Draft for consultation

Toitū Te Whenua
Land Information
New Zealand

# Crown Pastoral Land Act 1998

## Strategic Intentions Document 2024-2029

Toitū Te Whenua Land Information New Zealand

*High country pastoral lease, Ashburton District. Photo by Toitū Te Whenua Land Information New Zealand*

Te Kāwanatanga o Aotearoa
New Zealand Government

**February 2024**

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# Section 1: Shaping the future of Crown pastoral land in New Zealand

This draft document – the *Crown Pastoral Land Strategic Intentions Document 2024-2029* – outlines a proposed vision and strategy for Toitū Te Whenua Land Information New Zealand (LINZ, the department, or us/we) to manage Crown pastoral land in New Zealand. It also sets out the 'why, what and how' of Crown pastoral land, providing a clear line-of-sight between the Crown statutory objectives and LINZ work programmes.

Its companion document, the *Crown Pastoral Land Performance Monitoring Framework 2024-2029* sets out detailed performance measures for LINZ's achievement of its vision and outcomes.

Together, both draft documents sit within the context of the LINZ departmental *Strategic Intentions 2023-2027*. Both documents are made under the *Crown Pastoral Land Act 1998* with reference to the *Public Service Act 2020*.

This is the first Strategic Intentions Document and Performance Monitoring Framework LINZ has published and represents an opportunity to enhance the way Crown pastoral land is managed for the benefit of all New Zealanders.

## What is Crown pastoral land?

Crown pastoral land is Crown-owned land leased to farmers for the primary purpose of pastoral livestock grazing. The use and management of the land is regulated under the Crown Pastoral Land Act 1998 (the Act) and the Land Act 1948. The regulation protects the Crown's ownership interest in the context of the land's unique inherent values and the vulnerability of its soils and indigenous vegetation cover to pests and over-grazing.

## Who manages Crown pastoral land?

LINZ is responsible for the administration and stewardship of Crown pastoral land, with the Chief Executive and the Commissioner of Crown Lands having distinct roles, duties and functions. These are set out in Appendix 1 and Appendix 2 respectively.

The Act requires the Chief Executive and the Commissioner of Crown Lands to jointly publish a Strategic Intentions Document to set out how their actions (and those of the department) are contributing to achieving the purpose of the legislation, and how government policies and priorities will be reflected in the management of pastoral land.

The Act seeks to ensure that Crown pastoral land is managed and used in ways that are transparent and accountable, and that will maintain or enhance the inherent values of the land while providing for ongoing pastoral farming. The Act seeks to ensure that LINZ stewardship of the land supports the Crown in its relationships with Māori, and enables the Crown to get a fair return on its ownership interest in pastoral land.

## Developing the Strategic intentions Document

This draft document has been prepared through research and consultation, including engaging with key stakeholders. Figure 1 below describes the process we have followed to develop the draft document. A list of key stakeholders is set out in Appendix 3.

**Figure 1. Development of the Strategic Intentions Document**

| Phase | | Who we are talking to |
|---|---|---|
| **Research** | | |
| | • Analysis<br>• Meetings<br>• Workshops | LINZ High Country Advisory Group, iwi, leaseholders representatives |
| **Public consultation** | | |
| | • Release draft document for public consideration<br>• Submission period (6 weeks) | Everyone has the chance to provide feedback<br>We will engage directly with key stakeholders |
| **Finalisation** | | |
| | • We will update the draft document based on feedback and submit the draft to the Chief Executive and Commissioner for their consideration | LINZ Chief Executive<br>Commissioner of Crown Lands |
| **Adoption** | | |
| | • Final document agreed and published on LINZ website<br>• Implementation commences | LINZ Chief Executive<br>Commissioner of Crown Lands |

## We want your feedback

LINZ is seeking feedback on the proposed vision and strategic direction set out in this document.

Your input will help us to understand the changes and trends that will affect the administration of Crown pastoral land over the coming years, and what opportunities and challenges may arise if LINZ adopts the priorities identified in this document. We want to hear your views on the most important areas for us to focus on.

Questions to consider:

1. What social, cultural, economic, or environmental trends will be most important for how the Crown seeks to maintain or enhance the land and its inherent values while providing for ongoing pastoral farming?
2. What current or new opportunities and challenges do you see in LINZ improving its administration of Crown pastoral land to deliver on its statutory outcomes?
3. Do you support LINZ vision for the Crown pastoral estate: *'the Crown pastoral estate is actively managed to enhance its inherent values and support productive and sustainable pastoral farming'*. Why or why not?
4. Do you agree that: '*Transparent and accountable stewardship'*; *'Strong and enduring partnerships'* and *'Informed decision-making'* are appropriate priorities for improving LINZ administration of pastoral land in the future? Why or why not?
5. Do you agree with the proposed, short, medium, and long-term actions under the three priority areas ('Transparent and accountable stewardship'; 'Strong and enduring partnerships' and 'Informed decision-making)'? Why or why not?
6. Is there anything else you believe is relevant and we should consider?

Submissions must be lodged by 5 pm on 21 March 2024 and are welcomed by all.

Submissions can be:

- completed online at http://www.linz.govt.nz/cplc/
- emailed to CPLC@linz.govt.nz
- posted to Crown Pastoral Land Consultation, PO Box 10420, Wellington 6143

## Release of information

Submissions are subject to the Official Information Act 1982. Please tell us as part of your submission if you have any objection to the release of any information in the submission, which parts you consider should be withheld, and include your reasons for withholding the information. LINZ consider any objections you note and consult with you when responding to requests under the Official Information Act 1982.

Please indicate on the front of your submission if it contains confidential information and mark the text accordingly. If you wish to make a submission which includes confidential information, please send us a separate version excluding the relevant information for publication on our website.

## Private information

The Privacy Act 1993 establishes certain principles with respect to the collection, use and disclosure of information about individuals by various agencies, including LINZ. Any personal information you supply to LINZ as part of your submission will only be used to help inform the development of policy advice in relation to the development of the draft Strategic Intentions Document.

Please clearly indicate in your submission if you do not wish your name to be included in any summary of submissions that we may publish.

# Crown pastoral land strategic landscape

## Vision

*Crown pastoral land is actively managed to enhance its inherent values and support productive and sustainable pastoral farming*

### Crown Pastoral Land Act 1998

- **Outcome:** The Crown pastoral estate and its inherent values are maintained or enhanced for future generations while providing for ongoing pastoral farming on pastoral land
- **Outcome:** The Crown is supported in its relationship with Māori under Te Tiriti o Waitangi / The Treaty of Waitangi
- **Outcome:** The Crown receives a fair return on ownership interest in pastoral land

## Crown Pastoral Land Strategic Intentions and Monitoring Framework 2024-2029

### Three key priorities

- Transparent and accountable stewardship
- Strong and enduring partnerships
- Informed decision-making

### Three guiding principles

1. Ngāi Tahu and Te Tauihu are our Treaty partners, and the Māori-Crown relationship is foundational
2. Leaseholders' rights must be respected and upheld
3. The land and its inherent values are taonga

### Strategic enablers

- Our people are well resourced and supported
- Effort and investment are aligned to strategic priorities
- Public support and community action

## Toitū Te Whenua Areas of Work

## Toitū Te Whenua Strategic Outcomes

- We are a respected and honourable Treaty partner with strong and enduring relationships
- The geographic and property information we provide is trustworthy and reliable, freely available and well used
- We are a trusted regulator, delivering fair and transparent regulatory systems
- **The Crown estate we are responsible for is well-managed and enhanced for existing and future generations**

# Section 2: Why Crown pastoral land matters

Crown pastoral land makes up of 1.2 million hectares of land in the South Island high country. This represents approximately 5 percent of New Zealand's total land area.

The land encompasses some of New Zealand's most iconic landscapes, is held in trust by the government for the greater benefit of all New Zealanders, and is perpetually leased for the purpose of pastoral farming.

The land has distinct ecological, landscape, cultural, social and economic value to New Zealand. It is home to habitats and ecosystems that support rare and threatened indigenous wildlife and vegetation, and some of our most stunning alpine and post-glacial landscapes.

Pastoral farming is a significant part of the high country's heritage. Leaseholders have a strong connection to their leasehold land, with some families having lived and worked on the land for generations. Leaseholders have an important role in managing and protecting the land and make an important contribution to regional economies and communities.

Local iwi have a deep connection to, and history in, the high country. The Ngāi Tahu takiwā encompasses most of the estate, and a small number of leases are within the rohe of Te Tauihu iwi: Rangitāne o Wairau and Ngāti Apa ki te Rā Tō. The Crown pastoral estate contains sites and species of significant cultural value to iwi, including waterways, traditional food gathering sites and access ways, maunga, awa, roto, mahinga kai, wāhi tapu and wāhi taonga sites and taonga species.

New Zealanders value the South Island high country and benefit from its landscapes, ecological values, and from the contribution the estate makes to regional communities and the economy.

*High country pastoral lease, Mackenzie District. Photo by Toitū Te Whenua Land Information New Zealand*

## 2.1: How the Crown pastoral estate came to be

Prior to European settlement, all of what is now the Crown pastoral estate belonged to local iwi. The land was valued for its mahinga kai opportunities, and as a source of important natural resources, including pounamu. Māori trails and trade routes traversed the South Island high country, serving as important economic and social links to their iwi.

In 1848 the Crown began its acquisition of high country land with its initial purchase of land from Ngāi Tahu. The first concerns about the Crown's failure to honour the terms of the purchase were almost immediate. By the early 1860s, the whole of the South Island, including the high country, had been acquired by the Crown for European settlement. Iwi became increasingly disconnected from the land, losing knowledge of place, access to mahinga kai sites, cultural connection and economic opportunity.

In 1851, the provincial government created the first leases in the high country. These were envisioned as a temporary measure, with the expectation that the land would be sold into private ownership. In 1877 tenure terms for leasehold farmers were set at 10 years, rising to 21 years in 1892.

By the 1940s, the Crown faced growing public concern at environmental degradation on the leases. This was attributed to farmers lacking necessary incentives to invest in the improvement or sustainable management of the land due to their short-term and insecure leases.

In 1948 the Crown created the system of pastoral leases we know today with the passing of the Land Act. The Act imposed conditions on leaseholders to protect the soil, while tenure was made perpetually renewable on a 33-year team, with any improvements remaining the property of the leaseholder.

Subsequent legislation, including the Crown Pastoral Land Act 1998 and the Crown Pastoral Land Reform Act 2022 extended and refined the operation of the regulatory system to enhance the environmental and farming outcomes in the high country while recognising the leaseholder's security of tenure and the history of the area.

## 2.2: How the Crown pastoral estate is used

### Leaseholders and licence holders

Crown pastoral land can be used in three ways: pastoral leases, pastoral occupation licences, and special leases.

Pastoral leases are the most common land use arrangement. They run for 33 years with an automatic right of renewal. Pastoral leases give the leaseholder the right to exclusive possession and quiet enjoyment of the land, and the right to graze the land. Leaseholders must seek the Commissioner's consent to carry out certain farm-related work on their lease. These are called discretionary pastoral activities and include cultivating the land, clearing scrub, or creating tracks. LINZ typically considers around 100-150 applications to carry out discretionary pastoral actions every year. The Crown is not creating new pastoral leases and the Act prevents any new leases being created.

Pastoral occupation licences allow the licensee to use pastoral land for a fixed term, often to graze stock over summer months. The conditions attached to these licences are often more restrictive than those attached to pastoral leases. There is no automatic right to renew a licence when it expires. The Crown is not issuing new occupation licences. Remaining licences are subject to a compulsory review at the end of the licence period.

Special leases allow the leaseholder to undertake pastoral grazing alongside a range of specified other commercial or recreational uses, such as horse trekking or vehicular trekking. These are a historical creation, pre-dating the creation of the current commercial recreation permit system. Special leases are subject to a range of restrictions and may be created on a case-by-case basis. The Crown is not creating new special leases.

### Holders of easements and commercial recreation permits

The leaseholder or a third party (with the leaseholder's consent) may apply to use Crown pastoral land for commercial recreation. This can include such things as film production, accommodation, safari hunting, horse trekking or guided tramping.

Third parties may also seek access to Crown pastoral land by applying for an easement, for example, for the provision of utilities such as for electricity or water supply, or access to neighbouring land.

The Commissioner may impose terms and conditions on the grant of both recreation permits and easements, including payment to the Crown for the activity.

# Section 3: What we are seeking to achieve

This section presents the proposed vision, overarching strategy, and priorities of the draft Strategic Intentions Document, as well as the outcomes we are seeking to achieve over the coming decade.

## 3.1: The world is changing, and so are the demands on the estate

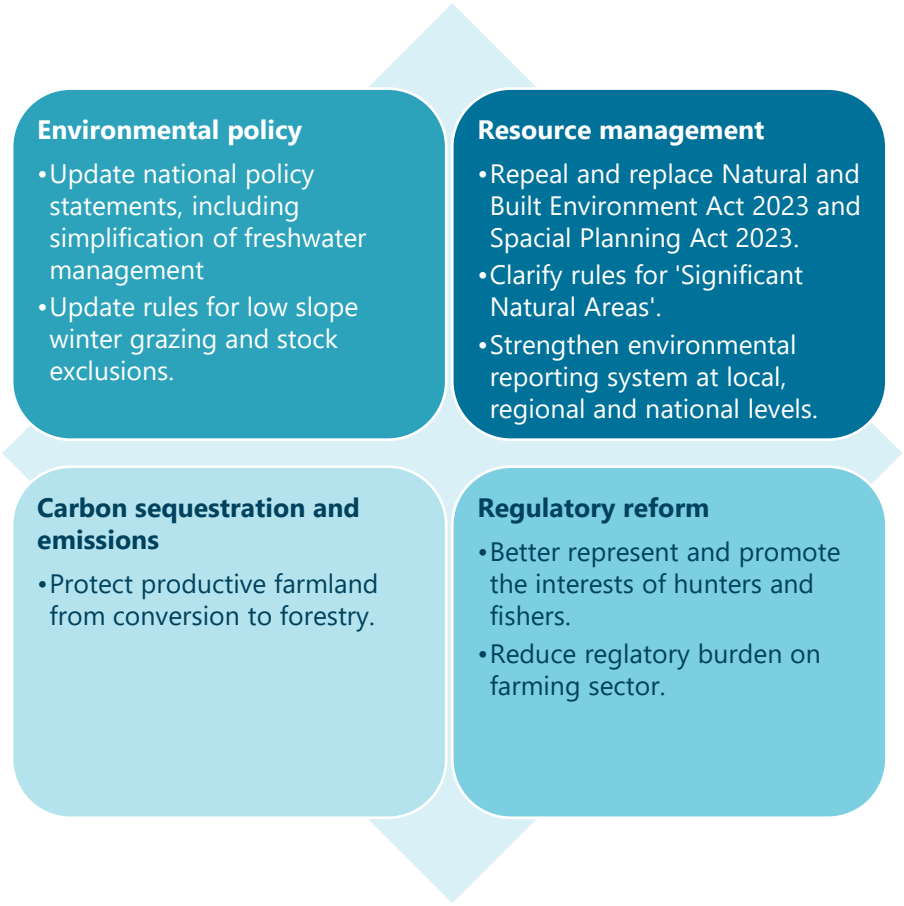
A key strength of New Zealand's legislation governing Crown pastoral land is that it protects the estate in public ownership for the benefit of each new generation.

To be effective stewards and active managers of the land, we need to understand the current and future needs of the government and New Zealanders.

- The Government has made policy commitments relating to environmental management and farming. These are set out in Figure 2 and fall into four broad areas: environmental policy, resource management, carbon sequestration and emissions and regulatory reform. The full implications of these commitments for the management of the pastoral estate are expected to evolve.
- Operational decisions by other Crown agencies impact the Crown pastoral estate. For example, Crown pastoral land often neighbours the Conservation estate, which means changes in land management (such as pest and weed management) by either party may have cross-boundary effects.
- Iwi desire meaningful opportunities to reconnect with their ancestral lands, and for the Crown to incorporate iwi values in its administration of inherent values of importance to iwi.
- Pastoral farming is changing as innovations in science, technology create new opportunities to improve productivity and sustainability.
- The needs of our communities are changing as our population grows, our environment, landscapes and economy evolve, and climate change impacts our land.

These changes highlight the need for the Crown pastoral estate to be managed in a way which delivers multiple benefits for New Zealand's economic, environmental, cultural, and social wellbeing.

**Figure 2. Government policy commitments**




## 3.2: The outcomes we must achieve

### Departmental outcomes

LINZ has identified good stewardship of Crown land - including the Pastoral estate - as one of four strategic outcomes under its departmental *Strategic Intentions 2023-2027*:

> "The Crown Estate we are responsible for is well-managed, understood, cared for and enhanced for existing and future generations."

This means we will ensure our part of the Crown estate is sustainably managed, protected and used in the best way possible to deliver current and future benefits and ensure the well-being of all New Zealanders. The Crown pastoral estate makes up a large proportion of the Crown land that LINZ administers.

### Statutory outcomes

The outcomes LINZ must achieve in its administration of Crown pastoral land are set in legislation. These include the three outcomes set out in the *Crown Pastoral Land Act 1998*,

which are underpinned by LINZ's stewardship responsibilities set out in the *Public Service Act 2020*.

*Section 4 outcomes in the Crown Pastoral Land Act 1998*

- Maintaining or enhancing inherent values across the Crown pastoral estate for present and future generations, while providing for ongoing pastoral farming of pastoral land; and
- Supporting the Crown in its relationships with Māori under Te Tiriti o Waitangi / The Treaty of Waitangi; and
- The Crown receives a fair return on ownership interest in pastoral land.

*Section 52(d) responsibilities in the Public Service Act 2020*

Supporting the Minister to act as a good steward of the public interest, including by:

- Maintaining public institutions, assets, and liabilities; and
- Maintaining the currency of any legislation administered by their agency; and
- Providing advice on the long-term implications of policies

The outcomes are interconnected and reflect the overlapping obligations to protect the land and its inherent values for the public good.

*High country pastoral lease, Canterbury. Photo by Toitū Te Whenua Land Information New Zealand.*

## 3.3: Our vision and priorities for Crown pastoral land

The vision embodied in this plan is that *'the Crown pastoral estate is actively managed to enhance its inherent values and support productive and sustainable pastoral farming'*.

This vision contributes to, and aligns with, LINZ's wider departmental vision that '*the Crown Estate we are responsible for is well-managed, understood, cared for and enhanced for existing and future generations'*.

To achieve this vision and our outcomes, over the next 10 years we will pursue the following priorities:

**Transparent and accountable stewardship**

We will promote transparency and accountability in decision making by providing clear guidelines, criteria, and information to leaseholders, stakeholders, and the public. Public scrutiny and input builds trust in how we administer Crown pastoral land and allows for more informed policies and processes that are adaptable and responsive.

**Strong and enduring partnerships**

To be an effective active manager we must have strong relationships with those who use or have an interest in the land. Through taking a 'hands on' approach to administering pastoral land, we can maximise opportunities for engagement and consultation on decisions about the land. Collaboration on our shared objectives (including broader cross-government priorities) will allow us to achieve better, more positive outcomes for our pastoral land than we could achieve alone. Appendix 3 lists our key stakeholders and partners.

**Informed decision-making**

Informed decision-making is a critical part of being an active manager of the Crown pastoral estate. We need to collect the right information in a form that can easily be used so that we can meet our statutory requirements, including the requirement to consider the cumulative effect of past decisions over time.

These focus on taking an evidence-based approach to decision-making, supported by clear relationships and consistent policies and processes.

Delivery of the priorities will be supported by the following key enablers: LINZ people are well resourced and supported to carry out their work; public and private effort and investment affecting the pastoral estate are well aligned to our strategic priorities; and public support and opportunities for community action is welcomed and encouraged.

### Figure 3. Overarching strategy

**Our vision**

Crown pastoral land is actively managed to enhance its inherent values and support productive and sustainable pastoral farming.

**Our outcomes**

| Crown Pastoral Land Act 1998 | Public Service Act 2020 |
|---|---|
| • The Crown pastoral estate and its inherent values are maintained or enhanced for future generations while providing for ongoing pastoral farming on pastoral land.<br>• The Crown is supported in its relationship with Māori under Te Tiriti o Waitangi / The Treaty of Waitangi.<br>• The Crown receives a fair return on ownership interest in pastoral land. | • Maintaining public institutions, assets, and liabilities.<br>• Maintaining the currency of any legislation administered by the agency.<br>• Providing advice on the long-term implications of policies. |

**Our priorities**

| Transparent and accountable stewardship | Strong and enduring partnerships | Informed decision-making |
|---|---|---|

**Our guiding principles**

- Ngāi Tahu and Te Tauihu are our Treaty partners, and the Māori-Crown relationship is foundational.
- Leaseholders' rights must be respected and upheld.
- The land and its inherent values are taonga.

**Enablers**

- Our people are well resourced and supported.
- Effort and investment are aligned to strategic priorities.
- Public support and community action.

# Section 4: How we will deliver our priorities

*High country pastoral lease, Southland. Photo by Toitū Te Whenua Land Information New Zealand.*

This section sets out how the Chief Executive and the Commissioner intend to exercise their respective functions, duties, and powers in relation to pastoral land to deliver an ambitious transformation of the administration of Crown pastoral land.

It presents a suite of initiatives under the three priority areas – transparent and accountable stewardship, strong and enduring partnerships, and informed decision-making, describes indicators of overall success, and sets timelines for their achievement.

Individual initiatives are categorised for short-term, medium-term or long-term delivery.

- Short-term outcomes will be delivered within one to two years. These focus on laying the foundations for future success. This will include bedding in recent changes, planning and preparation for future implementation, coupled with the delivery of some quick wins.
- Medium-term outcomes will be delivered within five years. Delivery of tangible wins will continue through this period.
- Long-term outcomes will be enduring beyond the five-year life of the document, with realisation envisaged in years 6 – 10. These will deliver substantial improvements in LINZ administration of the estate, with benefits for the whole community.

An overview diagram, linking the key priorities and individual initiatives to the statutory outcomes (Outcomes Map) is attached as Appendix 4. Detailed measures of delivery, including Key Performance Indicators, are set out in the companion document, the *Crown Pastoral Land Performance Monitoring Framework 2024-2029*.

## 4.1: How Government policies and priorities will be reflected in the management of the estate

The Crown Pastoral Land Act 1998 Act requires that this document set out how government policies and priorities will be reflected in the management of pastoral land (to the extent that they are consistent with relevant legislation).

The Act further specifies government policies and priorities as including *'national directions (such as national policy statements and national environmental standards)'*, and other relevant policy decided by Cabinet.

We have identified the following Cabinet-agreed policies as having implications for Crown pastoral land:

National policy relating to the Carbon Sequestration and Emissions Mitigation including:

- the New Zealand Emissions Trading scheme; and
- the Agricultural Emissions Pricing (AEP) scheme (*proposed*)

National Resource Management instruments relating to inherent values, including:

- the National Policy Statement on Freshwater Management 2020;
- the National Environmental Standard for Freshwater 2020;
- the National Policy Standards and Resource Management (National Environmental Standards for Freshwater) Regulations 2020; and
- the National Policy Statement for Indigenous Biodiversity 2023.

Direct obligations under these policies attach directly to pastoral leaseholders and are subject to compliance monitoring and enforcement regimes administered independently of LINZ. This document and its associated vision and priorities are aligned with the above policies.

### Emerging priorities

Following the 2023 general election, the Government committed to review, amend, or replace, existing policies relating to resource management and carbon sequestration. At the time of writing, the full scope of these changes or the implication for pastoral land is unclear.

We will continue to monitor and input into these priorities where they relate to the management of Crown pastoral land.

## 4.2 Priority area one: Transparent and accountable stewardship

| Initiatives | | | What success looks like |
|---|---|---|---|
| **Short-term (1-2 years)** | **Medium-term (2-5 years)** | **Long-term (5-10 years)** | |
| We have a **continuous improvement approach** to ensure that new processes are achieving the intended outcomes, including by:<br>• Ensuring discretionary consent application and decision-making processes and guidance are fit for purpose. ‡<br>• Publishing and implementing our organisational Compliance Monitoring and Enforcement Strategy for Crown pastoral land. ‡<br>• Reviewing the structure of fees and charges in relation to Crown pastoral land, including how we charge for easements and commercial recreation permits. ‡<br>• Continuing to work with leaseholders and partners on weed and pest management and biodiversity conservation. †<br>• Continuing to monitor and input into wider government policies and processes that impact on the management of the Crown pastoral estate and educating leaseholders on any changes. ‡ | We will focus on **bedding in improvements** to our existing processes, including by:<br>• Continuing to monitor and report on our decision-making. †<br>• Engaging with key stakeholders in decision-making processes, seeking input on land use planning, conservation efforts, and other important matters. †<br>• Further developing and refining of our performance indicators to assess the effectiveness of land management strategies and ensure that objectives related to sustainability, economic viability, and cultural preservation are met. ‡<br>• Continuing to review regulations governing Crown pastoral land to ensure they align with best practices, contemporary values, and the evolving needs of New Zealand's environment and society. ‡ | We will **utilise our open, data-informed processes** to manage some of the big issues facing the Crown pastoral estate, including by<br>• Continuing to work with leaseholders and key partners to combat invasive species and pests that threaten pastoral land, native biodiversity, and ecosystems. †<br>• Working with partners and stakeholders to find ways to conserve biodiversity, including protecting native flora and fauna and restoring ecosystems. † | • Application and decision-making processes are transparent, efficient, timely, and meet statutory requirements.<br>• Leaseholders and stakeholders trust our decision-making process, and consider it transparent, consistent, and fair.<br>• Our engagement ensures our land management decision-making and regulatory stewardship is responsive and well-informed.<br>• As good stewards, LINZ actively responds to and contributes to wider policy and external factors that impact the management of the Crown pastoral estate. |

† Operational improvement ‡ Policy improvement

## 4.3 Priority area two: Strong and enduring partnerships

| Initiatives | | | What success looks like |
|---|---|---|---|
| **Short-term (1-2 years)** | **Medium-term (2-5 years)** | **Long-term (5-10 years)** | |
| • **Strengthening our existing relationships with our leaseholders** and their representatives to support our 'active management' approach. This includes LINZ staff visiting all pastoral leases regularly, ensuring we understand what our leaseholders farm, how they farm and why.†<br>• **Formalising our partnerships with Ngāi Tahu and Te Tauihu iwi** through the development of relationship protocols. These will include agreed processes and timeframes for how and when LINZ engages with iwi on regulations or statutory decision-making. ‡<br>• **Closer collaboration with the Department of Conservation** by refreshing our standard operating procedures with the Department of Conservation to clarify expectations, roles, and responsibilities. †<br>• **Maximising public engagement opportunities** by using our regular communication channels (including meetings) to raise the visibility of our pastoral work programme, communicating updates and engagement opportunities via a range of channels, including our website, news stories and social media. † | **Sign information-sharing agreements with all relevant territorial authorities**. This will build on existing information sharing agreement with Selwyn District Council and our work in the Mackenzie Basin Alignment Programme. The agreements will cover sharing resources and information on applications for activities on the land, as well as environmental monitoring and mapping data. † | **We will continue to strengthen our relationships with our partners and stakeholders to achieve shared objectives**. This may include:<br>• Working with territorial authorities to reduce duplication of effort and resource in areas of mutual interest. This may include options to streamline our respective consenting processes, and collaboration on programme design and delivery, including mapping, environmental monitoring, and pest control. †<br>• Exploring additional opportunities for the public to have their say on future land use within the estate. † | • The Crown is well supported in its relationships with iwi under Te Tiriti o Waitangi/The Treaty of Waitangi<br>• The public has access to relevant information and decisions relating to the Crown pastoral estate.<br>• Our engagement ensures our land management decision-making and regulatory stewardship is responsive and well-informed.<br>• The views of our partners and stakeholders are considered in the management of the Crown pastoral estate. |

† Operational improvement ‡ Policy improvement

## 4.4 Priority area three: Informed decision-making

| Initiatives | | | What success looks like |
|---|---|---|---|
| **Short-term (1-2 years)** | **Medium-term (2-5 years)** | **Long-term (5-10 years)** | |
| • **Identify how changes in land use impact on inherent values on the estate** and develop guidance to allow LINZ to assess the cumulative effect of decision-making on inherent values over time. ‡<br>• **Identify how changes in land use affect adjacent properties and environments** and develop guidance to allow LINZ to assess cross-boundary implications. ‡<br>• **Improve our information management and analysis systems** by ensuring we have appropriate information management tools and policies to effectively store and manage the data we collect. We will introduce a digital-first policy for storage of information hold, including records of spatial information for all new discretionary actions. We will determine how best to use our current tools, including our property management and electronic filing systems, and whether we need additional tools. †<br>• **Investigate the use of geospatial technologies** to monitor change in inherent values remotely. This will include use of satellite data and remote sensing technologies to monitor change in vegetation cover. †<br>• **Maintain and improve our existing compliance monitoring** to ensure we have accurate and up-to-date information to inform future decision making and build our understanding of the land. † | • **Improve our knowledge of historic consented actions** so that we can better monitor compliance with conditions. This will include investigating the practicality of standardising historic consent data records. †<br>• **Commence inherent values baseline monitoring** by developing and implementing a reliable system to monitor changes in the condition of inherent values within the estate, with implementation to be phased in over an extended period, as resources permit. † | **Continue to progress baseline monitoring and information management initiatives** including:<br>• Baseline monitoring of inherent values. †<br>• Continuous improvement of data records (including spatial information) for new and historic consenting records. † | • We understand the land and its inherent values and know that we are on track to deliver on our outcomes.<br>• We can assess the cumulative effect of pastoral land management decisions on both the land we administer and neighbouring land.<br>• The Crown is meeting its obligations to leaseholders as landowner.<br>• Leaseholders are complying with the conditions of their lease and consents. |

† Operational improvement ‡ Policy improvement

# Section 5: We will report regularly on progress

## 5.1: Outcomes map

The outcomes map (or programme logic), attached in Appendix 4, identifies Crown pastoral land programme activities, outputs and shifts that we aim to measure and outlines how they interact to achieve the desired outcomes.

An outcomes map explains (in a simplified manner) a programme and how it 'works', by showing the connections between the component parts. It helps with planning, implementing and evaluation as it ensures all activities are aligned with the statutory outcomes.

## 5.2: Annual reporting

The *Crown Pastoral Land Act 1998* requires the Chief Executive and the Commissioner of Crown Lands to report annually to the Minister for Land Information on progress against the *Strategic Intentions Document,* and the Chief Executive to include the report as part of the LINZ Annual Report to Parliament.

LINZ will provide the first annual progress report to the Minister at the end of the 2024/25 financial year. It will include data for each of the outcomes as well as qualitative commentary on the actions set out in this document.

The *Crown Pastoral Land Performance Monitoring Framework* sets out in more detail the key performance indicators and associated measures we will use to achieve our outcomes.

## 5.3: Evaluation and review

LINZ is required to review the *Strategic Intentions Document* at least once every five years. It will be updated to include any new actions LINZ intends to take in the next five-year period, and any proposed changes to the key performance indicators.

In addition, LINZ may choose to carry out ad-hoc reviews, audits, or evaluations when it considers this to be necessary.

# Appendix 1: Chief Executive role, duties and functions

## Role

The Chief Executive is responsible for the overall performance of the Crown pastoral land regulatory system under the Crown Pastoral Land Act 1998 and the Public Service Act 2020.

## Duties and functions

*Stewardship*

Under the Public Service Act 2020, the Chief Executive must support the Minister for Land Information to act as a good steward of the public interest by:

- maintaining public assets, including both the Crown pastoral land and its inherent values;
- maintaining public institutions in relation to Crown pastoral land, including the capacity of LINZ systems and processes, long term capability and its people; its institutional knowledge and information;
- maintaining the currency of primary and secondary legislation, including the Crown Pastoral Land Act 1998 and Land Act 1948 and associated regulations;
- provide advice to the Minister for Land Information on long-term implications of polices affecting Crown pastoral land.

Under the Crown Pastoral Land Act 1998, the Chief Executive must:

- monitor the performance of LINZ in relation to the purpose Crown Pastoral Land Act 1998 and its stewardship responsibilities under the Public Service 2020;
- publish, jointly with the Commissioner, a Strategic Intentions Document (this document);
- report, jointly with the Commissioner on progress against the Strategic Intentions Document and Performance Monitoring Framework and include these in LINZ's Annual Report to Parliament.

In addition, the Chief Executive may issue standards and directives in relation to the framework for determining applications for discretionary pastoral consents, commercial recreation permits, or stock limitation exemptions.

*Enforcement*

The Chief Executive has the power to authorise officers to issue administrative penalties (infringement notices) against any compliance breaches identified by the Commissioner, including issuing administrative penalties (infringements).

# Appendix 2: Commissioner of Crown Lands role, duties and functions

## Role

The Commissioner is a statutory officer who acts as the landowner for the Crown. They are an employee of the LINZ Chief Executive and are accountable to the Minister for Land Information. LINZ provides technical and administrative resources to enable the Commissioner to execute their role.

The Commissioner is responsible for Crown pastoral land including statutory decision making and compliance, monitoring and enforcement under the Crown Pastoral Land Act 1998 and the Land Act 1948.[1] The Commissioner delegates functions and powers to LINZ staff to undertake the day-to-day administration of the land.

## Duties and functions

*System stewardship*

- Publish, jointly with the Chief Executive, a Strategic Intentions Document (this document)
- Report, jointly with the Chief Executive on progress against this Strategic Intentions Document and include this in LINZ's Annual Report to Parliament.

*Issuing regulatory standards*

The Commissioner may issue standards and directives on the administration of pastoral land and its inherent values, including in relation to monitoring the state of the land.

*Statutory decision-making*

These decisions have a direct impact on environmental, cultural and economic outcomes in the high country and for rural communities.

Statutory decision making in relation to:

- applications for consent for discretionary pastoral activities, granting commercial recreation permits and easements or approving changes to stock exemptions;[2]
- lease renewals;
- lease transfers, subleases, and residency exemptions;

[1] The Commissioner is the successor to the Land Settlement Board which was disestablished in 1987. References to the Board in the Land Act mean the Commissioner.

[2] To inform decision-making on these activities, the Commissioner must consult the Director-General of Conservation and may seek further expert advice.

- rehearing of decisions, and
- other matters under the Land Act 1948 or Crown Pastoral Land Act 1998

The Commissioner must publish a detailed summary of decisions relating to discretionary pastoral activities, commercial recreation permits, easements and stock exemptions or a rehearing of such decisions.

*Compliance and enforcement*

The Commissioner must monitor the compliance of leaseholders with the terms of their lease obligations and consents. This includes investigating any alleged breaches, accepting enforceable undertakings, taking remedial action, cost recovery or seeking court orders.

The Commissioner must publish a summary of enforcement decisions that sets out the nature of the non-compliance and the reasons for taking enforcement action.

# Appendix 3: Our key partners and stakeholders

| | |
|---|---|
| **Crown land leaseholders** | LINZ works with private lessees of Crown land. LINZ works with Federated Farmers to understand leaseholder perspectives on important high country matters and identify 'best use' opportunities for high country land in the Crown property portfolio |
| **High Country Accord Trust** | LINZ has frequent engagement with the High Country Accord Trust, which represents many Crown pastoral leaseholders. |
| **Ngāi Tahu and Te Tauihu** | LINZ acknowledges the importance Ngāi Tahu's and Te Tauihu's relationships with the land, and their place as mana whenua. LINZ partners with iwi to ensure we are meeting our statutory obligations in relation to the Crown pastoral estate. |
| **Department of Conservation** | LINZ works closely with Te Papa Atawhai the Department of Conservation at both operational and strategic levels. The department provides advice on inherent values as part of the decision-making process for discretionary actions. |
| **Local government** | Local authorities (local, unitary and regional) are a critical partner for LINZ for leadership and collaboration around connecting property information and environmental data sets |
| **Mackenzie Basin Agency Alignment Programme** | The Alignment Programme is an alliance between five agencies working in the Mackenzie Basin: LINZ, Environment Canterbury, the Department of Conservation, and Waitaki and Mackenzie District Councils. A 2018 report encouraged these agencies to work more constructively together and identified a range of projects in the Basin to work together on. The Alignment Programme aims to support better environmental and community outcomes. |
| **High Country Advisory Group** | The High Country Advisory Group, established by LINZ, is to provide advice and insights to the Commissioner of Crown Lands and LINZ to enable greater transparency and communication in the management of Crown land in the South Island High County. |
| **Environmental groups** | LINZ engages with environmental groups, including Forest and Bird and the Environmental Defence Society, on areas of common interest. |

# Appendix 4: Toitū Te Whenua LINZ Crown pastoral land outcomes map

| Key focus areas | Activities | Intended result | Short-term shifts (1-2 Years) | Interim shifts (3-5 Years) | Long-term shifts (6+ Years) | Statutory outcomes | |
|---|---|---|---|---|---|---|---|
| **Informed decision-making** | Review business systems for storage and reporting of consenting data | Data storage and reporting protocols established | Improve the consistency of decision making | Informed consistent and accountable decision making | Decisions and advice are based on sound evidence and demonstrate consideration of cumulative effects | Inherent values are maintained or enhanced for present and future generations. Pastoral farming on pastoral land continues | **Supporting the Minister to act as a good steward of the public interest** (Public Service Act outcomes) |
| | Explore availability of estate level data and identify gaps | Available data identified and gaps identified | Better understanding of the land and inherent values. Data gaps improved | | | | |
| | Explore/audit historic consent data. | Historic data identified | Improve the efficiency of decision making (and feeds into compliance monitoring) | Incorporation of historic data insights into decision-making processes | | | |
| **Strong and enduring partnerships** | Develop closer collaboration with DOC through agreed engagement processes | Clear process for engagement and input into consents | Increased satisfaction with relationship and how its functioning | Improved efficiency | | | |
| | We have a plan for regular and meaningful engagement with Leaseholders | Regular engagement with leaseholders and/or their representatives occurs | Maintain or improve relationships with leaseholders | Regular and meaningful engagement helps support lessees to be active stewards of the land | | | |
| | Formalise relationships with mana whenua | Relationship agreements in place with - Ngai Tahu & Te Tauihu (and followed) | Improved relationships with mana whenua | Mana whenua find it easier to input into consents | Mana whenua find it easier to interact with government and feel their views are represented in decisions | The Crown is supported in its relationships with Māori under Te Tiriti o Waitangi | |
| **Transparent and accountable stewardship** | Review consenting and CME processes | Published staff and lessee guidance on consenting and CME | Compliance with consent conditions improves | Increased trust and compliance | We are seen as fair, efficient and transparent in our consenting processes (including charges) | The Crown gets a fair return on its ownership interest in pastoral land | |
| | Clarify role and responsibilities | Roles and responsibilities made public | Decision making and compliance functions are 'appropriately' separated | Increase in information available to the public | | | |
| | Review process for charges and fees | Updated methodology/ process for charges and fees | More transparent and consistent fees processes | Maintaining the fairness of our fees processes | | | |

**Assumptions:**

- Clarifying processes, roles, responsibilities and relationships will improve system efficiency and effectiveness
- Improving the evidence-base for decision-making (by standardising data collection and storage, cleansing/optimising historic data, drawing on new sources of LINZ and third-party data) will improve the consistency and quality of decisions and as a result, system outcomes

**Limitations:**

- Programme logic is inherently linear and deterministic – it cannot easily represent dynamic situations in a coherent way
- This programme logic is not comprehensive. It represents the more important activities and their primary contribution to the statutory outcomes