

November 2017



# Biosecurity Strategy





# Vision

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To prevent, reduce or eliminate adverse effects from specific harmful organisms on terrestrial, freshwater and marine environments to contribute to the environmental sustainability and prosperity of Marlborough.

# Goals

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- 01. Preventing unwanted plants, animals and organisms from establishing in Marlborough**

That pose a threat to production values or threaten the environment. These plants, animals and organisms may be present in other parts of New Zealand. Council will use surveillance as a technique to monitor for their presence and education to provide advice to our community on these potential threats. Where a new plant, animal or organism is found it will be investigated to determine how and what intervention is required.
- 02. Managing some existing pest plants, animals and organisms**

Council will implement programmes primarily through a RPMP where strategic regulation is needed, or by other non-regulatory means that align within the intent of this Biosecurity Strategy. Non regulatory means are commonly in the form of collaborative programmes with other parties with a shared objective. Either of these could involve service delivery of pest management activities, monitoring pest populations, reporting on whether the objectives of the programme are being met and checking land occupiers are meeting their obligations through, for example, a compliance regime where regulation is in
- 03. Provide leadership for pest management**

The ways in which Council may choose to provide leadership in Marlborough include:

  - Promoting the alignment of pest management in the region and with any national policy framework.
  - Facilitating the development and alignment of regional pest management plans and regional pathway management plans in the region.
  - Promoting public support and awareness of biosecurity issues.
  - Facilitating communication and co-operation among those involved in pest management to enhance effectiveness, efficiency and equity of programmes.
  - Promoting coordination of pest management between regions.
- 04. Supporting responses by Central Government**

To assist in a response effort if a new to New Zealand plant, animal or organism was to be discovered in Marlborough, or another part of the country, and Council can provide resources to support a response.
- 05. Investigate**

New finds or requests from the community to manage, support or intervene for existing pest plants, animals or organisms that show new invasive characteristics or are posing a perceived threat.

# Biosecurity Strategy

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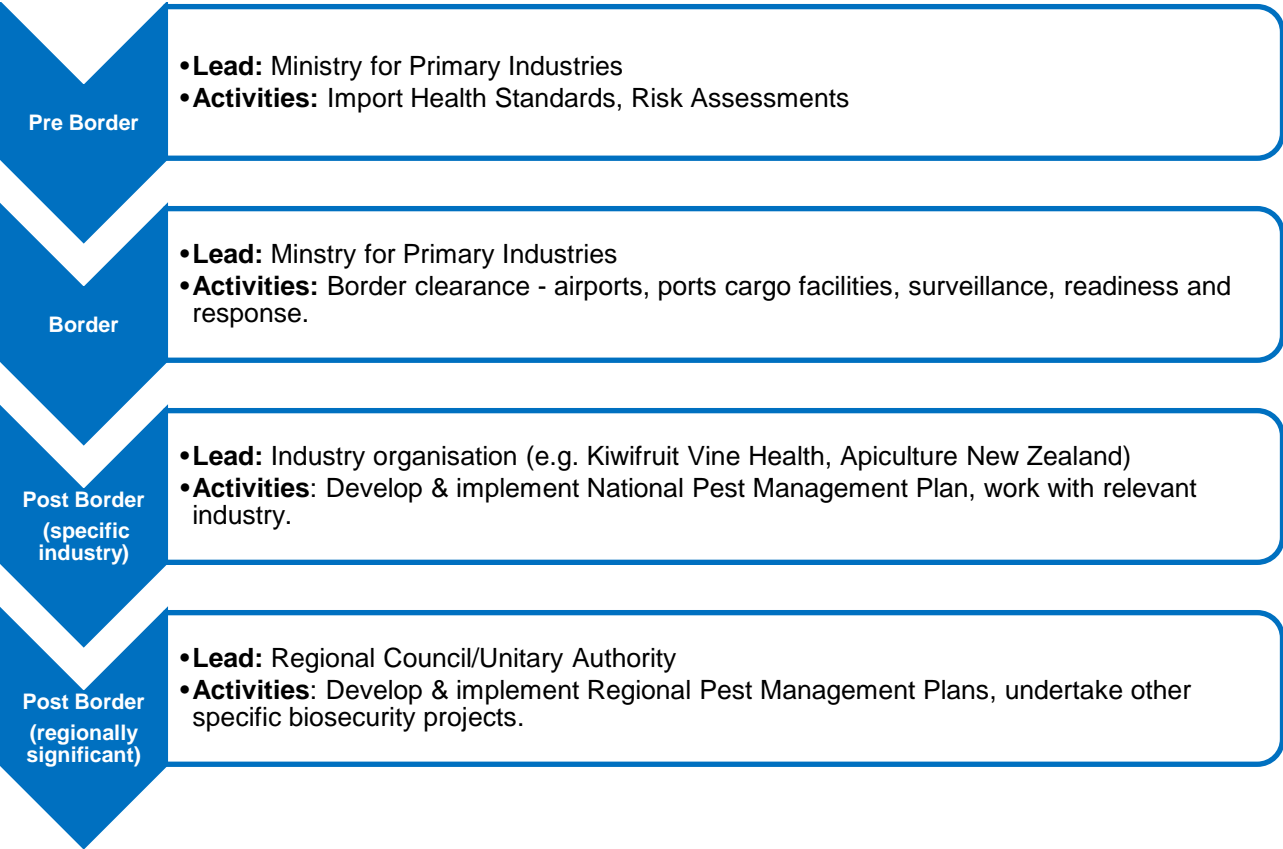
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# Part One

## 1.1 Overview

Given New Zealand’s island status and distance from other countries, we are free of many serious pests and diseases that are present overseas. However, our island status does mean we are forced to trade and travel much more so than by people in other countries. This raises the risk of harmful organisms entering into New Zealand. Biosecurity is the exclusion, eradication or effective management of risks posed by pests and diseases to the economy, environment and human health.

Because the threat of harmful organisms entering New Zealand, and the consequent effects on our economy and environment could be so devastating, a biosecurity system is in operation; overseen by the Ministry for Primary Industries (MPI). This system has numerous components with regional council’s role within the post-border of the system (Figure 1).



**Figure 1.** Overview of the New Zealand Biosecurity System

As such, Marlborough District Council’s (Council) role in managing pests in Marlborough has its basis within the biosecurity system and also mandated within in the Biosecurity Act 1993 (the Act). Council’s Long Term Plan (LTP) prepared under the Local Government Act 2002 (LGA) ties together the mandated role of Council, with levels of service and associated funding, such as the use of rating. Other policy, such as the Proposed Marlborough Environment Plan (MEP) prepared under the Resource Management Act 1991 (RMA), can also contain provisions that support effective implementation of the biosecurity activities in Marlborough.

Council has a long history in managing harmful organisms through the implementation of previous regional pest management strategies. Much of the focus has historically been on organisms threatening the agricultural sector, due to predecessor legislation and organisations having a focus in that area. Moving to where we are now, biosecurity programmes being delivered or led by Council are now to be guided by the principles of this Biosecurity Strategy, the respective legislation and the desires of the community.

With respect to legislation, changes to the Biosecurity Act in 2012 provided an opportunity for Council to review the approach that it takes to biosecurity and pest management in Marlborough. Changes in technology, new approaches to managing risk and a drive for improved efficiencies meant that the Biosecurity Act was not keeping up with the changing face of New Zealand's biosecurity system. Before the 2012 amendments, the Biosecurity Act had not been substantially amended since 1997. Collectively the 2012 changes to the Biosecurity Act promoted more effective and efficient biosecurity programmes, encourages partnerships in the management of biosecurity risks and provides flexibility to enable future improvements.

As a key regulatory tool for councils under the Biosecurity Act, a Regional Pest Management Plan (RPMP) will replace the Regional Pest Management Strategy 2012 moving forward. The contents and requirements for inclusion in the RPMP are provided in Part 5 of the Biosecurity Act and also through a National Policy Direction (NPD) put in place by MPI. A RPMP now has a clear purpose - that is to put in place well-structured programmes, with clear objectives that require regulation in order to be effective. Programmes for organisms can be based on impacts on economic wellbeing; the environment; human health; enjoyment of the natural environment; and the relationship between Māori, their culture, and their traditions and their ancestral lands, water sites, wāhi tapu and taonga.

Council's role in biosecurity for Marlborough is much broader than just implementing a RPMP. Therefore the intent of this Biosecurity Strategy is to outline all aspects of Council's involvement in providing regional leadership for pest management.

## 1.3 Scope

This Biosecurity Strategy will:

- Provide an overarching framework and guiding principles for the delivery of a biosecurity function by Council.
- Highlight where biosecurity activities align with the Council's LTP and the MEP broader strategic goals.
- Describe who is involved in pest management in Marlborough, including their roles and responsibilities.
- Describe the activities (both regulatory and non-regulatory) that Council's Biosecurity Section are leading or participating in.

Set out the decision making framework that is used to decide whether a plant, animal or organism is a pest (or potential pest) to Marlborough, whether intervention is required and how it will be managed

# Part Two - Where Council fits with respect to biosecurity

## 2.1 Legislation

Councils undertake local government activities and actions under several legislative mandates. Many of these have aspects that could influence how an overarching biosecurity programme could be implemented. The Biosecurity Act is the key statute that guides councils, although an appreciation of the other statutes is required to avoid conflict or duplication of effort (see Figure 1).

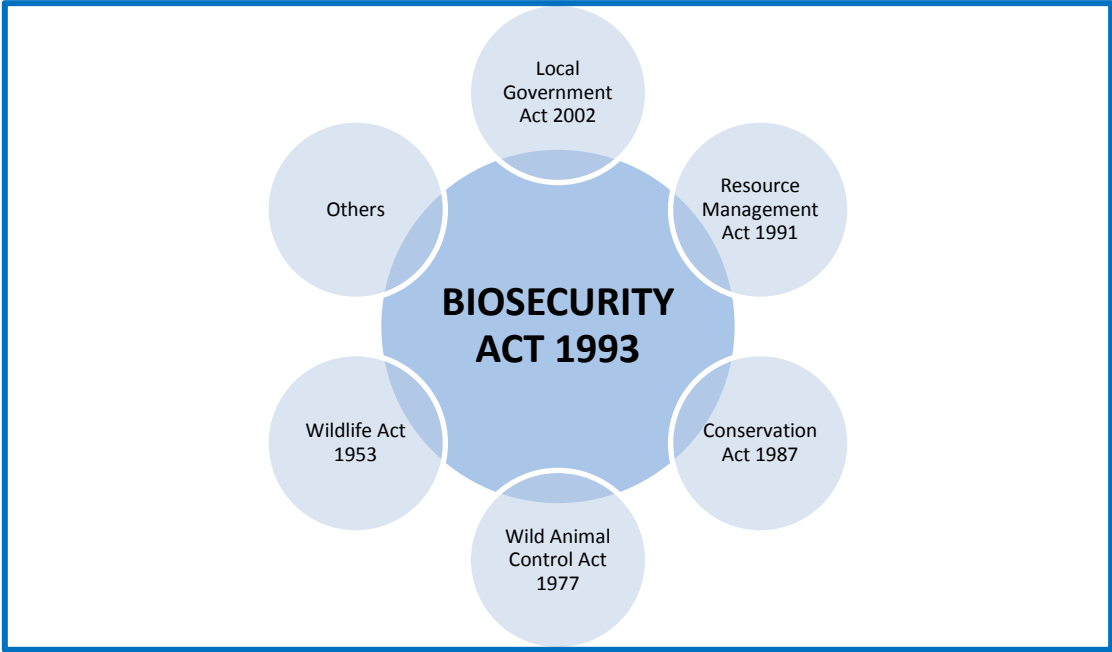


Figure 1: Statutes with some overlap or interaction with respect to biosecurity

### 2.1.1 Biosecurity Act 1993

The Biosecurity Act is the key statute which a council can address pest management issues in its region. It is an “...Act to restate and reform the law relating to the exclusion, eradication and effective management of pests and unwanted organisms”. Unlike previous pest management legislation, the Biosecurity Act is enabling rather than prescriptive. This means that there is no legal obligation for a regional council to take on the role of managing a pest or other organism to be controlled, unless it chooses to do so. Although it must give effect to what is termed ‘regional leadership’ within the Act.

A number of amendments to the Biosecurity Act have occurred since 1993. Of particular importance are those arising from the Biosecurity Law Reform Act 2012. Substantive changes include:

- Consistency in terminology used for pest management programmes, and the explicit need to link programmes with stated intermediate outcomes and programme objectives.

- The ability to bind the Crown to stated good neighbour rules within a pest management plan, or to rules within a pathway management plan.
- The ability to undertake a partial review (including the addition of a pest programme or creation of a pathway management plan) at any time.
- The introduction of a legislative step-wise process for developing and making a regional pest or pathway management plan.
- Greater transparency of risk assessment in the analysis of benefits and costs.
- Additional process and content requirements under the NPD that must be complied with.
- The ability to delegate funding, roles and responsibilities in regards to small scale management programmes.
- Flexibility in options to undertake public consultation.



- A clear regional leadership role in pest management for regional councils.
- The addition of pathway management to the suite of pest management programmes.

## Part 2: Functions, powers and duties in a leadership role

Regional councils are mandated under Part 2 (functions, powers and duties) of the Biosecurity Act to provide regional leadership for biosecurity activities, primarily within their jurisdictional areas.

Section 12B(1) sets out how regional councils provide leadership. It includes ways that leadership in pest management issues can help to prevent, reduce or eliminate adverse effects from harmful organisms. Some of these activities include helping to develop and align RPMPs and regional pathway management plans in the region, promoting public support for managing pests, and helping those involved in managing pests to communicate and cooperate so as to make programmes more effective, efficient and equitable.

Section 13(1) sets out powers that support regional councils in this leadership role. These are:

- Powers to establish (e.g. appoint a management agency for a plan; implement a small scale management programme);
- Powers to research and prepare (e.g. gather information; keep records; prepare a proposal to activate an RPMP);
- Powers to enable (e.g. giving councils the power to monitor pests to be assessed, managed or eradicated); and
- Powers to review (e.g. not allow an Operational Plan; review, amend, revoke or replace a plan).

## Part 5: Managing pests and harmful organisms

Part 5 of the Biosecurity Act specifically covers pest management. Its primary purpose is to provide for harmful organisms to be managed effectively or eradicated. A harmful organism is assigned pest status if a programme for it is accepted as part of a pest management plan (also see the prerequisites in sections 69-78 of the Biosecurity Act). Part of this process is to develop effective and efficient measures (such as policies and plans) that prevent, reduce or

eliminate the adverse effects of pests and unwanted organisms on land and people (including Māori, their kaitiakitanga and taonga). Part 5 includes the need for ongoing monitoring to determine whether pests and unwanted organisms are present, and conducted surveillance as is appropriate. It also addresses the issue of how the costs of a proposed pest management plan should be allocated in a fair and equitable way, while acknowledging the cross-over with local government rating regulations if a Council is the management agency.

## Regional Pest Management Plan (RPMP)

The RPMP is a key regulatory tool that enables a management agency to outline strategic programmes that will form the priority line of work. This document contains the details of pest management programmes that Council will implement across the region that have specific objectives. The document is developed to be consistent with the requirements of the NPD for pest management.

## Part 6: Administering a RPMP

Once operative, a RPMP is supported by parts of Part 6 (as nominated in the plan) that focus on the voluntary and mandatory actions of a regional council. For example, a regional council must assess any other proposal for a RPMP, must prepare an Operational Plan for any RPMP (if the management agency for it), and must prepare an Annual Report on the Operational Plan.

## Operational Plans

The Operational Plan is prepared in accordance with Section 100B of the Biosecurity Act and identifies and outlines the nature and scope of activities the Council intends to undertake in the implementation of its RPMP for a defined period. This Operational Plan is intended to be used to outline the full scope of biosecurity activities intended to be implemented by Council, including initiatives delivered directly as a result of the intent of this Biosecurity Strategy.

Statements on performance measures are included in the Operational Plan. This will enable key stakeholders and the community to judge the performance of the Council.

## **2.1.2 Local Government Act 2002**

The purpose of the LGA is to provide “a framework and powers for local authorities to decide which activities they undertake and the

manner in which they will undertake them". The LGA currently underpins biosecurity activities through the collection of rates, both general and targeted, to fund biosecurity programmes. The Council is clearly mandated under Section 11(b) of the LGA to perform this funding function. While it is a moot point as to whether planning and delivering pest management objectives falls within its powers and duties under the LGA, it is clear that accessing legislation that is purpose-built for regional pest management provides the most transparent and efficient approach. Again, Section 11(b) provides for Council to perform duties under acts other than the LGA.

## Long Term Plan and Annual Plan

The LTP sets the budgets, resourcing and level of service for the Biosecurity Section.

### 2.1.3 Resource Management Act 1991

Regional councils have a statutory role under the Resource Management Act 1991 (RMA). The stated purpose of the RMA is "...to promote the sustainable management of natural and physical resources". Sustainable management means:

*managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic and cultural well-being and for their health and safety while—*

- (a) sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*
- (c) avoiding, remedying or mitigating any adverse effects of activities on the environment.*

Its focus is on managing adverse effects on the environment through regional policy statements, regional and district plans, and resource consents. Under the RMA (Section 9):

- (1) No person may use land in a manner that contravenes a regional rule unless the use—*

- (a) is expressly allowed by a resource consent.*

It is possible to incorporate pest management regimes, and the requirement for a user of land (land occupier) to undertake pest management, as a use of land under RMA instruments. However, pest management does not easily fit the definition of sustainable management. Nor would the implementation of pest management requirements (rules) easily lend themselves to the resource consent regime set out in the RMA.

The RMA is primarily focused on effects and is well placed to deal with the mitigation, remediation or avoidance of consequential aspects of the pest management tools, particularly where the misuse of pest control chemicals can harm the environment. There may also be significant sites where the removal of vegetation, including pest species, is detrimental to the environmental values present. The Biosecurity Act cannot over-ride any controls imposed under the RMA, for example, bypassing resource consent requirements.

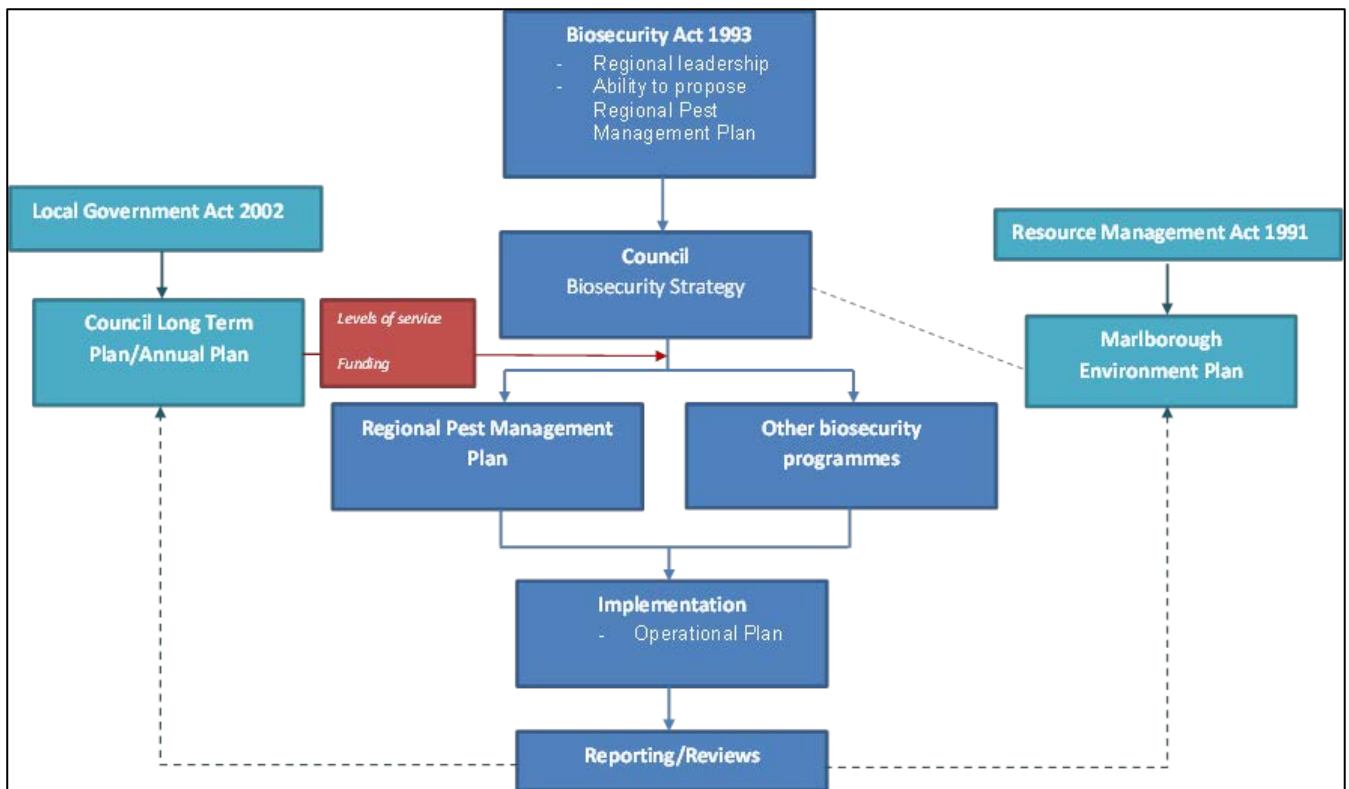
Despite the Council being provided with a statutory role under the RMA, the Biosecurity Act provides tailored legislation for framing pest management and should be used in preference to the RMA.

## Proposed Marlborough Environment Plan

The MEP was notified on 9 June 2016. It will replace the Regional Policy Statement and Resource Management Plans (Wairau/Awatere Resource Management Plan and Marlborough Sounds Resource Management Plan).

The Council is also required to compile and make available to the public a review of the monitoring results of the effectiveness of Council's policies and rules in its policy statement and or plans at least every five years.

Some aspects of the biosecurity programmes directly correlate to some of the policies outlined within the MEP. As such, there will continue to be an integrated approach to the implementation of both the biosecurity programme and the MEP.



**Figure 2:** An overview of Council's internal operating structure with respect to biosecurity

#### 2.1.4 Wild Animal Control Act 1977 (and Wild Animal Control Amendment Act 1997) and the Wildlife Act 1953

Activities in implementing the RPMP must comply with the provisions of other legislation. Particular relevant requirements are noted below:

- (a) The Wild Animal Control Act 1977 is “for the purposes of controlling wild animals generally, and of eradicating wild animals locally where necessary and practicable, as dictated by proper land use.” This Act controls the hunting and release of wild animals as well as regulating deer farming and the operation of safari parks. It also gives local authorities the power to destroy wild animals under operational plans that have the consent of the Minister of Conservation. Control of wild animals under an RPMP has this consent.
- (b) Wildlife Act 1953 controls and protects wildlife not subject to the Wild Animal Control Act 1977. It defines wildlife

which are not protected (e.g. feral cattle, feral cats, feral dogs), are to be game (e.g. mallard ducks, black swan), partially protected or are injurious. It authorises, pursuant to regulations made under the Wildlife Act 1953 or by Minister’s direction, that certain unprotected wildlife may be kept and bred in captivity such as ferret, stoat, weasel, polecat. No such regulation has been made so any provisions preventing this within an RPMP will not be inconsistent with the Wildlife Act 1953.

#### 2.1.5 Other legislation

Other enactments, such as the Reserves Act and the Conservation Act, do contain provisions that support pest management within their specific context. The Council influence under such legislation is limited to an advocacy role only. Again, because of the specific role provided for regional councils under the Biosecurity Act, little would be gained by operating solely in an advocacy manner.

## 2.2 Decision principles in managing pests

Council has a number of principles which underpin the direction for its pest management activities in Marlborough. These include the following:

1. Implementing the Pest Management National Plan of Action. Pest management systems are focused on achieving outcomes. Decisions will aim to provide the best overall outcome for initially Marlborough's, then if applicable, New Zealand's economy, society, culture, environment and human health.

The core principle of being outcome focused recognises that pest management is an activity and all pest management must be justified in terms of its contribution to outcomes. This in turn implies that the way strategies, policies and plans and decisions to act are taken should be transparent and the results measurable in terms of both outputs and contribution to collective outcomes.

Decision Principles for future Pest Management Systems		
Results of Decision Making	Process of Decision Making	Effectiveness of Decision Making
<p>A. Decisions will ensure the distribution of costs and benefits, both financial and non-financial, across society are efficient and equitable.</p> <p>B. Decisions will respect the unique relationship between the Crown and tāngata whenua.</p>	<p>C. Decisions will be made by those best placed to make them.</p> <p>D. Decision making processes will include those whose accountabilities and interests are affected.</p> <p>E. Participants will be supported to understand who is responsible and the processes used to make decisions.</p> <p>F. Decisions will be timely, transparent and communicated to those affected.</p> <p>G. Decision making will take into account tikanga Māori and kaitiakitanga of tāngata whenua.</p>	<p>H. Decisions will be made that ensure transitions in who is responsible occur in a way that means pests are managed effectively through the transition period.</p> <p>I. Decisions will be informed by the best information available at the time, with uncertainty treated explicitly, so decisions are not prevented or delayed.</p> <p>J. Decisions will recognise that, where the impacts of not intervening are likely to be irreversible, there is a strong case for intervention even when benefits only marginally outweigh costs.</p>

From "Pest Management National Plan of Action", February 2011

2. Council will be mindful of whether the pest management should be happening, is it effective as it could be, and are costs fairly distributed.
3. Pest species that are of low incidence, but which have the ability to spread and potentially can cause significant impacts, will take precedence.
4. Council will work alongside government agencies, community groups and iwi to assess pest problems, including advocating to central government for improving the relationship between national and regional pest management activities when necessary.
5. Public awareness is essential for ongoing management of existing pests and for being alert to the risk of new pest organisms.
6. Align efforts around shared outcomes with others wherever possible.
7. Council will take part in research for the development of new tools for managing pests, including biological control, particularly where there is benefit to the whole district.

## 2.3 Operating Principle for Council with respect to Crown land

Given there can invariably be both private and Crown land affected by pest species, Council shall maintain the principle of focussing Council rate-funded operations on private land whilst implementing this Strategy and Regional Pest Management Plan (RPMP). This aligns with the cost allocation principles used in the RPMP. It needs to be noted that Crown land is not rated, and as such does not contribute to the cost of Council-initiated service delivery programmes.

Where a pest that the Council manages by way of service delivery occurs on Crown land, the first approach will be for the Crown to act in good faith and manage the pest accordingly. There may be situations where for efficiency reasons, Council agrees to lead management using agreed financial contributions provided by the Crown or for both the Council and Crown to enter into a collaborative project together. An example of this is seen with the RPMP programme for spartina.

## Part Three - Who is involved in biosecurity in Marlborough?

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### 3.1 Marlborough District Council

Council provides leadership in activities that prevent, reduce or eliminate adverse effects from harmful organisms that are present in New Zealand in its region.

Council provides this leadership in a number of ways, using both regulatory and non-regulatory tools, targeting both specific species and also risk pathways that may move multiple species. Under the Biosecurity Act, Council has the power to prepare proposals for making and implementing regional pest management plans. It also has the power to undertake a broad suite of activities under Part 13 of the Biosecurity Act in relation to gathering information, research or do any other similar thing to enable to act effectively under the Biosecurity Act.

Council is also involved in pest management through other parts of the organisation, not explicitly under the banner of 'Biosecurity'. This includes managing pests on Council land (i.e. Reserves, floodways and drainage channels) for a range of other purposes based on the site.

Under the RMA, Council also implements a programme of biodiversity protection on private land, which can also include the management of pests at high value sites (known as Significant Natural Areas).

### 3.2 The community as a whole

The entire community, including those visiting Marlborough, play the largest role in managing the various pest species causing impacts within our region. This can range from owners and occupiers of large rural properties through to small urban properties. It also includes anyone

visiting the region with a keen eye for the new and/or unusual.

For some pest species, if regulated under a plan, the obligation for control rests with occupiers based on the principles within the Biosecurity Act relating to cost allocation. Occupiers who have a pest species and do not manage it are determined an exacerbator and, in many cases, are also a major beneficiary.

On occasion the community can come together with a shared vision to form a trust in order to address a specific area of concern. These trusts can be an effective model for many different parties to come together and have the added benefit of being an entity that can attract third party funding.

### 3.3 Iwi

The LGA requires Council to recognise and respect the Crown's responsibilities under the [Tiriti o Waitangi - Treaty of Waitangi](#). It also requires Councils to maintain and improve opportunities for Māori to contribute to decision-making processes. This includes considering ways to help Māori to contribute.

When Council develops new initiatives or a Proposal for Regional Pest Management Plan, iwi will be constructively engaged in recognition of their role as Treaty partner.

It is important to acknowledge the role of tangata whenua as kaitiaki in the management of Marlborough's resources. The management of invasive species through a Regional Pest Management Plan can have an impact on Māori values. This could be through spiritual, cultural and intrinsic values of species or locations, or

the direct impact on certain utilised resources (either positively or negatively). Māori interests go beyond protecting indigenous plant and animal species, to also incorporate valued introduced species. They can include the use of, as well as the protection of, various species.

If Council chooses to implement a Regional Pest Management Plan, a programme for an organism can be proposed based on having (or potentially having) adverse effects on the relationship between Māori, their culture, and their traditions and their ancestral lands, waters, sites, wahi tapu and taonga.

In some cases, pest issues can occur on Māori land. Council looks to engage with local iwi closely and ensure that the issues are addressed in an appropriate manner.

When releasing biological control agents into the environment, Council looks to ensure close ties are developed with Māori, given a new species could be released into their rohe - be it to play an important role.

### **3.4 Crown agencies**

#### **3.4.1 Ministry for Primary Industries**

MPI is charged with leadership of the New Zealand biosecurity system. This encompasses facilitating international trade, protecting the health of New Zealanders and ensuring the welfare of our environment, flora and fauna, marine life and Maori resources.

The primary role of MPI is to conduct risk analysis for organisms and implement measures 'pre-border' to prevent the organism making it to New Zealand shores. MPI then also operate the national border to detect and respond to incursions, through the national border, of organisms new to New Zealand.

MPI is also charged with overseeing biosecurity legislation and all statutes and regulations that fall out of it. That may include close relationships with regional councils, especially with respect to Part 5 of the Biosecurity Act and the associated NPD.

MPI have a number of specific pest and disease programmes, with some targeting species deemed of national importance (National Interests Pest Response (NIPR)). Other collaborative projects include the National Pest Plant Accord (NPPA) and awareness campaigns to target nationally significant or high profile threats (e.g. freshwater pests).

For some other established pest issues, MPI also operate in a coordination capacity to bring together multiple regional councils and stakeholders to take a broader view on a particular issue, e.g. Rabbit Coordination Group.

In 2011, MPI developed the Pest Management National Plan of Action as part of the Future of Pest Management project. The National Plan of Action clarified principles that should be used throughout the New Zealand biosecurity system post-border. It was endorsed by Cabinet and Chief Executives of all central and local government agencies. Within the National Pest Plan of Action, it outlined decision principles, outcomes and key characteristics that should be taken into account when designing pest management systems. It also outlines lead decision making roles for pests in the marine environment for the first time to provide clarity in an area lacking clear direction at the time.

#### **3.4.2 Department of Conservation**

The Department of Conservation (DoC) is responsible for the nation's estate under the Reserves Act 1977, National Parks Act 1980 and the Conservation Act 1987. DoC has particular interest and expertise in the area of environmental animal and weed pests that pose a threat to indigenous biodiversity. In Marlborough, DoC carries out a wide range of pest management activities on the Department's estate where there are threats to key biodiversity values held on that land. For example, this may include the control of possums and goats in particular areas of South Marlborough, along with weed pest species like wilding conifers and old man's beard in areas of North Marlborough, in order to protect vulnerable plant communities of threatened fauna - particularly on offshore islands.

Council and DoC have formed a joint initiative to carry out the strategic pest led control of a number of pests where Council and DoC agree that a pest led approach is more appropriate.

Due to recent changes in the Biosecurity Act, if Good Neighbour Rules are used in a Plan, DoC will be bound to those rules alongside all other land occupiers.

#### **3.4.3 Land Information New Zealand**

Land Information New Zealand (LINZ) is a significant land owner in Marlborough and is involved in pest management programmes on Unoccupied Crown Land (UCL). The majority of the UCL for which LINZ has responsibility is

contained within the main braided river systems of the Wairau and Awatere Rivers.

Due to recent changes in the Biosecurity Act, if Good Neighbour Rules are used in a plan, LINZ will be bound to those rules alongside all other land occupiers.

### **3.5 Other Agencies**

#### **3.5.1 KiwiRail**

KiwiRail is the government state-owned enterprise responsible for the railway corridor that extends from Picton to Council's south-eastern boundary. KiwiRail is involved in pest management programmes on land associated with the rail corridor. Due to the unique nature of the rail corridor (very large boundaries), pest management within the corridor can be a challenge.

#### **3.5.2 New Zealand Land Transport Agency**

New Zealand Land Transport Agency (NZTA) is the government department responsible for the state highways within Marlborough. Marlborough Roads is an entity responsible for managing both state highways and local authority roads in Marlborough. Marlborough Roads are required to control plant pests on all formed roads managed by these authorities in accordance with standard specified in any relevant plan.

#### **3.5.3 OSPRI**

OSPRI is a not for profit limited company made up of shareholders from DairyNZ, Beef+Lamb New Zealand and Deer Industry New Zealand. TBFree New Zealand and NAIT are wholly owned subsidiaries of OSPRI New Zealand, with TBFree being the management agency for the National Pest Management Plan (NPMP) for *Bovine tuberculosis* (Bovine Tb). This NPMP has an objective to eradicate Bovine Tb from New Zealand in order to protect New Zealand's access to export markets for dairy, beef and deer products. TBFree New Zealand has a significant pest control programme in Marlborough focussed on reducing the number of Bovine Tb vectors, such as possums, to a point where the disease no longer occurs in wildlife. This programme has been successful in that vector control has ceased in some areas of Marlborough in recent years due to the absence of disease in wildlife.

## Part 4 - Biosecurity activities delivered by Council

This part describes the key activities that Council’s Biosecurity Section is implementing or participating in. The details for the activities are documented in an Operational Plan produced as part of the RPMP process then reviewed and reported upon annually.

Council has developed and documented a decision making for intervention process on how it will decide whether Council is the best agency to lead intervention and if it is how it will intervene. A summary of the process is below in Table 1. The complete process can be found in Appendix 1. The result will be to do nothing, pass it to another agency or group or be managed using one of the activities described below.

**Table 1:** Summary of the decision making process for potentially threatening organisms

<b>Step 1</b>	Collect information
<b>Step 2</b>	Assess the information
<b>Step 3</b>	Analyse the information
<b>Step 4</b>	Determine the appropriate method of intervention
<b>Step 5</b>	Report to Council
<b>Step 6</b>	Implement Council’s decision

### 4.1 Regulatory activities

Given the activities listed below are provided for in legislation, and the use of these mechanisms include legislative requirements, such activities take precedence for delivery by Council during resource deliberation processes.

#### 4.1.2 Regional Pest Management Plan

Council has chosen to develop and implement a RPMP for specific organisms that meet comprehensive prerequisite criteria within both the Biosecurity Act 1993 and National Policy Direction for pest management. For these organisms, Council will look to a programme in the RPMP as a means of intervention.

These criteria ensure that the RPMP programme is the best and most efficient use of resources and that there are resources available to meet the targeted outcomes.

##### 4.1.2.1 Regional Pest Management Plan Programmes

Exclusion Programme – in which the intermediate outcome for the programme is to prevent the establishment of the subject, or an organism being spread by the subject, that is present in New Zealand but not yet established in Marlborough.

Eradication Programme – in which the intermediate outcome for the programme is to reduce the infestation level of the subject, or an

organism being spread by the subject, to zero levels in Marlborough in the short to medium term.

Progressive Containment Programme – in which the intermediate outcome for the programme is to reduce the geographic distribution of the subject, or an organism being spread by the subject, to an area over time.

Sustained Control Programme – in which the intermediate outcome for the programme is to provide for ongoing control of the subject, or an organism being spread by the subject, to reduce its impacts on values and spread to other properties.

Site-led Programme – in which the intermediate outcome for the programme is that the subject, or an organism being spread by the subject, that is capable of causing damage to a place is excluded or eradicated from that place, or is contained, reduced, or controlled within the place to an extent that protects the values of that place.

Council will report on progress of the programmes in the RPMP through an Operational Plan and Annual Reports.

Council will implement the RPMP programmes using a combination of service delivery, inspection and monitoring. These activities will also be reported on in the Operational Plan.



# Chinese pennisetum

(*Pennistenum alpecuroides*)

## CASE STUDY

### Background

Chinese pennisetum has been managed in Marlborough for over 20 years. In 1996, a programme was proposed under the very first Regional Pest Management Strategy in Marlborough. Initially, the programme used rule provisions placing an obligation for control on land occupiers given the infestations were substantial (see below).

A combination of excellent control effort and favourable biological characteristics led to a dramatic decline in the infestations.

### The Current Programme

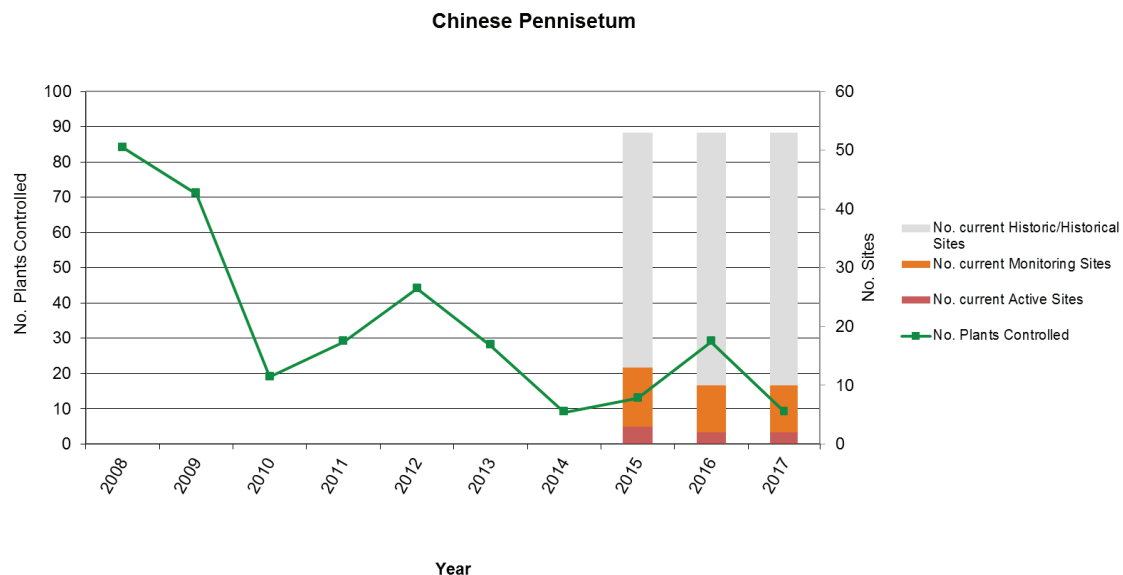
Given the very low level of infestation of this species in Marlborough, and now a small number of sites, when an analysis was undertaken assessing the benefits of intervening and the costs of doing so, it was clear that this species had been brought back on the infestation curve. With excellent datasets available, there is a high degree of confidence in the nature of the distribution and infestation levels in Marlborough.

One of the risks to the programme succeeding was ensuring access to the infestations was maintained, including when on private land.

Because of these factors, it was decided to continue to propose a programme for this species within the Regional Pest Management Plan.



With many invasive plant species, complete eradication is still going to be difficult in the short to medium term. As a result, a Sustained Control objective has now been proposed with intensive operational services being delivered by Council and maintaining high quality datasets. These can be used to monitor and report on progress.



### 4.1.3 Small scale management programme

Where Council comes across an organism that requires urgent action and meets the criteria of Section 100V(2) of the Biosecurity Act, then Council will consider declaring a small scale management programme. Council can declare a small scale management programme if it is satisfied that:

- The unwanted organism present in the region could cause serious adverse unintended effects unless early action is taken to control it;
- The organism can be eradicated or controlled effectively by small scale measures within three years of the measures starting because its distribution is limited and technical means to control it are available;
- The programme is not inconsistent with the NPD and the process requirements in the NPD have been followed;
- The taking of measures and, if necessary, payment of compensation is likely to cost less than the amount prescribed for the purposes of this section by the Governor-General; and
- The taking of the measures is unlikely to result in significant monetary loss to any person who has contributed to the presence or spread of the organism by failing to comply

The programme will use small scale measures to eradicate or control an unwanted organism.

Details of any operative small scale management programmes will be detailed within an Operational Plan and Annual Reports.

### 4.1.4 National pest programmes and initiatives

#### 4.1.3.1 National Pest Plant Accord

The NPPA is a co-operative agreement between the Nursery and Garden Industry Association, regional councils and government departments, with biosecurity responsibilities (primarily MPI and DoC). The NPPA was established in 2001.

The purpose of the NPPA is to prevent the sale, propagation or distribution of specific plant species across the country. This is enabled by declaring all plants listed in the NPPA to be unwanted organisms under the Biosecurity Act. Council is a party to the NPPA and, as a

signatory, is committed to its implementation and undertakes surveillance to prevent the commercial sale and/or distribution of these plants. The Council does this under delegated authority from MPI.

The list of plants in the NPPA is available on MPI's website <http://www.mpi.govt.nz/protection-and-response/long-term-pest-management/national-pest-plant-accord/>.

#### 4.1.3.2 National Pest Pet Biosecurity Accord

The National Pest Pet Biosecurity Accord (NPPBA) has been established to:

- Contribute to the prevention of the establishment of wild populations of pet species.
- Reduce the frequency of risky public behaviour, such as pet releases into the wild.
- Promote the responsible management of risk species by the pet industry.

The NPPBA provides a mechanism for regulating the breeding, distribution and sale of pest pet species listed in the Accord List that are already present in New Zealand and deemed to present an unacceptable biosecurity risk to the environment, economy, human health or social/cultural values. It also provides a mechanism for promoting good biosecurity risk reduction practices by the public.

While yet to be formally adopted, Council supports this initiative and will likely operate in a similar capacity to that outlined as per the NPPA.

## 4.2 Non-regulatory activities

Some activities and projects are necessary to act effectively to deliver the full suite of initiatives driven by Council as part of this Biosecurity Strategy. An overview of the activities provided by the Council follows and will be outlined in more detail within the Operational Plan, then reported on and reviewed annually.

In no particular order, these activities currently include:

### 4.2.1 Surveillance of pests, pest agents and harmful organisms

Surveillance is probably the most important activity in Council's overall pest management role. This is to give effect to Strategy Goal #1.



## Background

There is a long history tied to the management of wilding conifers. This has gone from the wide-scale planting of species for soil conservation, amenity purposes and shelter belts to the realisation that these species result in wilding spread and ultimate desire to manage that spread.

The source populations, especially those planted for soil conservation, are often in remote high country areas. For some of the original plantings, e.g. in the Branch Leatham Catchment, the realisation of spread impacts came too late to address the issue in its entirety.

There are many species involved in wilding conifer management, including some used as commercial crops e.g. Radiata pine and Douglas Fir. This loads another layer of complexity to any attempt to manage impacts.

## The Current Programme

As outlined in Goal # 2 of this Strategy, Council wishes to play a leadership role in decision making with respect to where wilding conifer management occurs. Given the complexities of wilding conifer management, direct management via specific programme(s) in the RPMP does not align with the intent of that tool.

Council has made a decision, in accordance with this Strategy to support collaborative initiatives first and foremost where there is strategic benefit in doing so.

This started with founding support for the Marlborough Sounds Restoration Trust to progressively manage predominantly wilding Radiata pine in the Marlborough Sounds. Further support has also recently been committed to the South Marlborough Restoration Trust.

By supporting these Trusts, Council can see that the community (via the Trusts), can have a direct involvement in desired outcomes and the way management is delivered. Financial support from the likes of Council & others can be leveraged upon to attract third party funding. Council maintains strong links with the Trusts fulfilling its leadership role to ensure alignment occurs wherever possible.

With the establishment of the National Wilding Conifer Programme in 2016, with associated additional Crown funding, Council had ensuring clear regional management has occurred and alignments made with existing operational programmes. This has been the case with the Molesworth Programme that has been one of the priority areas of investment both for Marlborough and nationally. Again, council has been fulfilling a regional leadership role as guided by Goal # 2 of this Strategy.

It was identified that the long term sustainability of projects being delivered by the likes of the Trusts may require regulatory support to ensure investments made are not lost. As a result, Council investigated the innovative use of programmes within the RPMP that are triggered when required.

Without being aware of what pests we have in Marlborough, the extent to which they are present, and also being on the lookout for potential new pests, Council's ability to make decisions and articulate accurate information would be very difficult.

In general therefore, Council's programme of surveillance helps to determine the presence (or absence), location, nature and extent of harmful organisms. During surveillance it provides the opportunity to collect data that can be used to support decisions on how to proceed.

Surveillance can be active or passive. Active surveillance is where Council has in place a programme of actively seeking out harmful organisms that are not present in Marlborough or a given area. Passive surveillance is carried out by both Council staff while carrying out other duties, but more importantly by the public at large. This demonstrates the importance of Strategy Goal #6.

## **4.2.2 Collaborative Programmes**

### **4.2.2.1 Supporting community trusts**

In some instances, the community may choose to establish a trust to operate with any given area or for a specific purpose. Where the Council sees alignment between the intention of the trust and this Biosecurity Strategy, Council may choose to support the trust either financially, as an ex officio member or both. Current examples include support that Council has decided to provide to both the Marlborough Sounds Restoration Trust and the South Marlborough Landscape Restoration Trust. Both these trusts are currently focussed on the management of wilding conifers in the landscape. Therefore, Council sees a clear alignment with Strategy Goal #3 by supporting these trusts.

### **4.2.2.2 Top of the South Marine Biosecurity Partnership**

It was acknowledged in 2008 the complex task of understanding Council's role in managing marine biosecurity risk. As a result, MPI (then MAF Biosecurity New Zealand), Nelson City Council, Tasman District Council and Marlborough District Council decided to form a partnership to tackle the task in a collaborative manner. This partnership model has endured and continues to provide benefit to each organisation, while also reaching out into the community, industry organisations and other interested parties within the Top of the South.

### **4.2.2.3 Management of wilding conifers**

From time to time a specific issue requires a collaborative approach between regional and central government. This has been the case with the management of wilding conifers in New Zealand.

In late 2015, a National Strategy for the Management of Wilding Conifers was released by MPI. A key need identified within that strategy was for additional Crown funding to arrest the incessant threat. This was forthcoming in 2016 and, as a result, a delivery model was agreed upon where regional councils/unitary authorities would act as regional fundholders and provide the link between regional operations and MPI.

Council is currently fulfilling this role which gives effect to Strategy Goal number 3 in that not only does Council see regional leadership as critical for wilding conifer management under the national programme, but also to ensure all wilding conifer activities occurring in Marlborough are well understood.

Further detail of Council's involvement in collaborative wilding conifer management projects are detailed within the Operational Plan.

## **4.2.3 Biodiversity projects**

The Marlborough Significant Natural Areas (SNA) Project is the main project currently undertaken by Council with respect to biodiversity protection. This is not currently led by the Biosecurity Section, but because of the explicit links to biosecurity, is mentioned within this Biosecurity Strategy.

Council is involved in collecting information about natural areas that hold significant biodiversity value on private land, with the aim of working in partnership with landowners to help protect these areas.

It is driven by the requirements of Section 6(c) of the RMA, which states that "*the protection of significant indigenous vegetation and significant habitats of indigenous fauna be recognised and provided for as a matter of national importance.*"

A Landowner Assistance Programme has been established by Council to encourage and help landowners to protect identified sites. Council has established this programme to provide encouragement and practical help to landowners interested in protecting significant natural areas on their properties. The programme includes

both practical and financial help with work such as pest and weed control and fencing, and other support such as advice and information.

The key linkage this programme has with the Biosecurity Section is when specialist advice and/or services relating to pest management may be required in the Landowner Assistance Programme. In these instances, the Biosecurity Section will work closely with the Biodiversity Coordinator in a 'joined-up' fashion.

#### **4.2.4 Recognising ecological threats**

Council recognises that there are a number of endemic pests that have been identified as actual and potential threats to Marlborough's ecological and/or biodiversity values (and in some cases production values also) and because of their endemic nature, a programme within the targeted and strategic RPMP is not justified. A list of the main plant and animal species in this category is provided on Council's website at [www.marlborough.govt.nz](http://www.marlborough.govt.nz). The list includes feral cats, deer, goats, pigs, banana passionfruit, crack willow, old man's beard and possums (in general).

Council, via biodiversity protection programmes, will:

- Encourage community initiatives and site led management programmes;
- Provide information material and advice on impacts, threats and control options;
- Advise on identification of the ecological threats and the most appropriate method of control; and
- Identify sites with significant ecological value where the reduction of a range of ecological pest threats would be effective in protecting those values.

Any voluntary future pest control initiatives are more likely to be based on a site led approach targeted to sites with significant ecological value where the reduction of a range of pests would be effective in protecting those values. Vulnerable and important habitats like wetlands, coastal systems, forest fragments and waterways are often the type of sites where this approach to pest management can be preferred.

#### **4.2.5 Biological control**

A number of endemic pest species may not align with management under an RPMP programme and may only be managed at specific sites to protect significant biodiversity values. However, given they are endemic, these species are

having various levels of impact right across the district. As a result, Council continues to invest in research for both new and improved biological control agents and oversee their release in Marlborough, including ongoing monitoring.

#### **4.2.6 Information, education and advice (advocacy)**

An important component of any of the biosecurity functions is education and advice. Council recognises the advantages of a strong advisory and educational role in pest management and therefore takes a very active role in providing information and advice on the best methods for controlling pest plant, animal or organism. This role relates to providing advice, promoting effective control action and creating a greater understanding and acceptance by land occupiers of the responsibilities of pest management.

Council's officers have considerable experience and expertise in pest management matters. This experience and expertise will be passed on to the wider community to assist them when addressing specific problems. Information is disseminated in the following ways:

- Responding to public enquiries, including identification of pests for the public;
- Personal visits associated with inspections, monitoring and surveillance;
- Carrying out presentations to interested groups;
- Educational programmes designed to increase the awareness of land occupiers in respect of the responsibilities pests present, infestation levels and best control methods;
- The use of displays at shows and field days;
- The publication and distribution of leaflets;
- Preparing features for and placing advertisements in the media;
- Conducting practical, on-site demonstration of management techniques; and
- Education, advice, awareness and publicity activities concerning pests, pathways and their control to both land occupiers and the general public.



## Background

Throughout the 2000's, the RPMP programme for nassella tussock had been in a holding pattern and of more concern; the situation with Chilean needle grass was progressively getting worse.

It was identified that a herbicide was being used in Australia to manage both of these species but it was not registered for use in New Zealand. Given the very small market in NZ, no commercial agrichemical firm was interested in investing to conduct the required research and register/import the product.

## The solution

A number of Councils battling these species, led by Marlborough District Council, banded together to conduct the required research to meet regulatory requirements. This culminated in the successful registration of the product in 2011. Both the Australian manufacturer and a NZ importer came on board and the product was soon available on the NZ market for use by affected communities and agencies.

The story continues however in that the product requires ongoing research to close knowledge gaps on residual risks and develop best practise advice. Due to relationships made with a local firm, the registration and importation has now been transitioned locally.

### 4.2.7 Investigation

Council has in place a process for determining the appropriate intervention method for:

- New finds or incursions of a plant, animal or organism. May be found during active or passive surveillance or new finds may be found by the public;
- Where Council is approached to manage a potential pest plant, animal or organism;
- New information or circumstances change for an existing pest that requires intervention;
- Existing plant, animal or organism in Marlborough that start to demonstrate invasive characteristics in part of the region;
- Plant, animal or organism that are present in other parts of New Zealand that is not yet present in Marlborough and that we want to exclude or prevent from establishing in Marlborough.

The process involves a preliminary investigation to confirm the identification and status of the

plant, and a brief literature search for the plant, animal or organism. Once this information is collected then a decision is made whether urgent action is required. A small scale programme can be implemented if required. If not, then information is gathered on its distribution, impacts and threats, biology, control options, costs and benefits to individuals and the region, to be able to decide on whether intervention is required. A decision is made on whether a Council activity or another method would be appropriate to proceed with.

### 4.2.8 Research

Research is a tool used to investigate better methods of control for pests in the RPMP or for potential pests (plant, animal or organism) either being investigated or under surveillance. The findings can be used to advise land occupiers of improved methods of control or to support an assessment to decide on the level and type of intervention for pests under surveillance or investigation. Council will take part in research for the development of new tools for managing pests, including biological control, particularly where there is benefit to the whole district.

## Part 5 - Monitoring programmes

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Details of the type and nature of monitoring to be carried out for respective biosecurity activities will be outlined within the Operational Plan. This may vary from dedicated projects to monitor populations to highlighting where data collected through implementation will be used for monitoring purposes. Depending on these different types of monitoring, some will require dedicated resources (and which will be highlighted as such) where others will not.

All RPMP programmes will have a form of monitoring in place given all programmes will have clearly defined objectives. Other biosecurity activities will have monitoring in place if there has been an objective set.

## Part 6 - Strategy review and drivers for change

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This Biosecurity Strategy is a standalone document that Council has decided to prepare in order to provide a framework for the Biosecurity Section as a whole. However, there needs to be avenues to allow for change and a review of this Biosecurity Strategy.

As such, the Biosecurity Strategy will be reviewed on an as needed basis with an overriding mandatory review period of not more than five years.

# Appendix 1: Decision making for intervention

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## Step 1: Decide who should lead the investigation

The first thing that Council will determine is who is best placed to lead the investigation. Is it Council, an industry group, community group or central government or another agency/party?

To make this decision Council will liaise with the appropriate parties and consider:

- The status of the species in New Zealand. Is it new to New Zealand or just the region? If it is new to New Zealand, then it will be checked that MPI have been notified.
- Who has the specific technical expertise in order to lead the investigation?
- The specific location of the organism, taking into account land status (private/public/crown).
- The extent of the pest problem. Pests are organisms that have characteristics that are regarded by people as damaging or unwanted.
- The nature of the impacts being caused by the organism, i.e. are the impacts affecting a specific industry or sector?
- Who are the beneficiaries if there was intervention?
- Who are the potential exacerbators of the species spread that could be affected by an intervention?
- Who is best placed to cover the costs of the investigation?

If Council leads an investigation, then the Council will decide how to proceed.

Information is required on the following as a starting point for any assessment.

- Biology and characteristics of the plant, animal or organism;
- Its known distribution and how it spreads;
- Its impact and threats;
- Whether control options are available; and
- How much money and resources would be needed to intervene

Tools that assist the decision making process are the pest invasion curve, the analysis principles for inclusion of a programme in a RPMP and the National Pest Management Plan of Action. Council's principles also guide decision making.



## **Step 2: Collect information**

When leading an investigation, Council will be responsible for the collection of the following information to make informed decisions.

Where the public or community group request Council to lead a species-led initiative, then it will be the responsibility of that community to provide as much of the information as they can on the following:

### **Distribution**

- What is the known distribution of the plant, animal or organism? Where has it been found?
- The known location/distribution in New Zealand - MPI/other councils.
- The known location(s)/distribution in Marlborough.
- Is it confined to a specific location(s) or is it widespread?
- How confident are we about the distribution? Is further surveillance required?

### **Infestation level**

- How much of the organism is present?
- What is the density found in Marlborough?
- Is there a reliable method to determine density?

### **Biology of the plant, animal or organism**

- What is the biology of the plant, animal or organism? What are its characteristics?
- Does it spread easily? What is the risk of spread? Assess the actual and potential for risk of spread and the timeframe.

### **Impacts and threats**

- Information on the known and potential threats and impacts to economic/ecological/social values to allow an assessment to be undertaken.

### **Control options**

- What are the control options available? Is there an effective control method?
  - An estimate of the costs to manage (multiple options)?
  - How could control be funded?
  - What would be the timeframe to meet the objectives?
- Would voluntary intervention by land occupiers be successful?
- Details of the resources required (labour, contractor time and costs).

### **Other information**

- What is the risk of failure of implementing a programme?
- What are the benefits to the region? Who are the beneficiaries to a potential programme?
- Any other relevant information available from any source.

### Step 3: Assessment of the information

This needs to be undertaken to decide:

Criteria	Consider
Should Council intervene?	What are the impacts and threats, biology/characteristics, distribution
How to intervene?	Service delivery by Council and/or land occupiers, voluntary control, a regulatory programme in the RPMP
How it is to be funded?	Rates; general rate, targeted rate or combination, levy, community funded, external funding
Can it fit into the current work programme?	Are there sufficient resources available without impacting on the current activities? Or can additional resources and funding be made available?

The results of this assessment need to be considered during Steps 4 and 5.

### Step 4: Analysis

The pest management system is complex due to the biological nature of pests and the differing impacts they have. Council will consider and assess the situation against a number of guiding resources for decision making:

#### 1. Pest invasion curve

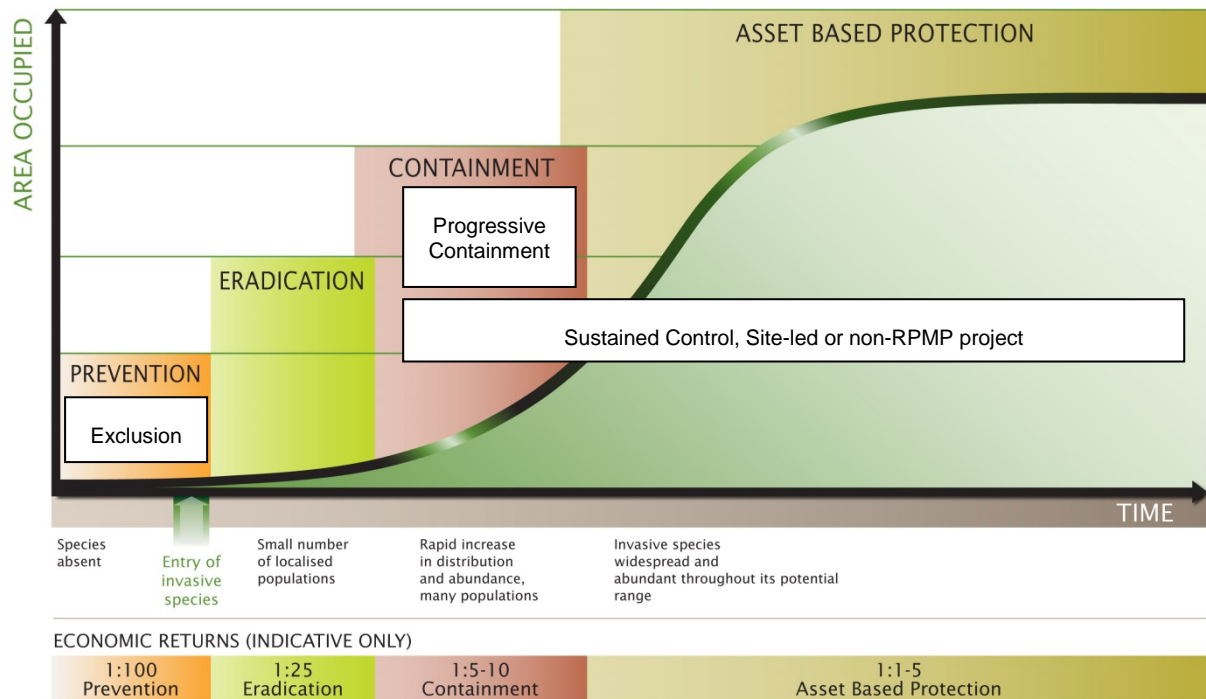
When adopting a management regime for a particular pest plant, animal or organism, Council would consider the level of infestation of this pest. A model has been developed, known as the invasion curve, to demonstrate this concept. The basic infestation curve is a direct result of population dynamics.

A simple analysis of the curve shows distinct phases. The very first phase identifies the 'exclusion' phase, where the pest is yet to arrive. Next is the 'lag phase' or initial establishment where the curve is almost flat. From there curve rapidly climbs which demonstrates the expansion of the pest up to a population plateau.

The lower a pest is situated on the curve, the more cost effective it will be to intervene and manage. If elimination is possible, and the pest has the potential to cause adverse effects in Marlborough, then the cost benefit evaluation in favour of control action would be significant.

## GENERALISED INVASION CURVE SHOWING ACTIONS APPROPRIATE TO EACH STAGE

Version 1.0: 30 APR 2009



Source: Agriculture Victoria. Accessed 2 October 2017.

## 2. MAF Biosecurity New Zealand/Pest Management National Plan of Action February 2011

Some of the key guiding principles for decision making are taken from this guiding document.

*"The activities of control, eradication and adaptation absorb a significant proportion of our collective wealth, and some impacts we have to live with."*

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

*"Pest management delivers value by preventing the establishment of pests in the environment, reducing their spread, eradicating and controlling them, and by undertaking activities that protect valued resources at particular places."*

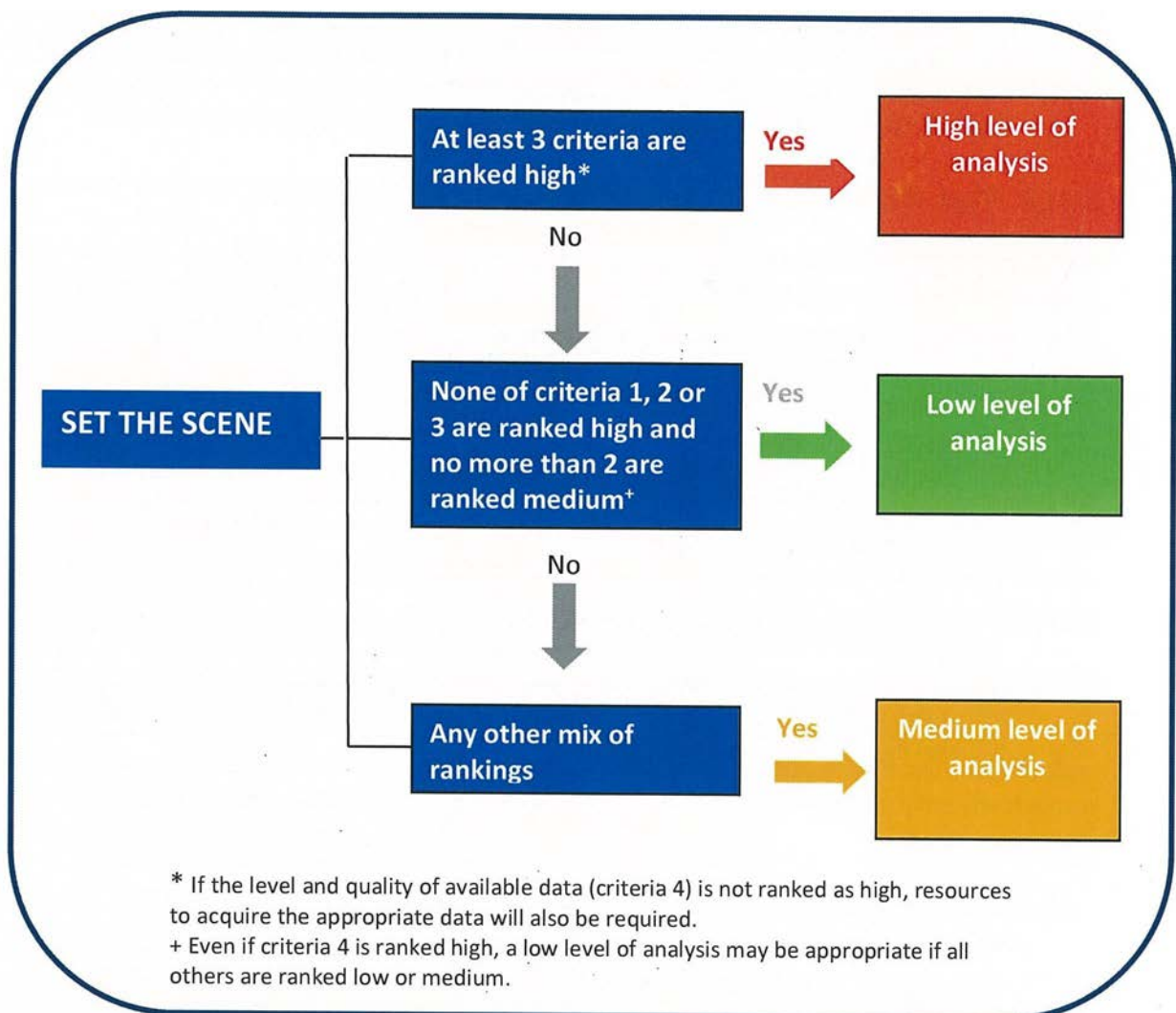
*"Most pest management is undertaken by private interests that benefit directly from reducing pest impacts. The management and regulatory systems established by central and local government focus on situations where coordination of various parties is necessary to achieve desired outcomes. This often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

Pest management systems are focused on achieving outcomes. **Decisions will aim to provide the best overall outcome for New Zealand's economy, society, culture, environment and human health.**

### 3. Analysis required for inclusion of a new programme in the RPMP

Determine the level of analysis:

Uncertainty of the impacts of the pest and effectiveness of measures	High
	Med
	Low
The likely significance of the pest or the proposed measures	High
	Med
	Low
Likely costs relative to the benefits	High
	Med
	Low
Amount and quality of data	What level is possible?



#### Undertake an analysis of benefits and costs:

In order to carry out a suitable analysis of benefits and costs, any potential programme must have an objective set, be fully costed and all benefits identified and/or quantified. Only then can the programme be assessed.

### Risk of not achieving the objective

As a final step as part of the analysis of benefits and costs, there is a need to estimate the risk of not achieving that objective or any others also being analysed (given more than one needs to be assessed).

The following need to be taken into account with respect to risk:

- The technical and operational risks of the option;
- The extent to which the option will be implemented and complied with;
- The risk that compliance with other legislation will adversely affect implementation of the plan, and;
- The risk that public or political concerns will adversely affect implementation of the option.

The resulting level of risk needs to be incorporated into the analysis on benefits and costs by adjusting the level of benefit accordingly.

For example, an option with a very high level of benefit but carrying a high degree of risk will see the adjusted benefit scaled back greatly. This could mean a lower risk option, with a lower initial level of benefit becomes more favourable.

#### **4. Funding and resourcing**

An option being analysed for inclusion as a RPMP programme must be fully costed. Only once costed can the exercise of allocating those costs in a fair manner be undertaken.

The allocation principles are driven strongly by NPD for Pest Management and these shall be used.

In undertaking the cost allocation analysis, if the use of rates is anticipated to meet for example the costs allocated to a Council as a management agency, there is a direct link with the Local Government (Rating) Act 2002. As such appreciation must be given to similar principles used in collecting rates and ensure the two align as far as practicable.

The fully costed programme can then be framed up with a cost allocation model showing where the costs are proposed to fall and what mechanisms are anticipated to allocate those costs.

### **Step 5: Match up the information with an intervention method**

<b>Aim</b>	<b>Information from analysis</b>	<b>Intervention Method</b>
Eradication and control	Could it cause serious adverse and unintended effects if early action is not taken? If its distribution is limited and there are technical means to control it available, could it be eradicated in three years? Is it consistent with the NPD? <i>[Criteria of Section 100 of the Biosecurity Act]</i>	Small Scale Management Programme
Prevent the establishment of the pest	It is not yet known to be established in Marlborough. There are clear real risks of its introduction and establishment.	RPMP - Exclusion Programme

Aim	Information from analysis	Intervention Method
Eradication and control	<p>The impacts and threats are important enough to justify eradication from Marlborough.</p> <p>We are confident that it is confined to a specific location at very low levels of infestation.</p> <p>An effective control method is available.</p> <p>Can be resourced and funded.</p> <p>An objective of achieving zero levels in the short to medium term is achievable.</p>	RPMP - Eradication Programme
Reduce pest spread	<p>The impacts and threats are important enough to justify a management programme in the RPMP.</p> <p>It is established within specific <b>spatially explicit</b> areas of Marlborough.</p> <p>Effective control methods available.</p> <p>It is clear how and who should fund the programme.</p> <p>An objective of containing and reducing the geographic distribution of the subject is achievable.</p>	RPMP - Progressive Containment Programme
Control the pest	<p>The impacts and threats are important enough to justify a management programme in the RPMP.</p> <p>Generally widespread. Does not cause impacts at low infestation levels but externality impacts increase as it increases in density.</p> <p>The biology and characteristics make it hard to control.</p> <p>Effective control methods available.</p> <p>It is clear how and who should fund the programme.</p> <p>An objective of providing for the sustained control of the subject in an area to a level where the costs imposed on persons are manageable is achievable.</p>	RPMP - Sustained Control Programme
Protect valued resources at particular places	<p>Plant, animal or organism threatens values at high value sites and some REGULATION IS REQUIRED to minimise those impacts.</p>	RPMP - Site Led Programme

<b>Aim</b>	<b>Information from analysis</b>	<b>Intervention Method</b>
Protect valued resources at particular places	Plant, animal or organism threatens values at high value sites and REGULATION IS NOT required to minimise those impacts.	Biodiversity Project
Eradication, control or reduce spread or protection of valued resources at particular places	Impacts are already felt. Very widespread. Low quality data or current knowledge base adequate. High level of community buy-in or support at a given location. Excessive investment required for regional intervention. High level of community buy-in/support at a given location.	Community Led Initiative
Eradication, control or reduce spread or protection of valued resources at particular places	Collaborative approach. Complex issues. Desire to intervene but no singular intervention method aligns. Common level of agreement and support from a number of parties to reach a shared outcome.	Collaborative Project

### **Step 6: Report to Council**

Prepare report for Councillors and present item to the Environment Committee of Council for a decision on how to proceed.

### **Step 7: Consultation**

If the proposed intervention involves the use of a RPMP programme, consultation with affected parties may be required. This is especially important if the use of obligations as a means of cost allocation is proposed.

Similarly, for any other intervention, specific consultation may also be undertaken.

### **Step 8: Test resourcing requirements against Council LTP or other funding options**

This will also include an element of consultation as the costs to the Council of the intervention will be open for community to scrutinize and run through the LGA consultation process.

### **Step 9: Implement decision**

The intervention and associated implementation detail will be outlined within the Biosecurity Operational Plan that will also serve as an Operational Plan required under section 100D of the Biosecurity Act 1993.