

STRATEGIC DIRECTIONS

A guide to staff preparing the Annual Conservation Directions and Business Plans

Department of Conservation *Te Papa Atawhai*

Introduction from the Director-General

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INTRODUCTION FROM THE DIRECTOR-GENERAL

This document provides strategic directions to the department's staff, in the first instance for the preparation of the annual conservation directions and business plans. For our internal processes this document replaces the 1998 Strategic Business Plan, *Restoring the Dawn Chorus*, many of the targets in which have now been achieved.

This document identifies national priority outcomes which refer to a ten-year period, and strategic directions for the next three years, including goals and strategic directions for the department's capability. It is intended that these statements should collectively cover all of the department's work.

The government's primary goals to which we make the greatest contribution are protecting the environment and strengthening national identity through the enjoyment and inspiration which New Zealanders derive from our natural and historic heritage. In the coming three years we will take key steps towards these goals.

There will be an expanded effort in biodiversity conservation, using the additional funding approved in the 2000 Budget. This will include better biodiversity information and tighter focus on the priority actions needed to achieve biodiversity outcomes at particular places. There will be more marine conservation, a stronger biosecurity focus, and closer co-operation with landowners and local authorities.

I want to ensure that we protect and conserve as comprehensive a range of natural heritage as possible with the resources available. We should aim for the most effective mix of intensive integrated site-based conservation together with threatened species management and more extensive ecological conservation elsewhere, to achieve the maximum long term biodiversity gains, recognising our duty of care for all the areas and resources for which we are responsible. The task of working out the most effective mix is an important one for conservators and their senior management teams.

There will be a strong emphasis on promoting recreation, to encourage public enjoyment and to strengthen a sense of public ownership of protected areas. A wide range of recreational opportunities will be provided by focusing and aligning recreation facilities and information services. We will seek to ensure that recreation facilities meet appropriate standards and that a balance is achieved between the long-term maintenance requirements of the facilities provided and the resources available.

We acknowledge a strong commitment to conserving and interpreting the historic and cultural values of protected areas. We will shift resources to achieve this.

We will focus on improved community liaison and awareness to build conservation commitment and participation. Priority will be given to more effective partnerships with tangata whenua at the local level to achieve enhanced conservation.

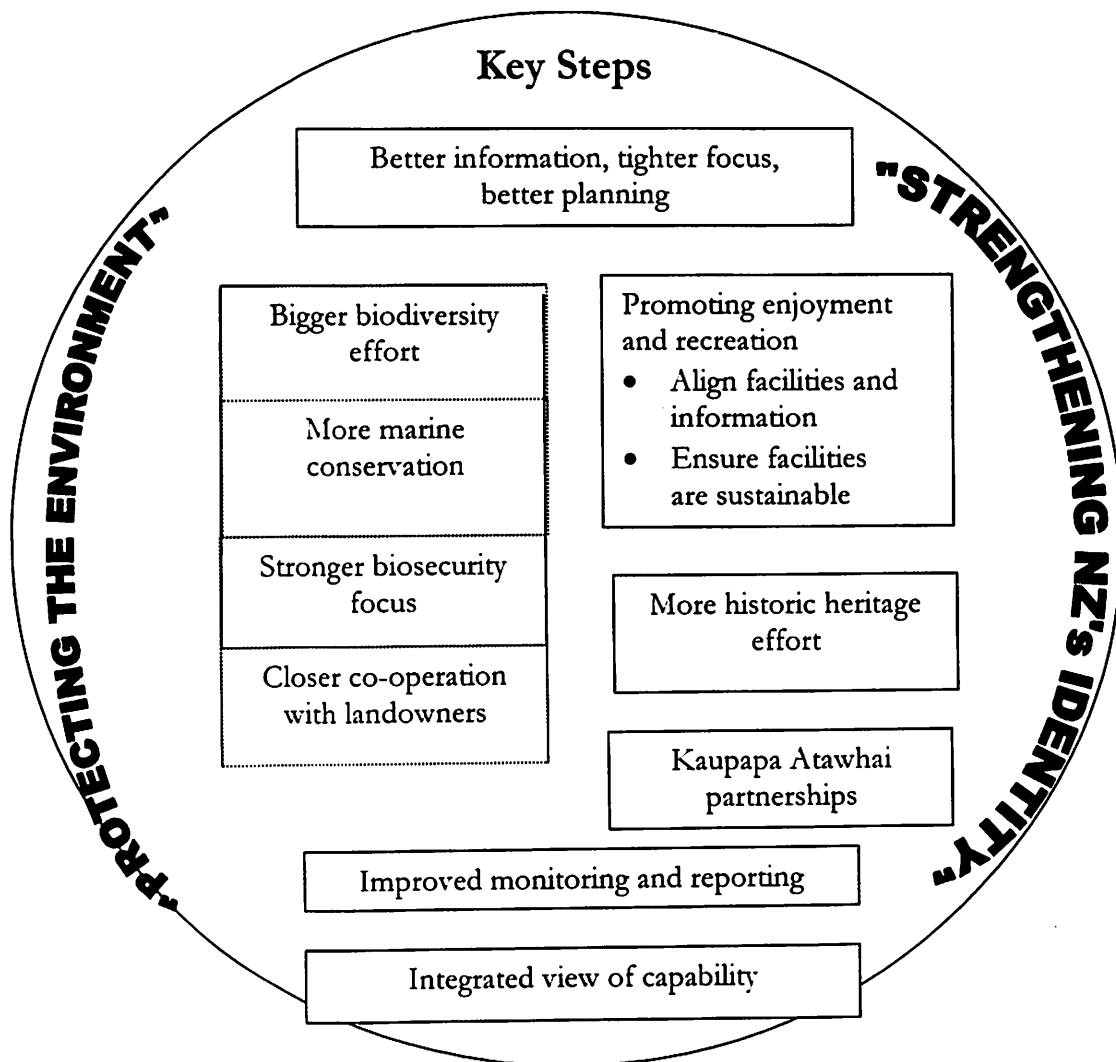
Ensuring the continuous improvement of the department's capability will be an integrated part of achieving conservation outcomes. We will focus on improved planning and decision-making, and improved measurement and reporting of performance and achievement. There will be continued emphasis on leadership, customer focus, and making better use of science, technology and information.

My aim is that the department will achieve the maximum conservation benefits for New Zealand with the resources available to us. The national priority outcomes and strategic directions outlined here will be tested through the process of preparing the annual conservation directions. Amendments will then be made to this document as necessary.

Hugh Logan

Hugh Logan

Diagram: Key steps to meet the government's key goals



SUMMARY OF PRIORITIES

The following are priorities for the next 3 years.

Natural Heritage

For all natural heritage

- (i) We are co-ordinating implementation of the *New Zealand Biodiversity Strategy* effectively and efficiently at national level.
- (ii) We are focusing on the most effective mix of intensive integrated site-based conservation together with threatened species management and more extensive ecological conservation elsewhere, to achieve the maximum long term biodiversity gains.

For natural heritage held or managed by the department

Terrestrial and freshwater¹

- (i) Ecological conservation and species management programmes are being extended in accordance with priorities in national planning documents.
- (ii) Animal pest and weed control are being increased in accordance with prioritising systems set out in national pest control and weed plans.
- (iii) More terrestrial and freshwater ecosystems and habitats with outstanding conservation values are being protected by a range of mechanisms.
- (iv) We are overseeing the transfer, gazettal and ongoing management of ex-Timberlands West Coast lands and South Island high country tenure review lands.

Marine

- (i) We have contributed effectively to a New Zealand Oceans Strategy and are implementing the most effective mechanisms for marine conservation.
- (ii) We have supported the review and amendment of the Marine Reserves Act, and a strategy for marine protection is being implemented.
- (iii) A more comprehensive range of marine ecosystems is being protected through a range of mechanisms which include the creation of new marine reserves.

For natural heritage not held or managed by the department

- (i) We are working with individual landowners and rural communities to protect important natural habitats and ecosystems and indigenous flora and fauna.

Biosecurity

- (i) Biosecurity risks to indigenous flora and fauna are being minimised and unwanted organisms are being eradicated or contained where feasible and practicable.

Historic heritage

- (i) We are placing a stronger emphasis on the historic and cultural values of protected areas.
- (ii) High priority historic heritage sites managed by the department are being conserved and interpretation is being significantly enhanced.

¹ Terrestrial and freshwater appear together here to avoid repetition.

Services for public enjoyment

- (i) We are promoting recreation, to foster the inspiration, enjoyment and other benefits that may be derived from protected areas, and to strengthen a sense of public ownership of protected areas.
- (ii) We are maximising the benefits for visitors across a range of recreational opportunities and aligning recreation facilities and information services to achieve this.
- (iii) We are ensuring that recreation facilities meet appropriate standards and that a balance is achieved between the long term maintenance requirements of the facilities provided and the resources available.
- (iv) New Zealanders and overseas visitors have easy access to recreational information and interpretation which help them to choose, enjoy and understand the places they visit.

Conservation with the community

- (i) We are facilitating, affirming and strengthening the work of the New Zealand Conservation Authority, Conservation Boards and the Nature Heritage Fund.²
- (ii) We are consulting with the community on all major policies and plans.
- (iii) We are exchanging information and expertise to learn from, advise and co-operate with others in conservation initiatives, making best use of electronic media.
- (iv) We are promoting a conservation ethic through increased practical opportunities for participation in and experience of conservation.

Working with Maori

- (i) We are giving priority to building and supporting effective partnerships with tangata whenua at the local level to achieve enhanced conservation.
- (ii) We are creating new opportunities for Maori to be involved in and benefit from conservation.
- (iii) We are facilitating, affirming and strengthening the work of Nga Whenua Rahui and the Maturanga Maori fund to protect and enhance biodiversity on Maori land and support the retention and use of traditional Maori knowledge.
- (iv) We are advising the government and participating in negotiations on conservation issues relating to Treaty claims, and implementing the department's responsibilities under settlements reached.

Organisational capability

- (i) The public has confidence in the department's management of the areas and resources entrusted to it.
- (ii) We are identifying the most effective actions to achieve the maximum conservation benefits and are working on these tasks.
- (iii) We are reviewing our capability to ensure we have the skills, knowledge, organisation, quality framework and infrastructure consistent with our role to achieve conservation gains effectively now and in the future.
- (iv) We are focusing our organisational improvements on factors that will give the greatest benefit for conservation in the medium and long term.
- (v) Our internet and intranet sites and information systems are developed for access by staff and the wider community.

² See Working with Maori (iii) for Nga Whenua Rahui.

- (vi) Through a mix of leadership, raising awareness, systems improvement and recognising contributions, we are reinforcing a culture of openness and integrity, responsibility, learning and growth, and good communication.
- (vii) Staff are clear about expected performance outcomes and behaviour.
- (viii) Changes have been made in the diversity of our staff and to our organisational practices to better reflect the community we serve.
- (ix) We are implementing a robust system of performance measurement that enables improvement and supports external reporting.
- (x) We have established a network of sites where the outcomes of conservation interventions are being measured on a consistent basis.
- (xi) We are reporting on the current condition of New Zealand's indigenous biodiversity and the costs of further action to achieve the goals of the *New Zealand Biodiversity Strategy*.

PART 1 INTRODUCTION

This document provides strategic directions to the department's staff preparing the annual conservation directions. It gives guidance so that the department can achieve the maximum conservation benefits for New Zealand with the resources available.

It is the responsibility of the department to advise Ministers and the government in relation to conservation and to implement government policy. Part 1 summarises the key goals of the government for conservation and the mandate and role of the department.

1.1 Key Government Goals

The following *Key Government Goals to Guide Public Sector Policy and Performance* (February 2000) are particularly relevant to the mandate and role of the department.

- *Protect and enhance the environment*
- *Strengthen national identity*
- *Uphold the principles of the Treaty of Waitangi*
- *Grow an inclusive, innovative economy for the benefit of all*
- *Improve New Zealanders' skills*

Conservation contributes both directly and indirectly to the achievement of all the Key Government Goals. The principal linkages between this document and the Key Government Goals are listed below.

Key Government Goals	National priority outcomes and strategic directions in this document
● <i>Protect and enhance the environment</i>	3.1 Natural heritage 3.3 Services for public enjoyment 3.4 Conservation with the community 4. Organisational capability
● <i>Strengthen national identity</i>	3.1 Natural heritage 3.2 Historic heritage 3.3 Services for public enjoyment 3.4 Conservation with the community 3.5 Working with Maori
● <i>Uphold the principles of the Treaty of Waitangi</i>	3.5 Working with Maori
● <i>Grow an inclusive, innovative economy for the benefit of all</i>	3.3 Services for public enjoyment
● <i>Improve New Zealanders' skills</i>	3.4 Conservation with the community 4. Organisational capability

The *New Zealand Biodiversity Strategy* (February 2000) has been approved by the government in response to the state of decline in New Zealand's indigenous biodiversity. The foreword states:

The Strategy establishes national goals to "turn the tide" on the decline of our biodiversity, and to maintain and restore a full range of our remaining natural habitats and ecosystems and viable populations of all native species. The Strategy sets out a comprehensive range of actions, that we need to initiate or improve progress on, to achieve these goals.

The *New Zealand Biodiversity Strategy* sets out 4 goals which apply to a timeframe of 20 years, and 147 actions which need to be collectively implemented to achieve the goals. The department is one of many agencies with responsibilities identified in the Strategy, and is taking the lead in co-ordinating the implementation of it. The Strategy acknowledges that not all actions can be implemented at once and that clear priorities must be set. This document establishes strategic directions for the department which are consistent with the Strategy. The principal linkages between this document and the relevant goals of the Strategy are listed below.³

Goals of the <i>New Zealand Biodiversity Strategy</i>	National priority outcomes and strategic directions in Part 3 of this document
<p><i>Goal One: Community and individual action, responsibility and benefits</i> <i>Enhance community and individual understanding about biodiversity, and inform, motivate and support widespread and co-ordinated community action ...</i></p>	<p>3.3 Services for public enjoyment 3.4 Conservation with the community 4. Organisational capability</p>
<p><i>Goal Two: Treaty of Waitangi</i> <i>Actively protect iwi and hapu interests in indigenous biodiversity, and build and strengthen partnerships between government agencies and iwi and hapu ...</i></p>	<p>3.5 Working with Maori</p>
<p><i>Goal Three: Halt the decline in New Zealand's indigenous biodiversity</i> <i>Maintain and restore a full range of remaining natural habitats and ecosystems to a healthy functioning state, enhance critically scarce habitats ...</i> <i>Maintain and restore viable populations of all indigenous species and subspecies across their natural range and maintain their genetic diversity.</i></p>	<p>3.1 Natural heritage 4. Organisational capability</p>

1.2 The department's mandate and role

The common heritage of all New Zealanders

New Zealand's natural environment and historic places are the common heritage of all New Zealanders. Our national parks, reserves, marine reserves, indigenous biodiversity, and historic and cultural heritage are treasures of priceless value. They are essential components of our identity and they support our cultural and economic wellbeing.

Natural and historic heritage is of particular cultural significance to Maori as tangata whenua. There is an inseparable relationship between Maori and their ancestral lands, water, sites, waahi tapu and other taonga in which their culture and traditions are rooted.

We all share the inspiration, enjoyment, and other benefits of our mountains, coasts, lakes and rivers, indigenous flora and fauna, and places of historic and cultural significance. We share a sense of ownership and belonging in relation to these treasures.

We also share a commitment to responsible stewardship of our natural and historic heritage. We want our children and grandchildren to enjoy the same if not greater benefits from this inheritance, but we are aware of the threats to it. In particular, the decline of indigenous biodiversity has been an ongoing tragedy which we want to stop.

³ The department is not the lead agency in relation to Goal Four of the *New Zealand Biodiversity Strategy* which relates to genetic resources of introduced species.

The role of the Department of Conservation

The department's mission is:

To conserve New Zealand's natural and historic heritage for all to enjoy now and in the future.

Ko ta Te Papa Atawhai he whakautē he tiaki i nga taonga kōiora me nga taonga tuku iho hei painga mo te katoa inaianei, mo ake tohu ake.

The department manages the areas and organisms for which it is responsible in accordance with the Conservation Act 1987 and other Acts listed in the First Schedule to that Act. The principle inherent in this legislation is that Crown-owned conservation resources are the common heritage of all New Zealanders. Our challenge is to protect our natural and historic heritage so that its values are passed on undiminished to future generations, and to manage it for the greatest benefit of all New Zealanders.

The department also contributes to the conservation and sustainable management of natural and historic heritage in areas for which it is not directly responsible. It does this through its roles under other statutes including the Resource Management Act 1991, the Fisheries Acts 1983 and 1996, the Biosecurity Act 1993, and the Forest and Rural Fires Act 1997.

In recent years the department has made significant progress to ensure the quality, efficiency and effectiveness of conservation management in the field. Our aim has been to identify and carry out high priority work, to do our work better, and to increase the conservation gains.

Achieving conservation outcomes together

Fostering our natural and historic heritage involves all New Zealanders. Central and local government agencies, Maori, landowners, community groups, businesses and scientists all have vital roles to play. The department has a national responsibility for conservation leadership, and is a leading member of national, regional and local networks achieving conservation outcomes together.

The New Zealand Conservation Authority and the Conservation Boards have statutory roles including the provision of advice and the approval of statutory strategies and plans. There is a high level of input and involvement by stakeholders and volunteers in the department's work.

The department has a particular responsibility to give effect to the principles of the Treaty of Waitangi in its work.[†] This involves building healthy relationships between the department and Maori, ensuring that tangata whenua are able to maintain their cultural relationship with those parts of their natural and historic heritage which are within areas held or managed by the department, and working co-operatively with Maori in conservation.

[†] See Glossary and Appendix 1.

PART 2 THE CONTEXT

Part 2 identifies the main strategic issues and expectations which the department has to address.

2.1 Strategic influences

Natural heritage

- (i) The decline of indigenous biodiversity is New Zealand's most pervasive environmental problem. Nearly 1000 indigenous species are threatened, and icon species such as the kiwi are collapsing.
- (ii) Animal pests and weeds pose the greatest threat to indigenous species and ecosystems on land and in fresh water. Many infestations are uncontrolled. Future unwanted introductions and genetic modifications may make matters worse.
- (iii) The network of marine reserves is small and unrepresentative, and the marine environment is at risk from the impacts of fishing, land based sources of pollution, and new unwanted organisms.
- (iv) There are increasing pressures on freshwater ecosystems from water extraction, drainage, flood defence, intensification of livestock farming, erosion, and pollution.

Historic heritage

- (i) Progress is being made in developing the department's historic asset management systems and data, but overall the maintenance and repair work necessary to maintain heritage values is falling behind.
- (ii) The significance of our historic heritage sites is not well recognised or interpreted.

Recreation and tourism

- (i) As a result of extensive assessment work, the department will for the first time soon be able to accurately quantify the long-term costs of providing recreational facilities to the public. Preliminary estimates indicate that ongoing maintenance and replacement will require a much greater investment than is currently being made.
- (ii) In future the New Zealand population is likely to be older, more Polynesian and more Asian, with increased recreation preferences for short stops, day visits and the coastal environment.
- (iii) The increasing population in the northern North Island will intensify visitor demands and impacts on areas and facilities in the conservancies in this region.
- (iv) International visitors are expected to increase from 1.7 million to 2.3 million by the year 2005. This will intensify the pressure on already heavily visited sites and facilities.

Conservation with the community

- (i) The conservation and sustainable management of New Zealand's natural and historic heritage cannot be achieved by government agencies alone, but depends on the commitment and contributions of all New Zealanders. The department has a national responsibility for conservation leadership.
- (ii) Although continued gains and efficiencies in animal pest control using toxins and biotechnologies may be feasible, such methods may not be publicly acceptable and existing methods may become unacceptable.

Working co-operatively with Maori

- (i) The department has a particular responsibility to give effect to the principles of the Treaty of Waitangi in its work.⁵

⁵ See Glossary and Appendix 1.

- (ii) Surveys have concluded that there is a limited number of opportunities for Maori to participate in conservation. Further progress is needed in building and supporting conservation partnerships with tangata whenua at the local level.

2.2 Factors impacting on organisational capability

Issues of governance and delivery

- (i) New systems of accountability for government departments are expected to place greater emphasis on capability and require higher standards of monitoring and reporting of outcomes. We have to demonstrate that we are adding value in all our work, particularly with the new biodiversity funding.
- (ii) Related organisations and communities of interest including Maori are likely to be increasingly involved in conservation delivery. Nevertheless, the use of market mechanisms will continue to be limited, because conservation will remain largely a public good.
- (iii) New Zealand needs an enhanced marine conservation effort and capability. A range of possible structural options will be considered in the development of a New Zealand Oceans Strategy. The department will contribute to that process.
- (iv) The Ministerial Advisory Committee addressing the effects of private land management on indigenous biodiversity has suggested that the issue is best advanced through encouraging positive behaviour and modifying negative behaviour through appropriate management at regional and local levels. The department needs to more explicitly apply a range of methods (information, education, covenants, incentives, regulation and purchase) and make decisions on appropriate methods on a case by case basis.

Information technology

- (i) The capacity and the expectation is growing for interactive involvement by stakeholders, Maori and the public throughout the policy development and decision-making process.
- (ii) More direct and immediate electronic contacts between producers and consumers are transforming visitors' expectations of the information services they should receive from the department.

Staff issues

Staff skills and diversity require development because of:

- (i) The need for new skills to address new technology and new conservation opportunities.
- (ii) The need for increased collaboration with Maori, community groups and other organisations.
- (iii) The need to increase the diversity of the department's staff to meet operational requirements and reflect the community we serve.

Resourcing issues

- (i) Increased resources are needed to achieve high public expectations for conservation achievement.⁶
- (ii) Changes to accounting practice and external financial reporting standards for fixed assets, could have profound effects on cash flows, appropriations and asset management systems.
- (iii) The department manages a large portfolio of visitor facilities including huts, bridges, tracks, roads, signs, camp sites, amenity areas and visitor centres. Current estimates are that substantially more funding is required to manage these facilities to meet current legal standards on a sustainable basis.

⁶ See Section 2.3 below.

- (iv) Boundary fencing is a primary method used to ensure the protection of conservation areas. Fencing construction and maintenance are required in some areas.
- (v) There are likely to be particular regional pressures on the capacity and resources of the department, especially further Treaty settlements in the North Island and pastoral tenure review in the South Island.

2.3 What New Zealanders expect of the Department of Conservation

A diagram identifying the department's stakeholders is in Appendix 2.

General public expectations

Recent independent surveys reveal that New Zealanders expect the department to:

- (i) Protect and preserve New Zealand's natural heritage.
- (ii) Provide for public access and provide a range of basic facilities for recreation and tourism for New Zealanders and overseas visitors (such as shelter, toilets and track maintenance).
- (iii) Provide advice and information to educate the public and assist community initiatives.
- (iv) Include communities, Maori, and stakeholders in conservation choices and actions.

Preliminary surveys indicate a surprisingly high level of use of the department's recreation facilities. 62% of New Zealanders have used visitor centres and day walks at some time, and 32% have used them in the past 12 months. 30%-32% have used the department's huts or campsites at some time, and 9% have used them in the past 12 months. Although these preliminary results require further analysis, they indicate the very great importance of protected areas in providing recreational opportunities for New Zealanders.

Independent surveys indicate that most stakeholders and people who use the department's services strongly support the core national conservation role of the department. They want:

- (i) Good quality information, and dialogue about conservation issues.
- (ii) Hands-on conservation involvement, and participation in conservation decision making.
- (iii) Recognition as the allies and partners of the department.

There has been increased public support for conservation internationally and within New Zealand in recent years:

- (i) Greater appreciation of natural and historic heritage.
- (ii) Better understanding of threats to heritage.
- (iii) Greater demand for places, facilities and services which offer escape from everyday life.

Independent surveys in August 2000 showed that 74% of the public have a favourable opinion of the department (66% in January 1998). However, alongside the strong public support for conservation, some issues continue to be controversial, for example:

- (i) The lack of progress in dealing with animal pests and weeds.
- (ii) The control of introduced animals such as horses and deer.
- (iii) The use of pesticides, and other existing and potential methods of animal pest and weed control.
- (iv) The tension between conservation interests and private and business interests.

The imbalance between expectations and resources

Recent public consultation has indicated that the public wishes to achieve higher conservation goals than current levels of resourcing could achieve.

- (i) Most public submissions on the draft *New Zealand Biodiversity Strategy* considered that halting the decline of indigenous ecosystems and species didn't go far enough. They wanted to

restore populations of indigenous species across their natural range. With current resourcing, this could not be achieved.

- (ii) Public consultation on the Historic Heritage Management Review and the Visitor Asset Management Programme indicated similar imbalances and high expectations in relation to historic heritage conservation and visitor facilities and services.
- (iii) Conservation Management Strategies incorporate ambitious conservation expectations in response to public consultation. These expectations are not all being achieved.

The fact that current levels of resourcing cannot achieve the goal levels to which the New Zealand public aspires constitutes the greatest strategic risk to the department. Although the department works to achieve better value for money by rigorously focusing conservation actions to achieve national priority outcomes, this may still be perceived as inadequate conservation achievement and lead to loss of community and stakeholder support.⁷

The expectations of Maori

Independent surveys aggregated over the period May 1999 to April 2000 showed that 70% of Maori (63% in 1997/98) have a favourable opinion of the department, just slightly below that of non-Maori (73%). Maori views of the department's performance are less favourable than this.

The expectations of Maori are understood through consultation processes run by the department in recent years and a report of interviews with Maori by Te Puni Kokiri in 1998. The major messages are very consistent:

- (i) Maori have high expectations as to how the department will give practical effect to the principles of the Treaty of Waitangi in its policies and practices.
- (ii) Maori see the resolution of Treaty of Waitangi claims is an absolute and over-riding priority which will determine future ownership and management arrangements.
- (iii) Maori are seeking greater involvement in all aspects of conservation. Maori expect to be seen as a true Treaty partner and expect to be enabled to have a substantial or equivalent role in decision-making, policy, planning and delivery.

2.4 Commitment to serve the public

The attached diagram summarises the department's commitment to serve the public in the interests of achieving conservation outcomes.

⁷ See Part 5 for further discussion of this strategic risk.

The General Public

The department will:

- work co-operatively with the community to conserve the areas and resources in our care and to achieve conservation outcomes;
- provide for people to appreciate, enjoy and benefit from New Zealand's indigenous biodiversity and special environments and share responsibility for their conservation;
- provide conservation information and advice to develop public awareness of conservation and assist conservation action.

The department will:

- give efficient, effective, friendly and dependable service;
- be accountable and act responsibly;
- listen to the needs of the public and conservation stakeholders;
- be clear about our position and expectations;
- respond professionally and deliver on agreed deadlines;
- act with honesty and integrity.

The Treaty of Waitangi

The department will:

- give effect to the principles of the Treaty of Waitangi in our work;
- work with Maori in achieving conservation outcomes;
- assist in the resolution of Treaty claims and the implementation of settlements.

Government

The department will serve the collective interests of the Crown and be responsive to the needs of government agencies.

We will fulfil our mutual responsibilities with local authorities and work closely with them to achieve shared conservation goals.

Visitors

Information will be reliable. Facilities will be appropriate to the places and visitors' expectations.

Public access and basic facilities and services will be free.

When prices need to be charged for additional facilities and services they will be fair.

Community groups

Community commitment and contributions to conservation will be recognised and respected. We will share our knowledge and expertise and encourage participation in conservation choices and actions.

Businesses

The department will recognise and respect the interests of industry sector groups, landowners and concessionaires. We will manage business interests in public conservation areas fairly and according to good processes.

Neighbours

The department will recognise and respect common boundaries and shared conservation interests.

We will maintain good communication, co-operation and stewardship, and will share costs fairly.

The Department of Conservation's commitment to serve the public

PART 3 TEN YEAR NATIONAL PRIORITY OUTCOMES AND THREE YEAR STRATEGIC DIRECTIONS

Part 3 outlines national priority outcomes and strategic directions to address the key goals of the government identified in Part 1 and other strategic issues and expectations identified in Part 2. The national priority outcomes have a ten year focus. The strategic directions have a three year focus.

The national priority outcomes and strategic directions are a related series and should not be considered in isolation because many relate to more than one subheading. They also relate to the joint outcomes with other departments to which the Department of Conservation contributes, identified in Appendix 3.

The national priority outcomes are focused on outcomes for which the department has sole or primary responsibility. No work should be done (except in response to government directives or emergency situations) which does not contribute to one of these national priority outcomes.

3.1 Natural heritage

For all natural heritage

Strategic directions

- (i) The department will co-ordinate implementation of the *New Zealand Biodiversity Strategy* at national level.⁸
- (ii) The department will focus on the most effective mix of intensive integrated site-based conservation together with threatened species management and more extensive ecological conservation elsewhere, to achieve the maximum long term biodiversity gains.⁹
- (iii) The department will focus on integrated management actions across functions and species to achieve the desired outcomes at particular places.

For natural heritage held or managed by the department¹⁰

Terrestrial

National priority outcomes

- (i) A representative¹¹ range of terrestrial habitats and ecosystems is maintained in or restored to an indigenous natural character¹², through effective integrated management including control of animal pests, weeds, and other introduced species, fire control, and species recovery work.
- (ii) No avoidable human-induced extinctions of indigenous species have occurred and, where practicable, representative populations of all indigenous species have long term security in natural or semi-natural habitats within their natural range.
- (iii) A more comprehensive¹³ range of terrestrial natural heritage is legally protected.

Strategic directions

The department's primary strategic focus will be the conservation of the areas and organisms for which it is responsible through effective integrated management, with an emphasis on the following:

⁸ See Appendix 3 (1).

⁹ An ecological management strategy will be developed (by June 2001) to assist in priority setting amongst the mix of programmes.

¹⁰ See Glossary.

¹¹ See Glossary.

¹² See Glossary.

¹³ See Glossary.

- (i) Ecological conservation programmes will be extended in accordance with priorities in national planning documents. Ecological conservation work will be targeted to any or all of the following to achieve the maximum long term biodiversity gains:
- Preventing irreversible structural or compositional deterioration of outstanding¹⁴ and/or distinctive and/or representative areas.
 - Restoring ecological sequences and/or networks and/or corridors.
- This can encompass any or all of the following:
- Intensive integrated site-based conservation.
 - More extensive ecological conservation.
 - Small sites and/or extensive areas.
 - Multi-threat and/or singular threat response.
- If additional resources are available, ecosystem work will extend to more and/or larger areas.
- (ii) Animal pest and weed control will be increased in accordance with prioritising systems set out in national pest control and weed plans.
- (iii) Species management programmes will be extended in accordance with priorities in national planning documents. Species work will be targeted to any or all of the following:
- Maintaining representative populations sufficient for the long-term security of all indigenous species.
 - Restoring species which contribute to the integrated functioning of ecosystems.
- If additional resources are available, species work will be extended to a larger number of populations.
- (iv) More terrestrial ecosystems and habitats with outstanding conservation values will be protected by a range of mechanisms. A range of protection methods will be employed. Land acquisition and legal protection will be targeted to any or all of the following:
- Ecosystems and habitats that are outstanding and/or threatened and/or scarce.
 - The most important gaps in the comprehensiveness of the protected area network.¹⁵
- (v) The department will oversee the transfer, gazettal and ongoing management of ex-Timberlands West Coast lands and South Island high country tenure review lands.
- (vi) Unallocated or surplus Crown land and local purpose or recreation reserves which have important natural heritage values should receive a land status appropriate to those values.
- (vii) To support its natural heritage management the department will seek the following:
- Understand the critical factors affecting the health and long-term viability of natural ecosystems of conservation significance, and recommend means for their restoration.
 - Understand the critical factors limiting the viability of populations of threatened species, determine the risks of extinction, and recommend means of recovery.
 - Develop and refine management techniques for threatened species and ecosystem conservation.
 - Develop and refine tools and standards to monitor and mitigate the effects of human activities on species, habitats and ecosystems.
- (viii) Strategic directions (iv) for freshwater and (iii) for biosecurity also apply to terrestrial.

¹⁴ See Glossary.

¹⁵ See Glossary.

Freshwater

National priority outcomes

- (i) A representative range of freshwater ecosystems and habitats is maintained in or restored to an indigenous natural character.
- (ii) Viable populations of indigenous freshwater species are maintained within their natural range where practicable, and freshwater fisheries administered by the department are managed effectively.
- (iii) A more comprehensive range of natural freshwater ecosystems and habitats is legally protected.

Strategic directions

The department's primary strategic focus will be the conservation of the areas and organisms for which it is responsible through effective integrated management with an emphasis on the following:

- (i) Ecological conservation programmes will be extended in accordance with priorities in national planning documents. Management of ecosystems and habitats will be targeted to those which are outstanding and/or scarce and/or are priorities for indigenous biodiversity, to achieve the maximum long term biodiversity gains.
- (ii) Species management programmes will be extended in accordance with priorities in national planning documents. Species management will be targeted to any or all of the following:
 - Enhancing the populations and/or ranges of species threatened with extinction.
 - Preventing species from becoming threatened.
 - Fulfilling the department's fisheries management obligations.
- (iii) More freshwater ecosystems and habitats with outstanding conservation values will be protected by a range of mechanisms. Protection of freshwater ecosystems and habitats will be targeted those that are outstanding and/or threatened and/or scarce using a range of protection mechanisms.
- (iv) To support its natural heritage management the department will seek to develop and refine classifications, criteria and inventory systems for the identification of both outstanding and representative habitats and ecosystems, with particular emphasis on both freshwater and marine systems.
- (v) Strategic directions (vii) for terrestrial and (iii) for biosecurity also apply to freshwater.

Marine

National priority outcomes

- (i) Marine protected areas are being maintained in or are recovering towards an indigenous natural character.
- (ii) No avoidable human-induced extinctions of protected marine species have occurred and, where practicable, such species have long term security within their natural range.
- (iii) A more comprehensive range of marine areas is legally protected.

Strategic directions

- (i) Marine conservation work will be targeted to the protection of marine life and habitat within protected marine areas.
- (ii) Species management programmes will be extended in accordance with priorities in national planning documents. Species management will be targeted to maintaining populations of protected marine species sufficient for their long-term security.
- (iii) A more comprehensive range of marine ecosystems will be protected through a range of mechanisms which include the creation of new marine reserves. Legal protection

of marine areas will be targeted to areas which are outstanding and/or distinctive and/or rare.

- (iv) The department will contribute effectively to the development of a New Zealand Oceans Strategy including implementation of the most effective mechanisms for marine conservation.¹⁶
- (v) The department will support the review and amendment of the Marine Reserves Act and a strategy for marine protection will be developed.
- (vi) Strategic directions (vii) for terrestrial, (iv) for freshwater and (iii) for biosecurity also apply to marine.

For natural heritage not held or managed by the department

National priority outcome

The department contributes effectively to the protection and sustainable management of natural heritage for which it is not directly responsible.¹⁷

Strategic directions

The department will contribute to protection and sustainable management in accordance with the national Heritage Protection Strategy.

- (i) The department will work with individual landowners, rural communities and associate agencies to achieve protection, conservation and sustainable management outcomes where practicable in relation to:
 - Important natural habitats and ecosystems and indigenous flora and fauna.
 - Important freshwater resources, aquatic life, and freshwater fisheries, including access for migratory species.
 - Nationally significant geological and geothermal features and areas.
 - Biosecurity threats to indigenous flora or fauna, and animal pest and weed management.
 - The effects of activities on areas held or managed by the department.
 - Important marine areas and protected marine species, and co-ordinated and sustainable marine and oceans management.
 - Sustainable coastal management including the preservation of the natural character of the coastal environment.
- (ii) The department will use the best methods to achieve the desired outcomes in particular circumstances, drawing on a range of means including the following:
 - Information and advice.
 - Education and raising public awareness.
 - Private land protection methods such as covenants and management agreements.
 - Administration of the Nature Heritage Fund and Nga Whenua Rahui.
 - Resource Management Act methods.
 - Purchase.
- (iii) The department is not the only agency with responsibilities for conservation outcomes outside protected areas. The department will co-ordinate its activities with private owners and other agencies to ensure that the government's policies are implemented co-operatively and fairly.

¹⁶ See Appendix 3 (5) and (7).

¹⁷ See Appendix 3 (2), (3), (4) and (6).

Biosecurity¹⁸

National priority outcomes

The department will seek the following outcomes where feasible and practicable and where the long term potential threats justify the costs, in relation to terrestrial, freshwater and marine biosecurity:

- (i) No new species, pathogen or genetic stock which poses significant risks to indigenous flora or fauna has entered New Zealand and become established in the wild.
- (ii) Newly naturalised animal pests and weeds which pose significant risks to indigenous flora or fauna have been eradicated or contained, and those already established but not yet widespread have not significantly expanded their range.

Strategic directions

The department will seek to ensure that biosecurity risks to terrestrial, freshwater and marine indigenous flora and fauna are minimised and unwanted organisms are eradicated or contained where feasible and practicable.

- (i) The department will co-ordinate its activities with the other biosecurity departments to ensure that government's biosecurity responsibilities are implemented efficiently and effectively.
- (ii) The department's biosecurity surveillance and control work will relate to unwanted organisms which pose significant risks to indigenous flora or fauna, and will be targeted to the following where feasible and practicable:
 - Eradicating or containing those unwanted organisms that are newly established in the wild and those that still have a very limited distribution nationally.
 - Preventing significant expansions of range of more widespread established species (for example, into a new conservancy, a new catchment, or a different island).
Where necessary to achieve the outcomes, the work may be in areas not administered by the department.
- (iii) To support this work the department will seek the following:
 - Understand and predict the risks and impacts of new and existing animal pests, weeds and other biosecurity hazards, terrestrial, freshwater and marine.
 - Develop new and refine existing tools, techniques and applications to eradicate or control key animal and plant pests.

3.2 Historic heritage¹⁹

National priority outcomes

- (i) The values of historic places managed by the department are identified and, where appropriate, conserved and/or interpreted.
- (ii) Where modification or loss of values of historic places managed by the department is unavoidable, significant information which would be lost is retained.
- (iii) Wherever possible and without prejudice to Treaty rights and claims, protected historic heritage is vested in and being managed by a body which represents the appropriate community of interest.
- (iv) A more comprehensive range of historic heritage of special value to people and communities is legally protected.

¹⁸ See Appendix 3 (8).

¹⁹ See Appendix 3 (9).

Strategic directions

- (i) The department will place a stronger emphasis on the historic and cultural values of protected areas.
- (ii) High priority historic heritage sites managed by the department will be repaired and maintained to agreed conservation standards and interpretation is significantly enhanced.
- (iii) In addition to the current emphasis on the conservation of outstanding and representative built heritage of European origin, there will be further progress towards the appropriate conservation and interpretation of Maori historic heritage sites in consultation with tangata whenua.
- (iv) The Reserves Act provides for other parties to be involved in the administration of reserves while retaining departmental oversight. Historic heritage should generally be managed by a body which represents the most important relevant community of interest where the will and the capability to manage exists. In the case of sites of significance to Maori, this is likely to be the relevant iwi or hapu.
- (v) The department will contribute with others to the legal protection of a more comprehensive range of historic heritage where the long term maintenance of heritage values cannot be provided for by the private sector and the benefits outweigh the costs. Unallocated or surplus Crown land, areas subject to pastoral lease tenure review, and local purpose or recreation reserves which have significant historic heritage values should receive a land status appropriate to those values.
- (vi) The department will advocate where necessary in relation to historic heritage which is already part of the protected area network or which in the long term should be included within it. The Ministry for Culture and Heritage and the New Zealand Historic Places Trust have the leading national responsibility to advocate for the conservation of historic heritage generally.
- (vii) To support its historic heritage management the department will continue to develop and refine methods to assess, stabilise and monitor the condition of historic heritage.

3.3 Services for public enjoyment²⁰

National priority outcomes

- (i) More New Zealanders make use of protected areas and receive in full measure the inspiration, enjoyment, recreation and other benefits that may be derived from them.
- (ii) The range of recreational opportunities, facilities, and services in areas managed by the department gives beneficial outdoor experiences and maximises the benefits for New Zealanders.
- (iii) The department's facilities and services are located, designed, constructed, maintained and operated in accordance with all relevant legislation and best practice, to meet appropriate standards on a long term basis.
- (iv) Visitor impacts on natural and historic heritage values are minimal.
- (v) New Zealanders and overseas visitors have easy access to the information they need to make choices about recreational opportunities, through a range of information networks and providers.
- (vi) In and near protected areas, visitors have ready access to information and site interpretation which help them to enjoy and understand the places they are visiting.

²⁰ See Appendix 3 (10).

Strategic directions

The department will provide for as wide a range of recreational opportunities as possible in the areas which it manages to foster the enjoyment of New Zealanders and international visitors, to the extent that:

- The use is not inconsistent with the conservation of natural and historic heritage.
- The use preserves the quality of the visitors' opportunities and experiences.
- The maintenance of the range of recreational opportunities, facilities and services is affordable and achievable.

Subject to all the above conditions of sustainability, the department will:

- (i) Promote recreation, to foster the inspiration, enjoyment and other benefits that may be derived from protected areas, and to strengthen a sense of public ownership of protected areas.
- (ii) Maximise the benefits for visitors across a range of recreational opportunities (the recreational opportunity spectrum) and align recreation facilities and information services to achieve this.
- (iii) Ensure that recreation facilities meet appropriate standards and that a balance is achieved between the long term maintenance requirements of the facilities provided and the resources available.
- (iv) Ensure that New Zealanders and overseas visitors have easy access to recreational information and interpretation which help them to choose, enjoy and understand the places they visit.
- (v) Provide interpretation at key sites in every conservancy.
- (vi) Raise visitor awareness of the risks and hazards associated with outdoor recreation in areas managed by the department and the levels of skill and competence required to cope with such risks and hazards.
- (vi) Manage concessions in areas managed by the department to allow the private sector to provide facilities and services.
- (vii) Better understand the physical and social impacts of visitors to conservation areas, and develop and implement means to minimise them.

3.4 Conservation with the community

National priority outcomes

- (i) New Zealanders treasure and derive inspiration from our natural and historic heritage as essential components of our sense of identity.
- (ii) New Zealanders have enhanced awareness of and commitment to conservation.
- (iii) Increased participation by public agencies, community groups, honorary rangers and volunteers increases the achievement of conservation outcomes.
- (iv) Individuals, community groups and other agencies have access to the information, advice, techniques and incentives necessary to take their own conservation initiatives.
- (v) The department has active and effective working relationships with associate agencies, other stakeholders and the public, at national, conservancy and area levels.

Strategic directions

The department will:

- (i) Facilitate, affirm and strengthen the work of the New Zealand Conservation Authority, Conservation Boards, the Nature Heritage Fund, and other conservation committees.²¹
- (ii) Consult with the community on all major policies and plans.

²¹ See Section 3.5, Working with Maori, strategic direction (iii), for *Nga Whenua Rahui*.

- (iii) Exchange information and expertise to learn from, advise and co-operate with others in conservation initiatives, making best use of electronic media.
- (iv) Promote a conservation ethic through increased practical opportunities for participation in and experience of conservation.
- (v) Develop a standard approach to the review of conservation management strategies which will effectively engage the community in the process.
- (vi) Better understand changes in the social context of conservation: what people value and why, and the needs and expectations of Maori, visitors, stakeholders and the public.
- (vii) Make available conservation education resources for schools and communities based on significant sites in every conservancy.

3.5 Working with Maori

National priority outcomes

- (i) The department is giving effect to the principles of the Treaty of Waitangi in its work.²²
- (ii) Partnerships between the department and tangata whenua are achieving enhanced conservation of New Zealand's natural and historic heritage.
- (iii) Tangata whenua are able to maintain their cultural relationship with those parts of their natural and historic heritage which are within areas held or managed by the department.

Strategic directions

Effective partnerships between the department and Maori will contribute to the enhanced achievement of conservation outcomes.²³ The department will:

- (i) Give priority to building and supporting effective conservation partnerships with tangata whenua at the local level.
- (ii) Create new opportunities for Maori to be involved in and benefit from conservation.
- (iii) Facilitate, affirm and strengthen the work of Nga Whenua Rahui and the Matauranga Maori fund to protect and enhance biodiversity on Maori land and support the retention and use of traditional Maori knowledge.
- (iv) Advise the government and participate in negotiations on conservation issues relating to Treaty claims, and implement the department's responsibilities under settlements reached.²⁴
- (v) Develop the department's capability to understand and respond to the concerns of Maori.

²² See Appendix 1.

²³ See Appendix 1.

²⁴ See Appendix 3 (11).

PART 4 ORGANISATIONAL CAPABILITY

The capability²⁵ of the department requires continuous development in order to achieve the national priority outcomes identified in Part 3 and to run the organisation. Work to build the capability and capacity of the department is designed to contribute to the achievement of the national priority outcomes now and in the future.

The goals outlined below have a five year focus and the strategic directions have a three year focus. No departmental capability should be maintained or established (except in response to government directives or emergency situations) which does not contribute to one of the national priority outcomes.

4.1 Stewardship of the areas and resources in our care

Goals

- (i) The public has confidence in the department's stewardship of conservation areas and resources.
- (ii) The department is an efficient and effective manager of conservation areas and resources as public assets, adds value to them, and makes them accessible for the benefit of the community.
- (iii) The department's delivery of services continues to improve.
- (iv) The department is managing conservation areas and resources on a sustainable basis with a view to the long term.
- (v) The department has the skills, knowledge, organisation, quality framework and infrastructure consistent with its role to achieve conservation gains effectively now and in the future.
- (vi) The department's structures and systems continually improve.
- (vii) The department's infrastructure is developed and maintained to support its conservation delivery.
- (viii) The level of achievement of conservation outcomes increases, through improved efficiencies, new techniques, operational collaboration, and additional resources.

Strategic directions

- (i) Identify the most effective actions to achieve the maximum conservation benefits and work on these tasks.
- (ii) Review capability to ensure that the department has the skills, knowledge, organisation, quality framework and infrastructure (for example in relation to terrestrial, and freshwater, and marine conservation) consistent with our role to achieve conservation gains effectively now and in the future.
- (iii) Focus organisational improvements on factors that will give the greatest benefit for conservation in the medium and long term, including:
 - Continued development of asset management systems.
 - Better business planning.
 - Improved design of conservation actions.
 - Review of the concessions system.
- (iv) Develop and refine strategic policy to guide the department's work, particularly the conservation decision support framework (an auditable system of integrated priority setting which includes provision for consultation) and the ecological management strategy.

²⁵ See Glossary.

- (v) Address long term management needs and costs at the time that responsibility for conservation areas and resources is acquired.
- (vi) Ensure that capital expenditure contributes to meeting national priority outcomes.²⁶
- (vii) Reduce overhead and ownership costs.
- (viii) Maximise revenue where appropriate consistent with the Revenue Strategy.

4.2. Supporting conservation in other areas²⁷

Goals

- (i) The department has an open approach to exchanging knowledge and expertise.
- (ii) The department is valued as a conservation leader and is open to new ideas and opportunities.
- (iii) The department efficiently and effectively adds value to the conservation work of others.

Strategic directions

- (i) Develop and align our internet and intranet sites and information systems for access by staff, local authorities, tangata whenua, landowners and community organisations.
- (ii) Encourage the sharing of conservation information and expertise to learn from, advise and co-operate with others in conservation initiatives, making best use of electronic media.

4.3 Knowing what to conserve and how²⁸

Goals

- (i) The department has improved knowledge and scientific and technical capability to support improved conservation outcomes.
- (ii) Every decision made by conservation managers is based on the best available science, research and technological advice.
- (iii) The department manages conservation information efficiently and effectively so that knowledge is used and shared to achieve the maximum benefit.

Strategic directions

- (i) Reinforce a culture of enquiry, information sharing, putting knowledge to use.
- (ii) Improve knowledge about terrestrial, freshwater and marine biodiversity and other natural and historic heritage, the risks to it, the techniques to conserve it, and the effects of conservation interventions.²⁹
- (iii) Make better use of science, technology and information, and improve the transfer, uptake and use of it.
- (iv) Implement the Strategic Plan for Science and Research to support the achievement of national priority outcomes.
- (v) Develop data management and mapping systems to support conservation.
- (vi) Manage information relating to Maori heritage with respect and in accordance with the wishes of the owners of that information.

²⁶ See Section 6.1 for further criteria.

²⁷ See also Section 3.4.

²⁸ See Appendix 3 (12).

²⁹ Particular strategic knowledge and information priorities are included as strategic directions in Part 3.

4.4 Conservation relationships and networks³⁰

Goals

- (i) The department contributes efficiently and effectively as a leading member of international, national, regional and local conservation networks.
- (ii) The department effectively engages people in defining what outcomes are possible, what are most important, how these should be achieved, and by whom.

Strategic directions

- (i) Encourage collaboration, working with others at national, regional and local levels to involve them in the department's work and to inspire and assist them in their conservation initiatives.
- (ii) Contribute effectively to New Zealand's international conservation role to support government commitments and benefit conservation in New Zealand.
- (iii) Continue to improve customer focus throughout the organisation.
- (iv) Focus on more strategic relationship management with other agencies and groups to lift the level of conservation achievement.
- (v) Develop the department's capability to understand and respond to the concerns of Maori, stakeholders and communities.

4.5 Staff capability

Goals

- (i) Staff have the capability to do our work effectively now and in the future.
- (ii) The department's staff work as a cohesive and skilled team and are supported by good organisational systems.
- (iii) Staff are clear about expected performance outcomes and behaviour, and understand how their work fits with the department's strategic direction.
- (iv) The diversity of the department's staff meets its operational requirements and reflects the community it serves.
- (v) The department demonstrates its commitment to the People Plan vision that "*staff who are valued, challenged and fulfilled achieve conservation results*".

Strategic directions

- (i) Through a mix of leadership, raising awareness, systems improvement and recognising contributions, reinforce a culture of openness and integrity, responsibility, learning and growth, and good communication.
- (ii) Make changes in the diversity of our staff and our organisational practices to better reflect the diversity of the community we serve.
- (iii) Identify the capabilities needed by management and staff in the future, and ensure that these capabilities are accessible through recruitment, managing performance, and training and development.
- (iv) Implement the Management/Union Partnership Agreement.

4.6 Auditing, reporting and monitoring

Goals

- (i) Government's investment in conservation is well spent and the actions, results and outcomes are well monitored and reported.
- (ii) The department is providing policy advice and servicing to Ministers and the government relating to conservation.

³⁰ See also Section 3.4 and Appendix 2.

- (iii) The department is demonstrating that conservation interventions are adding value, effectively achieving the desired conservation outcomes, and achieving the maximum conservation benefits for New Zealand.

Strategic directions

- (i) Review the department's approach to auditing, reporting and monitoring, and implement a robust system of measurement of actions, outputs/results, outcomes and performance that enables improvement and supports external reporting.
- (ii) Establish a network of terrestrial, freshwater and marine sites where the outcomes of conservation interventions are being measured on a consistent basis.
- (iii) Take the lead in reporting on the current condition of New Zealand's indigenous biodiversity and the costs of further action to meet the goals of the *New Zealand Biodiversity Strategy*.
- (iv) Provide policy advice and servicing to Ministers and the government relating to conservation in accordance with established performance standards.
- (v) Demonstrate that conservation interventions are adding value, effectively achieving the desired conservation outcomes, and achieving the maximum conservation benefits for New Zealand.
- (vi) Develop and refine improved risk identification, assessment, communication and management.
- (vii) Specify and report on performance measures, milestones and review points at the appropriate level for individual projects, programmes, plans and strategies.
- (viii) Develop and refine tools and standards for environmental monitoring.
- (ix) Develop, test and refine tools to measure and compare the priority, the costs and benefits, and the effectiveness of conservation actions, and assess conservation programmes using these tools.

PART 5 RISK MANAGEMENT

The gap between conservation achievement and public expectations

Recent public consultation has indicated that the public wishes to achieve higher conservation goals in relation to biodiversity, historic heritage and visitor facilities than current levels of resourcing could achieve.³¹ This problem constitutes the greatest strategic risk to the department. Although the department works to achieve better value for money by rigorously focusing conservation actions to achieve national priority outcomes, this may be perceived as lesser conservation achievement and lead to loss of community and stakeholder support.

- (i) Prioritisation of animal pest and weed control leaves some areas uncontrolled, with resulting grievance amongst some neighbours and communities.
- (ii) Prioritisation of ecosystem conservation and species recovery work may achieve national biodiversity outcomes, but deterioration of other areas and reductions in range would still occur, and some projects which have strong community support would not be done, leading to loss of confidence in the department. For example, while the five new kiwi sanctuaries will go a long way towards maintaining the genetic diversity of kiwi, it will not be able to protect all kiwi, and many populations will continue to decline.

Bridging the gap between conservation expectations and current conservation achievement is necessary to reduce conflict and engender collaboration. The department will contribute to bridging the expectations gap through all the strategic directions identified in Parts 3 and 4 of this document. The following are particularly relevant:

- (i) Continually improve the department's delivery of services.
- (ii) Encourage collaboration, working with others at national, regional and local levels to involve them in the department's work and to inspire and assist them in their conservation initiatives.
- (iii) Demonstrate that conservation interventions are adding value, effectively achieving the desired conservation outcomes, and achieving the maximum conservation benefits for New Zealand.
- (iv) Take the lead in reporting on the current condition of New Zealand's biodiversity and the costs of further action to meet the goals of the *New Zealand Biodiversity Strategy*.

Other risks

The following risks also threaten the achievement of the organisation's objectives.

- (i) Infrastructure risks, for example requiring the diversion of resources to maintaining offices and communication networks; being managed by developing risk assessment processes and insuring against risks which cannot be shed, shared, or managed.
- (ii) Risks arising from management systems, including failure of the technology to deliver; being managed through user needs and risk analysis, quality management principles, clear communication, and control over suppliers.
- (iii) Internal capacity gaps resulting from concentration of resources on delivery including the use of contracting; for example, gaps in areas such as marine, coastal, freshwater, and interpretation; being managed by annual organisational health checks and capability reviews.

³¹ See Section 2.3.

- (iv) Risk of catastrophic failure threatening staff, public safety or health - very real in an organisation involved in operational delivery in physically challenging environments; being managed by standard operating procedures, quality management systems, and monthly operating reviews.

PART 6 FINANCIAL INFORMATION

6.1 Departmental revenue and expenditure

The department derives revenue through the provision of services to the Crown, for services to third parties, and from donations, gifts and grants. The following chart shows funding available to the department, as at the time of the 2000/01 Estimates in June 2000, and how it will be spent. It does **not** include subsequent appropriation decisions for 2000/01, such as Conservation Awareness, Timberlands West Coast, and final carry-forwards from 1999/2000.

Financial Year ending June (\$000 GST excl.)	1999/2000 ³²	2000/2001 ³³	2001/2002 (Est.) ³⁴	2002/2003 (Est.)	2003/2004 (Est.)
Departmental					
<i>Revenue</i>					
Crown	134,777	146,679	149,541	154,141	156,809
Other	18,313	21,520	21,520	21,520	21,520
Total Revenue	153,090	168,199	171,061	175,661	178,329
<i>Expenses</i>					
Natural heritage ³⁵	77,367	95,262	98,561	102,764	105,423
Historic heritage ³⁶	3,721	3,403	3,753	3,753	3,753
Services for public enjoyment ³⁷	45,683	46,222	45,204	45,204	45,044
Conservation with community ³⁸	20,239	20,992	21,195	21,557	21,726
Other ³⁹	4,747	2,320	2,348	2,383	2,383
Total Expenses	151,757	168,199	171,061	175,661	178,329
Surplus/(Deficit)	1,333	0	0	0	0

The major changes to overall funding over the three years from 2001/02 include:

Financial Year ending June (\$000 GST excl.)	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
Departmental					
Stoat research programme	300	1250	1,450	1,450	1450
Offshore islands	500	1000	1000	0	0
Carry-forwards from previous year	3,200	4,848	0	0	0
Fencing database and inventory	0	114	1534	1533	0
Radio depreciation	0	479	880	881	481
Biodiversity	0	8092	14574	20623	25224

³² Source: 1999/2000 Annual Report.

³³ Source: 2000/01 Departmental Forecast Report.

³⁴ Source: 2001/02 and following – Government baselines as at 2000/01 Estimates.

³⁵ Output classes 2,3,4(excluding key output 4.06), and 5 and all Biosecurity output classes.

³⁶ Key output 4.06

³⁷ Output classes 6 and 7.

³⁸ Output classes 8 and 9.

³⁹ Output class 1.

The following have the potential to significantly impact on costs, revenue, and cashflows and will be developed and implemented over the next two years.

Biodiversity

Allocation to the department of its Biodiversity Strategy funding is controlled by a co-ordinating group of Chief Executives. It sets the priorities for the whole of the government programme to implement the *New Zealand Biodiversity Strategy*. This document reflects the current priorities of the co-ordinating group.

Historic heritage

Resources allocated to the protection of priority historic heritage sites will increase from \$3,403,000 in 2000/01 to \$3,753,000 in 2003/04. The development of costed specifications for repairs and maintenance under the Historic Asset Management System will provide data which will form the basis for identifying further resourcing.

Conservation awareness

In 2000/01, the department is expected to receive a \$2.5 million boost to its public awareness programmes, to be directed to enhanced community liaison and involvement, education resources, and merging its website and intranet. It has not yet been determined whether similar funding will be available in subsequent years for this activity.

Visitor assets management strategy

The department is currently examining options for managing its visitor assets on a sustainable basis. This is being done in conjunction with reviewing the Visitor Strategy and responding to changes in (externally imposed) financial reporting standards.

Capital expenditure

Capital expenditure will only be undertaken where it meets all of the following criteria:

- It contributes to meeting national priority outcomes.
- Added value is demonstrated.
- The benefit exceeds the cost over the life of the asset.
- All capital assets are capitalised to generate replacement funding to achieve a balance between capital expenditure and the funding available from depreciation and disposals.

6.2 Crown revenue and expenses

The department also administers some revenue and expenditure on behalf of the Crown. The major changes to these relate to additional funding for implementation of the *New Zealand Biodiversity Strategy* to establish the Mataranga Maori fund and to increase protection of natural and historic heritage on private land.

Financial Year ending June (\$000) Crown	1999/2000 ⁴⁰	2000/2001 ⁴¹	2001/2002 (Est.) ⁴²	2002/2003 (Est.)	2003/2004 (Est.)
<i>Revenue</i> ⁴³					
Concessions	7,066	5,900	5,900	5,900	5,900
Reserves	838	800	800	800	800
Other	1,370	1,238	1,238	1,238	1,238
Total Revenue	9,274	7,938	7,938	7,938	7,938
<i>Expenses</i> ⁴⁴					
Lords River Settlement	8,979	0	0	0	0
Nature Heritage Fund	1,667	5,995	4,861	9,213	12,302
Nga Whenua Rahui	737	3,743	2,210	3,250	4,250
Historic Places Trust	2,340	0	0	0	0
QEII National Trust	1,554	2,247	2,247	2,447	2,547
Mataranga Maori	0	40	315	665	665
Purchase land for kiwi sanctuary	0	495	0	0	0
Other ⁴⁵	2,864	1,512	2,008	2,007	2,007
Total Expenses	18,141	14,032	11,641	17,582	21,771

6.3 Financial risks

Principal financial risks include:

- (i) Cashflow variations, managed by standard accounting approaches.
- (ii) Increasing costs, managed by standard accounting approaches.
- (iii) Risks associated with varied revenue sources and dedicated revenue streams, managed by tracking and auditing of revenue sources and expenditure patterns and by accountability and reporting processes.

⁴⁰ Source: 1999/2000 Annual Report.

⁴¹ Source: 2000/01 Estimates.

⁴² Source: 2001/02 and following – Government baselines as at 2000/01 Estimates.

⁴³ All Crown revenue **excludes** GST.

⁴⁴ All Crown expenses **include** GST.

⁴⁵ Includes reserves acquisition and maintenance, esplanade reserves compensation, Lake Taupo access fees, Waikaremoana lakebed lease, subscriptions to international organisations.

APPENDIX 1 GIVING EFFECT TO THE PRINCIPLES OF THE TREATY OF WAITANGI IN THE DEPARTMENT'S WORK

Section 4 of the Conservation Act requires that the department give effect to the principles of the Treaty of Waitangi in its work. To enable this, the department has adopted the statement below. The vision is that partnerships between the department and tangata whenua are achieving enhanced conservation of New Zealand's natural and historic heritage.

The statement describes states and actions which the department will aspire to achieve within existing legislative frameworks. It applies to the medium to long term. The elements in the statement are all closely inter-related, and should not be considered in isolation.

Application of the principles of the Treaty of Waitangi to the department's responsibility to implement conservation legislation and achieve the government's conservation goals:

1. Partnerships

The partnerships between the department and tangata whenua are ongoing and vary according to local circumstances, and are founded on the utmost good faith, reasonable co-operation and mutual respect.

The department will:

- (i) Build and support partnerships with tangata whenua which are based upon the utmost good faith, reasonable co-operation and mutual respect.
- (ii) Seek to negotiate and implement protocols and agreements with tangata whenua which will formalise and support the partnerships.
- (iii) Work co-operatively with tangata whenua to achieve conservation outcomes following consultation processes.

2. Good Governance

The department administers laws for the benefit of all citizens and works efficiently and effectively to achieve conservation outcomes.

The department will:

- (i) Develop, maintain and monitor the capabilities within the department required to give effect to the principles of the Treaty in its work.
- (ii) Recognise and respect Maori conservation practices and associated cultural values.
- (iii) Make decisions and take actions in accordance with the legislation and the circumstances which apply in any particular case including section 4 of the Conservation Act.

3. Tino Rangatiratanga

Tangata whenua have the right to exercise traditional authority over their lands, waters, sites, waahi tapu and other taonga in accordance with the concepts of mana whenua and mana moana.

The department will:

- (i) In relation to areas and resources which it manages, work with tangata whenua to determine and implement a reasonable and practicable degree of tangata whenua involvement in any particular case, covering a range of options from a right to be consulted to the exercise of full control.
- (ii) Affirm the right of tangata whenua to determine the way they relate to the department.

- (iii) Affirm the right of tangata whenua to determine the way they manage lands, waters, sites, waahi tapu and other taonga under their control, in accordance with mana whenua, mana moana and conservation legislation.

4. Kaitiakitanga

Reflecting their rangatiratanga, tangata whenua have the right to exercise their customary duty as kaitiaki over their natural and historic taonga according to tikanga.

The department will, in relation to areas and resources which it manages, support the kaitiakitanga role of tangata whenua and be clear about applicable accountabilities by:

- (i) Recognising and respecting Maori conservation practices and associated cultural values.
- (ii) Recognising and providing for the customary use of indigenous species by Maori, consistent with conservation legislation.
- (iii) Affording to tangata whenua an effective degree of control and participation in the protection and management of waahi tapu.

5. Active Protection

The department has a duty of trust to actively protect the interests of tangata whenua in the land, resources and other taonga managed by the department or affected by the department's work, and to do this in co-operation with tangata whenua.

The department will work with tangata whenua to:

- (i) Understand their interests and needs in relation to areas and resources which the department manages or which are affected by its work.
- (ii) Ensure that reasonable and practicable steps are taken to protect those interests.
- (iii) Ensure that actions which might undermine those interests are avoided wherever practicable.
- (iv) Support the role of matauranga Maori in conservation management.

6. Informed Decisions

The department will make informed decisions which have regard to the interests and needs of tangata whenua.

The department will work with tangata whenua to:

- (i) Involve tangata whenua from the outset in decision-making processes relating to their interests and needs, to ensure that these are recognised and had regard to.

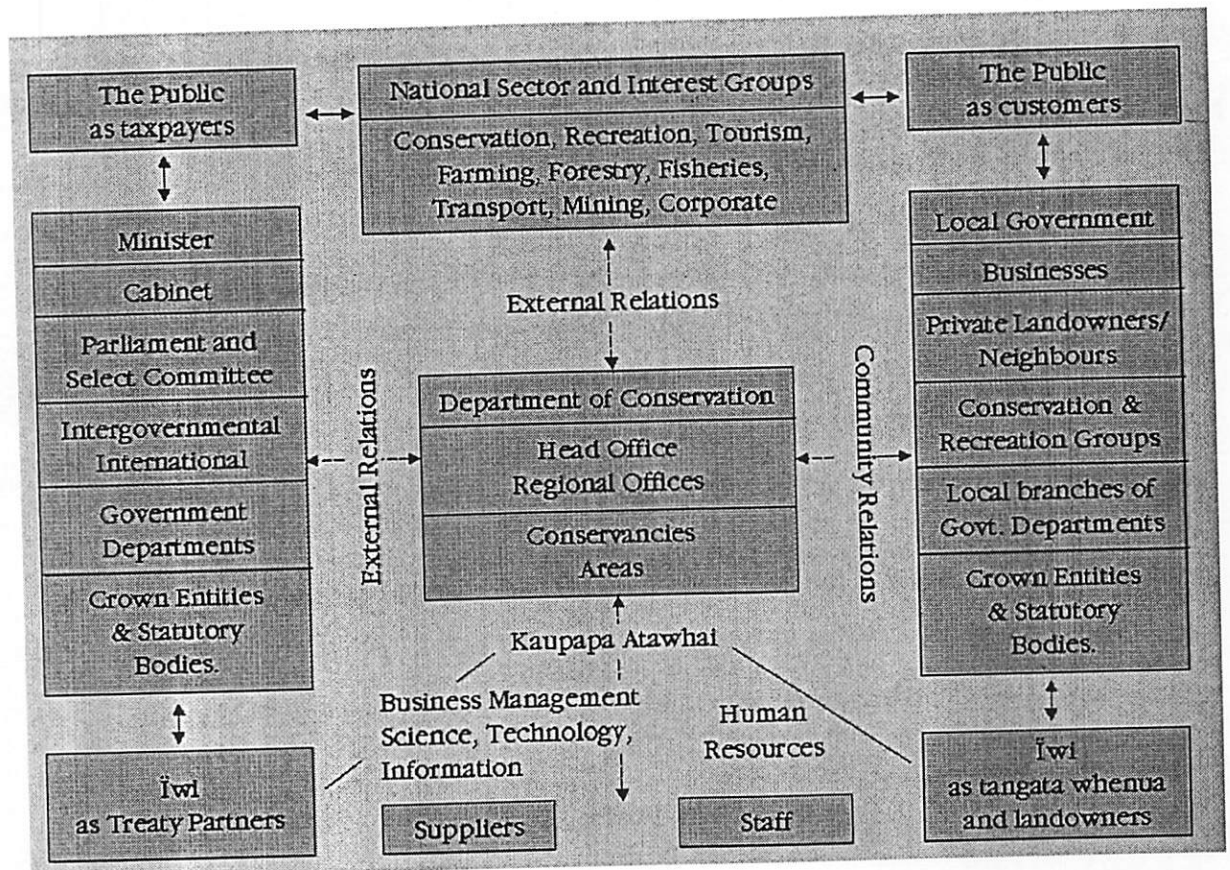
7. Redress

The department will avoid actions which prejudice or prevent the redress of Treaty claims, and seek to avoid creating further grievances.

The department will, in relation to conservation matters and its responsibilities:

- (i) Avoid actions which would create a grievance or prevent the redress of claims.
- (ii) Address any contemporary grievances which tangata whenua might bring to the attention of the department, and seek solutions.
- (iii) Participate in negotiations on Treaty claims settlement, providing creative options that will help to address grievances in accordance with the Department's statutory functions, powers and obligations.
- (iv) Implement and monitor settlements reached between the Crown and tangata whenua.

APPENDIX 2 THE DEPARTMENT'S STAKEHOLDERS



APPENDIX 3 **JOINT OUTCOMES WITH OTHER DEPARTMENTS**

This appendix sets out joint outcomes with other departments to which the Department of Conservation contributes.

(1) Implementation of the *New Zealand Biodiversity Strategy*

Joint outcome

All New Zealanders contribute to sustaining the full range of indigenous biodiversity, and share in its benefits.

Explanation

A group of Ministers, chaired by the Minister of Conservation, is working collectively to ensure that the desired outcomes of the *New Zealand Biodiversity Strategy* are achieved effectively and efficiently. Ministers are supported by a co-ordinating group which comprises the Chief Executives of Conservation (chair), Environment, Fisheries, Agriculture and Forestry, Research, Science and Technology, and the Treasury. The Strategy sets out goals and actions and identifies the public, private and community agencies that will be responsible for each action.

(2) Indigenous biodiversity on private land

Joint outcome

The government's policies for protecting indigenous biodiversity from the effects of private land management are implemented efficiently, effectively and sustainably.

Explanation

The department is a major contributor to biodiversity protection and management on private land. Other agencies involved are the Ministry for the Environment (the lead agency) and the Ministry of Agriculture and Forestry. At national level, the department also collaborates with other agencies in the Sustainable Land Management Officials Committee. At regional and district level the department works closely with local government, other agencies and private owners to achieve conservation goals. This includes contributing to the development of regional and district policy statements and plans under the Resource Management Act.

(3) Sustainable forest management

Joint Outcome

Privately-owned natural indigenous forests managed for extractive purposes provide a full range of products and amenities in perpetuity while retaining their natural values.

Explanation

The purpose of Part IIIA of the Forests Act 1949 is "*to promote the sustainable forest management of indigenous forest land*". The Ministry of Agriculture and Forestry is responsible for administering Part IIIA. The Secretary of Forestry can limit the harvest quantity, protect specific areas or species, and prescribe silvicultural management practices. The role of the Department of Conservation relates to the provisions that require the Secretary of Forestry to consult with the Director-General of Conservation.

(4) Freshwater ecosystems

Joint outcome

The government's goals for the preservation of the natural character of lakes, rivers, wetlands and their indigenous biodiversity are achieved in a co-ordinated and accountable manner.

Explanation
Responsibilities for freshwater management are fragmented. A range of statutes and international conventions are relevant, including the 1971 Ramsar Convention on Wetlands. The Department of Conservation, the Ministry for the Environment, the Ministry of Fisheries, and regional councils have particular responsibilities. The *New Zealand Biodiversity Strategy* provides a collaborative action plan of existing programmes and new initiatives. The department collaborates to promote refinement of policy, accountability for implementation, and achievement of goals.

(5) Oceans strategy

Joint outcome
The government's strategic goals and policies for marine management are clearly established and effectively co-ordinated and implemented.

Explanation
The department's marine management responsibilities include marine species protection under the Wildlife Act 1953 and the Marine Mammals Protection Act 1978; marine reserves establishment and management under the Marine Reserves Act 1971; and marine area protection for wildlife management under the Marine Mammals Protection Act and Wildlife Act. A dozen other central government agencies and 16 regional councils or unitary authorities also have marine management responsibilities. At least 20 statutes are relevant. The department has been part of an officials group to establish a co-ordinated New Zealand Oceans Strategy and looks forward to playing a significant role in its completion and implementation.

(6) Coastal management

Joint outcome
The government's goals and policies for the protection and enhancement of the coastal environment are effectively co-ordinated and implemented.

Explanation
The allocation of coastal space is controversial. The Minister of Conservation has roles under the Resource Management Act 1991 relating to the New Zealand Coastal Policy Statement, coastal tendering, and restricted coastal activities. The Marine Farming Act 1971 administered by the Ministry of Fisheries provides for the issuing of permits to establish new marine farms. Regional councils also have responsibilities. The department will contribute with other agencies to clarifying processes relating to the allocation of coastal space and achieving sustainable management of the coastal environment.

(7) Conservation Services Levy and Fisheries Interactions with Protected Species

Joint outcome
Incidental capture of protected species is avoided, remedied or mitigated to levels which do not adversely affect them and do not prevent their recovery to less threatened status.

Explanation
Fishing methods at times involve the unintentional capture in nets or on lines of protected species such as seabirds or marine mammals. The Fisheries Act requires this capture to be reduced to levels that either do not affect populations at all or affect them only to degrees which do not prevent their recovery or survival. To ensure that this happens, the department works with the industry and the Ministry of Fisheries to undertake research, develop measures to avoid, remedy or mitigate incidental captures, prepare population management plans, and develop sustainability measures.

(8) Biosecurity

Joint outcome

The government's biosecurity policies are implemented efficiently and effectively.

Explanation

The department has responsibility for advising the Minister for Biosecurity on biosecurity risks to indigenous flora and fauna, and also has a small but important operational role funded through Vote: Biosecurity. The other central government biosecurity agencies are the Ministry of Agriculture and Forestry Biosecurity Authority which has the leadership role, the Ministry of Fisheries, the Ministry of Health, the Ministry for the Environment, and the Environmental Risk Management Authority. The Biosecurity Council and the Biosecurity Technical Forum ensure co-ordination. Current cross-portfolio issues include work to support the Royal Commission of Inquiry into genetic modification, and advice to government on signature and ratification of the Biosafety Protocol.

(9) Historic heritage

Joint outcome

The historic and cultural heritage of New Zealand is valued, protected and conserved.

Explanation

The department manages historic heritage in the areas for which it is responsible, and administers the Reserves Act 1977 which includes provisions for historic reserves. There are other leading contributors to historic heritage outcomes. These include the Ministry for Culture and Heritage, the New Zealand Historic Places Trust, local authorities, tangata whenua, non-governmental organisations and private owners.

(10) Recreation and tourism

Joint outcome

The government's policies for sustainable recreation and tourism in New Zealand are implemented efficiently and effectively.

Explanation

One of the department's functions is to foster the use of the natural and historic resources it manages for recreation and to allow their use for tourism. The department will work closely with the recreation and tourism sector on national strategy and policy. In particular the department will work closely with Tourism New Zealand, the Office of Tourism and Sport, and the New Zealand Tourism Industry Association in the development of a strategy for sustainable tourism in New Zealand.

(11) Treaty of Waitangi policy

Joint outcome

Settlements of historical Treaty grievances are transparent, durable and fair, and restore the Treaty relationship.

Explanation

The department is a major contributor to the government's Treaty of Waitangi settlements process led by the Office of Treaty Settlements. An important part of each negotiation relates to land administered by the department and the various functions which the department performs. As a consequence of this the department is represented on the Crown's negotiating teams, and plays a significant role in settlement policy development and the implementation of completed settlements.

(12) Research, science and technology

Joint outcome

Knowledge of the environment and of the biological, physical, social, economic and cultural factors that affect it increases, in order to maintain a healthy environment that sustains nature and people.

Explanation

The department conducts and commissions scientific and social research required for conservation management. It is also a user of externally funded research, science and technology developed by others nationally and internationally. The department has important collaborative relationships including those with the Ministry of Research, Science and Technology, the Foundation for Research, Science and Technology, Landcare Research, the National Institute of Water and Atmospheric Research, universities, and other science providers. The department co-ordinates with other providers and users to ensure that conservation needs are included within environmental research programmes.

GLOSSARY

The following definitions apply to usage within this document.

Biodiversity: The variety of all New Zealand's indigenous biological life and ecosystems.

Biosecurity: Protection from unwanted organisms which pose significant risks to New Zealand's indigenous biodiversity.

Capability: The appropriate combination of competent people, knowledge, money, technology, physical assets, systems and structures necessary to deliver a specified level of performance in pursuit of the organisation's objectives, now and/or in the future.

Community: Used in its human and social rather than its biological meaning.

Comprehensive: The extent to which the full range of the diversity of natural or historic heritage is incorporated within the protected area network or selected for conservation management.

Conservation: All the processes of caring for natural and historic heritage, including providing for appreciation and recreational enjoyment and safeguarding the options of future generations.

Ecosystem: A biological system comprising a community of living organisms and its associated non-living environment, interacting as an ecological unit.

Habitat: The place or type of area in which an organism naturally occurs.

Historic heritage: Any area or place that forms part of the historical and cultural heritage of New Zealand, including archaeological sites, historic buildings and structures, historic areas and landscapes, and sites of significance to Maori including waahi tapu. It includes both tangible and intangible heritage values including Maori heritage values.

Indigenous: Occurring naturally in New Zealand, including self-introduced species but not human-introduced ones.

Indigenous natural character: Recognisable dominance of indigenous species, habitats and ecosystems, and recognisable integrity of geological and physiographical elements, features and systems.

Mainland island: An area of land on mainland New Zealand intensively managed for ecological protection and restoration.

Matauranga Maori: Traditional Maori knowledge.

National priority outcome: An end result of conservation action which is consistent with the role of the department, is consistent with the government's key goals, and is a national priority for the next ten years.

Natural habitats and ecosystems: Containing predominantly spontaneous indigenous flora and fauna only to a small extent influenced by human impact.

Natural heritage: Includes indigenous species, habitats and ecosystems, and geological and physiographical elements, features and systems.

Natural heritage held or managed by the department: Areas and resources held or managed by the Department of Conservation under the Conservation Act and the Acts listed in the First Schedule to that Act.

Nga Whenua Rahui: A contestable fund to assist Maori landowners to protect indigenous forests and other habitats and ecosystems.

Outstanding: The extent to which areas selected for legal protection or conservation management are of exceptional interest, importance or significance from the point of view of the relevant community/communities of interest. For natural heritage this includes criteria relating to science, conservation, natural beauty and recreation. For historic heritage this includes historical, physical or cultural significance.

Principles of the Treaty of Waitangi: Reference to the principles of the Treaty of Waitangi includes the rider established in the *Whales Case* (Ngai Tahu Maori Trust Board v The Director-General of Conservation). The Court of Appeal ruled that section 4 of the Conservation Act (*This Act shall be so interpreted and administered as to give effect to the principles of the Treaty of Waitangi*) applied to all the Acts in the First Schedule of the Conservation Act to the extent that the provisions of section 4 were not inconsistent with the Acts of the First Schedule.

Protected area network/protected areas: Terrestrial, freshwater and marine areas that are protected primarily for the purpose of the conservation of natural and/or historic heritage using a range of legal mechanisms that provide long term security of tenure, status or land use purpose, either privately or publicly owned.

Representative: The extent to which areas selected for legal protection or conservation management represent or exemplify the diversity of natural or historic heritage (used in the *New Zealand Biodiversity Strategy* as a prioritising criterion).

Restoration: The active intervention and management of degraded ecosystems, habitats, landforms and landscapes in order to restore indigenous natural character, ecological and physical processes, and their cultural and visual qualities (*New Zealand Biodiversity Strategy*), or to return a place as nearly as possible to a known earlier state (*ICOMOS New Zealand Charter for the Conservation of Places of Cultural Heritage Value*).

Species: A group of organisms which has evolved distinct common inheritable features and occupies a particular geographic range, and which is capable of interbreeding freely but usually not with members of other species.

Strategic direction: A particular targeted focus for conservation action to achieve a national priority outcome.

Sustainable management: In relation to areas and resources not held or managed by the department, management to sustain natural and historic heritage values.

Tangata whenua: Iwi, hapu and whanau with mana whenua mana moana in a given rohe or locality.

Taonga: A very broad concept that includes tangible and intangible aspects of natural and historic resources of significance to Maori including waahi tapu and intellectual property.

Unwanted organism: Any organism capable or potentially capable of causing unwanted harm to or posing significant risks to New Zealand's indigenous biodiversity.

Waahi tapu: Waahi tapu may be urupa (burial sites), sites associated with birth or death, sites associated with ritual, ceremonial worship or healing practices, places imbued with the mana of chiefs or tupuna, or battle sites or other places where blood has been spilled. They may be specific sites or they may refer to a general location. They may also be landforms covering wider areas recognised as being of special importance to tangata whenua, like mountains or rivers. (*Sites of Significance: A Step-by-Step Guide to Protecting Sites of Cultural Spiritual and Historical Significance to Maori*, Te Puni Kokiri, 1996.)