

Application 2022-083 Wellsford North Project (Wellsford Welding Club Limited)

To:	Required action:
Hon David Parker, Minister for the Environment	Consider this report prior to making a decision under section 24 of the FTCA
Date submitted: 28 July 2022	

Ministry for the Environment contacts

Position	Name	Cell Phone	1 st Contact
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Introduction

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

Proposed project

3. The applicant (Wellsford Welding Club Limited) proposes to subdivide a 31.5-hectare site lying north of the town centre at Wellsford, Auckland and construct housing developments on two separate areas that will provide approximately 85 residential units. The project represents the initial stages of a development that will eventually cover a wider area and provide a further 650 dwellings.
4. A location map is in Attachment 1.

Essential information

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

Section of the FTCA	Information required	Detail
s17(3)(a)	Relevant iwi authorities (6)	Ngāti Manuhiri Settlement Trust Ngāti Maru Rūnanga Trust Te Ara Rangatu o Te Iwi o Ngāti Te Ata Waiohū Te Kawerau Iwi Settlement Trust Te Rūnanga o Ngāti Whātua Te Uri o Hau Settlement Trust <i>Contact details are in Attachment 2</i>
s17(3)(b)	Treaty settlements that relate to the project area (3)	Te Uri o Hau Claims Settlement Act 2002 Ngāti Manuhiri Claims Settlement Act 2012 Te Kawerau ā Maki Claims Settlement Act 2015
s17(3)(a)	Relevant Treaty settlement entities (4)	Te Uri o Hau Settlement Trust Ngāti Manuhiri Settlement Trust Te Kawerau Iwi Settlement Trust Ngāti Maru Rūnanga Trust <i>Contact details are in Attachment 2</i>
s17(3)(c)	Relevant principles and provisions of the Treaty settlements	<i>See details in blue-shaded section below</i>
s17(3)(d)	Groups with a negotiation mandate recognised by the Crown who are yet to commence Treaty settlement negotiations	Ngāti Te Ata (Ngāti Te Ata Claims Support Whānau Trust)
s17(3)(d)	Current Treaty settlement negotiations	Ngāti Maru (Hauraki) (Ngāti Maru Treaty Settlement Negotiators) Ngāti Whātua (Te Rūnanga o Ngāti Whātua)
s17(3)(e)	Court orders recognising customary marine title or protected customary rights under the Marine and Coastal Area (Takutai Moana) Act 2011 or another Act	None that are relevant as the project does not occur in the coastal marine area

Supporting information

Project details

6. As indicated in Attachment 3, the project is to subdivide a (mostly) greenfield site covering 31.5 hectares on the north-eastern outskirts of Wellsford, Auckland, to:

- a. create approximately 85 residential lots in two discrete development areas, two super lots for future residential development, two lots for future development of a neighbourhood centre for commercial, retail and residential activity, and two balance lots not intended for development
 - b. construct 85 residential units in the development areas – located respectively at 338 Rodney Street (66 units) and the end of Monowai Street (19 units)
 - c. construct associated infrastructure, including new roads intended to vest in Auckland Council, a new intersection with State Highway 1, vehicle and pedestrian access, and three-waters services.
7. The Monowai Street development area is in the Future Urban and Single House zones identified in the Auckland Unitary Plan, while the Rodney Street development area is zoned Future Urban. The applicant advises the two development areas form part of a wider site that has been master planned, and they are preparing a comprehensive structure plan for part of the future urban area in Wellsford, which includes the project site. They intend to lodge a private plan change application to Auckland Council later this year, which will enable development of approximately 650 additional residential units across the wider area. The Rodney St area represents the first stage of the intended plan change, and the applicant also seeks to fast-track development of the Monowai St area, in part because of infrastructure capacity.

Statutory matters relating to this report

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

Iwi authorities

Methodology and information sources

10. This report must identify the relevant iwi authorities for the project, in accordance with section 17(3)(a) of the FTCA. Under section 7(1) of the FTCA, a relevant iwi authority for a referred project means an iwi authority whose area of interest includes the area in which a project will occur.
11. 'Area of interest' can mean different things depending on context and perspective and can be indicative (such as an area identified at the outset of Treaty settlement negotiations), formally agreed (such as in a deed of settlement or memorandum of understanding) or self-nominated. An area of interest can be difficult to define precisely on a map, particularly where a boundary that

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

has been depicted on a small-scale map is scaled up and used precisely in relation to an individual site or property.

12. For the purposes of this report, we have considered information from the following sources as a starting point for identifying iwi areas of interest:
 - a. the Te Arawhiti Internal Crown Asset Tracking Tool (i-Cat), an online database that records areas of interest associated with Treaty settlements and Treaty settlement negotiations
 - b. area of interest maps in signed Treaty settlement deeds or other Treaty settlement documents
 - c. Auckland Council's online interactive map depicting tribal regions and iwi in the Auckland Region²
 - d. the Iwi Areas of Interest viewer, an online application managed by the Ministry of Māori Development - Te Puni Kōkiri (TPK)
 - e. Te Kāhui Māngai (TKM), an online directory of iwi and Māori organisations maintained by TPK, which includes information on rohe (tribal areas) provided by those organisations.
13. Generally, the areas of interest shown on these databases for an iwi or group do not always completely align, and sometimes the differences can be significant. We consider carefully the reasons for such discrepancies, including the reliability or accuracy of the information shown and the local context and decision-making environment, before deciding which areas of interest we consider apply to a project under FTCA process.
14. The FTCA does not specifically define iwi authority but pursuant to section 7(2) of the FTCA, 'iwi authority' has the same meaning as in the Resource Management Act 1991 (RMA): the authority which represents an iwi and which is recognised by that iwi as having authority to do so.
15. To identify iwi authorities associated with the identified areas of interest, we sourced and considered information from:
 - a. the TKM online directory noted above
 - b. Auckland Council's [online tool](#) for identifying mana whenua contacts for a particular address.

Iwi authorities relevant to project

16. We consider the project site lies within the areas of interest of Ngāti Manuhiri, Ngāti Maru (Hauraki), Ngāti Te Ata, Ngāti Whātua, Te Kawerau ā Maki and Te Uri o Hau.
17. Six iwi authorities are associated with these iwi, and we therefore consider these to be the relevant iwi authorities for the project, as follows:
 - a. Ngāti Manuhiri Settlement Trust, representing Ngāti Manuhiri
 - b. Ngāti Maru Rūnanga Trust, representing Ngāti Maru Rūnanga
 - c. Te Ara Rangatū o Te Iwi o Ngāti Te Ata Waiohū, representing Ngāti Te Ata
 - d. Te Rūnanga o Ngāti Whātua, representing Ngāti Whātua

² Accessed via the webpage for the Auckland Plan 2025 (the long-term spatial plan for Tāmaki Makaurau):
<https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/auckland-plan/about-the-auckland-plan/Pages/iwi-tamaki-makaurau.aspx>

- e. Te Kawerau Iwi Settlement Trust, representing Te Kawerau ā Maki
- f. Te Uri o Hau Settlement Trust, representing Te Uri o Hau.

Other iwi authorities which may have an interest in the project

- 18. We note that the Hauraki Māori Trust Board also represents Ngāti Maru (Hauraki) as an iwi authority. To avoid unnecessary duplication of input, while still providing opportunity for involvement in the consideration of consent applications for the project, we recommend that you consider the Hauraki Māori Trust Board as an iwi authority which may have an interest in the project and take that into account in your decisions relating to project referral.
- 19. The Auckland Council databases indicate that the project site lies in the Ngātiwai, Ngāti Whātua o Kaipara and Ngāti Whātua Ōrākei interest areas. We are unsure as to the reasons for this, as this does not align with the (self-nominated) rohe maps, representing the areas over which Ngātiwai, Ngāti Whātua o Kaipara and Ngāti Whātua Ōrākei respectively exercise kaitiakitanga for RMA purposes, that are provided on the TKM website.
- 20. We have therefore not identified the corresponding iwi authorities for Ngātiwai, Ngāti Whātua o Kaipara and Ngāti Whātua Ōrākei as relevant iwi authorities for the project. Instead, we recommend that you consider them as iwi authorities who may have an interest in the project take that into account in your decisions relating to project referral.
- 21. The project site lies close to the area of interest for Ngāti Paoa. We therefore recommend that you also consider the two Ngāti Paoa iwi authorities - Ngāti Paoa Iwi Trust and Ngāti Paoa Trust Board as iwi authorities who may have an interest in the project and take that into account in your decisions relating to project referral.

Treaty settlements and Treaty settlement entities

- 22. This report must identify the Treaty settlements that relate to the project area and relevant Treaty settlement entities, in accordance with sections 17(3)(b) and 17(3)(a) respectively. We use information relevant to the project area from the first two sources listed in paragraph 12 and relevant documents on the [NZ Government Treaty settlements website](#), together with further advice from the Office of Māori Crown Relations – Te Arawhiti for this task.

Treaty settlements relating to the project area

- 23. Under the FTCA, a Treaty settlement includes both a Treaty settlement Act and a Treaty settlement deed which is signed by both the Crown and the representative Māori group.
- 24. The project site falls within the area of interest covered by Treaty settlements with the following three iwi/groups:
 - a. Te Uri o Hau
 - b. Ngāti Manuhiri
 - c. Te Kawerau ā Maki.
- 25. The Te Uri o Hau Claims Settlement Act 2002 gave effect to certain provisions of the deed of settlement signed by Te Uri o Hau and the Crown on 13 December 2000 and an amendment deed signed in 2003. [Relevant documents](#) are available on the NZ Government Treaty settlements website.
- 26. The Ngāti Manuhiri Claims Settlement Act 2012 gave effect to certain provisions of the deed of settlement signed by Ngāti Manuhiri and the Crown on 21 May 2011. Deeds to amend the

settlement deed were signed in February and June 2012. [Relevant documents](#) are available on the NZ Government Treaty settlements website.

27. Te Kawerau ā Maki Claims Settlement Act 2015 gave effect to certain provisions of the deed of settlement signed on 22 February 2014. Amendment deeds were signed in August 2015 and October 2019. [Relevant documents](#) are available on the NZ Government Treaty settlements website.

Relevant Treaty settlement entities

28. We have identified four relevant Treaty settlement entities for the project. These are listed in paragraph 5 and further explanation is provided below.

Post-settlement governance entities

29. Under the FTCA, a Treaty settlement entity includes a post-settlement governance entity, defined as a body corporate or trustees of a trust established by a claimant group for receiving redress, or for participating in arrangements established under a Treaty settlement Act.
30. The respective post-settlement governance entities associated with the Treaty settlement Acts noted above are:
- a. Te Uri o Hau Settlement Trust
 - b. Ngāti Manuhiri Settlement Trust
 - c. Te Kawerau Iwi Settlement Trust.
31. A post-settlement governance entity may exist ahead of finalisation of a deed of settlement and/or enactment of Treaty settlement legislation. The following post-settlement governance entity in this category is also relevant:
- a. Ngāti Maru Rūnanga Trust, which was ratified as the post-settlement governance entity for the Ngāti Maru (Hauraki) Treaty settlement in August 2012. Ngāti Maru (Hauraki) initialled a deed of settlement with the Crown on 8 September 2017.

Other bodies recognised or established under a Treaty settlement Act

32. A Treaty settlement entity is also defined for the purposes of the FTCA as including a board, trust, committee, authority, or other body, recognised in or established under a Treaty settlement Act.
33. No such entities established by any of the above-named Treaty settlement Acts are relevant to the proposed project.

Relevant principles and provisions of the Treaty settlements

Te Uri o Hau, Ngāti Manuhiri and Te Kawerau ā Maki Treaty settlements

Crown acknowledgements and apologies

34. The Crown offers acknowledgements and an apology as part of Treaty settlement redress to atone for historical wrongs, restore honour, and begin the process of healing.
35. In the settlement with Te Uri o Hau the Crown apologises to the ancestors of Te Uri o Hau and to their descendants for the breaches of Te Tiriti o Waitangi/the Treaty of Waitangi and its principles, which are acknowledged in the text of the settlement. The Crown unreservedly apologises and profoundly regrets that its actions, in failing to preserve sufficient lands for Te Uri o Hau, have had

pervasive and enduring consequences, resulting in Te Uri o Hau losing control over the majority of their lands.

36. In the settlement with Ngāti Manuhiri, the Crown states it profoundly regrets its breaches of the Treaty of Waitangi and its principles which left Ngāti Manuhiri with few landholdings by 1865. The Crown says it is deeply sorry for its failure to protect the remaining lands of Ngāti Manuhiri, the loss of which had devastating consequences for the cultural, spiritual, economic, and physical well-being of Ngāti Manuhiri that continue to be felt today.
37. The Crown also unreservedly apologises for not having honoured its obligations to Ngāti Manuhiri under the Treaty of Waitangi. It also expresses the desire to build a new relationship with Ngāti Manuhiri based on the Treaty of Waitangi and its principles, so that Ngāti Manuhiri and the Crown can work together to revitalise Ngāti Manuhiri.
38. As part of the settlement with Te Kawerau ā Maki, the Crown unreservedly apologises to Te Kawerau ā Maki, their ancestors and descendants, for not having honoured its obligations to them under the Treaty of Waitangi. The Crown states it seeks through the apology and the settlement to atone for its wrongs and lift the burden of grievance so that the process of healing can begin. The Crown says it hopes to form a new relationship with the people of Te Kawerau ā Maki based on mutual trust, co-operation, and respect for the Treaty of Waitangi and its principles.
39. Affording respect to the views of each iwi on resource management matters and enabling meaningful participation as Treaty partners in resource management decision-making within their areas of interest are important ways in which the Crown can give effect to these acknowledgements and apologies.

Other redress

40. No other specific cultural or commercial settlement redress would be affected by the proposed project, and the settlements do not create any new co-governance or co-management processes which would affect decision-making under the RMA for the project.
41. As a general principle, an absence of specific settlement redress does not indicate the absence of an iwi's cultural association with ancestral lands, sites, wāhi tapu or other taonga within an area. We also note that cultural associations with ancestral lands, water, sites, wāhi tapu, and other taonga – regardless of whether or not they are specifically identified in a Treaty settlement or affected by settlement redress – are deemed to be matters of national importance that must be recognised and provided for in decision-making under Part 2 section 6(e) of the RMA.
42. Local tangata whenua and their representatives would be best placed to advise on such matters in the first instance.

Current negotiation mandates and settlement negotiations

43. Section 17(3)(d) of the FTCA requires this report to identify any recognised negotiation mandates for, or current negotiations for, Treaty settlements that relate to the project area.
44. As indicated in paragraph 31, Treaty settlement negotiations have yet to be concluded with Ngāti Maru (Hauraki).
45. We noted in paragraph 16 that the project site falls within the area of interest for Ngāti Te Ata. The Crown recognised the mandate of the Ngāti Te Ata Claims Support Whānau Trust to negotiate a Treaty settlement in May 2011, and signed terms of negotiation with the Trust in June 2011. Negotiations have paused, but Crown-recognition of the mandate has not been withdrawn. Ngāti

Te Ata have yet to establish a post-settlement governance entity to receive redress under their settlement.

46. The project site lies in the Kaipara Harbour catchment, which falls within the area of interest of Ngāti Whātua. Te Rūnanga o Ngāti Whātua signed an Agreement in Principle with the Crown in 2017, for the negotiation of the remaining Ngāti Whātua historical Treaty of Waitangi claims. This settlement will include natural resources redress over Kaipara Harbour. The post-settlement governance entity or entities which will receive this redress have yet to be determined.
47. Although the applicant has engaged with the Ngātiwai Trust Board in relation to this project, we note that the area of interest for Treaty settlement negotiations with Ngātiwai, as shown in the Ngātiwai Trust Board Deed of Mandate dated 27 May 2016, does not include the project site.

Details in this report affect certain provisions of the FTCA

Notices of referral decisions

48. Under section 25 of the FTCA, you must give notice of the decisions made on an application for referral of a project to a panel, and the reasons for your decisions, to the applicant and anyone invited to comment under section 21 of the FTCA.
49. You did not invite comment on the referral application from iwi authorities or other Māori groups. However, if you decide to refer this project to a panel, the notice of decisions and associated reasons must be given to:
 - a. the relevant iwi authorities and Treaty settlement entities identified in this report
 - b. any other iwi authorities or Treaty settlement entities you consider have an interest in the matter
 - c. any group that is or party to either a joint management agreement or Mana Whakahono ā Rohe under the RMA that relates to the project area.
50. The relevant iwi authorities and Treaty settlement entities for receipt of the notice are identified in paragraph 5; contact details are in Attachment 2.
51. As explained in paragraphs 18 to 21, we recommend you consider the Hauraki Māori Trust Board, Ngātiwai Trust, Ngā Maunga Whakahii o Kaipara Development Trust, Ngāti Whātua Ōrākei Trust Board, Ngāti Paoa Iwi Trust and Ngāti Paoa Trust Board as iwi authorities which may have an interest in the project and provide them with a copy of the notice of decision if you decide to refer the project. Contact details are in Attachment 2.
52. The Minister for Treaty of Waitangi Negotiations has also indicated that as the applicant has already engaged with Ngātiwai, it would be appropriate to copy the application and notice of decisions to their representative iwi authority, the Ngātiwai Trust. The Minister has requested that you do so if you decide to refer the project.
53. There are no relevant joint management agreements or Mana Whakahono ā Rohe to consider.

Expert consenting panel membership

54. If a project is referred to a panel, the appointed panel must include one person nominated by the relevant iwi authorities under clause 3(2)(b) of Schedule 5 of the FTCA.
55. In the event iwi authorities nominate more than one person, the panel convener must decide which nominee to appoint. The panel convener has discretion to increase the panel membership

to accommodate the matters specified in clauses 3(6)(a) – 3(6)(e) of Schedule 5 of the FTCA, which include matters unique to any relevant Treaty settlement Act.

56. Relevant iwi authorities for the project are identified in paragraph 5.

Panel invitations to comment

57. A panel must invite comments on a resource consent application or notice of requirement for a referred project from the parties listed in clause 17(6) of Schedule 6 of the FTCA. This includes:

- a. the relevant iwi authorities, including those identified in this report
- b. a Treaty settlement entity relevant to the referred project, including an entity that has an interest under a Treaty settlement in an area where a referred project is to occur, and an entity identified in this report.

58. The relevant iwi authorities and Treaty settlement entities for the proposed project are listed in paragraph 5.

59. A panel may also invite comments from any other person it considers appropriate. We have identified that the Hauraki Māori Trust Board, Ngātiwai Trust, Ngā Maunga Whakahii o Kaipara Development Trust, Ngāti Whātua Ōrākei Trust Board, Ngāti Paoa Iwi Trust and Ngāti Paoa Trust Board may have an interest in the project area. We therefore recommend that you direct a panel to seek comment from these parties if you decide to refer the project.

60. The Minister for Treaty of Waitangi Negotiations has also requested that you direct a panel to seek comments from the Ngātiwai Trust, given their potential interest in the project and engagement to date with the applicant in relation to it.

Provision of cultural impact assessment

61. Any resource consent application that is submitted to a panel for determination must include a cultural impact assessment prepared by or on behalf of the relevant iwi authority, or a statement of any reasons given by the relevant iwi authority for not providing that assessment.³ The Environmental Protection Authority (which provides support services to a panel) will not confirm an application as complete and ready for consideration by a panel until this requirement has been satisfied.

62. Where there is more than one relevant iwi authority, the project applicant will need to engage with each to determine their requirements for a cultural impact assessment, including whether they wish to prepare one individually or jointly, or whether they may wish to defer to another iwi in respect of the matter. The relevant iwi authorities for the Wellsford North Project are listed in paragraph 5.

³ Clause 9(5) of Schedule 6 of the FTCA.

Attachment 1 – Location

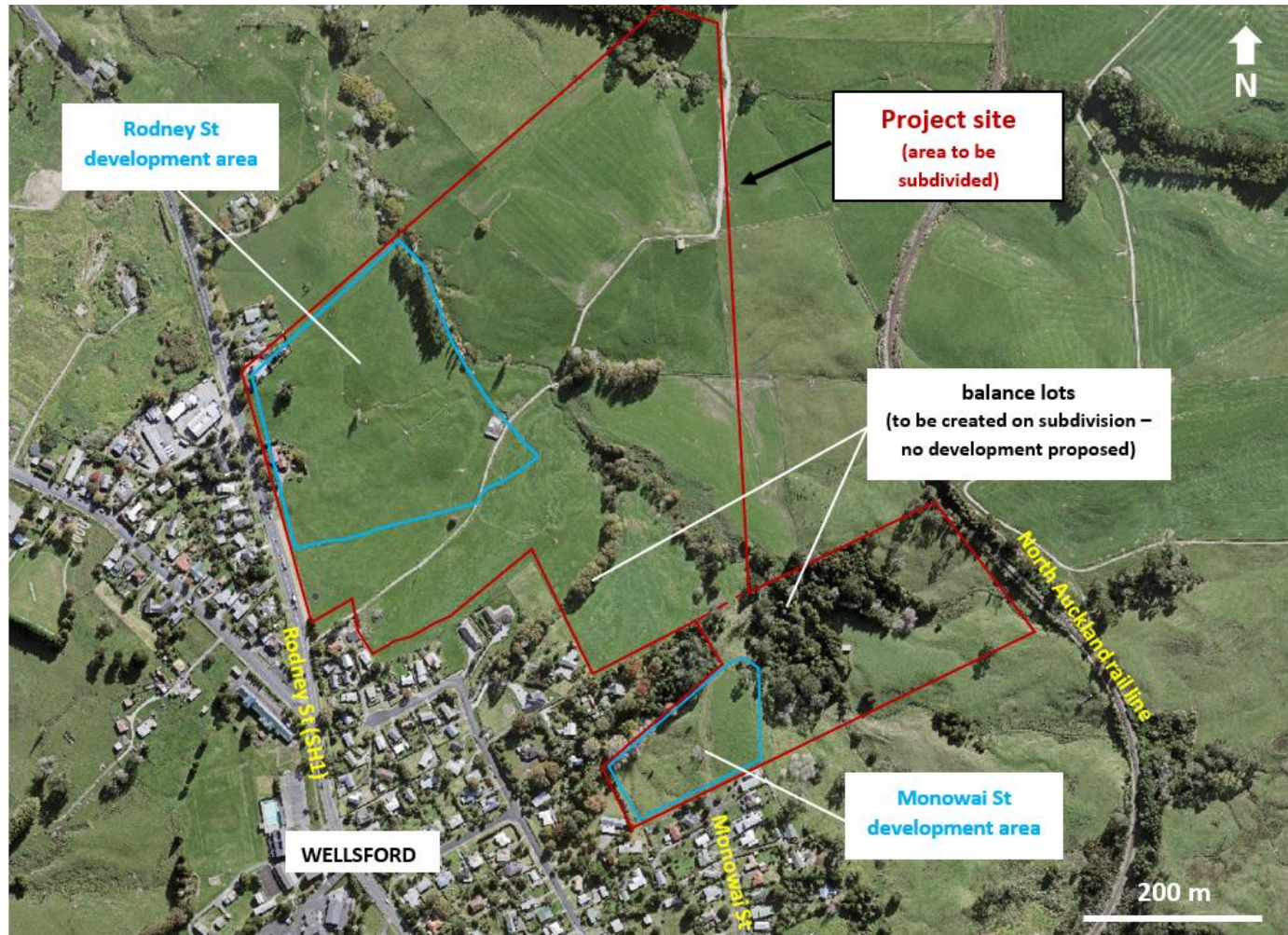


Attachment 2 – Contact information

Iwi/hapū	Representative body	Contact details	Relevant RMA Iwi authority	Relevant Treaty settlement entity	Other	Contact person	Copies to
Hauraki	Hauraki Māori Trust Board	PO Box 33 Paeroa 3640			Iwi authority which may have an interest in the matter	CEO/GM: John McEnteer general@hauraki.iwi.nz	
Ngāti Manuhiri	Ngāti Manuhiri Settlement Trust	PO Box 117 Warkworth 1910	Represents Ngāti Manuhiri as an iwi authority for RMA purposes	Post-settlement governance entity under the Ngāti Manuhiri Claims Settlement Act 2012		CEO: Nicola MacDonald info@ngatimanuhiri.iwi.nz	RMA Kaitiaki: kaitiaki@ngatimanuhiri.iwi.nz
Ngāti Maru (Hauraki)	Ngāti Maru Rūnanga Trust	PO Box 37 Thames 3540	Represents Ngāti Maru (Hauraki) as an iwi authority for RMA purposes	Post-settlement governance entity [deed of settlement initialled 8 September 2017]		CEO: David Taipari office@ngatimaru.iwi.nz	RMA contact: William Peters
Ngāti Te Ata	Te Ara Rangatu o Te Iwi o Ngāti Te Ata Waiohū		Represents Ngāti Te Ata as an iwi authority for RMA purposes			Manager: Karl Flavell	RMA Kaitiaki: taiao@ngatiteata.iwi.nz
Ngāti Whātua	Te Rūnanga o Ngāti Whātua	PO Box 1784 Whangārei 0140	Represents Ngāti Whātua as an iwi authority for RMA purposes			Manahautū / CE: Alan Riwaka	RMA Contact: Antony Thompson s 9(2)(a)
	Ngā Maunga Whakahii o Kaipara Development Trust	PO Box 41 Helensville 0840			Iwi authority which may have an interest in the matter	CEO: Sarah Ihaia-Chapman admin@kaiparamoana.com	RMA Contact: Savanna Steele s 9(2)(a)
	Ngāti Whātua Ōrākei Trust Board	PO Box 90465 Victoria Street Auckland 1142			Iwi authority which may have an	CEO: Lisa Davis s 9(2)(a)	RMA contact: Andrew Brown tokitaiao@ngatiwhatuaorakei.com

					interest in the matter		
Te Kawerau ā Maki	Te Kawerau Iwi Settlement Trust	PO Box 59-243 Māngere Bridge Auckland 2151	Represents Te Kawerau ā Maki as an iwi authority for RMA purposes	Post-settlement governance entity under Te Kawerau ā Maki Claims Settlement Act 2015		Executive Chair: Te Warena Taua tewarena.taua@tekawerau.iwi.nz	Kaitiaki: Edward Ashby s 9(2)(a)
Te Uri o Hau	Te Uri o Hau Settlement Trust	PO Box 657 Whangārei 0140	Represents Te Uri o Hau as an iwi authority for RMA purposes	Post-settlement governance entity under Te Uri o Hau Claims Settlement Act 2002		CEO: Jonathan Rishworth	RMA contact: Katarina Tautuhi rma@uriohau.co.nz
Ngāti Paoa	Ngāti Paoa Iwi Trust	Level 12 Britomart Place Auckland			Iwi authority which may have an interest in the matter	Tumuaki (Chair): Tania Tarawa chair@ngatipaoaiwi.co.nz	
	Ngāti Paoa Trust Board	PO Box 204 144 Highbrook Auckland 2161			Iwi authority which may have an interest in the matter	Principal Officer & RMA Contact: Dave Roebeck nptb@ngatipaoatrustboard.co.nz	
Ngātiwai	Ngātiwai Trust	PO Box 1332 Whangārei 0140			Iwi authority which may have an interest in the matter	CEO: Hūhana Lyndon ngatiwai@ngatiwai.iwi.nz	RMA contact: Kata Tamaki s 9(2)(a)

Attachment 3 – Project site details



Attachment 4 – Project development concept

