

Report prepared in accordance with Section 17 Covid-19 (Fast-track Consenting) Act 2020

Application 2022-112 Ōtaki Māori Racecourse Village Project

To:	Required action:
Hon David Parker, Minister for the Environment	Consider this report prior to making a decision under section 24 of the FTCA
Date submitted: 3 April 2023	

Ministry for the Environment contacts

Position	Name	Cell Phone	1 st Contact
Principal Author	Stephanie McNicholl		
Acting Manager	Rebecca Perrett	s 9(2)(a)	✓
Acting Director	Lorena Stephen	s 9(2)(a)	

Introduction

1. The Ministry for the Environment has prepared this report in consultation with the Office for Māori Crown Relations – Te Arawhiti and in accordance with section 17 of the Covid-19 Recovery (Fast-track Consenting) Act 2020 (the FTCA).
2. To satisfy obligations under section 6 of the FTCA, you must consider this report before you make any decision under section 24 of the FTCA regarding the application request to refer the Ōtaki Māori Racecourse Village Project (project) to an expert consenting panel (panel).

Proposed project

3. The applicant (Ōtaki Revisited Limited) proposes to develop an approximately 59.8-hectare site into a mixed use development located at 143 Rahui Road and 49 Te Roto Road, Ōtaki.
4. The project will involve the construction of approximately 420-580 residential units in a range of terraced, duplex and detached house typologies. The project includes a housing assembly plant on site that will service the development, community facilities, commercial activities (café, plaza and pop-up markets) within existing buildings, public including pocket parks and communal private open space as well as supporting infrastructure including roads, access, streetscape amenities and three-waters services.
5. The racecourse will remain operational.
6. A location map is in Attachment 1.

Essential information

7. The following information is required under section 17(3) of the FTCA for the project area.

FTCA Section	Information required	Detail
17(3)(a)	Relevant iwi authorities (4)	Te Rūnanga o Toa Rangātira Incorporated Muaūpoko Tribal Authority Incorporated Ngā Hāpu o Otaki Te Rūnanga o Raukawa Incorporated <i>Contact details are in Attachment 2</i>
17(3)(b)	Treaty settlements that relate to the project area (1)	Ngāti Toa Rangātira Claims Settlement Act 2014
17(3)(a)	Relevant Treaty settlement entities (1)	Toa Rangātira Trust <i>Contact details are in Attachment 2</i>
17(3)(c)	Relevant principles and provisions of the Treaty settlements	See details in blue-shaded section below
17(3)(d)	Groups with a negotiation mandate recognised by the Crown which are yet to commence Treaty settlement negotiations	Muaūpoko Tribal Authority Incorporated
17(3)(d)	Current Treaty settlement negotiations	-
17(3)(e)	Court orders recognising customary marine title or protected customary rights under the Marine and Coastal Area (Takutai Moana) Act 2011 or another Act	-

Supporting information

Project details

- The project site is located in the semi-rural setting and cover approximately 59.08 hectares at 143 Rahui Road and 49 Te Roto Road, Ōtaki, Wellington region. The site access will be gained from both Rahui Road and Te Roto Road.
- The project intends to provide for a mixed use development, that will be predominantly residential housing, with some housing assembly plant facilities and some commercial activities, as well as the continued operations of the existing racecourse.
- The project has two development options. Option A is to provide approximately 420 residential units. Option B is to provide approximately 580 residential units by replacing some terraced housing with three-storey apartments. Attachment 3 shows the general project layout including public and private open space areas and access.

Statutory matters relating to this report

11. No parts of the proposed project will occur in the coastal marine area, meaning:
 - a. pursuant to section 16(1) of the FTCA you are the sole party required to consider this report
 - b. the project is unaffected by the provisions of the Marine and Coastal Area (Takutai Moana) Act 2011 (MACAA) or any other Act pertaining to the grant of protected customary rights or customary marine title.
12. There are no court orders granted under the MACAA or another Act to consider in your referral decision for this project.¹

Iwi authorities

Methodology and information sources

13. This report must identify the relevant iwi authorities for the project, in accordance with section 17(3)(a) of the FTCA. Under section 7(1) of the FTCA, a relevant iwi authority for a referred project means an iwi authority whose area of interest includes the area in which a project will occur.
14. 'Area of interest' can mean different things depending on context and perspective and can be indicative (such as an area identified at the outset of Treaty settlement negotiations), formally agreed (such as in a deed of settlement or memorandum of understanding) or self-nominated. An area of interest can be difficult to define precisely on a map, particularly where a boundary that has been depicted on a small-scale map is scaled up and used precisely in relation to an individual site or property.
15. For the purpose of this report, we have considered information from the following sources as a starting point for identifying iwi areas of interest:
 - a. Te Arawhiti Internal Crown Asset Tracking Tool (i-Cat), an online database that records areas of interest associated with Treaty settlements and Treaty settlement negotiations
 - b. area of interest maps in signed Treaty settlement deeds or other Treaty settlement negotiation documents (including deeds of mandate)
 - c. the Iwi Areas of Interest viewer, an online application managed by the Ministry of Māori Development – Te Puni Kōkiri (TPK)
 - d. Te Kāhui Māngai (TKM), an online directory of iwi and Māori organisations maintained by TPK, which includes information on rohe (tribal areas) provided by those organisations.
16. Generally, the areas of interest shown on these databases for an iwi or group do not always completely align, and sometimes the differences can be significant. We carefully consider the reasons for such discrepancies, including the reliability or accuracy of the information shown and the local context and decision-making environment, before deciding which areas of interest we consider apply to a project under FTCA process.

¹ Section 17(3)(e) of the FTCA requires this report to identify any court orders granted under the MACAA or another Act which recognise, in relation to the project area, customary marine title or protected customary rights.

17. The FTCA does not specifically define iwi authority but pursuant to section 7(2) of the FTCA, 'iwi authority' has the same meaning as in the Resource Management Act 1991 (RMA): the authority which represents an iwi and which is recognised by that iwi as having authority to do so.
18. To identify iwi authorities associated with the identified areas of interest, we considered information from:
 - a. the TKM online directory noted above
 - b. Greater Wellington Regional Council (GWRC) and Kapiti Coast District Council (KCDC) as relevant local authorities.

Iwi authorities relevant to project

19. We have identified, via the TPK viewer and TKM website the relevant iwi authorities for the project area, as:
 - Te Rūnanga o Toa Rangātira Incorporated, representing Ngāti Toa Rangātira
 - Muaūpoko Tribal Authority Incorporated, representing Muaūpoko
 - Ngā Hāpu o Otaki
 - Te Runanga o Raukawa Incorporated, representing Ngāti Raukawa ki te Tonga
20. GWRC identified Ngāti Toa Rangātira and Ngā Hapū ō Ōtaki as relevant iwi authorities.
21. KCDC identified Ngā Hapū ō Ōtaki as a relevant iwi authority. We note KCDC advised they have a Memorandum of Partnership with Te Runanga o Toa Rangātira Incorporated and Nga Hapu o Otaki.

Other iwi authorities which may have an interest in the project

22. We have identified and included Ngā Kaitiaki o Ngāti Kauwhata Incorporated, representing Ngāti Raukawa ki te Tonga (excluding RMA matters) as an 'other' iwi authority who may have an interest.

Other iwi parties which may have an interest in the project

23. We note KCDC advised they have a Memorandum of Partnership with Ātiawa ki Whakarongotai Charitable Trust. We have identified and included Ati Awa ki Whakarongotai Charitable Trust and Te Atiawa o Te Waka-a-Māui Trust, both representing Te Atiawa o Te Waka-a-Māui as an 'other' iwi party who may have an interest. We consider the project area lies outside of Te Atiawa's area of interest. However, we note that to be eligible to be an ordinary member of the Otaki Māori Racing Club you need to be a descendant of Ngāti Raukawa, Ngāti Toa or Te Atiawa.

Treaty settlements and Treaty settlement entities

24. This report must identify the Treaty settlements that relate to the project area and relevant Treaty settlement entities, in accordance with sections 17(3)(b) and 17(3)(a) respectively. We use information relevant to the project area from the iCat online database and [NZ Government Treaty settlements website](#), together with advice from the Office for Māori Crown Relations – Te Arawhiti.
25. Under the FTCA, a Treaty settlement includes both a Treaty settlement Act and a Treaty settlement deed which is signed by both the Crown and the representative Māori group.

26. The [Ngati Toa Rangātira Claims Settlement Act 2014](#) is the settlement of historical Treaty claims relating to the project area. The Act gives effect to certain provisions of the deed of settlement signed by Ngāti Toa Rangātira, Trustee of the Toa Rangātira Trust and the Crown on 7 December 2012 and amendment dated November 2013. [Ngāti Toa Rangātira deed of settlement documents](#) can be accessed on the NZ Government Treaty settlements website.
27. Under the FTCA, a Treaty settlement entity includes a post-settlement governance entity, defined as a body corporate or trustees of a trust established by a claimant group for receiving redress, or for participating in arrangements established under a Treaty settlement Act.
28. Toa Rangatira Trust² is the post-settlement governance entity under the Ngāti Toa Rangātira Claims Settlement Act 2014.
29. A Treaty settlement entity is also defined for the purposes of the FTCA as including a board, trust, committee, authority, or other body, recognised in or established under a Treaty settlement Act.
30. No such entity established by the Ngāti Toa Rangatira Claims Settlement Act is relevant to the proposed project.

Relevant principles and provisions of the Ngāti Toa Rangatira Treaty settlement

Crown acknowledgements and apologies

31. As part of the Ngāti Toa Rangatira Treaty settlement, the Crown offers acknowledgements and an apology as part of Treaty settlement redress to atone for historical wrongs, restore honour, and begin the process of healing.
32. The Crown recognises that a number of Ngati Toa Rangatira, including Te Rauparaha and Te Rangihaeata, signed Te Tiriti o Waitangi/the [Treaty of Waitangi](#) in 1840. The Crown profoundly regrets that it has not always lived up to its obligations to Ngati Toa Rangatira under Te Tiriti o Waitangi/the Treaty of Waitangi.
33. As part of the apology offered by the Crown to Ngāti Toa Rangatira, to their ancestors, and to their descendants in the Ngāti Toa Rangatira Claims Settlement Act 2014, the Crown unreservedly apologises for failing its obligations and for breaching Te Tiriti o Waitangi/the Treaty of Waitangi and its principles which have hurt and caused prejudice to Ngati Toa Rangatira.
34. The Crown says it is deeply sorry for its actions that intentionally undermined the mana and rangatiratanga of leading Ngati Toa Rangatira chiefs, in particular, for its indefinite detention of Te Rauparaha, and deeply regrets it has failed, until now, to acknowledge this injustice in an appropriate manner.
35. The Crown profoundly regrets and apologises for leaving Ngati Toa Rangatira virtually landless and unable to access customary resources and significant sites.
36. The Crown deeply regrets the cumulative effect of its actions and omissions which severely damaged Ngati Toa Rangatira social and traditional tribal structures, their autonomy and ability to exercise customary rights and responsibilities, their capacity for economic and social development, and physical, cultural, and spiritual well-being.

² Te Rūnanga o Toa Rangatira Incorporated is the trustee of this trust.

37. Through the settlement and the apology, the Crown states it hopes the apology and settlement will mark the beginning of a new, positive and enduring relationship with Ngāti Toa Rangatira founded on mutual trust and co-operation and respect for Te Tiriti o Waitangi/the Treaty of Waitangi and its principles.
38. Affording respect to the views of Ngāti Toa Rangatira iwi on resource management matters and enabling iwi to meaningfully participate as a Treaty partner in resource management decision-making within their takiwā/area of interest are important ways in which the Crown can give effect to these acknowledgements and apologies.

Other redress

39. The Treaty settlement does not create any new co-governance or co-management processes which would affect decision-making under the RMA for the project. The proposed project does not directly affect any specific commercial or cultural redress provided by the Treaty settlement.
40. As a general principle, an absence of specific settlement redress does not indicate the absence of an iwi cultural association with ancestral lands, sites, wāhi tapu or other taonga within an area. Local tangata whenua and their representatives would be best placed to advise on such matters in the first instance.
41. Importantly, cultural associations with ancestral lands, water, sites, wāhi tapu, and other taonga – regardless of whether or not they are specifically identified in a Treaty settlement – are deemed to be matters of national importance that must be recognised and provided for in decision-making under Part 2 section 6(e) of the RMA.

Current negotiation mandates and settlement negotiations

42. Section 17(3)(d) of the FTCA requires this report to identify any recognised negotiation mandates for, or current negotiations for, Treaty settlements that relate to the project area.
43. We have identified the recognised negotiation mandates that relate to the project area for Muaūpoko Tribal Authority Incorporated. Muaūpoko has a traditional area of interest extending from the Rangitikei River to Sinclair and Turakirae Heads in Wellington.
44. The Crown recognised the mandate of Muaūpoko Tribal Authority Incorporated to negotiate a Treaty settlement in September 2013. Negotiations have not yet commenced. The Crown recognition of the mandate has not been withdrawn. Muaūpoko has yet to establish a post-settlement governance entity to receive redress under their settlement.
45. There are no current Treaty settlement negotiations affecting the project area.

Details in this report affect certain provisions of the FTCA

Notices of referral decisions

46. Under section 25 of the FTCA, you must give notice of the decisions made on an application for referral of a project to a panel, and the reasons for your decisions, to the applicant and anyone invited to comment under section 21 of the FTCA.
47. You did not invite comment on the referral application from iwi authorities or other Māori groups. However, if you decide to refer this project to a panel, the notice of decisions and associated reasons must be given to:
 - a. the relevant iwi authorities and Treaty settlement entities identified in this report

- b. any other iwi authorities or Treaty settlement entities you consider have an interest in the matter
 - c. any group that is or party to either a joint management agreement or Mana Whakahono ā Rohe under the RMA that relates to the project area.
48. We have identified Te Rūnanga o Toa Rangātira Trust, Muaūpoko Tribal Authority Incorporated, Ngā Hāpu o Otaki and Te Rūnanga o Raukawa Incorporated as the relevant iwi authorities and Toa Rangātira Trust as the Treaty settlement entity for receipt of the notice of decisions. Contact details are in Attachment 2.
 49. We have identified Ngā Kaitiaki o Ngāti Kauwhata Incorporated as an 'other' iwi authority or Treaty settlement entity who may have an interest in the project for receipt of notices of decisions. Contact details are in Attachment 2.
 50. We have identified and included Ati Awa ki Whakarongotai Charitable Trust and Te Atiawa o Te Waka-a-Māui Trust, both representing Te Atiawa o Te Waka-a-Māui as an 'other' iwi party who may have an interest in the project for receipt of notices of decision. Contact details are in Attachment 2.
 51. There are no relevant joint management agreements or Mana Whakahono ā Rohe to consider.

Expert consenting panel membership and invitation to comment

52. If a project is referred to a panel, the appointed panel must include one person nominated by the relevant iwi authorities under clause 3(2)(b) of Schedule 5 of the FTCA.
53. In the event iwi authorities nominate more than one person, the panel convener must decide which nominee to appoint. The panel convener has discretion to increase the panel membership to accommodate the matters specified in clauses 3(6)(a) – 3(6)(e) of Schedule 5 of the FTCA, which include matters unique to any relevant Treaty settlement Act.
54. A panel must invite comments on a resource consent application or notice of requirement for a referred project from the parties listed in clause 17(6) of Schedule 6 of the FTCA. This includes:
 - a. the relevant iwi authorities, including those identified in this report
 - b. a Treaty settlement entity relevant to the referred project, including an entity that has an interest under a Treaty settlement in an area where a referred project is to occur, and an entity identified in this report
 - c. any applicant group under the MACAA identified in the report obtained under section 17(1).
55. We have identified Te Rūnanga o Toa Rangātira Trust, Muaūpoko Tribal Authority Incorporated, Ngā Hāpu o Otaki and Te Rūnanga o Raukawa Incorporated as the relevant iwi authorities and Toa Rangātira Trust as a relevant Treaty settlement entity.
56. We have identified Ngā Kaitiaki o Ngāti Kauwhata Incorporated as an 'other' iwi authority or Treaty settlement entity who may have an interest in the project.
57. A panel may also invite comments from any other person it considers appropriate.

58. We have identified and included Ati Awa ki Whakarongotai Charitable Trust and Te Atiawa o Te Waka-a-Māui Trust, both representing Te Atiawa o Te Waka-a-Māui³ as an ‘other’ iwi party who may have an interest in the project. We recommend you direct a panel to seek comment from these parties if you decide to refer the project.

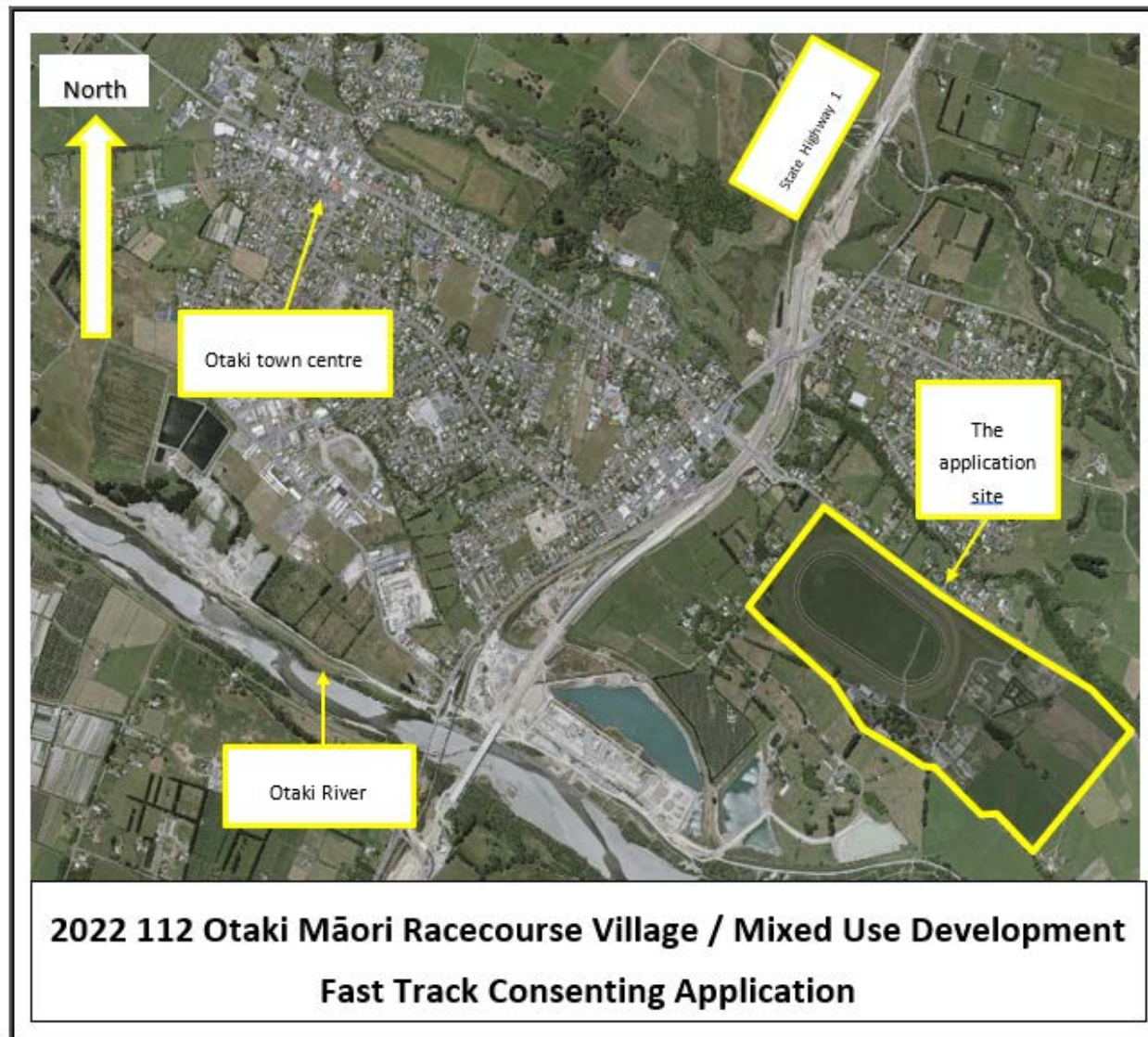
Provision of cultural impact assessment

59. Any resource consent application submitted to a panel for determination must include a cultural impact assessment prepared by or on behalf of the relevant iwi authorities, or a statement of any reasons given by the relevant iwi authorities for not providing that assessment.⁴ The Environmental Protection Authority which provides support services to a panel, will not confirm an application as complete and ready for consideration by a panel until this requirement is satisfied.
60. There is more than one relevant iwi authority. The project applicant will need to engage with each to determine their requirements for a cultural impact assessment, including whether they wish to prepare one individually or jointly, or whether they may wish to defer to another iwi in respect of the matter. Relevant iwi authorities are listed in Attachment 2.

³ To be eligible to be an ordinary member of the Otaki Māori Racing Club you need to be a descendant of Ngāti Raukawa, Ngāti Toa or Te Atiawa. We note the project site location is outside Te Atiawa’s area of interest.

⁴ Clause 9(5), 13(1)(k) and 13(1)(l) of Schedule 6 of the FTCA.

Attachment 1 – Project Location



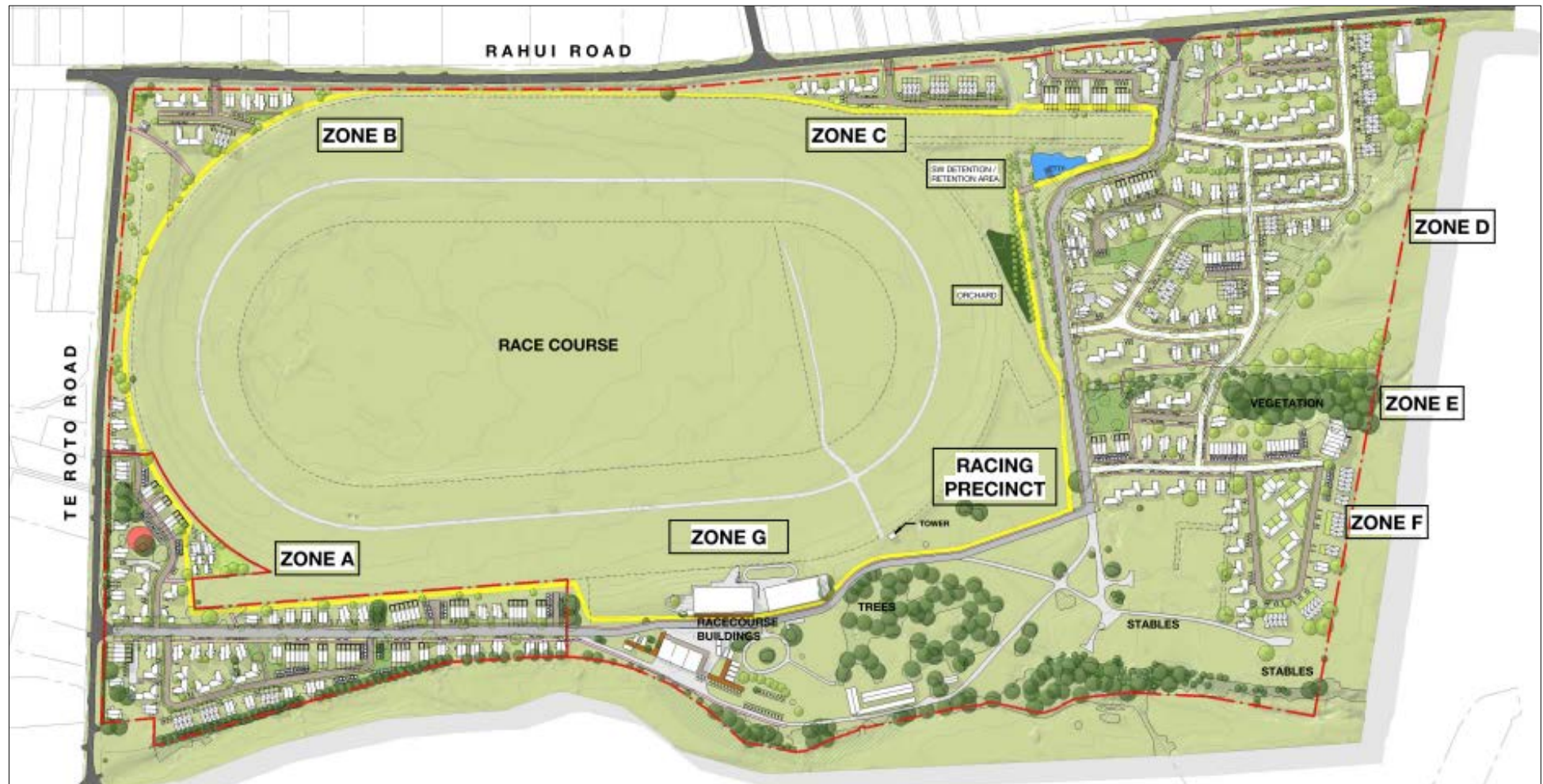
Attachment 1 – Project Site



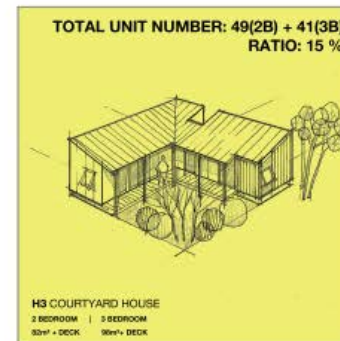
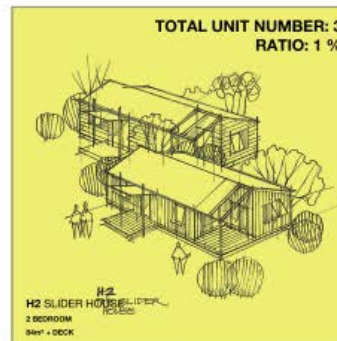
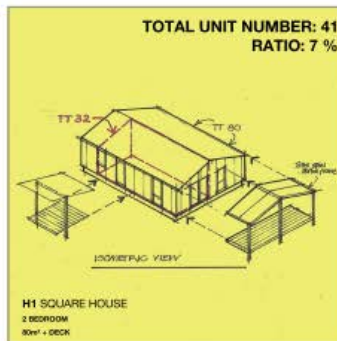
Attachment 2 – Contact information

Iwi/hapū	Representative body	RMA relevant Iwi authority	Treaty settlement entity (PSGE)	Other Iwi authority interest	Contact person	Contact details
Muaūpoko	Muaūpoko Tribal Authority Incorporated	Representing Muaūpoko as an iwi authority for RMA purposes			CEO: Di Rump ceo@muaupoko.iwi.nz	PO Box 1080 Levin
Ngā Hāpu o Otaki		Representing Ngā Hāpu o Otaki as an iwi authority for RMA purposes			office@ngahapuootaki.nz	88 Mill Road Ōtaki 5512
Ngāti Raukawa ki te Tonga	Te Runanga o Raukawa Incorporated	Representing Ngāti Raukawa ki te Tonga as an iwi authority for RMA purposes			CEO: Rārite Mataki s 9(2)(a) [redacted] Copies to: Jessica Kereama s 9(2)(a) [redacted]	PO Box 586 Levin 5510
	Ngā Kaitiaki o Ngāti Kauwhata Incorporated			Representing Ngāti Raukawa ki te Tonga as an 'other' iwi authority with an interest in the matter	Chair: Dennis Emery kawhata@inspire.net.nz Copies to: Woodward Law (Donna Hall & Lyndon Roger) info@mokoia.co.nz	PO Box 486 Feilding
Ngāti Toa Rangātira	Te Runanga o Toa Rangātira Incorporated	Representing Ngāti Toa Rangātira as an iwi authority for RMA purposes			CEO: Helmut Modlik s 9(2)(a) [redacted] Copies to: Debbie Rene resourcemanagement@ngatittoa.iwi.nz	PO Box 50355 Porirua 5240
	Toa Rangatira Trust		PSGE under Ngāti Toa Rangātira Claims Settlement Act 2014		CEO: Helmut Modlik s 9(2)(a) [redacted]	
Te Ātiawa o Te Waka-a-Maui	Ātiawa ki Whakarongotai Charitable Trust			Representing Te Ātiawa o Te Waka-a-Maui as an 'other' iwi interested party	Chair: Andre Baker admin@teatiawakikapiti.co.nz	
	Te Ātiawa o Te Waka-a-Māui Trust			Representing Te Ātiawa o Te Waka-a-Maui as an 'other' iwi interested party	CEO: Richardt Prosch office@teatiawatrust.co.nz	

Attachment 3 – Planned Layout



Attachment 3 – Residential Unit Types



UNIT TYPE SCHEDULE			
Building Type	Building Type Name	Count	No. Units
TH-1	Terrace House 1	16	16
TH-2	Terrace House 1	79	79
VC	Vertical Cluster	14	252
CL	Cluster Houses	2	12
CL-CC	Cluster Houses - Close Coupled	1	6
H1	Square House	41	41
H2	Slider House	3	3
H3-2	Courtyard House	41	41
H3-1	Courtyard House	49	49
H4-2	Stand Alone House	1	1
HSD	Semi Detached House	82	82
Grand total		329	582

