

25 May 2026

195 Lambton Quay  
Private Bag 18–901  
Wellington 6160  
New Zealand

T +64 4 439 8000  
F +64 4 472 9596

Personal details removed for  
proactive release

OIA 30904

Personal details removed for proactive release

Thank you for your email of 24 April 2026, in which you request the following under the Official Information Act 1982 (OIA):

*A copy of Parekura Horomia and Jim Sutton, "Consultation Report to the Cabinet Policy Committee on the Singapore/New Zealand Closer Economic Partnership— Issues Raised in Consultation with Māori," 2000 (released under the Official Information Act 1982 (N.Z.), copy on file with the author). The consultation on the Singapore agreement is discussed by Hon. Parekura Horomia (Acting Minister of Māori Affairs) and Hon. Jim Sutton (Minister for Trade Negotiations).*

The documents you have requested are attached. Some information is withheld under section 9(2)(a) of the OIA, to protect individuals' privacy. Where the information has been withheld under section 9 of the OIA, no public interest in releasing the information has been identified that would override the reasons for withholding it.

Please note that it is our policy to proactively release our responses to official information requests where possible. Therefore, our response to your request (with your personal information removed) may be published on the Ministry website: [www.mfat.govt.nz/en/about-us/contact-us/official-information-act-responses/](http://www.mfat.govt.nz/en/about-us/contact-us/official-information-act-responses/)

If you have any questions about this decision, you can contact us by email at: [DM-ESD@mfat.govt.nz](mailto:DM-ESD@mfat.govt.nz). You have the right to seek an investigation and review by the Ombudsman of this decision by contacting [www.ombudsman.parliament.nz](http://www.ombudsman.parliament.nz) or freephone 0800 802 602.

Nāku noa, nā



Sarah Corbett  
for Secretary of Foreign Affairs and Trade



29/8/15

# CABINET POLICY COMMITTEE

POL (00) M 18/4

Copy No: 19

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MINUTES of a meeting of the Committee held on **Wednesday, 19 July 2000 at 9.45am.**

PRESENT: Rt Hon Helen Clark (Chair)  
Hon Jim Anderton  
Hon Dr Michael Cullen  
Hon Steve Maharey  
Hon Phil Goff  
Hon Margaret Wilson

ALSO PRESENT: Hon Matt Robson  
Hon Mark Burton  
Hon Mark Gosche  
Hon Parekura Horomia

IN ATTENDANCE: Officials from Department of the Prime Minister and Cabinet

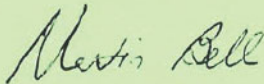
## SINGAPORE/NEW ZEALAND CLOSER ECONOMIC PARTNERSHIP : ISSUES RAISED IN CONSULTATION WITH MAORI

Reference: POL (00) 73

The Committee:

- a noted that consultation meetings on the Singapore/New Zealand Closer Economic Partnership (CEP) Agreement were held with Maori in Christchurch, Rotorua, South Auckland, Auckland and Whangarei, attracting between four and twelve participants;
- b noted that the following issues were raised by participants:
  - i opportunities for exporters, businesses and for greater employment;
  - ii an assertion that trade liberalisation leads to unemployment and loss of sovereignty;
  - iii the need for more information on export opportunities stemming from trade liberalisation and the impacts of trade liberalisation on Maori;

- iv the need for Maori to be at the negotiating table and be recognised as part of New Zealand's identity overseas;
  - v the inclusion of a Treaty clause is an important precedent, but concerns were raised about its strength, and having to rely on successive governments, rather than Maori, to interpret and monitor the clause;
  - vi consultation was welcomed and should occur before final policy decisions are made; the issues raised must be passed on to Ministers; the cost of consultation to Maori should be appreciated;
  - vii those who attend consultation meetings must not be considered to represent all Maori;
- c noted that, in response to concerns raised, the Ministry of Foreign Affairs and Trade:
- i has redrafted the Treaty of Waitangi clause in the draft CEP Agreement to exempt all government policies considered necessary to give more favourable treatment to Maori, for example the radio spectrum policy;
  - ii proposes to seek exemption for the Treaty of Waitangi clause from the dispute settlement mechanisms of the agreement with Singapore;
- d noted that Singaporean agreement to these changes was to be sought in the negotiations occurring on 10-14 July 2000;
- c noted that the Ministry of Foreign Affairs and Trade will report back to the Cabinet External Relations and Defence Committee on the outcome of the July negotiations, on the final Treaty clause as agreed with Singapore and, separately, will inform appropriate Ministers of other initiatives the Ministry intends to take as part of its wider outreach strategy to address the issues raised in consultation.



Martin Bell  
Secretary

COPIES TO:  
Cabinet Policy Committee  
Chief Executive, PM&C  
Chief Executive, Ministry of Economic Development  
Secretary to the Treasury  
Secretary of Foreign Affairs and Trade  
State Services Commissioner  
Minister of Customs  
Comptroller of Customs  
Acting Minister of Maori Affairs  
Chief Executive, Te Puni Kokiri  
Secretary, ERD



# CABINET POLICY COMMITTEE

POL (00) 73

17 July 2000

Copy No: 15

29.8/15

*This paper is the property of the New Zealand Government. As it includes material for Cabinet or Cabinet Committee purposes it must be handled with particular care, and in accordance with any security classification or other endorsement assigned to it. The information in it may be released only by persons having proper authority to do so, and strictly in terms of that authority.*

**Title** SINGAPORE/NEW ZEALAND CLOSER ECONOMIC PARTNERSHIP : ISSUES RAISED IN CONSULTATION WITH MAORI

**Purpose** This paper reports on issues raised during consultation with Maori on the Singapore/New Zealand Closer Economic Partnership Agreement (CEP).

**Previous Consideration** On 29 March 2000 the Cabinet External Relations and Defence Committee agreed that the Minister for Trade Negotiations would oversee a programme of consultations with business, Maori, the unions and other interested parties on the proposed bilateral free trade agreement with Singapore [ERD (00) M 4/2 refers]. On 5 July 2000 the Cabinet Policy Committee directed officials to report on issues raised in consultation with Maori in relation to the Closer Economic Partnership Agreement with Singapore [POL (00) M 16/6 refers].

**Summary** Consultation meetings were held with Maori in Christchurch, Rotorua, South Auckland, Auckland and Whangarei. While the number of attendees was not large, officials consider the quality of the consultation remained high.

The issues raised by participants are listed in recommendation (b) below.

In response to concerns raised about the Treaty of Waitangi, the proposed Treaty exemption clause has been redrafted to cover affirmative action policies undertaken by government for Maori, as well as policies pursuant to the Government's obligations under the Treaty of Waitangi. Agreement to these changes was to be sought in the negotiations with Singapore taking place on 10-14 July 2000.

**Baseline Implications** None indicated.

**Legislative Implications** None indicated.

**Timing Issues** None indicated.

**Announcement**            None indicated.

**Consultation**            Treasury, Economic Development, Customs.

A copy of the paper has been sent to Hon Sandra Lee. The Minister indicates that consultation with the government caucuses is not required.

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**The Acting Minister of Maori Affairs and the Minister for Trade Negotiations recommend that the Committee:**

- a     note that consultation meetings on the Singapore/New Zealand Closer Economic Partnership (CEP) Agreement were held with Maori in Christchurch, Rotorua, South Auckland, Auckland and Whangarei, attracting between four and twelve participants;
- b     note that the following issues were raised by participants:
- i     opportunities for exporters, businesses and for greater employment;
  - ii    an assertion that trade liberalisation leads to unemployment and loss of sovereignty;
  - iii   the need for more information on export opportunities stemming from trade liberalisation and the impacts of trade liberalisation on Maori;
  - iv    the need for Maori to be at the negotiating table and be recognised as part of New Zealand's identity overseas;
  - v     the inclusion of a Treaty clause is an important precedent, but concerns were raised about its strength, and having to rely on successive governments, rather than Maori, to interpret and monitor the clause;
  - vi    consultation was welcomed and should occur before final policy decisions are made; the issues raised must be passed on to Ministers; the cost of consultation to Maori should be appreciated;
  - vii   those who attend consultation meetings must not be considered to represent all Maori;
- c     note that, in response to concerns raised, the Ministry of Foreign Affairs and Trade:
- i     has redrafted the Treaty of Waitangi clause in the draft CEP Agreement to exempt all government policies considered necessary to give more favourable treatment to Maori, for example the radio spectrum policy;
  - ii    proposes to seek exemption for the Treaty of Waitangi clause from the dispute settlement mechanisms of the agreement with Singapore;
- d     note that Singaporean agreement to these changes was to be sought in the negotiations occurring on 10-14 July 2000;

- e note that the Ministry of Foreign Affairs and Trade will report back to the Cabinet External Relations and Defence Committee on the outcome of the July negotiations, on the final Treaty clause as agreed with Singapore and, separately, will inform appropriate Ministers of other initiatives the Ministry intends to take as part of its wider outreach strategy to address the issues raised in consultation.

Andrew MacKenzie  
for Secretary of the Cabinet

COPIES TO:

- 24 Cabinet Policy Committee
- 25 Chief Executive, PM&C
- 25 Chief Executive, Ministry of Economic Development
- 25 Secretary to the Treasury
- 18 Secretary of Foreign Affairs and Trade
- 19 State Services Commissioner
- 20 Minister of Customs
- 31 Comptroller of Customs
- 32 Acting Minister of Maori Affairs
- 23 Chief Executive, Te Puni Kokiri

Released under the Official Information Act

**Chair  
Cabinet Policy Committee**

**SINGAPORE / NEW ZEALAND CLOSER ECONOMIC PARTNERSHIP :  
ISSUES RAISED IN CONSULTATION WITH MĀORI**

**Purpose**

1. This paper reports on the issues raised during consultation with Māori on the Singapore / New Zealand Closer Economic Partnership (CEP) Agreement.

**Background**

2. On 29 March 2000, Cabinet agreed to a programme of consultation on the proposed CEP with business, Māori, the unions and other interested parties [ERD (00) M4/2 refers].
3. Officials from the Ministry of Foreign Affairs and Trade, the Treasury, Ministry of Economic Development, Te Puni Kōkiri and Customs participated in the consultation process. Hui were held with Māori in Christchurch, Rotorua, South Auckland, Auckland and Whangārei between 15 and 23 June 2000. An evening hui will be held in Wellington on 26 July, as no one was able to attend the previously scheduled hui.
4. Cabinet Policy Committee requested a report on the issues raised in consultation with Māori in relation to the Singapore / New Zealand CEP at its meeting of 5 July 2000 [POL (00) M16/6 refers].

**Comment**

5. The hui were facilitated by Te Puni Kōkiri through their regional offices. Attendance levels at the hui were not high, ranging from 4 to 12 participants. Invitations were widely distributed by Te Puni Kōkiri regional offices, and generally followed up by phone or email contact, though the hui were not advertised. A list of attendees is attached as Annex I.
6. Although a larger number of attendees would have been desirable to ensure as wide an outreach as possible, officials consider the quality of the consultation remained high.

**Issues raised in consultation**

*Comments on trade liberalisation and international trade policy*

7. Most participants focused on the opportunities that the agreement and other free trade initiatives might bring for exporting, for business and for employment. Several participants wanted assurance that rules of origin would be enforced and that the agreement would be secure enough to prevent other countries using it to gain increased New Zealand access for their goods.

8. A small number of participants, represented at the Rotorua hui, opposed the free trade agenda, stating that trade liberalisation has resulted only in massive job losses for Māori, and was a threat to sovereignty. Some of these participants considered that although trade and economic development are necessary, current policies benefit big business rather than Māori. A couple of participants considered that the allocation of resources to Māori within New Zealand, through the Treaty settlement process, should be resolved before entering into any international agreements that will impact on resources.

#### *Comments on Māori participation in trade policy*

9. Most participants asserted that Māori should be at the negotiating table throughout any international negotiations. Some stated that Māori culture should be a substantial part of New Zealand's identity overseas and reflected in New Zealand embassy staff and surroundings. Participants at most hui emphasised the advantage Māori have in relating to people from other cultures, particularly in Asia, and the positive implications of this for trading relationships.
10. It was evident from the consultation process that Māori interest in trade negotiations has increased and participants were eager to engage in further dialogue. Participants wanted more information on free trade initiatives and opportunities, and the minority opposed to the free trade agenda wanted quantitative information on the impacts of free trade agreements on Māori. Participants at most hui were interested in obtaining information on practical trade and investment opportunities.

#### *Comments on the Treaty of Waitangi clause*

11. The Treaty of Waitangi clause was widely welcomed by the participants, and considered an extremely important precedent. Concerns were expressed by many about the strength of the clause, as it is as yet untested, and whether it would cover government actions that are not taken under the Treaty of Waitangi, such as the 3G radio spectrum or Closing the Gaps policies. Most participants at all hui were very concerned about having to rely on successive governments to interpret and implement the clause consistently, and about allowing government, rather than Māori, to monitor the implementation of the clause. At three hui the suggestion was made of establishing a Māori panel to monitor the implementation of the clause, or a forum to advise on trade policy issues from a Māori perspective.

#### *Comments on the consultation process*

12. Participants all welcomed consultation and wanted the issues raised fed back directly to Ministers. Participants considered it important that consultation occur before or during negotiations and policy development, not afterwards when it is too late to address any issues raised. Some suggestions were made for improved future consultation, for example wider public advertising of the hui and evening meetings to allow business people to attend. Participants noted that government must recognise and appreciate that consultation imposes a cost on Māori in terms of time and earnings forgone. Participants also emphasised that those who attend must not be considered to represent all Māori.

### **Outcomes from consultation**

13. In response to concerns raised in consultation, the Ministry of Foreign Affairs and Trade (MFAT) has redrafted the proposed Treaty of Waitangi exemption clause. The clause has been extended to cover affirmative action policies undertaken by government for Māori, as well as policies pursuant to Government's obligations under the Treaty of Waitangi. Policy initiatives such as Closing the Gaps will therefore be covered by the clause. MFAT will also seek to exempt the Treaty clause from the consultation and dispute settlement provisions in the CEP, meaning Singapore cannot challenge any actions taken by the New Zealand government pursuant to the clause.
14. The proposed article reads as follows:  
*"Provided that such measures are not used as a means of arbitrary or unjustified discrimination against persons of the other Party or as a disguised restriction on trade in goods and services or investments, nothing in this agreement shall preclude the adoption by New Zealand of measures it deems necessary to accord more favourable treatment to Maori in respect of matters covered by this agreement including in fulfilment of its obligations under the Treaty of Waitangi."*
15. These changes are part of New Zealand's negotiating position in the current round (10-14 July 2000) of negotiations with Singapore. MFAT officials are reasonably confident of obtaining Singaporean agreement to the above article.
16. MFAT is currently assessing how to address other concerns and suggestions raised in consultation, as appropriate. MFAT will report back to ERD/Cabinet on the outcome of the July negotiations, on the final Treaty clause as agreed with Singapore and, separately, will inform Ministers of other initiatives the Ministry intends to take as part of its wider outreach strategy to address the issues raised in consultation.

### **Legislative Implications**

17. This paper has no legislative implications.

### **Treaty Implications**

18. This paper is consistent with the principles of the Treaty of Waitangi.

### **Human Rights Act**

19. This paper is consistent with the Human Rights Act.

### **Financial Implications**

20. This paper has no financial implications.

### **Consultation Undertaken**

21. Officials from Treasury, the Ministry of Economic Development and Customs have been consulted on this paper.

## Recommendations

22. It is recommended that the Cabinet Policy Committee:

- a) **note** that consultation meetings on the Singapore / New Zealand Closer Economic Partnership were held with Māori in Christchurch, Rotorua, South Auckland, Auckland and Whangārei, attracting between four and twelve participants;
- b) **note** that the following issues were raised by participants:
  - i) opportunities for exporters, businesses and for greater employment;
  - ii) an assertion that trade liberalisation leads to unemployment and loss of sovereignty;
  - iii) the need for more information on export opportunities stemming from trade liberalisation and the impacts of trade liberalisation on Māori;
  - iv) the need for Māori to be at the negotiating table and be recognised as part of New Zealand's identity overseas;
  - v) the inclusion of a Treaty clause is an important precedent, but concerns were raised about its strength, and having to rely on successive governments, rather than Māori, to interpret and monitor the clause;
  - vi) consultation was welcomed and should occur before final policy decisions are made, issues must be passed on to Ministers, the cost of consultation to Māori should be appreciated;
  - vii) those who attend consultation must not be considered to represent all Māori;
- c) **note** that in response to concerns raised, the Ministry of Foreign Affairs and Trade has redrafted the Treaty of Waitangi clause in the draft CEP with Singapore to exempt all government policies considered necessary to give more favourable treatment to Māori, for example the radio spectrum policy, and proposes to seek exemption for the clause from the dispute settlement mechanisms of the agreement with Singapore;
- d) **note** that Singaporean agreement to these changes will be sought in the negotiations occurring from 10 to 14 July 2000; and
- e) **note** that the Ministry of Foreign Affairs and Trade will report back to Ministers on the outcome of the July negotiations, on the final Treaty clause as agreed with Singapore and, separately, will inform Ministers of other initiatives the Ministry intends to take as part of its wider outreach strategy to address the issues raised in consultation.

  
Hon Parekura Horomia  
Acting Minister of Māori Affairs

  
Hon Jim Sutton  
Minister for Trade Negotiations

## ANNEX I

### PARTICIPANTS IN FOCUS GROUPS WITH MĀORI ON THE SINGAPORE / NEW ZEALAND CLOSER ECONOMIC PARTNERSHIP AGREEMENT

#### Christchurch – 15 June 2000

s9(2)(a)

Optimax Research Associates  
Mana Corp Consultants and Chair, Māori Legal Services  
Mangamaunu Runanga, Te Runanga O Nga Mataa Waka  
Koukourarata Runanga  
Koukourarata Runanga  
Māori Legal Services

#### Rotorua – 21 June 2000

s9(2)(a)

Māori in Tourism Rotorua  
Federation of Maori Authorities

#### South Auckland – 22 June 2000

s9(2)(a)

Huakina Development Trust  
Chair, Aotearoa Credit Union, CE, Fletcher Challenge Credit Union  
Māori Liaison Officer, Enterprise Manukau  
Enterprise Manukau  
Business Development Director, PlayPlus Aotearoa (exporter)  
King Cress (exporter)  
Cultural Concept Aotearoa

#### Auckland – 22 June 2000

s9(2)(a)

CEO, Te Whanau o Waipareira Trust  
Hoani Waititi Marae  
Hoani Waititi Marae  
Tuhoe Kaumatua and Life Member of the Labour Party  
Auckland University of Technology  
CEO, Ngati Whatua o Orakei  
MUMA  
Waitakere City Council, Māori Issues Resolution Officer  
ECDU – Exchange to Japan and Austria  
UNITEC, MAIA Department and Aotearoa Maori Tourism  
Kaumatua Ngati Whatua  
Mai FM General Manager

#### Whangarei – 23 June 2000

s9(2)(a)

Tai Tokerau Māori Tourism Association  
Te Iwi o Te Roroa  
Te Iwi o Te Roroa