

Crown Pastoral Land Act 1998

Performance Monitoring Framework 2024-2029

Toitū Te Whenua Land Information New Zealand



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



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1 Chief Executive's foreword

It is my privilege to introduce the first Toitū Te Whenua Land Information New Zealand (LINZ) Crown Pastoral Land Performance Monitoring Framework.

The framework sets out how LINZ will measure its success in the delivery of its enduring stewardship responsibilities under the Crown Pastoral Land Act 1998 and the Public Service Act 2020.

This document provides transparency and accountability in how we manage Crown pastoral land. It sets out an initial suite of key performance indicators for how LINZ will deliver on its outcomes, reflecting the establishment phase we are in as we respond to new statutory obligations.

Key measures are set out in the companion document, the Crown Pastoral Land Strategic Intentions Document 2024-2029, and include major shifts to improve internal processes, build stronger relationships and, for the first time, introduce baseline monitoring of inherent values across the Crown pastoral estate.

As LINZ continues to implement recent changes, we will be positioned to deliver substantial improvements in the administration of Crown pastoral land. We will also be able to develop further key performance indicators that are more specific, and will tell us more about the impact our work is having.

I acknowledge all those who contributed to the development of this document. It has been a long journey, and getting to this point has been achieved through everyone providing input and a shared commitment to improving Crown pastoral land for current and future generations.



Dr Richard Hawke

Acting Chief Executive

Toitū Te Whenua Land Information New Zealand

2 The purpose of this document

The Performance Monitoring Framework sets out how Toitū Te Whenua Land Information New Zealand (LINZ) will monitor and evaluate:

- the exercise of the LINZ Chief Executive and the Commissioner for Crown Lands' functions, powers and duties under the Crown Pastoral Land Act 1998
- the discharge of the LINZ Chief Executive's stewardship responsibilities under section 52(d) of the Public Service Act 2020.

This is the first Performance Monitoring Framework LINZ has published and it outlines the key performance elements used to monitor and assess the extent to which LINZ is achieving its objectives and evaluates whether the intent of legislation is being met.

The Performance Monitoring Framework is intended to deliver transparent, comparable information on LINZ's contribution towards statutory outcomes over time. The performance information will inform LINZ's future investment decisions and resource allocation within the Crown pastoral regulatory system.

LINZ will publicly report on progress against the Performance Monitoring Framework in the Annual Report.

Its companion document – the Crown Pastoral Land Strategic Intentions Document 2024-2029 – outlines a proposed vision and strategy for LINZ 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.

Together, both documents sit within the context of the LINZ departmental strategic intentions for 2023 to 2027. The Performance Monitoring Framework and the Strategic Intentions Document are developed under the Crown Pastoral Land Act 1998 with reference to the Public Service Act 2020.

3 Key elements of performance monitoring

Statutory outcomes

At the core of the framework are the statutory outcomes which LINZ is required to meet:

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

Our priorities for Crown pastoral land

As outlined in the Crown Pastoral Land Strategic Intentions Document 2024-2029 we will pursue the following priorities to meet the statutory outcomes:



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 relationships

To be an effective 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.



Informed decision-making

Informed decision-making is a critical part of being an effective 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.

Taking an evidence-based approach to decision-making, supported by clear relationships and consistent policies and processes, will help us achieve our statutory outcomes.

Key performance indicators

LINZ uses key performance indicators (KPIs) to monitor and assess its performance, including the extent to which it is delivering its statutory outcomes.

All KPIs should:

- be derived from one or more of the three statutory outcomes to provide a clear line-of-sight
- demonstrate progress towards achievement of one or more statutory outcomes throughout (and, if appropriate, beyond) the term of the Performance Monitoring Framework
- focus on a few high-quality, clearly defined indicators that balance the need for LINZ to understand overall performance while minimising the reporting burden
- be easy for LINZ staff and the wider public to understand.

A mix of appropriate output, KPI and outcome indicators are used to:

- indicate progress over the life of the Performance Monitoring Framework
- explain attribution by showing a clear result from a specific action.

Activity and output indicators are input-oriented and easy to measure and influence. The shift indicators describe a change produced because of the activities and outputs of an intervention, not the intervention itself.

Narrative reporting on performance indicators

To support KPI reporting and tell our performance story more completely, LINZ will provide narrative content against its performance areas where appropriate. The narrative reporting will enhance our picture of how we are progressing against our shifts and statutory outcomes in the current context.

Outcomes map

The outcomes map (or programme logic), attached in Appendix 1, identifies Crown pastoral land programme activities, outputs and shifts that we aim to measure. It also outlines how they interact to achieve the desired outcomes.

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

4 The framework

The long-term statutory outcomes we must achieve in the 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.

The following sections outline the measures we will use to monitor our progress in implementing our strategy to achieve the shifts, in the short term and over the interim timeframe.

Our longer-term shifts are included but measures are not assigned. These shifts will be reviewed as part of the monitoring cycle, and as we evaluate our implementation of this strategy, to ensure they are fit for purpose.

The shifts that we expect to see (KPI)

Shifts are the specific changes and benefits that result from our activities and outputs. They show the impact the outputs have and can be short, interim (or medium) and long term, reflecting the level of change being seen.

What we mean (KPI definition)




The KPI definitions outline the components of each shift. They provide greater clarity on what is meant by the shift and what we expect to see change.

What we measure (Measure)

Measures are the detail of the data we will collect and use to assess progress against the KPIs.







How our work is aligned with the statutory outcomes

The following key is presented alongside each indicator to show how these align with the statutory outcomes in the Crown Pastoral Land Act 1998.





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

Priority Area One: Transparent and accountable stewardship

How we will measure our short-term shifts (within 2 years) under this priority area

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)	Outcome
Compliance with consent conditions is maintained or improved	Proactive compliance related activities (monitoring and education) increase	Proactive activities we undertake to support lessees to achieve compliance	
	Compliance with conditions of consents is maintained or increases	Levels of compliance and non-compliance	
Decision-making and compliance functions are 'appropriately' separated	We meet the definition of appropriate separation	Alignment with government best practice	
	Our functions are seen as appropriately separated	Leaseholder feedback (appropriate separation of our functions)	
Fees processes are transparent and consistent	We meet best practice guidance around fees process and transparency	Alignment with government best practice	
	Our processes around charges/fees are easy to understand	Leaseholder feedback (understanding of fees processes)	

How we will measure our interim shifts (within 5 years) under this priority area

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)	Outcome
Trust and compliance is maintained or increased	Increase in reported trust	Leaseholder feedback (trust in decisions)	
	Improvement in compliance (fewer breaches)	Number of breaches of consent conditions and proportion of severe breaches	
Public have increased access to information	More information and data around Crown pastoral land is available to the public	Number of decision summaries published on LINZ website	
Fees processes are maintained as fair	We are in line with the rest of government in our process for setting charges	Alignment with the rest of government and/or best practice	




Our long term shift (within 10 years) under this priority area

Consenting processes are seen as fair, efficient and transparent (including fees and charges).





We expect to continue to maintain the fair, efficient, and transparent processes we currently undertake including any improvements made as part of the programme of work.

Priority Area Two: Strong and enduring relationships

How we will measure our short-term shift (within 2 years) under this priority area

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)	Outcome
Relationships with leaseholders are maintained or improved	Leaseholders report improved satisfaction with their relationship with us	Leaseholder feedback (satisfaction with relationship)	
Relationships with mana whenua are maintained or improved	Mana whenua report improvements in relationship (or a positive relationship is maintained)	Mana whenua feedback (satisfaction with relationship)	
Working relationship with Department of Conservation (DOC) improves	LINZ and DOC are satisfied with the functioning of the relationship	LINZ feedback (satisfaction with relationship) DOC feedback (satisfaction with relationship)	

How we will measure our interim shifts (within 5 years) under this priority area

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)	Outcome
Lessees are supported to continue to be active stewards of the land	Lessee activities continue to contribute to maintaining or enhancing the land and inherent values	Lessee feedback (feeling supported and more aware of inherent values) Decreases in proportion of consents declined due to the impact on inherent values	
	Mana whenua find it easier to input into consents	Proportion of consents that include submissions from mana whenua	
Efficiency is improved through better working relationships	Our processes make it easier for DOC to provide input into consents	Proportion of consents with high risk to inherent values that include submissions from DOC	
	Time frames for consent submission are met	Proportion of agreed response time frames met	




Our long term shift (within 10 years) under this priority area

Mana whenua find it easier to interact with government and feel their views are represented in decisions.





As Māori-Crown relationships strengthen, we expect to see a significant increase in mana whenua engagement and participation.

Priority Area Three: Informed decision-making

How we will measure our short-term shift (within 2 years) under this priority area

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)	Outcome
Decision-making is transparent and consistent	Lessees see our decision-making processes as more consistent	Leaseholder feedback (views of our processes)	
Understanding of the land and inherent values improves	Gaps in data improved	Proportion of identified initiatives undertaken to bridge data gaps	
Decision-making efficiency improved through centralised historic data	Historic data is reviewed by LINZ to improve decision making	Amount of historic consent data reviewed	

How we will measure our interim shifts (within 5 years) under this priority area

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)	Outcome
Informed, consistent and accountable decision-making	Fewer decisions overturned at rehearing	Proportion of decisions overturned at rehearing	
	Recommendations from reviews of the rehearing process are incorporated into our processes	Proportion of recommendations incorporated into processes	
Understanding of the land and inherent values improves	We expand our internal and external sources of data on land and its inherent values	Increase in data sources accessed in processing decisions	
Incorporation of historic data into decision-making processes	Historic consenting data is more accessible and can be incorporated into decision-making	Increase in consideration of historic consenting data in decision-making processing	

Our long-term shift (within 10 years) under this priority area

Decisions and advice are based on sound evidence and demonstrate consideration of cumulative effects.

As we fill the gaps in our data (improving quality, accuracy and relevance), and continue to maintain and build good relationships with our partners and stakeholders, sound evidence-based decisions are made. We see few to no adverse outcomes, reflecting a better understanding of the land's value and significance.

The Crown Pastoral Land Strategic Intentions Document 2024-2029 (SID) part 4.2 outlines the priorities and actions to improve our decision-making and consider cumulative effects. Additionally, Appendix 3: Our key partners and key stakeholders, in the SID lists the key partners and stakeholders we will continue to build and maintain good relationships with.

Some of the key land attributes that could be monitored are:

- land cover and use
- biophysical land values (such as water quality, erosion, soil status)
- biodiversity and biosecurity indicators
- landscape values including sites of cultural significance
- farming practices
- areas excluded from farming to protect inherent values.

Appendix 2 sets out some of the types of data that could be used to monitor inherent values and pastoral farming.

Public Service Act outcome

Supporting the Minister for Land Information to act as a good steward of the public interest

The shift we expect to see (KPI)	What we mean (KPI definition)	What we measure (Measure)
Maintain public institutions, assets, and liabilities	The public has access to relevant information and decisions relating to Crown pastoral land	Proportion of consent decisions published and accessed
	We understand the land we administer, and our management decisions are based on that evolving understanding	Judgement based on the progress against our short, interim, and long-term shifts
Maintain the currency of legislation	Quality of our policy advice remains high	Quality of LINZ policy advice (policy papers external rating)
Provide advice to ministers on the long-term implications of policies	The Minister is satisfied with our policy advice	Ministerial satisfaction with LINZ policy advice (survey)

5 Short-term action plan (first 1-2 years)

Below are the intended results (or outputs) generated from our activities in the first 1-2 years. These reflect the short-term actions outlined in part 4.2 of the Crown Pastoral Land Strategic Intentions Document 2024-2029.

The short-term action plan will be updated in the interim and long-term as our insights inform new activities. Outputs are the products or results generated from activities. They are a tangible and measurable indication of effort and are immediate and quantifiable.

Outputs are the precursors to our shifts and statutory outcomes. They serve as clear indicators of progress. All activities need to be completed before we would expect to see the longer-term change in statutory outcomes. The output measures track that progress.

Priority area	Activity	Intended results	Outcome
Informed decision-making	Review business systems for storage and reporting of consenting data	Data storage and reporting protocols established	Inherent values are maintained or enhanced for present and future generations
	Explore availability of estate level data and identify gaps	Available data identified and gaps identified	
	Explore historic consent data	Explore historic consent data	
Strong and enduring relationships	Develop closer working relationships with DOC through agreed engagement processes	Clear process for engagement and input into consents	Pastoral farming on pastoral land continues
	We have a plan for regular and meaningful engagement with leaseholders	Regular engagement with leaseholders and/or their representatives occurs	
	Formalise relationships with mana whenua	Relationship agreements in place with Ngāi Tahu and Te Taihū iwi	The Crown is supported in its relationships with Māori under te Tiriti o Waitangi / The Treaty of Waitangi
Transparent and accountable stewardship	Review consenting and compliance, monitoring and enforcement processes	Published staff and lessee guidance on consenting and compliance, monitoring and enforcement	The Crown gets a fair return on its ownership interest in pastoral land
	Clarify role and responsibilities	Roles and responsibilities made public	
	Review process for charges and fees	Updated methodology / process for charges and fees	

6 The monitoring cycle

Establishing baseline

Baselines for the indicators will be established as part of our exploration of available data.

Annual progress report

LINZ will align the annual reporting against this Performance Monitoring Framework with our Annual Report.

The report will contain the following sections:

- A narrative summary of findings across our shifts and ultimately the statutory outcomes set out in the Crown Pastoral Land Act 1998.
- Detailed performance information and commentary for each shift and statutory outcome.

Review of the framework

Every five years, LINZ will review the framework as a whole and propose:

- new actions we intend to take over the following five years
- changes to KPIs, if any.

Ad hoc reviews and audits

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

Appendix 1: Outcomes map

Priority areas	Activities	Intended result	Short-term shifts (within 2 Years)	Interim shifts (within 5 Years)	Long-term shifts (within 10 Years)	Statutory outcomes
Transparent and accountable stewardship	Review process for charges and fees	Updated methodology/process for charges and fees	Fees processes are transparent and consistent	Fees processes are maintained as fair	Consenting processes are seen as fair, efficient and transparent (including fees and charges)	<p>Inherent values are maintained or enhanced for present and future generations. Pastoral farming on pastoral land continues</p> <p>The Crown is supported in its relationships with Māori under te Tiriti o Waitangi</p> <p>The Crown gets a fair return on its ownership interest in pastoral land</p> <p>Supporting the Minister to act as a good steward of the public interest (public service act outcomes)</p>
	Clarify role and responsibilities	Roles and responsibilities are made public	Decision-making and compliance functions are 'appropriately' separated	Public have increased access to information		
	Review consenting and compliance processes	Publish staff and lessee guidance on consenting and compliance	Compliance with consent conditions is maintained or improved	Trust and compliance is maintained or increased		
Strong and enduring relationships	Formalise relationships with mana whenua	Relationship agreements in place with Ngāi Tahu and Te Taihū iwi	Relationships with mana whenua are maintained or improved	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	
	Plan for regular and meaningful engagement with Leaseholders	Regular engagement with leaseholders and/or their representatives occurs	Relationships with leaseholders are maintained or improved	Lessees are supported to continue to be active stewards of the land	Decisions and advice are based on sound evidence and demonstrate consideration of cumulative effects	
	Develop closer collaboration with DOC through agreed engagement processes	Clear process for engagement and input into consents	Working relationship with DOC improves	Efficiency is improved		
Informed decision-making	Review business systems for storage and reporting of consenting data	Data storage and reporting protocols established	Decision-making is transparent and consistent	Informed consistent and accountable decision-making		
	Explore availability of estate level data and identify gaps	Available data identified and gaps identified	Understanding of the land and inherent values improves	Understanding of the land and inherent values continues to improve		
	Explore historic consent data	Historic data identified	Decision-making efficiency improves through reviewing historic data	Incorporation of historic data into decision-making 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

Appendix 2: Inherent values and pastoral farming potential measures and data

This appendix is not an exhaustive list of all the data that could be used to monitor inherent values and pastoral farming activity across the estate. It is also not a complete list of the data sources available for each attribute.

Indicators of pastoral farming activity

Attribute	Purpose	Collection approach/data source
General property description (for example rainfall, altitude, contour, shelter, reversion, drainage, fencing and access, legal roads, marginal strips)	Summary of property and key features that indicates the type of activities that may occur and farming practices	<ul style="list-style-type: none"> • Lease agreement • Farm plan • Historic consenting and tenure review information • Inspections/monitoring visits
Good husbandry indicators	Indicates overall compliance with the intentions of the lease	<ul style="list-style-type: none"> • Lease agreement • Farm plan • Inspections/monitoring visits
Farming practices	Identify what activity will be occurring on the land to predict impacts on land cover and some inherent values	<ul style="list-style-type: none"> • Lease agreement • Consent data • Farm plans • Inspections/monitoring visits
Stock numbers	Identify stocking levels and predict impacts on land cover and some inherent values	<ul style="list-style-type: none"> • Lease agreement • Consent data • Farm plans • Inspections/monitoring visits
Farming techniques	Identify what activity will be occurring on the land to predict impacts on land cover and some inherent values	<ul style="list-style-type: none"> • Lease agreement • Consent data • Farm plans • Inspections/monitoring visits
Annual topdressing details	Identify what activity will be occurring on the land to predict impacts on land cover and some inherent values	<ul style="list-style-type: none"> • Lease agreement • Consent data • Farm plans • Inspections/monitoring visits
Consented activities	Identify what is approved to occur on the lease and what the impact of that activity is	<ul style="list-style-type: none"> • Consent data • Satellite imagery • Inspections/monitoring visits • Ground truth
Pest and weed management practices	Identify what activity will be occurring on the land to predict impacts on land cover and some inherent values	<ul style="list-style-type: none"> • Farm plans • Consent data • Inspections/monitoring visits • Lease agreement • Satellite imagery • Ground truth
Public access arrangements (or potential areas suitable and desirable for public access)	Identify what activity will be occurring on the land to predict impacts on land cover and some inherent values	<ul style="list-style-type: none"> • Lease agreement • Consent data • LandOnline • Farm Plan
Areas formally excluded from farming to protect inherent values	Identify what areas of pastoral land are subject to formal protections or have been excluded from pastoral farming.	<ul style="list-style-type: none"> • Lease agreement • Consent data • LandOnline (for registered covenants) • Farm plan

Indicators of land condition (Inherent values)

Attribute	Purpose	Collection approach/data source
Land cover and use	Show changes in cover and identify possible areas for follow-up Identify potentially unconsented activities and impacts of consented activities	<ul style="list-style-type: none"> • Wilding Conifer Information System • Land cover database • Satellite imagery
Natural values and biophysical landscape values	One of the elements of inherent values	<ul style="list-style-type: none"> • Landscape type index
<ul style="list-style-type: none"> • Water quality 	Show nutrient loading as a result of fertilizer use, impact of farming practices on ground water	<ul style="list-style-type: none"> • LAWA published data <ul style="list-style-type: none"> ○ c/- Regional councils • Ground survey
<ul style="list-style-type: none"> • Erosion 	Indicate areas with reduced value and identify surrounding land that is at risk of reduced value	<ul style="list-style-type: none"> • Landcover database • Farm plan • Satellite imagery • Inspections/monitoring visits
<ul style="list-style-type: none"> • Flora and fauna quality and condition 	Show wild animal impacts and show changes over time that may be due to farming practices or other activity and require follow up	<ul style="list-style-type: none"> • Land cover database • Satellite imagery • Drones • Inspections/monitoring visits • Ground truth
<ul style="list-style-type: none"> • Flora and fauna extent assessments 	Show extent of indigenous and native species to determine changes over time that may be due to farming practices or other activity and require follow up	<ul style="list-style-type: none"> • Landscape type index • Satellite imagery • Inspections/monitoring visits • Ground truth
<ul style="list-style-type: none"> • Soil type and fertility status 	To identify changes over time that may be due to farming practice or other activity and require follow up	<ul style="list-style-type: none"> • Lease agreements • Farm plans • Inspections/monitoring visits • Ground truth
<ul style="list-style-type: none"> • Soil nutrient levels 	To identify changes over time that may be due to farming practice or other activity and require follow up	<ul style="list-style-type: none"> • Lease agreements • Farm plans • Inspections/monitoring visits • Ground truth
Pest and weed threat and infestation extent	To identify the nature of the threats to our biosecurity and where the existing infestations are so that we can see how they change, particularly in response to weed and pest management practices	<ul style="list-style-type: none"> • Wilding Conifer information system • Consent data • Satellite imagery • Inspections/monitoring visits • Ground truth
Landscape values	One of the elements of inherent values	<ul style="list-style-type: none"> • Photography • Landscape type index
Sites of cultural significance, archaeological and heritage sites	One of the elements of inherent values. To identify protected areas and areas in need to protection	<ul style="list-style-type: none"> • Landscape type index • Regional plans and unitary plans • New Zealand Heritage List/Rārangī Kōrero • The New Zealand Archaeological Association's Archaeological Site Recording Scheme • LandOnline
Tangata whenua, perceptual, biophysical and associative values.	One of the elements of inherent values distinct from other forms of these values listed above	<ul style="list-style-type: none"> • Mana whenua submission • Regional and unitary plans