

Tasman-Nelson Regional Pest Management Strategy

2007–2012

TASMAN DISTRICT COUNCIL
NELSON CITY COUNCIL

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PART I: INTRODUCTION AND BACKGROUND

1 INTRODUCTION

1.1 Purpose

The purpose of this Regional Pest Management Strategy (the Strategy) is to provide a framework for efficient and effective pest management in the Tasman-Nelson region so as to:

- (a) minimise actual and potential unintended effects associated with the organisms identified as pests; and
- (b) maximise the effectiveness of individual pest management action by way of a regionally co-ordinated response.

There are many introduced plants and animals in the Tasman-Nelson region that are considered undesirable. The majority of these are best dealt with on an individual property basis, but there are several that justify a regional response.

Objectives specific to each pest are set out in Part II of the Strategy.

1.2 Commencement and duration

The Strategy will become operative on 1 July 2007 and remain in force until 30 June 2012 or until such time as a review establishes that the Strategy be extended, amended or revoked (refer Section 10.6).

1.3 Area of effect

The Strategy will have effect over the combined area that lies within the administrative boundaries of the Tasman District Council and Nelson City Council (the Councils).

1.4 Structure of the document

The structure of the Strategy is based upon the requirements for a proposed regional pest management strategy that are set out in Section 76 of the Biosecurity Act.

▪ Part I

provides background information on the Strategy. It is divided into three sections:

- Section 1 contains the Introduction to the Strategy; it states the purpose, duration, effect, and structure of the Strategy.
- Section 2 outlines the statutory and planning framework relevant to the preparation, administration and implementation of the Strategy.
- Section 3 identifies affected parties, ie, those with management obligations or responsibilities under the Strategy.

▪ Part II

specifies the management programmes for individual pests. It is divided into sections that reflect different levels of regional intervention for the different pest categories. These programmes identify the pest's effects to be addressed, the objective to be achieved, the principal methods (including alternatives) to achieve the objective, and the Strategy rules relating to that pest.

- Section 4 sets out management programmes for Total Control Pests.

- Section 5
sets out management programmes for Progressive Control Pests.
- Section 6
sets out management programmes for Containment Pests.
- Section 7
sets out management programmes for Boundary Control Pests.
- Section 8
sets out management programmes for Regional Surveillance Pests.
- Section 9
sets out management programmes for Sites of High Public Value.
- **Part III**
details the administrative policies and procedures of Tasman District Council as they relate to the implementation of its responsibilities as the Management Agency for the Strategy.
- Section 10
lists the powers conferred for the purpose of implementing the Strategy.
- Section 11
contains the definition of the terms used in the Strategy.
- References.
- Appendices.

2 STATUTORY AND PLANNING FRAMEWORK

2.1 Legislative framework

The Biosecurity Act 1993 (the Act) provides for the eradication and effective management of harmful organisms. It empowers regional and unitary councils to have a significant statutory role in implementing the Act by proposing and implementing regional pest management strategies. Any other person or group may propose a Regional Pest Management Strategy.

The Act does not impose a statutory obligation on councils to undertake pest management activities. If it chooses, a council could have no Strategy, or confine itself to approving someone else's strategy. Tasman District Council and Nelson City Council have recognised their responsibilities for pest management and agreed to continue with a joint Regional Pest Management Strategy.

Pest management strategies are pest programmes that have been considered, planned and funded pursuant to Part V of the Act. Any harmful organism can be declared a "pest" through its inclusion in a pest management strategy. However, it must meet the tests set out in Section 72 of the Act (refer Section 2.2 of the Strategy). The management of other harmful organisms may be addressed through other avenues (see Section 2.5 of the Strategy), such as small-scale management programmes, as provided for under Section 100 of the Act.

Joint Strategies

Section 83(1) of the Act enables "Any two or more regional councils to separately propose and approve a joint regional pest management strategy" (ie, where adjoining regions have similar pest management problems). To achieve this, this joint Strategy must be approved by both Councils. Where the Strategy will be implemented by one of the Councils (Tasman District Council), the Act shall have effect as if the regions of the Councils are a single region (Section 83(1)(c)(i)).

2.2 Pre requisites of a pest management strategy

Any decision to declare particularly harmful organisms a pest involves a degree of subjectivity when ranking, weighting and assessing the regional impacts of particular harmful organisms. In making that decision, the Councils need to have regard to what they can most effectively and efficiently achieve, given finite resources.

In preparing the Strategy, the Councils screened a large number of potentially harmful organisms to determine what (if any) regional intervention would be appropriate. Appendix 1 contains a summary of impacts and who is affected. The full analysis of impacts carried out by the Councils is set out in a separate Section 72 report. Section 72(1) of the Act requires that before notifying a proposed strategy, the Councils are of the opinion that:

"The organism is capable of causing at some time a serious adverse and unintended effect in relation to the region on one or more of the following:

- (i) economic well-being; or*
- (ii) the viability of rare or endangered species of organisms, the survival and distribution of indigenous plants or animals, or the sustainability of natural developed ecosystems, ecological processes and biological diversity; or*
- (iii) soil resources or water; or*
- (iv) human health or enjoyment of the recreational value of the natural environment; or*
- (v) the relationship of Maori and their culture and traditions with their ancestral lands, waters, sites, waahi tapu, and taonga."*

For those organisms qualifying through these criteria, the Councils then had to be satisfied (Section 72(1)(a)) that the benefits of having a Strategy for a particular pest outweighed

the costs, after having taken into account the likely consequences of inaction or alternative courses of action.

Further, (Section 72(1)(b)) requires that the Councils have to be satisfied that the net benefits of regional intervention exceeded the net benefits of individuals' collective actions.

2.3 Organisms declared to be pests

After having regard to Section 72 of the Act, the organisms in Table 1 have been declared pests in this Strategy. These pests are banned from sale, propagation, breeding, distribution and commercial display in accordance with Sections 52 and 53 of the Biosecurity Act.

Table 1: Organisms declared to be pests

Pest Designation	Common Name	Scientific Name
Total Control Pests	African Feather Grass	<i>Pennisetum macrourum</i>
	Bathurst Bur	<i>Xanthium spinosum</i>
	Boxthorn	<i>Lycium ferocissimum</i>
	Cathedral Bells	<i>Cobaea scandens</i>
	Climbing Spindleberry	<i>Celastrus orbiculatus</i>
	Egeria	<i>Egeria densa</i>
	Entire Marshwort	<i>Nymphoides geminata (R Br) Kuntze</i>
	Hornwort	<i>Ceratophyllum demersum</i>
	Madeira Vine	<i>Anredera cordifolia</i>
	Phragmites	<i>Phragmites australis</i>
	Saffron Thistle	<i>Carthamus lanatus</i>
	Senegal Tea	<i>Gymnocoronis spilanthoides</i>
	Spartina	<i>Spartina spp</i>
Progressive Control Pests	Banana Passion Vine (Golden Bay)	<i>Passiflora mollissima/mixta</i>
	Boneseed	<i>Chrysanthemoides monilifera</i>
	Chinese Pennisetum	<i>Pennisetum alopecuroides</i>
	Gambusia	<i>Gambusia affinis</i>
	Koi Carp	<i>Cyprinus carpio</i>
	Nassella Tussock	<i>Stipa trichotoma</i>
	Old Man's Beard (Golden Bay, Kaiteriteri and Upper Buller Catchment)	<i>Clematis vitalba</i>
	Perch	<i>Perca fluviatilis</i>
	Purple Loosestrife	<i>Lythrum salicaria</i>
	Reed Canary Grass	<i>Phalaris arundinacea</i>
	Reed Sweet Grass	<i>Glyceria maxima</i>
	Rooks	<i>Corvus frugilegus</i>
	Rudd	<i>Scardinius erythrophthalmus</i>
	Tench	<i>Tinca tinca</i>
	Variagated Thistle	<i>Silybum marianum</i>
	White-edged Nightshade	<i>Solanum marginatum</i>
Wild Ginger (Golden Bay to Kaiteriteri)	<i>Hedychium gardnerianum and H flavescens</i>	

Pest Designation	Common Name	Scientific Name
Containment Pests	Argentine Ants	<i>Linepithema humile</i>
	Australian Magpie	<i>Gymnorhina tibicen, G t hypoleuca</i>
	Broom (Howard - St Arnaud)	<i>Cytisus scoparius</i>
	Brush-tail Possum	<i>Trichosurus vulpecula</i>
	Darwin's Ants	<i>Doleromyrma darwiniana</i>
	Feral Cats	<i>Felis catus</i>
	Feral Rabbits and Hares	<i>Oryctolagus cuniculus, Lepus europaeus</i>
	Gorse (Howard - St Arnaud)	<i>Ulex europaeus</i>
	Lagarosiphon	<i>Lagarosiphon major</i>
	Mustelids – Ferrets, Stoats and Weasels	<i>Mustela erminea, M nivalis vulgaris, M furo</i>
	Purple Pampas	<i>Cortaderia jubata</i>
Boundary Control Pests	Blackberry	<i>Rubus fruticosus agg</i>
	Broom (outside Howard - St Arnaud)	<i>Cytisus scoparius</i>
	Buddleia	<i>Buddleja davidii</i>
	Codling Moth, Black Spot, and Powdery Mildew	<i>Cydia pomonella, Venturia inaequalis, Podosphaera leucotricha</i>
	Fireblight	<i>Erwinia amylovora</i>
	Gorse (outside Howard - St Arnaud)	<i>Ulex europaeus</i>
	Nodding Thistle	<i>Carduus nutans</i>
Ragwort	<i>Senecio jacobaea</i>	
Regional Surveillance Pests	Parrot's Feather	<i>Myriophyllum aquaticum</i>
	Pinus contorta	<i>Pinus contorta</i>
	Undaria	<i>Undaria Pinnatifida</i>
	Yellow Flag	<i>Iris pseudacorus</i>

The Strategy has used the Infestation Curve Model to demonstrate basic “pest” population dynamics and to help determine appropriate Strategy objectives and management programmes with respect to the above pests. The lower the pest is placed on the curve, the more cost-effective it will be to eradicate the pest and the greater number of people in the community who will benefit. The higher the pest is on the curve, the more difficult and costly it will be to manage, the smaller the number of people in the community who will benefit, and the increasing likelihood that eradication will not be practical.

The infestation curve can be divided into three phases (Figure 2):

- (a) The first is the “Lag phase”. During initial establishment, the pest’s distribution is very limited and the rate of spread is slow; the curve is almost flat (1-3).
- (b) The second is the “Explosion phase”. Its distribution is still restricted in range but the densities and range are increasing rapidly; the curve is rising steeply (4-6).
- (c) The third is the “Widespread phase”. The pest population has filled most of the available habitat and has formed dense populations; the curve is levelling off (7-8).

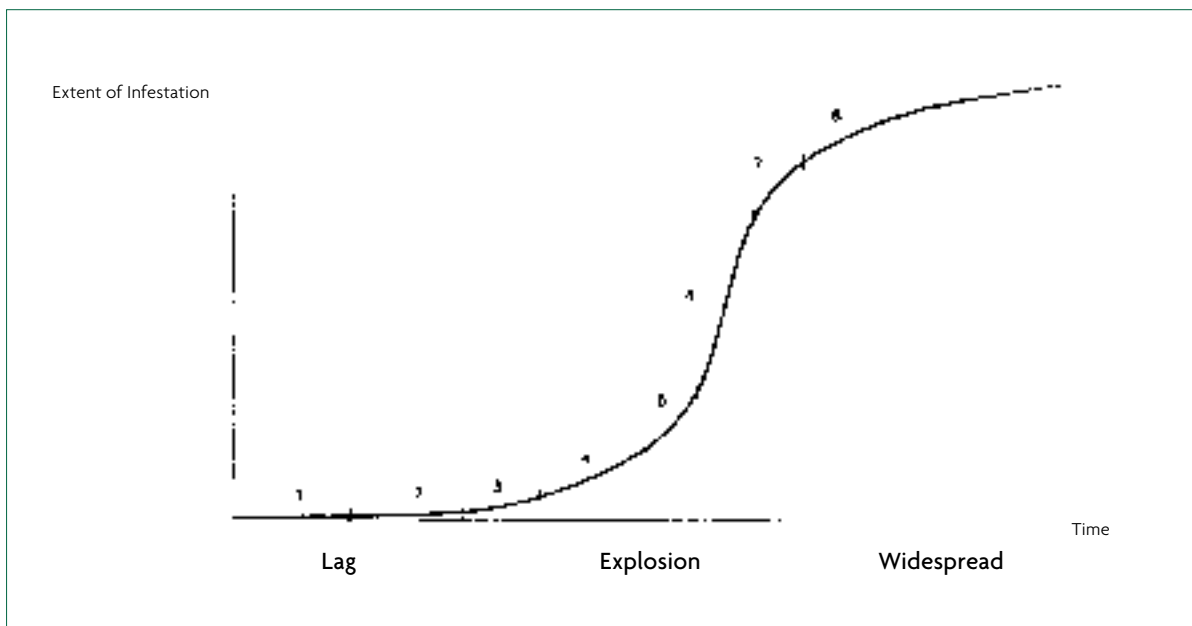


Figure 2: Infestation Curve

Sections 4, 5, 6, 7 and 8 of the Strategy categorise pests according to the different levels of regional intervention considered appropriate. An explanation of the different levels of intervention proposed is provided in the Introduction to Part II of the Strategy.

2.4 Pests banned from sale, propagation, breeding and distribution

All organisms listed in Table 1 of this Strategy (Section 2.3) are subject to the provisions of Sections 52 and 53 of the Biosecurity Act 1993. These sections restrict the sale, propagation, breeding, release and commercial display of these pests.

The Councils will participate in the National Pest Plant Accord. This is a non-statutory agreement between organisations with an interest in managing risks associated with the sale, propagation and distribution of plants that

have been identified as being, or having the potential to be, harmful pest plants. It is led by the Ministry of Agriculture & Forestry (MAF) through Biosecurity New Zealand, a division of MAF, and includes the Department of Conservation, regional councils, and the Nursery & Garden Industry Association. The Accord contains a list of recognised harmful plants that have been declared “unwanted organisms”. It bans these plants from sale, propagation and distribution throughout New Zealand, and allows councils to undertake small-scale management programmes for these plants without having to include the plants in a regional pest management strategy. Accordingly, these plants are not included in the body of the Strategy, but are listed in Appendix 3. The list was revised during 2005-06 and Appendix 3 lists the relevant website reference to allow readers to access the most up-to-date list.

2.5 Other management response

There are a large number of harmful pests that are established elsewhere in New Zealand but not yet present in the Tasman-Nelson region. They are not included in the Strategy. The most harmful ones have been classified as “unwanted organisms”, allowing each council the option of funding a small-scale management programme under Section 100 of the Act where it believes that:

- (a) effective control can be achieved within three years;
- (b) the cost of taking measures to control the organism is (currently) likely to be less than \$100,000;
- (c) the impact of these measures will not be significant.

The Councils are committed to responding rapidly to the incursion of harmful organisms using small-scale management programmes, or other means, when this is deemed necessary. Any decision on a rapid response will be made in consultation with relevant agencies and organisations; it will usually involve Biosecurity New Zealand but it may also include agencies such as the Department of Conservation, industry organisations, or community groups. The Councils will encourage Central Government agencies to be proactive in preventing the arrival of new organisms into New Zealand and the spread of organisms that are new to the Tasman-Nelson region.

For high-risk pests, national intervention may be necessary. Biosecurity New Zealand has responsibility for the management of new incursions, Notifiable Organisms (previously called Class A noxious plants and listed in Appendix 4), and some environmental pests, that were previously the responsibility of the Department of Conservation. Biosecurity New Zealand has also accepted responsibility for co-ordinating action on the management of some established pests, such as Argentine Ant; however, management responsibility of these pests lies with individual councils because of their widespread distribution in parts of New Zealand.

The pests that have been recommended by an Inter-Agency Group to be managed as MAF-led programmes are listed in Appendix 4.

The Animal Health Board (AHB) is responsible for managing and implementing the National Pest Management Strategy for Bovine Tuberculosis (NPMS) in New Zealand. The NPMS was approved by the Government in 1998 and amended in 2004. The primary objective of the NPMS is to reduce the number of tuberculosis-infected cattle and deer herds in New Zealand to a 0.2% Annual Period Prevalence rate by 2012–13. Under the Biosecurity (National Bovine Tuberculosis Pest Management Strategy) Order 1998, the AHB was appointed to manage and implement the NPMS, and is provided with the necessary legal powers. Funding is shared between the Crown (50%), farmers (40%), and regional councils (10%). For the year ending June 2006, the Tasman District Council contributed \$300,000 to the AHB for tuberculosis control in the Tasman District.

Where there are pests that may have a severe impact on one sector of industry, either Biosecurity New Zealand, or the industry may prepare their own national pest management strategy. Biosecurity New Zealand prepared a National Pest Management Strategy for Varroa bee mite, a disease of bees that is widely distributed in the North Island because of the significant impact it would have on the agricultural sector in the South Island; however, the costs of funding the Strategy have fallen on South Island regional councils (on behalf of the agricultural sector) and the South Island beekeepers. The Pork Industry Board has developed a national pest management strategy to manage a disease in young pigs (post-weaning multi-systemic wasting syndrome). Where this is appropriate, the Councils will encourage and support interested groups who want to prepare a pest management strategy for a specific pest, provided it will not detract from integrated pest management in the region.

2.6 Effects of the strategy's implementation

In addition to considering what pests are to be managed by the Strategy, the Councils need to have regard to the effects of the Strategy's implementation, as required by Section 76(1)(g) and (h) of the Act. Given their experience under previous Strategies, the Councils are satisfied that the overall effects of this Strategy will be beneficial. The effects of implementing the Strategy on Maori, the environment and on overseas markets are outlined below. These effects include not just the beneficial impacts that arise from controlling pests, but also any detrimental "side effects" arising from that control.

2.6.1 Effects on the Environment

The Strategy's implementation will avoid or reduce the incidence of pests having adverse effects on the environment, and in many cases assist with the protection of the significant biodiversity values of the Tasman-Nelson region. The Strategy will also protect recreation and amenity values in the region. *Spartina* was widely planted along estuarine shorelines up to the 1950s, but control programmes that started in the 1980s have almost eliminated it from these sites.

The implementation of the Strategy will require land occupiers to control a wide range of pests. A variety of methods can be employed – these include manual, mechanical, chemical and non-chemical means. While there is some public concern over the environmental effects of pesticides, the risk to the environment and public health is low when they are applied in accordance with the manufacturer's directions. For many pests, there is no practical alternative to the use of pesticides. The Management Agency will consider the use of all control methods, including organic control methods, when recommending control programmes. The Councils will continue to address any adverse or unintended effects from the use of pesticides through their Resource Management Plans.

2.6.2 Effects on the Relationship of Maori and their Culture and Traditions with their Ancestral Lands, Waters, Sites, Waahi Tapu and Taonga

The iwi of the Nelson area (nga tangata whenua ki Whakatu) have outlined their resource management priorities for Nelson in their iwi management plan (nga taonga tuku iho ki Whakatu). Iwi management plans are also being prepared for areas within Tasman District.

The Regional Pest Management Strategy is expected to have some beneficial effects in terms of Maori culture and traditions. Specifically, the Strategy should avoid or reduce incidents of pest plants invading and possibly degrading waahi tapu and taonga raranga sites. An example of a potential benefit from implementing the Strategy is avoiding or reducing the incidence of aquatic pest plants such as Senegal Tea, *Egeria*, or *Lagarosiphon* displacing watercress. The Strategy should also contribute to the protection of native flora and fauna and traditional foods.

Iwi have expressed concern that the application of pesticides could contaminate soils and waterways. As noted above, these concerns are addressed by the Councils through their Resource Management Plans.

2.6.3 Effects on the Marketing Overseas of New Zealand Products and on New Zealand's International Obligations, Assurances and Reputation

The Strategy is expected to have a positive effect on the marketing of New Zealand products overseas. The control of pests will avoid adverse impacts on agricultural production, and may increase agricultural production. The control of pests will also enhance biodiversity, recreational and amenity values, providing benefits to tourism.

The control of pest plants will assist New Zealand to meet its exporting obligations, such as the control of Fireblight in pipfruit production. In the future, there will be increasing focus from international markets on the use of pesticides during the growing cycle. Land occupiers need to be aware of this when considering the choice of methods of pest control.

3 MANAGEMENT – OBLIGATIONS AND RESPONSIBILITIES

This section identifies parties that will have management responsibilities and obligations under the Strategy.

3.1 The councils

3.1.1 Proposers of the Strategy

Tasman District Council and Nelson City Council will separately propose and approve the Strategy under Section 71 of the Act.

3.1.2 Management Agency

Tasman District Council will be the Management Agency responsible for implementing the Strategy. This involves developing and administering systems that ensure the Strategy's objectives are being achieved. It also involves ensuring that the funding, monitoring and review processes in place are consistent with the requirements of the Act and any other statutory provisions.

The Councils, in appointing Tasman District Council as Management Agency, are satisfied that it meets the requirements of Section 84(3) of the Act in that:

- (a) Tasman District Council is accountable to Strategy funders through representation and annual reporting requirements established under the Local Government Act 1974; and
- (b) Tasman District Council is acceptable to funders and to those persons who may be subject to the management provisions of the Strategy; and
- (c) Tasman District Council has the management capacity, competency and expertise available to carry out the implementation of the Strategy.

The means by which the Management Agency will meet its management responsibilities are identified in Part II (Management Programmes); the manner in which it will undertake those responsibilities is described in Part III (Administrative Systems and Processes).

The responsibilities of Tasman District Council as Management Agency include:

- 1 Managing and implementing the Strategy.
- 2 Monitoring and enforcement:
 - Surveillance for new pests.
 - Monitoring pest infestation.
 - Advising when control is required.
 - Enforcing control action when rules are breached.
- 3 Involving communities:
 - Education, advice and support of research.
 - Technical advice to assist community responses to local problems.
- 4 Working closely with other agencies:
 - Integrating control operations
 - Developing Strategic Management Plans for high-risk pests.

3.2 Stakeholders

For the purposes of this Strategy, "stakeholders" are defined as "... *the beneficiaries and exacerbators identified in this Strategy as being bound to, and contributing to, the Strategy*".

For pest plants, the occupier of infested land in this Strategy is generally the exacerbator of the problem and, in most instances, the beneficiary of any control action. Accordingly, the onus is placed on the land occupier to undertake the control and management of pest plants on land for which they are responsible. The obligations and responsibilities of the stakeholders are set out below.

3.2.1 Roadside Verges

Private land occupiers are not legally responsible for the control of pest plants on their adjacent road frontages. Roading authorities (such as Transit New Zealand) and territorial local authorities (such as Tasman District Council and Nelson City Council) are to be treated as the occupiers of formed roads and will be responsible for pest plant control on road verges. It is consistent with the principles of the Act that road controlling authorities are treated in the same way as any other land occupier. If an occupier wishes to control pests on their adjacent road frontages, they may do so as long as they meet the requirements of the Strategy.

3.2.2 Private Land Occupiers

Private land occupiers are required to control pests on land that they occupy, as set out in any rule prescribed in Part II (Management Programmes) of this Strategy.

3.2.3 Crown Land Occupiers

The Councils propose that the Crown will be asked to accept responsibility for controlling pests on land that it administers, as set out in the Strategy rules prescribed in Part II of the Strategy.

The Councils also propose that the relevant Crown agencies contribute to funding the implementation and administration of the Strategy in accordance with the funding provisions set out in Section 9.5 of the Strategy. The Crown cannot be required to fund the Strategy, or to be bound by it, unless it has agreed to do so by Order in Council (Section 87).

3.2.4 Territorial Local Authorities

Tasman District Council and Nelson City Council are unitary authorities and exercise the functions of a territorial local authority. They are effectively occupiers of the land that is owned and administered by them. As such, they are required to control pests in accordance with Part II of this Strategy.