

Application 2023-137 Plimmerton Farm Stage One 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: 12 May 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 Plimmerton Farm Stage One Project (project) to an expert consenting panel (panel).

Proposed project

3. The applicant (KM and MG Holdings Limited) proposes to develop an approximately 383-hectare site into a residential development 18 State Highway 59, Plimmerton, Porirua region.
4. The project will involve the construction of approximately 1044 residential units in a range of typologies, including approximately 305 units in approximately 35 apartment buildings up to 4 storeys high, and terraced, duplex and detached houses.
5. Approximately 209 of the residential units will be constructed by third parties. The project will also create six super lots for future development and a balance lot, and includes developing land for open space, reclamation of streams and natural inland wetlands, and ecological restoration.
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	1	Refer Iwi authorities section below. <i>Contact details are in Attachment 2</i>
17(3)(b)	Treaty settlements that relate to the project area	1	
17(3)(a)	Relevant Treaty settlement entities	1	
17(3)(c)	Relevant principles and provisions of the Treaty settlements	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	N/A	
17(3)(d)	Current Treaty settlement negotiations	N/A	
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

8. The project site covers approximately 383-hectares of characteristically rural land. The site has frontage to and primary access from James Street to the south, which connects with State Highway 59 to the west.
9. The project includes works within the James Street road reserve to upgrade site access and within the State Highway 59 road reserve to form a new pedestrian/cycle crossing, and the construction of supporting infrastructure, including roads and reserves intended to vest with Porirua City Council (PCC), accessways and three-waters services.
10. The project layout is in Attachment 3.

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 sources noted above including the TKM online directory
 - b. Greater Wellington Regional Council and Porirua City Council as the relevant local authorities.

Iwi authorities relevant to project

19. We have identified, via the information sources, the sole relevant iwi authority for the project area, as Te Rūnanga o Toa Rangatira Incorporated representing Ngāti Toa Rangātira iwi.
20. We note in their invited comments, both local authorities identified the same iwi.

Treaty settlements and Treaty settlement entities

21. 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.
22. 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.
23. The project site falls within the area of interest covered by the Treaty settlement with Ngāti Toa Rangātira iwi.
24. [Ngāti Toa Rangātira Claims Settlement Act 2014](#) is a 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.

Relevant Treaty settlement entities

Post-settlement governance entities

25. 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.
26. We have identified the sole post-settlement governance entity associated with the Treaty settlement as: Toa Rangatira Trust under the [Ngāti Toa Rangātira Claims Settlement Act 2014](#).
27. A post-settlement governance entity may exist ahead of finalisation of a deed of settlement and/or enactment of Treaty settlement legislation.
28. There are no post-settlement governance entities in this category that are relevant.

Other bodies recognised or established under a Treaty settlement Act

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 Claims Settlement Acts noted above is relevant to the proposed project.

Relevant principles and provisions of the Treaty settlements for Ngāti Toa Rangatira

Crown acknowledgements and apologies

31. As part of all of the identified Treaty settlements, 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.

Relevant principles and provisions of the Ngāti Toa Rangatira Treaty settlement

32. The Crown recognises that a number of Ngāti 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 Ngāti 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 Ngāti Toa Rangatira.
34. The Crown says it is deeply sorry for its actions that intentionally undermined the mana and rangatiratanga of leading Ngāti 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 Ngāti 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 Ngāti 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.
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.

Redress within the Treaty settlements

Resource management matters

38. Affording respect to the views of 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 of the Treaty settlement

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. 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

44. 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.
45. 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.
46. If you decide to refer, we have identified Te Rūnanga o Toa Rangatira Incorporated as the sole relevant iwi authority and Toa Rangatira Trust as the sole Treaty settlement entity who must receive notice of the decisions. Contact details are in Attachment 2.
47. There are no relevant joint management agreements or Mana Whakahono ā Rohe to consider.

Expert consenting panel membership and invitation to comment

48. 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.
49. 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.

50. 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).
51. If you decide to refer, we have identified Te Rūnanga o Toa Rangatira Incorporated as the sole relevant iwi authority and Toa Rangatira Trust as the sole Treaty settlement entity for the proposed project, from whom a panel must invite comment.
52. A panel may also invite comments from any other person it considers appropriate.

Provision of cultural impact assessment

53. 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.² 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.

² Clause 9(5), 13(1)(k) and 13(1)(l) of Schedule 6 of the FTCA.

Attachment 1 – Project Location – Surrounding Area



Attachment 2 – Contact information

Iwi/hapū	Settlement documents / Status	Representative body	RMA relevant iwi authority	Treaty settlement entity (PSGE)	Other Iwi authority interest	Contact person
Ngāti Toa Rangatira	Ngāti Toa Rangatira Claims Settlement Act 2014	Te Rūnanga o Toa Rangatira Incorporated	Iwi authority for RMA purposes			CEO: Helmut Modlik s 9(2)(a) cc: RMA Contact – Debbie Rene resourcemanagement@ngatittoa.iwi.nz
		Toa Rangatira Trust		Post-settlement governance entity		

Attachment 3 – Planned Layout

