

The Māori Trustee's submission on the Spatial Planning Bill

February 2023

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Summary of Position

- The Māori Trustee administers, as trustee or agent, nearly 88,000 hectares of Māori freehold land on behalf of approximately 100,000 individual Māori landowners. Te Tumu Paeroa is the organisation that supports the Māori Trustee to carry out her functions, roles and responsibilities. Detailed information regarding the Māori Trustee and Te Tumu Paeroa is set out in Appendix A. Additional information can be found on Te Tumu Paeroa's website, www.tetumupaeroa.co.nz.
- 2. The views expressed in this submission represent the Māori Trustee's position as the single largest trustee and agent of Māori land in Aotearoa. However, given the sheer scale and varied nature of the land assets within the Māori Trustee's portfolio, the Māori Trustee's views may not always be shared by all owners of lands she administers.
- 3. The Māori Trustee summarises her submission as follows:
 - a. The Māori Trustee supports Māori (iwi/hapū/whānau/Māori landowners) being involved at all levels of planning to ensure decisions made are in the best interest of their whenua, cultural heritage, assets and taonga and they are able to exercise their tino rangatiratanga.
 - b. When undertaking consultation, the government needs to take care to ensure that the appropriate people, at the appropriate level, are engaged and are represented within the consultation.
 - c. The Māori Trustee notes that the Spatial Planning bill (SP Bill) appears to have been drafted in haste, and there are inconsistencies in language that make it difficult to understand. The reform presents a once-in-a-generation opportunity to overhaul elements within the current system that are defective. This process is significant and warrants a thorough process.
 - d. The Māori Trustee considers the strengthening of the te Tiriti o Waitangi clause to be a positive improvement to the new resource management system. However, if the reformed system is to give genuine effect to te Tiriti o Waitangi then all reference to Crown constructed principles that tend to reaffirm the interpretation of the English text, should be removed. The establishment and understanding of treaty principles under the current resource management system, through the Crown, Courts and Waitangi Tribunal's interpretation, has received a mixed response from Māori and tends to be viewed as serving and preserving the Crown's interests. The current principles often limit the ability for Māori to exercise tino rangatiratanga over their whenua, kāinga and taonga a right that was guaranteed in Article 2 of te Tiriti. The resource management system reform provides an opportunity to distance ourselves from these contentious principles and centre the new system on equity.
 - e. The Māori Trustee supports the intent to encourage increased Māori participation within the new system. However, due to the current resourcing of the sector, she has grave concerns that there will not be sufficient capability and capacity to ensure these opportunities are realised. It will be important that clear guidelines around how to facilitate and resource Māori participation are made. This will ensure that the intentions

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result in actually increasing participation within the system. The Māori Trustee would encourage the Minister to ensure that these guidelines are developed by Māori.

- f. The Māori Trustee is of the view that limiting rights and responsibilities concerning te taiao only to "iwi and hapū", excludes the interests of other Māori such as Māori landowners. To ensure all Māori perspectives are captured, Te Tai Kaha's comprehensive definition of mana whakahaere ought to be adopted in the SP Bill and the Natural and Built Environment Bill (NBE Bill). This better defines the existing rights, responsibilities, and interests held by Māori through its inclusion of iwi, hapū, whānau and ahi kā (landowners).
- g. The Māori Trustee considers that to ensure active protection is afforded to whenua Māori, the Regional Planning Committee (RPC) must support the rights, interests and responsibilities of Māori landowners and enable them to exercise their tino rangatiratanga now and into the future.
- h. The Māori Trustee considers that there should be a co-director Māori appointed alongside the proposed director to the RPC secretariat. This will ensure that matters directly related to Māori, such as reporting on how the implementation plan and its activities are giving effect to te Tiriti o Waitangi can be managed appropriately.
- i. The Minister's discretionary powers across the NBE Bill and SP Bill appear very broad, with limited requirements for examination and assessment. This leaves a lot of discretion to the political will of the Minister of the day. Therefore, to ensure consistency in prioritising ecological integrity, the Minister's powers must always be linked back to the purpose of the SP bill.
- j. The Māori Trustee supports the process of having Māori participation arrangements, however, opposes the RPC being the only party who can initiate an engagement agreement. Despite being one of the largest administrators of whenua Māori across Aotearoa, the Māori Trustee has found, through her engagement with local authorities, there is little known or understood about her role in administering whenua Māori. The Māori Trustee, therefore, considers that all Māori groups should be afforded the opportunity to initiate an engagement agreement with their respective RPCs. In addition, the Māori Trustee specifically requests to be separately included within schedule 4(1) meaning of interested parties.
- k. The Māori Trustee notes the increased reference to mātauranga Māori within the SP bill. Mātauranga Māori is traditionally an oral history of evidence, therefore, it does not conform to the western criteria of scientific evaluation. The past few decades have only seen a modest amount of publicly funded research into utilising and growing mātauranga Māori based evidence and observations with regard to environmental limit setting. The Māori Trustee is concerned that due to this lack of research, mātauranga Māori based evidence may be disregarded due to not meeting the western criteria of being scientifically robust and reliable as required in multiple sections of the SP Bill. The Government needs to ensure that any evidence used to prepare regional spatial strategies (RSS) does not conflict with or invalidate the mātauranga held at a local level.

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- I. The Māori Trustee considers that the preservation clause under s 65 is weak and does not provide sufficient protection to Māori rights and interests in freshwater and geothermal resource now and into the future.
- 4. Our submission table containing the Māori Trustee's specific responses to the SP Bill is set out in pages 8-18 below.

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Summary Conclusion

5. The Māori Trustee looks forward to discussing this submission with the Environment Select Committee and Ministry for the Environment officials.

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Dr Charlotte Severne

Māori Trustee

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Submissions

		Part 1 - Preliminary provisions	
Provision	Position	Submission Paragraph	Relief Sought
Section 5 Tiriti o Waitangi All persons exercising powers and performing functions and duties under this Act must give effect to the principles of te Tiriti o Waitangi	Partially Support	The Māori Trustee acknowledges the strengthening of the te Tiriti o Waitangi clause from the Resource Management Act `1991 (RMA) to the SP Bill. However, it is considered that if this section was to give genuine effect to te Tiriti o Waitangi then all reference to Crown constructed principles that tend to reaffirm the interpretation of the English text, should be removed. The establishment and understanding of treaty principles under the current resource management system, through the Crown, Courts and Waitangi Tribunal's interpretation, has received a mixed response from Māori and tends to be viewed as serving and preserving the Crown's interests. The current principles often limit the ability for Māori to exercise tino rangatiratanga over their whenua, kāinga and taonga — a right that was guaranteed in Article 2 of te Tiriti. The resource management system reform provides an opportunity to shift away from these contentious principles and centre the new system on equity. Directly referencing the requirement to give effect to te Tiriti o Waitangi in New Zealand legislation is not unprecedented¹ and recent Cabinet advice² has also demonstrated a preference for policy-makers to focus on the text rather than the principles. The Māori Trustee therefore considers that the all persons exercising powers and performing functions under this SP Bill must give effect to te Tiriti o Waitangi. The establishment of a National Māori Entity (NME) provides an opportunity to facilitate wānanga and hui with mana whakahaere across Aotearoa to establish a framework on how te Tiriti o Waitangi can appropriately be given effect to	The Māori Trustee considers that the NME should be empowered, in collaboration with Crown representatives, to hold wānanga and hui with mana whakahaere across Aotearoa to establish a framework on how te Tiriti o Waitangi can appropriately be given effect to. The Māori Trustee considers that the following amendment should be made to s 5: Amendments All persons exercising powers and performing functions and duties under this Act must give effect to principles te Tiriti o Waitangi.
Section 7 lwi and hapū responsibilities in relation to te taiao To assist in achieving the purpose of the Act, all persons exercising powers and performing duties and functions under it must recognise and provide for the responsibility and mana of each iwi and hapū to protect and sustain the health and well-being of te taiao in accordance with the kawa, tikanga (including kaitiakitanga), and mātauranga in their area of interest.	Partially support	The Māori Trustee is of the view that limiting rights and responsibilities concerning te taiao only to "iwi and hapū", excludes the interests of other Māori such as Māori landowners. To ensure all Māori perspectives were captured in drafting the National Policy Statement for Freshwater Management 2020 (NPS-FM) the principle of mana whakahaere was introduced ³ . While not perfectly understood in the legislation, Te Tai Kaha provide a more comprehensive definition of mana whakahaere ⁴ that ought to be adopted in the SP and NBE Bills. This better defines the existing rights, responsibilities, and interests held by Māori through its inclusion of iwi, hapū, whānau and ahi kā (landowners).	The Māori Trustee considers that the following amendment should be made to s 7: Amendments Section 7 - Iwi and hapū Mana Whakahaere responsibilities in relation to te taiao To assist in achieving the purpose of the Act, all persons exercising powers and performing duties and functions under it must recognise and provide for the responsibility and mana of each iwi and hapū those with mana whakahaere to protect and sustain the health and well-being of te taiao in accordance with the kawa, tikanga (including kaitiakitanga), and mātauranga in their area of interest.

¹ Education and Training Act 2020 No 38 (as at 01 January 2023), Public Act 9 Te Tiriti o Waitangi – New Zealand Legislation, s 9(1).

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² https://dpmc.govt.nz/sites/default/files/2019-10/CO%2019%20%285%29%20Treaty%20of%20Waitangi%20Guidance%20for%20Agencies.pdf, p. 3

³ 1.3 (4)(a) the power, authority, and obligations of tangata whenua to make decisions that maintain, protect, and sustain the health and well-being of, and their relationship with, freshwater.

⁴ Mana Whakahaere: Iwi, hapū, ahi kā (Māori landowners) who exercise mana whakahaere (authority) and other obligations (kaitiakitanga and manaakitanga) to a particular area, water source, space, and resource. https://www.foma.org.nz/hierarchy-of-maori-rights-and-responsibilities/ p. 8.



		Including Māori landowners will better ensure that the relationships and responsibilities that all Māori have with and to te taiao are provided for.	
	1	Part 2 - Regional spatial strategies	
Provision	Position	Submission Paragraph	Relief Sought
Section 15 Scope of regional spatial strategies (1) A regional spatial strategy must— (a) set the strategic direction for the use, development, protection, restoration, and enhancement of the environment of the region for a time-span of not less than 30 years; and (b) provide for the integrated management of the environment, including by providing strategic direction for the instruments in the planning system that are referred to in section 4; and (c) support the efficient and effective management of the environment; and (d) give effect to the national planning framework to the extent that the framework directs; and (e) otherwise be consistent with the national planning framework. (2) In meeting the requirements of this section and section 16, a regional spatial strategy must support a co-ordinated approach to infrastructure funding and investment by central government, local authorities, and other infrastructure providers.	Partially support	As highlighted in our NBE submission ⁵ , the Māori Trustee's considers that a clear hierarchy needs to be adopted throughout both Bills to ensure that te Oranga te Taiao is recognised and upheld in a way that puts the health and well-being of te taiao first. To align with our suggested amendments, with regards to the purpose of the NBE the protection, restoration and enhancement of the environment should be prioritised before use and development. The Māori Trustee notes that including a clear hierarchy in the Resource Management system is not unprecedented, and the NPS-FM's Te Mana o te Wai is representative of this.	The Māori Trustee considers that the following amendment should be made to s 15: Amendments (1) A regional spatial strategy must— (a) set the strategic direction for the use, development, protection, restoration, and enhancement protection, restoration, enhancement, use, and development of the environment. (b) provide for the integrated management of the environment, including by providing strategic direction for the instruments in the planning system that are referred to in section 4; and (c) support the efficient and effective management of the environment; and (d) give effect to the national planning framework to the extent that the framework directs; and (e) otherwise be consistent with the national planning framework. (2) In meeting the requirements of this section and section 16, a regional spatial strategy must support a co-ordinated approach to infrastructure funding and investment by central government, local authorities, and other infrastructure providers.
Section 16 General contents and form of regional spatial strategies (1) A regional spatial strategy must— (a) set out a vision and objectives for the region's development and change over the period covered by the strategy; and (b) set out the actions that must be taken as a matter of priority to achieve that vision and those objectives (the priority actions); and (c) provide strategic direction on the following, to the extent that the regional planning committee considers they are of strategic importance to the region: (i) the key matters listed in section 17; and (ii) any other matters that the regional planning committee considers are of	Partially Support	The Māori Trustee acknowledges that the RPC will need to make weighted decisions on strategic importance. However, the composition of the RPC will play a crucial role in determining whether matters of significance to Māori are considered of strategic importance within the region. The current membership requirements under schedule 8 of the NBE are unlikely to result in equal representation for Māori on RPCs. Allowing non-Māori to make considerations and decisions on what is of strategic importance to Māori in the regions is inconsistent with te Tiriti o Waitangi.	Māori need to be equally represented on the RPC to ensure that regional spatial strategies will achieve the requirement in paragraph (c).

 $^{^{\}rm 5}$ Part 1 Section 3 of the Māori Trustees Natural and Built Environment Submission.

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sufficient significance in terms of section 18.			
(2) A regional spatial strategy must be in the form			
prescribed by the national planning framework and			
the regulations.			
Section 18 Contents of regional spatial strategies:	Partially	The Māori Trustee considers that social and cultural matters have not been	The Māori Trustee considers that the following amendment should be made to s
other matters of sufficient significance	Support	adequately accounted for as being matters of significance within sections	18:
(1) A matter is of sufficient significance for the		17 and 18 of the SP Bill. This oversight is inconsistent with a Māori	
purposes of section 16(1)(c)(ii) if the regional		understanding of te Oranga o te Taiao.	Amendments
planning committee considers that the matter		To Occurre to Tains an account of the accimum and including	(1) A matter is of sufficient significance for the purposes of section 16(1)(c)(ii) if the
meets 1 or more of the following criteria:		Te Oranga o te Taiao encompasses all aspects of the environment, including	regional planning committee considers that the matter meets 1 or more of the
(a) the matter is likely to do either or both of		social, cultural and economic aspects. Therefore RSSs should provide	following criteria:
the following at a level of regional		strategic direction on matters, of a sufficient scale, that are likely to	(a) the matter is likely to do either or both of the following at a level of
significance: (i) increase or reduce the use of land or		positively or adversely impact social and cultural values/outcomes within a	regional significance: (iii) increase or reduce the use of land or water, or change the way that it is
water, or change the way that it is used:		region.	used:
(ii) increase, reduce, or change transport			(iv) increase, reduce, or change transport patterns (being patterns relating
patterns (being patterns relating to			to location, frequency, or modes of travel):
location, frequency, or modes of travel):			(b) the matter relates to environmental effects that are best managed at a
(b) the matter relates to environmental effects			regional level (such as effects on water catchments or effects caused by
that are best managed at a regional level			greenhouse gas emissions):
(such as effects on water catchments or			(c) the matter is of a scale or significance that requires planning for, or
effects caused by greenhouse gas			investment in, infrastructure to be done or arranged at a regional level:
emissions):			(d) the matter is critical to the development or functioning of the region or any
(c) the matter is of a scale or significance that			of its cities:
requires planning for, or investment in,			(e) the matter is critical to the national or regional economy:
infrastructure to be done or arranged at a			(f) the matter relates to a nationally significant feature or activity:
regional level:			(g) the matter requires collaboration—
(d) the matter is critical to the development or			(iv) between 2 or more infrastructure providers; or
functioning of the region or any of its cities:			(v) between 2 or more local authorities; or
(e) the matter is critical to the national or			(vi) between 1 or more local authorities and the central government.
regional economy:			(h) the matter is of a scale likely to positively or adversely impact social or
(f) the matter relates to a nationally significant			cultural values and outcomes within the region.
feature or activity:			(2) For the purposes of subsection (1) , something may be of regional or national
(g) the matter requires collaboration—			significance regardless of whether it directly affects the entire region or country.
(i) between 2 or more infrastructure			
providers; or			
(ii) between 2 or more local authorities; or (iii) between 1 or more local authorities and			
the central government.			
(2) For the purposes of subsection (1), something			
may be of regional or national significance			
regardless of whether it directly affects the entire			
region or country.			
Section 19 Level of detail in regional spatial	Partially	The Māori Trustee acknowledges the intent to streamline and provide	The Māori Trustee considers that the following amendment should be added to s
strategies	Support	efficiencies within the SP Bill to make a more effective resource	19:
A regional spatial strategy must be at a level of		management system. However, the emphasis on implementing strategies	
detail that—			Amendments
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 (a) reflects the level of certainty provided by the evidence and other information available, including the extent of work or planning already undertaken on a relevant activity or proposal; and (b) gives sufficient flexibility to enable the persons who have a role in implementing the strategy to implement the strategy in the most appropriate and efficient way; and (c) subject to paragraphs (a) and (b), is sufficient to give reasonable certainty to those persons about the matters provided for in the strategy. 		in the most 'efficient way' may not always be the most appropriate way or effective way of implementation. The Māori Trustee sees particular issue with this framing of the system with regards to the use of mātauranga Māori based methods. The past few decades has only seen a modest amount of publically funded research into using mātauranga Māori based methods and observations with regards to environmental limit setting. This lack of research may lead to mātauranga Māori based methods, which may be the most appropriate form of implementation, being overlooked as they may not be considered the most efficient way due to being poorly understood. To this point, and more broadly, the Government needs to ensure that any methods used to implement RSSs do not conflict with or invalidate the mātauranga held at a local level or are disregarded due to perceived inefficiencies.	A regional spatial strategy must be at a level of detail that— (a) reflects the level of certainty provided by the evidence and other information available, including the extent of work or planning already undertaken on a relevant activity or proposal; and (b) gives sufficient flexibility to enable the persons who have a role in implementing the strategy to implement the strategy in the most appropriate and efficient way; and (c) subject to paragraphs (a) and (b), is sufficient to give reasonable certainty to those persons about the matters provided for in the strategy.
Section 25 General considerations: other matters (1) A regional planning committee must comply with this section in preparing a regional spatial strategy. Matters to which regional planning committee must have regard (2) The regional planning committee must have regard to— (a) any cumulative effects of the use and development of the environment; and (b) mātauranga Māori and any technical evidence and advice that the committee considers appropriate; and (c) whether the implementation of the regional spatial strategy could have effects on the natural environment that have, or are known to have, significant or irreversible adverse consequences. Matters that regional planning committee must disregard (3) The regional planning committee must not have regard to— (a) effects on scenic views from private properties or land transport assets that are not stopping places; or (b) effects on the visibility of commercial signage or advertising.	Partially Support	The Māori Trustee considers s 25(2) should be amended to ensure that the matters listed under it are given 'particular' regard to when preparing RSSs. Cumulative effects and mātauranga Māori should be viewed as having particular importance and weighting when preparing RSSs. This will also allow for and ensure that mātauranga Māori is utilised in the development of RSSs. Any and all evidence and advice provided to the RPC should be considered in an impartial manner. The current requirement of the RPC to determine the appropriateness of the use of mātauranga Māori in the preparation of a RSS is too broad and may lead to mātauranga Māori being disregarded during this process due to a lack of understanding. The use and appropriateness of mātauranga Māori should be determined by Māori. The Māori Trustee, therefore, considers that the RPC should not determine the appropriateness of mātauranga Māori, and this wording should be removed.	The Māori Trustee considers that the following amendment should be made to s 25: Amendments (1) A regional planning committee must comply with this section in preparing a regional spatial strategy. Matters to which regional planning committee must have regard (2) The regional planning committee must have particular regard to— (a) any cumulative effects of the use and development of the environment; and (b) mātauranga Māori and any technical evidence and advice that the committee considers appropriate; and (c) whether the implementation of the regional spatial strategy could have effects on the natural environment that have, or are known to have, significant or irreversible adverse consequences. Matters that regional planning committee must disregard (3) The regional planning committee must not have regard to— (a) whether the implementation of the regional spatial strategy could have effects on the natural environment that have, or are known to have, significant or irreversible adverse consequences; or (b) effects on scenic views from private properties or land transport assets that are not stopping places; or (c) effects on the visibility of commercial signage or advertising.
Section 27 Protected Māori land — (1) This section applies if a regional spatial strategy identifies—	Oppose subsection (3)	The Māori Trustee considers that the RPC must act in a manner that "recognises and provides for" Māori land as a taonga tuku iho for the owners of the whenua. The RPC must provide for active protection of Māori land.	The Māori Trustee considers that the following amendments should be made to s 27: Amendments (1) This section applies if a regional spatial strategy identifies—

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 (a) the need for potential infrastructure or infrastructure corridors, networks, or sites that may require a designation under the Natural and Built Environment Act 2022; and (b) the potential location of the infrastructure or infrastructure corridors, networks, or sites (whether that is done by identifying a specific location or a wider area in which the infrastructure or infrastructure corridors, networks, or sites may be located). (2) In identifying the potential location, the regional planning committee must— (a) act in a manner that recognises that protected Māori land is a taonga tuku iho for the owners of the land and the hapū associated with the land; and (b) consider the rights and interests of owners of protected Māori land to retain, control, utilise, and occupy the land for the benefit of present and future generations. (3) Subsection (2) does not prohibit a regional spatial strategy from identifying protected Māori land as a potential location. Section 28 Quality of evidence and other information In preparing a regional spatial strategy, a regional planning committee must ensure that the strategy is— (a) based on robust and reliable evidence and other information, including mātauranga Māori, that 	Partially Support	Māori land represents 5% of total land area in Aotearoa. The lack of active protection for 'protected Māori land', based on historical evidence, has led to continued alienation of whenua Māori. This cannot be perpetuated in the new resource management system. The Māori Trustee considers that to ensure active protection is afforded, the RPC must support the rights, interests and responsibilities of Māori landowners and enable them to exercise their tino rangatiratanga now and into the future. The Māori Trustee does not preclude the identification of protected Māori land under s 27(3). However, this clause should not be undertaken without the full engagement and agreement of Māori landowners prior to being formally identified within a RSS as a potential location. The Māori Trustee considers that a guidance note needs to be provided to highlight the differences and nuances of mātauranga Māori when compared to western scientific evidence. This will ensure that appropriate criteria is applied when evaluating mātauranga Māori evidence. This will allow for the consistent application, inclusion and understanding of mātauranga Māori by all RPCs within their spatial strategies.	(c) the need for potential infrastructure or infrastructure corridors, networks, or sites that may require a designation under the Natural and Built Environment Act 2022; and (d) the potential location of the infrastructure or infrastructure corridors, networks, or sites (whether that is done by identifying a specific location or a wider area in which the infrastructure or infrastructure corridors, networks, or sites may be located). (2) In identifying the potential location, the regional planning committee must— (c) act in a manner that recognises that and provides for protected Māori land is a taonga tuku iho for the owners of the land and the hapū associated with the land; and (d) consider and supports the rights and interests of owners of protected Māori land to retain, control, utilise, and occupy the land for the benefit of present and future generations. (3) Subsection (2) does not prohibit a regional spatial strategy from identifying protected Māori land as a potential location, however, full engagement and agreement by affected Māori landowners must be achieved prior to the land being identified within the regional spatial strategy. The Māori Trustee considers a guidance note should be included to set appropriate criteria in the assessment of mātauranga Māori. The guidance note will need to be constructed by Māori with the required regional knowledge and expertise. The Māori Trustee considers that the following amendment should be made to s 28:
Section 28 Quality of evidence and other information In preparing a regional spatial strategy, a regional planning committee must ensure that the strategy is— (a) based on robust and reliable evidence and other		highlight the differences and nuances of mātauranga Māori when compared to western scientific evidence. This will ensure that appropriate criteria is applied when evaluating mātauranga Māori evidence. This will allow for the consistent application, inclusion and understanding of	criteria in the assessment of mātauranga Māori. The guidance note will need to be constructed by Māori with the required regional knowledge and expertise. The Māori Trustee considers that the following amendment should be made to s
Section 31 Process must support quality decision- making The process required by section 30 must be designed to support the preparation of a regional spatial strategy that is based on—	Partially Support	The Māori Trustee reiterates her points made on section 28 , that the expectation for mātauranga Māori to meet the western perspective of robust and reliable evidence is not appropriate. Therefore, the Māori Trustee considers that a guidance note needs to be provided to set appropriate criteria in the assessment of mātauranga Māori.	The Māori Trustee considers a guidance note should be included to set appropriate criteria in the assessment of mātauranga Māori. The guidance note will need to be constructed by Māori with the required regional knowledge and expertise.

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 (a) robust and reliable evidence and other information of the kind referred to in section 28; and (b) a robust consideration of options; and (c) sound reasons for choosing the preferred options. 			
Section 32 Process must encourage participation The process required by section 30 must be designed to encourage participation by the public and all interested parties, particularly those who may be involved in implementing the regional spatial strategy.	Partially Support	The Māori Trustee acknowledges the intent to encourage public participation within the new system. However, encouragement in isolation is not enough to ensure that members of the public who want to be involved will have resources, capability and capacity to participate. To address this issue, RPCs should be required to encourage and 'allow for' participation. This amendment would mean that RPCs have to provide opportunities and support to members of the public that wish to be involved.	The Māori Trustee considers that the following amendment should be made to s 32: Amendments The process required by section 30 must be designed to encourage and allow for participation by the public and all interested parties, particularly those who may be involved in implementing the regional spatial strategy.
Section 33 Process must comply with Māori participation arrangements — (1) The process required by section 30 must comply with— (a) any applicable Mana Whakahono ā Rohe; and (b) any relevant engagement agreement; and (c) any relevant iwi and hapū participation legislation or agreement under that legislation. (2) The process may depart from the requirements under section 34 to the extent (if any) necessary to comply with subsection (1).	Support	The Māori Trustee supports the process in section 30 being required to comply with Māori participation arrangements.	N/A
Section 37 Purpose of engagement agreements Provides a mechanism for a regional planning committee and 1 or more Māori groups with interests in the region to— (a) agree and record how the groups are to participate in preparing a regional spatial strategy for the region; and (b) agree how the groups' combined participation is to be funded by the committee.	Partially Support	The Māori Trustee partially supports the use of engagement agreements as a mechanism for Māori groups to formally record and agree with their respective RPCs on how they wish to participate in the preparation of RSSs. The Māori Trustee also supports the RPCs providing funding for these arrangements. However, the Māori Trustee's full support for the use of engagement agreements is contingent on her amendments to ss 38 and 39 below being accepted.	Refer to relief sought under ss 38 and 39.
Section 38 When engagement agreements must be initiated A regional planning committee must initiate engagement agreements under section 39,—	Oppose	The Māori Trustee opposes the RPC being the only party who can initiate an engagement agreement. This clause is reliant on the RPC being aware of all Māori groups that should be engaged with within the region. Despite being one of the largest administrators of whenua Māori across Aotearoa ⁶ , the Māori Trustee has found, through her engagement with local authorities, there is little known or understood about her governance of	The Māori Trustee considers that the following amendment should be made to s 38: Amendments (1) A regional planning committee must initiate engagement agreements under section 39,—

⁶ The Māori Trustee administers, as trustee or agent, nearly 88,000 hectares of Māori freehold land on behalf of approximately 100,000 individual Māori landowners.

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 (a) for its first regional spatial strategy, as soon as practicable after the committee is established: (b) in any other case, before— (i) renewing its strategy under section 46; or (ii) amending its strategy following a review under section 47 or 48. 		whenua Māori. The Māori Trustee, therefore, considers that all Māori groups should be enabled to initiate an engagement agreement with their respective RPCs.	 (a) for its first regional spatial strategy, as soon as practicable after the committee is established: (b) in any other case, before— (i) renewing its strategy under section 46; or (ii) amending its strategy following a review under section 47 or 48. (2) A Māori group can initiate an engagement agreement under section 39 if not already initiated by the regional planning committee under subsection (1).
Section 39 Initiation and formation of engagement agreements (1) A regional planning committee must initiate engagement agreements by inviting the following groups (Māori groups) to enter into 1 or more agreements: (a) iwi authorities, and groups that represent hapū, whose area of interest includes any part of the region: (b) customary marine title groups whose customary marine title area under the Marine and Coastal Area (Takutai Moana) Act 2011 includes any part of the region: (c) other Māori groups with interests in the region, if the committee considers that entering into engagement agreements with those groups is desirable to ensure that the views of all Māori groups with interests in the region are properly considered in preparing the region's regional spatial strategy. (2) In initiating and developing an engagement agreement, the regional planning committee must use its best endeavours to— (a) achieve the purpose of an engagement agreement; and (b) negotiate the terms of the agreement in good faith to achieve harmonious participation in preparing a regional spatial strategy for the region. (3) However, no Māori group invited to enter into an engagement agreement is required to respond to an invitation under subsection (1). (4) Despite subsection (1), a regional planning committee is not required to initiate an engagement agreement with an iwi authority or group that represents hapū if the committee and the authority or group—	Partially Support	The Māori Trustee administers approximately 7% of Māori freehold land from Cape Reinga to Bluff and across to the Chatham Islands. It amounts to nearly 88,000 hectares for around 1,750 Māori land Trusts with over 250,000 ownership interests. The Māori Trustee's portfolio provides a good cross-sectional reference of whenua Māori in Aotearoa and the impacts that Māori land and Māori landowners directly experience through policy change. The Māori Trustee anticipates that her portfolio will be greatly impacted by RSSs. The Māori Trustee administers significant tranches of land across a number of the 14 regions (refer Appendix B) but there is no requirement within this SP Bill for RPC's to directly engage. The clause therefore needs to be amended to include express reference to the Māori Trustee. The current requirement of the RPC to determine the desirability of engaging with other Māori groups with interests in the region is inappropriate. All Māori groups that wish to be engaged should be afforded the opportunity. The Māori Trustee therefore considers that the RPC should not determine the desirability of engaging with other Māori groups with interests in the region and this wording should be removed. Although the Māori Trustee supports the intent of engagement agreements, she can see potential issues in their formation due to the ongoing capacity and capability difficulties Māori tend to experience. Historically, the interaction that Māori have had with local authorities has appeared to be inconsistent, protracted and labour-some. The SP Bill needs to ensure that agreement is able to be achieved in a timely manner alongside good faith.	The Māori Trustee considers that the following amendment should be made to s 39: Amendments (1) A regional planning committee must initiate engagement agreements by inviting the following groups (Māori groups) to enter into 1 or more agreements: (a) iwi authorities, and groups that represent hapū, whose area of interest includes any part of the region: (b) customary marine title groups whose customary marine title area under the Marine and Coastal Area (Takutai Moana) Act 2011 includes any part of the region: (c) The Māori Trustee: (d) other Māori groups with interests in the region, if the committee considers that entering into engagement agreements with those groups is desirable to ensure that the views of all Māori groups with interests in the region are properly considered in preparing the region's regional spatial strategy. (2) In initiating and developing an engagement agreement, the regional planning committee must use its best endeavours to— (a) achieve the purpose of an engagement agreement; and (b) negotiate the terms of the agreement in a timely manner and in good faith to achieve harmonious participation in preparing a regional spatial strategy for the region. (3) However, no Māori group invited to enter into an engagement agreement is required to respond to an invitation under subsection (1). (4) Despite subsection (1), a regional planning committee is not required to initiate an engagement agreement with an iwi authority or group that represents hapū if the committee and the authority or group— (a) are party to a Mana Whakahono ā Rohe; and (b) agree that the Mana Whakahono ā Rohe; and (c) agree that the Mana Whakahono ā Rohe achieves the purpose of an engagement agreement. (5) A single engagement agreement may— (a) be entered into with 1 or more Māori groups: (b) deal both with the preparation of a regional spatial strategy and a natural and built environment plan.

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 (a) are party to a Mana Whakahono ā Rohe; and (b) agree that the Mana Whakahono ā Rohe achieves the purpose of an engagement agreement. (5) A single engagement agreement may— (a) be entered into with 1 or more Māori groups: (b) deal both with the preparation of a regional spatial strategy and a natural and built environment plan. 			
Section 40 Form and contents of engagement agreements — If an engagement agreement is reached, the agreement must— (a) be in writing; and (b) identify the parties to the agreement; and (c) record the agreement of the parties as to— (i) how the parties will participate in preparing or amending the regional spatial strategy; and (ii) how each party will be resourced to participate.	Partially Support	The Māori Trustee supports the form and contents of engagement agreements. However, the Māori Trustee notes that there are currently no provisions within the SP Bill to address what happens if agreement is unable to be reached. Section 39(2) states that the RPC must use their best endeavours to act in good faith to negotiate terms and achieve harmonious participation. Therefore, to ensure harmonious participation is achieved a process for resolution needs to be prescribed.	The Māori Trustee considers that a process should be prescribed within the SP Bill to resolve any impasse. This will provide clarity and a pathway forward.
Section 53 Consultation on implementation plans and agreement of responsible persons (1) Before adopting or amending an implementation plan, a regional planning committee must— (a) consult each person who is to have responsibility under the plan for delivering all or part of a priority action; and (b) obtain agreement from each of those persons to having the responsibility assigned to them; and (c) consult iwi authorities, groups that represent hapū, and other Māori groups with interests that relate to or are affected by the priority actions. (2) However, a regional planning committee may amend an implementation plan without complying with subsection (1) if the amendment only corrects a minor error or makes technical alterations.	Partially support	The Māori Trustee supports the inclusion of other Māori groups to s 53(1)(c). All Māori with mana whakahaere of te taiao within a region deserve to be involved before adopting or amending an implementation plan. However, the Māori Trustee considers, based on past and present experiences that Māori are looking for more than just consultation out of the new resource management system. The inclusion of the term consult will likely reinforce and repeat the failings within the current resource management system for Māori. The Māori Trustee therefore proposes that the term consult be replaced with engage.	The Māori Trustee considers that the following amendment should be made to s 53: Amendments (1) Before adopting or amending an implementation plan, a regional planning committee must— (a) consult each person who is to have responsibility under the plan for delivering all or part of a priority action; and (b) obtain agreement from each of those persons to having the responsibility assigned to them; and (c) consult engage iwi authorities, groups that represent hapū, and other Māori groups with interests that relate to or are affected by the priority actions. (2) However, a regional planning committee may amend an implementation plan without complying with subsection (1) if the amendment only corrects a minor error or makes technical alterations.
Section 54 Contents of implementation plans	Partially Support	The Māori Trustee considers that there is a possibility that priority actions could be conflicting or contradictory to one another. Therefore, there will	The Māori Trustee considers that the SP Bill needs to provide for a process to address how conflicting or contradictory priority actions are resolved.

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(1) An implementation plan must set out the		need to be a process to address how conflicts or contradictions are	
following for each priority action that is identified in		resolved.	
a regional spatial strategy:			
(a) a summary of the key steps that will be			
taken to deliver the priority action and who			
will be responsible for taking them:			
(b) how progress on the priority action will be			
monitored and reported on and who will be			
responsible for it:			
(c) the interdependencies (if any) between the			
priority action and other priority actions.			
(2) An implementation plan must also set out the			
relative priority of the priority actions and their			
sequencing.			
(3) The information in the implementation plan			
must be set out as prescribed by the regulations.			
must be set out as prescribed by the regulations.			
Section 56 Reporting on implementation plans	Partially	As highlighted in paragraph (g) of this submission, the Māori Trustee	The Māori Trustee considers that a co-director Māori position should be established
(1) A regional planning committee must monitor and	Support	considers that there should be a co-director Māori appointed alongside the	on the secretariat under the NBE Bill. This position should be selected by the Māori
report annually on the delivery of its	Support	proposed director to the RPC's secretariat. This will ensure that matters	appointing body/bodies of each region and ensure that the appointee has the
implementation plan.		directly related to Māori such as reporting on how the implementation plan	required technical expertise and skills in local kawa, tikanga and mātauranga Māori
(2) The regional planning committee must adopt		and its activities are giving effect to te Tiriti o Waitangi can be managed	in the region.
that report and make it publicly available on or		appropriately.	in the region.
before the date on which the committee makes its		appropriately.	In addition, the Māori Trustee considers the following amendment should be made
annual report publicly available (see clause 39 of		Additionally, te Tiriti o Waitangi in s 56(3) should be given effect to in full,	to s 56(3):
Schedule 8 of the Natural and Built Environment		not just the principles.	10 3 30(3).
Act 2022).		The fast the principles.	Amendments
(3) A report on the delivery of the implementation			(3) A report on the delivery of the implementation plan must include an assessment
plan must include an assessment of the extent to			of the extent to which the activities being carried out under the plan give effect to
which the activities being carried out under the plan			the principles of te Tiriti o Waitangi.
give effect to the principles of te Tiriti o Waitangi.			
		Part 3 – General powers, duties and other matters	S
Provision	Position	Submission Paragraph	Relief Sought
Section 60 Minister may direct amendment to	Oppose	The Māori Trustee considers that the Minister should intervene only when	The Māori Trustee considers that the following amendment should be made to s
regional spatial strategies		satisfied that an amendment is necessary. The use of the term "desirable"	60:
(1) The Minister may direct a regional planning		is ambiguous and provides the Minister with unnecessary discretion to	
committee to amend its regional spatial strategy if		enact an amendment.	Amendments
the Minister is satisfied that the amendment is			(1) The Minister may direct a regional planning committee to amend its regional
necessary or desirable for the strategy to comply			spatial strategy if the Minister is satisfied that the amendment is necessary or
with—			desirable for the strategy to comply with—
(a) section 15(1)(d) or (e) (which relates to			(a) section 15(1)(d) or (e) (which relates to giving effect to and being consistent
giving effect to and being consistent with			with the national planning framework):
the national planning framework):			(b) section 16 (which relates to the general contents and form of regional
(b) section 16 (which relates to the general			spatial strategies):
contents and form of regional spatial			(c) section 17 (which relates to the key contents of regional spatial strategies):
strategies):			(d) section 18 (which relates to other matters that regional spatial strategies
(c) section 17 (which relates to the key			may deal with).
contents of regional spatial strategies):			(2) In giving a direction, the Minister—

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(d)	section 18 (which relates to other matters
	that regional spatial strategies may deal
	with).

(2) In giving a direction, the Minister—

- (a) may direct the committee to make an amendment that deals with the whole or a specified part of the committee's region; and
- (b) must specify a reasonable period within which the committee must give public notice of the draft amendment as part of a process adopted under section 30.
- (3) The Minister must—

- (a) provide reasons for giving the direction and make their reasons publicly available; and
- (b) prepare a statement of expectations that sets out the objectives expected to be achieved, which the regional planning committee must have regard to; and
- (c) consult any relevant Minister or other person the Minister considers appropriate to consult on the content in the statement of expectations.
- (4) The regional planning committee must—
 - (a) report to the Minister on how the amendment meets the statement of expectations; and
 - (b) make the report publicly available.

- (c) may direct the committee to make an amendment that deals with the whole or a specified part of the committee's region; and
- (d) must specify a reasonable period within which the committee must give public notice of the draft amendment as part of a process adopted under section 30.
- (3) The Minister must—
 - (a) provide reasons for giving the direction and make their reasons publicly available; and
 - (b) prepare a statement of expectations that sets out the objectives expected to be achieved, which the regional planning committee must have regard
 - (c) consult any relevant Minister or other person the Minister considers appropriate to consult on the content in the statement of expectations.
- (4) The regional planning committee must—
 - (a) report to the Minister on how the amendment meets the statement of expectations; and
 - (b) make the report publicly available.

Schedule 4 – Preparation of regional spatial strategies: key process steps

Provision	Position	Submission Paragraph	Relief Sought
1 Meaning of interested parties	Partially	The Māori Trustee administers approximately 7% of Māori freehold land	The Māori Trustee considers the following amendments should be made to clause 1
In this schedule, interested parties, in relation to the	Support	from Cape Reinga to Bluff and across to the Chatham Islands. It amounts to	of schedule 4:
preparation of a regional spatial strategy, includes—		nearly 88,000 hectares for around 1,750 Māori land Trusts with over	
(a) (a)departments, Crown entities, and		250,000 ownership interests. The Māori Trustee's portfolio provides a good	Amendments
statutory bodies with functions that are		cross-sectional reference of whenua Māori in Aotearoa and the impacts	In this schedule, interested parties, in relation to the preparation of a regional
affected by any of the instruments in the		that Māori land and Māori landowners directly experience through policy	spatial strategy, includes—
planning system that are referred to in		change. The Māori Trustee is also governed by The Māori Trustee Act 1953.	(a) departments, Crown entities, and statutory bodies with functions that are
section 4; and		In considering her position and responsibilities, the Māori Trustee should	affected by any of the instruments in the planning system that are referred
(b) (b)the appointing bodies for the regional		be afforded the right to be included as an interested party in her own right	to in section 4; and
planning committee; and		under Schedule 4.	(b) (b) the appointing bodies for the regional planning committee; and
(c) iwi authorities, and groups that represent			(c) iwi authorities, and groups that represent hapū, whose area of interest is
hapū, whose area of interest is within or			within or adjacent to the region; and
adjacent to the region; and			(d) groups holding rights and interests in the region that are recognised under
(d) groups holding rights and interests in the			the Marine and Coastal Area (Takutai Moana) Act 2011; and
region that are recognised under the Marine			(e) The Māori Trustee
and Coastal Area (Takutai Moana) Act 2011;			(f) other Māori groups with interests in the region.
and			(g) local authorities whose region or district is adjacent to the region; and

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 (e) other Māori groups with interests in the region. (f) local authorities whose region or district is adjacent to the region; and (g) council-controlled organisations of those local authorities with functions that are affected by any of the instruments in the planning system that are referred to in section 4; and (h) relevant non-government organisations, including organisations that represent the interests of relevant industry sectors, and other groups with an interest greater than that of the public generally; and (i) relevant private infrastructure providers and operators. 			 (h) council-controlled organisations of those local authorities with functions that are affected by any of the instruments in the planning system that are referred to in section 4; and (i) relevant non-government organisations, including organisations that represent the interests of relevant industry sectors, and other groups with an interest greater than that of the public generally; and (j) relevant private infrastructure providers and operators.
 5 Step 4: opportunity for further comment on draft regional spatial strategy in certain cases (1) This clause applies if— (a) a regional planning committee proposes to adopt a regional spatial strategy that is materially different from the draft notified under clause 4; and (b) the difference results from information that was not referred to in the draft evaluation report. (2) The regional planning committee must— (a) consider whether it is appropriate to give any persons, or the public generally, an opportunity to comment on the difference; and (b) if so, give those persons, or the public generally, that opportunity in a way that the committee considers is proportionate to the significance of the difference. 	Oppose	The Māori Trustee considers that if a RSS is materially different from the draft notified, then any persons or the public should be afforded the opportunity to comment further on the proposed changes.	The Māori Trustee considers the following amendments should be made to clause 2 of Schedule 4: Amendments (1) This clause applies if— (a) a regional planning committee proposes to adopt a regional spatial strategy that is materially different from the draft notified under clause 4; and (b) the difference results from information that was not referred to in the draft evaluation report. (2) The regional planning committee must— (a) consider whether it is appropriate to give any persons, or the public generally, an opportunity to comment on the difference; and (b) if so, give those persons, or the public generally, that opportunity in a way that the committee considers is proportionate to the significance of the difference.

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Appendices

Appendix A - The Māori Trustee and Te Tumu Paeroa

Who We Are

- 1. The Māori Trustee is appointed by the Minister for Māori Development under the Māori Trustee Act 1953. One of the principal roles of the Māori Trustee is to administer as trustee or agent whenua Māori and other client assets in accordance with the principles and obligations of trusteeship and agency, and relevant legislation including the Māori Trustee Act 1953, Trusts Act 2019 and Te Ture Whenua Māori Act 1993. The current Māori Trustee, Dr Charlotte Severne, was appointed for a three-year term in September 2018 and was re-appointed for a five-year term in October 2021.
- 2. Te Tumu Paeroa is the organisation that supports the Māori Trustee to undertake her statutory and other legal functions, duties and responsibilities.
- 3. The Māori Trustee administers approximately 88,000 hectares of Māori freehold land, as well as general land and other interests and investments, on behalf of over 100,000 Māori Land owners.
- 4. A primary objective of The Māori Trustee, is to protect, utilise and grow the assets of our Māori land owners. The organisation provides land administration and professional trustee services to one third of all Māori land trusts (over 1700 trusts), as well as targeted development and sector-specific expertise. The organisation is involved in the management of a number of Māori enterprises and development projects.
- 5. The Māori Trustee currently employs approximately 124 staff across five offices throughout New Zealand, with the Māori Trustee based in Te Whanganui-a-Tara
- 6. Te Tumu Paeroa is unique, in that it is the only nation-wide organisation that manages significant tranches of Māori land and assets on behalf of Māori landowners.

Our Vision and Priorities

- 7. Our vision is: Ko Te Tumu Paeroa tēnei, te tauawhi nei, te taunaki nei, te tiaki nei ngā whenua Māori mō naianei, mō āpōpō hoki. Ensuring Māori land is protected and enhanced, now and for generations to come.
- 8. Our vision requires a careful balance between protection of the whenua and taiao and enhancement of the whenua through a range of pathways, including commercial development.
- 9. Our purpose is to be a dedicated professional trustee service for Māori.
- 10. Our strategic priorities assist us to deliver on our vision and purpose:
 - a. Enhancing operational excellence.
 - b. Growing an inclusive culturally competent organisation committed to a greater understanding of Te Ao Māori.

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- c. Contributing to growth, development and future leadership in whenua Māori administration and governance.
- d. Increasing the resilience and sustainability of the assets and whenua we administer.
- 11. Our responsibility as trustee in the context of the Spatial Planning Bill, is to ensure that the voices of the whenua that we are responsible for, and those landowners who whakapapa to that whenua, are heard and understood.

Our Portfolio

- 12. Our portfolio currently consists of the following:
 - a. Number of trusts and other entities under administration 1746.
 - b. Number of hectares under management 88,000.
 - c. Number of owner accounts maintained 102,502.
 - d. Number of ownership interests 258,469.
 - e. Number of leases administered 1,732.
 - f. Client funds under management (market value) \$ 130.1 million.
 - g. Māori Trustee equity \$ 170.7 million.

Our Mahi

- 13. The Māori Trustee has the responsibility to ensure that the best interests and outcomes for Māori land owners are advanced by Te Tumu Paeroa's mahi.
- 14. Our core services are:
 - a. Administration of trusts where the Māori Trustee is the responsible trustee.
 - b. Agreed trustee services where the Māori trustee is an agent or custodian trustee.
 - c. Keeping records for trusts we administer.
 - d. Managing finances and preparing financial statements.
 - e. Consulting with and convening meetings for advisory trustees.
 - f. Consulting with and convening meetings for beneficial owners.
 - g. Reporting to responsible trustees, advisory trustees and beneficial owners.
 - h. Administering trust distributions.
 - i. Filing applications with the Māori Land Court and attending associated hearings.
 - j. Property management, including leases and asset maintenance.
 - k. Reviewing land use and considering, where appropriate, alternative land use options.
 - I. Developing and enhancing land and assets; including the production and maintenance of Asset Management Plans and Farm Environment Plans.

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⁷ The Māori Trustee Annual Report 2022



- m. Responding to requests for information.
- n. Managing and investing cash assets in the Common Fund.
- o. Managing and providing support services for the General Purposes Fund.
- p. Acquiring and paying for goods and services.

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Appendix B - The Māori Trustee's Responsible Trustee Portfolio

Region	No. of Entities	Total Area (Ha)	Total ownership interests
Northland	40	1796	2,340
Auckland	14	303	410
Bay of Plenty	86	2,203	14,997
Waikato	128	4,908	13,692
Gisborne	284	16,678	44,006
Hawkes Bay	262	9,467	33,887
Horizons (Manawatu Whanganui)	174	6,296	19,665
Taranaki	138	4,210	10,198
Greater Wellington Regional Council	60	1,052	6,082
Marlborough	20	166	1,171
West Coast Regional Council	11	1,778	4,199
Environment Canterbury	55	1,145	8,295
Otago	18	252	2,507
Environment Southland	69	7,982	13,037
Chatham Islands	9	2,710	680

NB: Please note that these statistics are for trusts where the Māori Trustee is the Responsible Trustee only. It does not include those trusts that she administers under other arrangements.

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