide whether it is most cost-effective to fill the data gaps, or to manage the taxon as an ecosystem-managed taxon.

Prioritising actions on taxa

3.1.5 All taxa that qualify under principle 3.1.2 above will have a species recovery statement or plan to identify the key information available and the highest priority actions for the taxon.

3.1.6 The following priorities will apply in developing these priority actions:

- Actions will focus on securing taxa from extinction, then maintaining the overall genetic diversity within the species, then increasing the security in time (security for longer) and space (security of a greater range).
- The first priority for funding for management work will be to secure every known taxon from extinction. A taxon will be considered "secure" if, in the face of reasonably likely events (including interruptions in management programmes) the taxon is unlikely to become functionally extinct within the next 20 years.
- The second priority for funding for management work will be to prevent significant loss of genetic diversity within taxa, particularly through ensuring that the species is within an evolutionary context that minimizes major genetic loss or drift in the next 20 years, or by preventing major range contraction or the extinction of genetically distinct local populations.
- *All other things being equal, priority will be given to those taxa that have the greatest genetic distinctiveness.*

Priority actions for one location taxa

3.1.7 For one location taxa, the following will be the key priorities:
- Take any necessary immediate actions to prevent extinction occurring as a result of existing threats, e.g. by initiating captive breeding or establishing a new population.
- Establish an appropriate surveillance and monitoring regime to ensure that the establishment of any reasonably predictable new threat (e.g. a predator arriving on an offshore island, or a fire in a plant community) is detected in time to allow extinction of the taxon to be prevented.
- Provide appropriate legal protection for the species or its habitat, in accordance with these principles.
- Achieve the level of security identified as the highest priority in these principles.

5. Land and Freshwater Legal Protection Principles

5.1 Ecological Principles

5.1.1 The highest priority for legal protection effort shall be:
- those ecosystem types which are at significant risk of loss and are unrepresented or virtually unrepresented within the protected area network; and
- habitats of threatened species where active management of the habitat is a high priority recovery action necessary to achieve long-term security for the species; or
- other sites or processes whose management is essential in order to achieve the ecological management objectives for the above sites

and where there are uncontrolled imminent threats to the values of those sites.

5.1.2 Other priorities will be determined by consideration of cost-effectiveness and urgency, with the following general effect:
- Proactive legal protection of a site or system, which requires significant resources, will only occur if a site has been identified as a priority ecosystem type, habitat or system, as outlined in the principle above.
- The Department will accept land if it is free or priced under $5,000 except where the land has limited ecological attributes and/or has high management costs, liabilities and risks.
- Where land is offered to the Department at a price significantly below the market price, then this land will be purchased if:
  - The land has significant attributes
  - At the reduced price, this would be the most cost effective way in which to protect those values
  - The chance of a similar of better opportunity in the future is low
  - The land has low management costs, liabilities and risks.
- The Department will utilise cost-effective freshwater protection mechanisms as the opportunity arises, recognising that frequently initiation of such mechanisms is determined by other agencies.

5.1.3 Most resources will go into acquiring a legal protection in sites which:
- have been identified as priority sites and face medium to high threats; or

- are sites which provide comprehensiveness, which face medium to high threats and are priced at below the market price, or where there are low cost opportunities to protect freshwater resources.

Acquisition Matrix

	No or negligible conservation values	Has conservation values, but duplicates existing values in the protected area network	Represents important gaps in the representative-ness of the network at a fine scale	Represents important gaps in the representative-ness of the network at a broad scale
Highly threatened	Not purchase	Only purchase if below market cost and ongoing management costs are low	Only purchase if below market cost or if there is a risk of permanent loss and fair market price	Proactive purchase (i.e. the department will actively approach landowners), very highest priority
Medium level of threat	Not purchase	Only purchase if very significantly below market cost and ongoing management costs are low	Only purchase if below market cost and ongoing management costs are low	Proactive purchase (i.e. the department will actively approach landowners)
Not threatened	Not purchase	Only purchase if free/virtually free and ongoing management costs are low	Only purchase if free/virtually free and ongoing management costs are low	Only purchase if free/virtually free

This matrix provides a general summary of the effect of the above principles for land. A similar approach should be taken for freshwater.

"Low management costs" means less that $5/ha. per annum.

Note that it is expected that over time, the emphasis will slide leftwards. This is because the scale at which ecosystem types are addressed is able to become progressively finer as comprehensive protection is achieved at broad scales.

5.2 Management Principles

Ensuring that the nature of protection matches the need

5.2.1 The conservation outcome for a site will be defined before legal protection is considered, and it must be constantly referred to throughout the protection process so that each decision taken supports the specified outcome.

5.2.2 The higher the level of investment in conservation management needed to achieve the site outcome the higher the level of legal security that will be sought. A lesser level of legal protection is acceptable for a priority site if that is the only protection which can be negotiated at the time in order to achieve important conservation outcomes for that site. However, a sub-optimal level of protection may impact on the amount of conservation management resources applied to the site.

Choosing between comparable sites

5.2.3 If there is a choice of sites, then the following factors will be taken into account when deciding which site to select for legal protection:

- Ecological/scientific attributes of the site
- Level or impact of possible threats
- Condition of the site
- Costs of on-going management of the site to achieve conservation outcomes
- Purchase price of land, if applicable

National lists

5.2.4 National lists will be developed to identify threatened priority unprotected or inadequately protected ecosystem type sites and priority habitats. These national priority list will be applied at a conservancy level.

Nature of Protection Mechanism

5.2.5 The way in which legal protection is acquired will avoid, whenever possible, the alienation of the landowner and community.

5.2.6 In negotiating an acquisition the following factors will be considered:

- Achieve value for money
- Avoid putting up the market price
- Avoid sites which have high liabilities, and high risks
- Estimate the direct and indirect management costs in the short and long term before making a decision.

5.2.7 The instrument used must provide an effective legal security.

For land, effective legal security will be provided by the following instruments:

- Fee simple title
- A permanent interest in land (covenant, lease, etc) where the conditions of the interest are consistent with the desired site outcome
- A renewable interest in land (covenant, lease, etc) where the terms are consistent with the site outcome and the risk of termination is manageable

As a temporary measure, a heritage order also provides effective legal security.

In the case of water, effective legal security will only be provided by ownership of the entire catchment,

where that can prevent extraction of water as well as control other activities. Water conservation orders

protect some attributes of freshwater systems but do not provide equivalent effective legal security as ultimately the department does not have control. Comprehensive protection of aquatic systems and sites normally requires a combination of tools to safeguard the water, the bed, the biota and often the riparian or upslope landcover and landuses. As it is generally not feasible to achieve comprehensive protection or ownership of entire catchments, lesser levels of security will need to be accepted.

MARINE AREA PROTECTION

CONCEPTS

The Department will progressively develop a network of marine protected areas that will:

- Protect the most outstanding and significant areas of marine biodiversity
- Protect a representative range of natural habitats and ecosystems
- Safeguard areas important to biodiversity, such as convergence zones
- Contribute significantly to our understanding of marine biodiversity
- Allow people to enjoy and appreciate their marine heritage in ways that are compatible with the protection of those areas
- Allow tangata whenua to maintain their cultural relationship with coastal marine areas.

The network of marine protected areas will be developed and managed in a context of integrated coastal and marine management across the entire area within NZ's jurisdiction.

In developing and managing the network, the Department will work actively with other stakeholders, to enhance community support for their protection.

PRINCIPLES

An ecosystem classification system will be developed and used to allow identification of a representative network of marine protected areas, and to inform coastal management work.

The network of marine protected areas will be sufficient to maintain diversity at the gene, species and ecosystem levels, as well as natural systems and processes. The design of the system will recognise:

- the high levels of habitat variability, and the high habitat specificity of many marine species
- the importance of achieving connectivity within the network
- the dynamic nature of marine ecosystems.

In selecting areas for addition to the network, issues relating to feasibility of achieving protection, feasibility of enforcement, community support and the effect on community understanding will also be relevant considerations.

GUIDANCE

Guidance on the protection and monitoring of nationally important wetlands and estuaries, relevant to a range of areas within the coastal marine area, will be provided through the Freshwater Action Plan.