



## FTAA-2511-1134: Application received for referral of the project under the Fast-track Approvals Act 2024 – Stage 1 decisions

### Project Name: Waimauku West

Date submitted:	1 December 2025	Tracking #: BRF-7237	
Security level:	In-Confidence	MfE priority:	Urgent

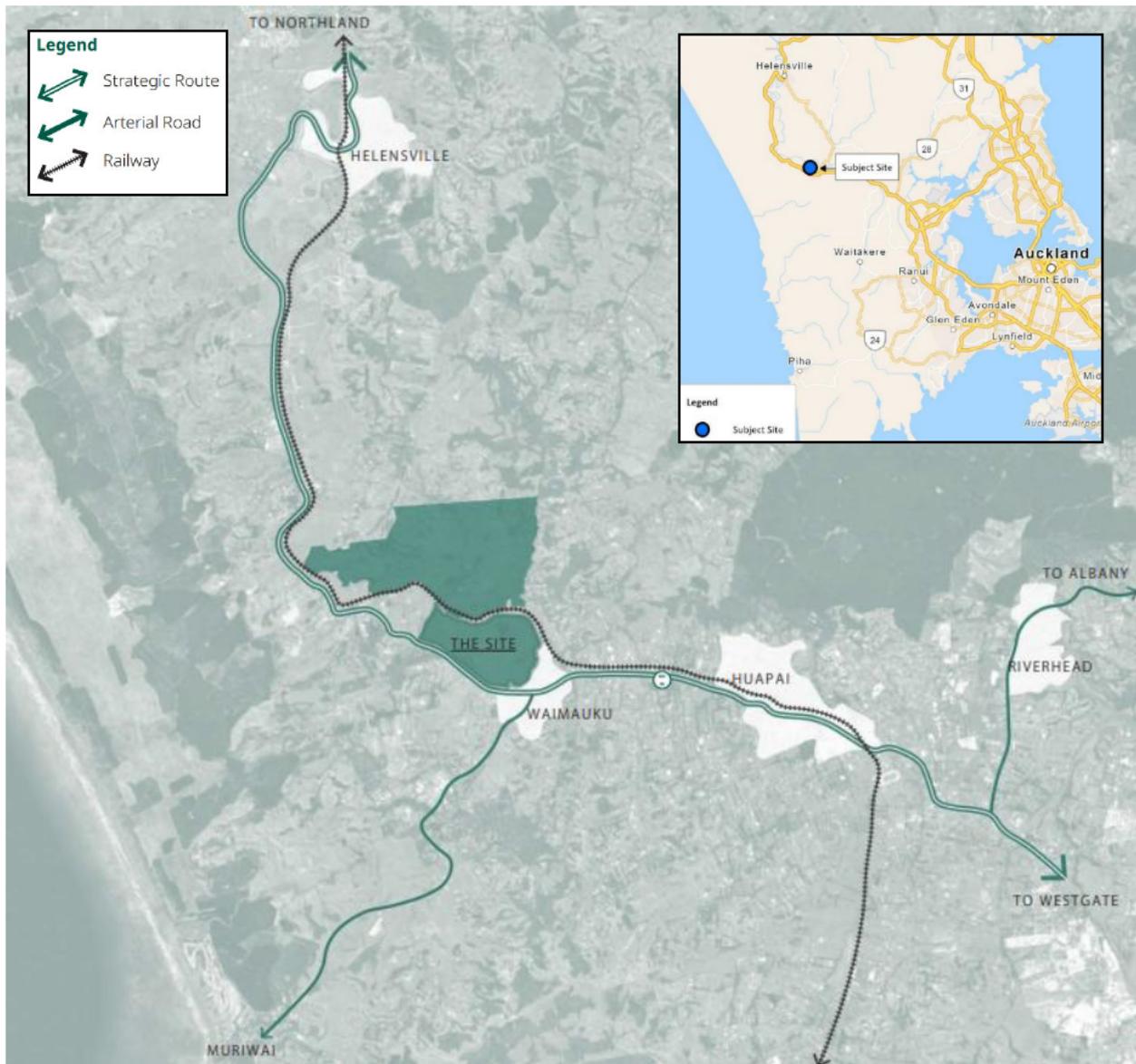
	<b>Action sought:</b>	<b>Response by:</b>
To Hon Chris Bishop, Minister for Infrastructure	Decisions on recommendations in Table A	8 December 2025

Actions for Minister's Office staff	<b>Return</b> the signed briefing to: <a href="mailto:FTAreferrals@mfe.govt.nz">FTAreferrals@mfe.govt.nz</a> <b>Send</b> email to Ministers to invite written comments
Number of appendices: 3	Appendices: 1. Statutory framework summary 2. Application documents for Waimauku West project (in File Exchange) 3. List of the Māori groups referred to in section 18(2)

### Ministry for the Environment contacts:

Position	Name	Cell phone	1 <sup>st</sup> contact
Principal Author	Ashiley Sycamore		
Manager	Stephanie Frame	s 9(2)(a)	✓
General Manager	Ilana Miller	s 9(2)(a)	

## Project location



## Key messages

1. This briefing seeks your initial decisions on an application from Halberd Holdings Limited (the applicant) to refer the Waimauku West project (the project) under the Fast-track Approvals Act 2024 (the Act) to the fast-track approvals process.
2. At this stage you can either decline an application for the reasons set out section 21, or provide the application to, and invite comments from, the parties identified in section 17. If you do not decline the application, you will receive a further briefing following receipt of comments, to support your final decision on whether to refer the project.
3. You previously considered a referral application for an earlier version of this proposal in September 2025 (BRF-6735 / FTAA-2508-1094) and agreed to progress it to Stage 2 analysis. The applicant later withdrew that staged application – which included an urban development (Stage 1) and a 50-megawatt solar farm (Stage 2) – due to uncertainty about

whether the solar farm proposed for Stage 2 met the section 22 criteria, creating a risk that the whole project could be declined under section 21(3)(a). The new application is not staged; it covers only the urban development originally proposed as Stage 1. It must be treated as a new referral application under the Act.

4. The project is to construct and establish an urban development across approximately 196 hectares of rural land located at 1080 State Highway 16, Waimauku, within the Auckland Region. The North Island Main Trunk (NIMT), the principal railway line in the North Island, passes directly through the project area as depicted in the project location image above. The project will be mainly located in the southern section of the site, positioned south of the NIMT.
5. The project involves:
  - a. a residential development comprising approximately 1,500–2,020 dwellings, with a range of densities
  - b. a neighbourhood centre
  - c. a light industrial area of approximately 8.2 hectares
  - d. two indicative school sites
  - e. a green network that integrates existing ecological features, stormwater management, and public open spaces
  - f. supporting infrastructure, including:
    - private stormwater systems
    - a private water supply solution
    - two wastewater disposal options: connection to the public network connection, or onsite treatment and disposal.
6. The applicant indicates that the project may involve earthworks in or near natural inland wetlands, potentially triggering a prohibited activity under Regulation 53 of the National Environmental Standards for Freshwater (NES-F). The applicant states the current masterplan is high-level and intended to support the referral application, with detailed design and confirmation of the prohibited activity to follow if the project proceeds to a substantive application.
7. Under Regulation 53(1) of the NES-F, earthworks within a natural inland wetland are classified as a prohibited activity if they result, or are likely to result, in the complete or partial drainage of the wetland, and they do not have another activity status under Regulations 38 to 51 of the NES-F.
8. If you agree to progress the project to our Stage 2 analysis, the next briefing will require you to consider whether to decline the referral application on the basis that it may involve a prohibited activity. This is a potential reason you may decline a referral application under section 21(5) of the Act. However, we note section 21(7) of the Act explicitly states that the presence of a prohibited activity does not, in itself, prevent you from accepting a referral application.
9. The project will require the proposed approvals under specified Acts:
  - a. resource consents under the Resource Management Act 1991

- b. wildlife approval under the Wildlife Act 1953.
10. We have undertaken our initial analysis of the referral application. This is presented along with our considerations and recommendations in Table A.
  11. We have decided the application is complete and complies with section 14 of the Act, as the application complies with section 13 requirements, may be capable of satisfying the criteria in section 22 and does not appear to involve an ineligible activity. The applicable fee and levy have been paid.
  12. We recommend you progress consideration of the referral application to the next stage of analysis (Stage 2 briefing) and invite written comments from the parties prescribed in section 17(1) of the Act being: relevant local authorities, the Minister for the Environment and relevant portfolio Ministers, relevant administering agencies, and identified Māori groups from section 18(2) of the Act (listed in Appendix 3).
  13. We recommend that you invite written comments from the following persons under section 17(5) of the Act:
    - a. Chief of Defence Force of the New Zealand Defence Force (NZDF) – as the project area includes Designation Number 4311 (Whenuapai Airfield Approach and Departure Path Protection)
    - b. Chief Executive of NZ Transport Agency Waka Kotahi (NZTA) – as the project requires a new access onto State Highway 16, which could impact Designation 6766 for which NZTA is the requiring authority
    - c. The Chief Executive of KiwiRail Holdings Limited – as the project area includes Designation 6300 (North Railway Line), for which KiwiRail Holdings Limited is the requiring authority
    - d. Minister for Regional Development
    - e. Minister for Economic Growth.

## Action sought

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14. Please indicate your decisions on the recommendations in Table A.

## Signature

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Ilana Miller  
**General Manager – Investment Strategy and Operations**

**Table A: Stage 1 analysis**

<p><b>Project details</b></p>	<p><b>Project Name</b></p> <p>Waimauku West (the project)</p>	<p><b>Applicant</b></p> <p>Halberd Holdings Limited (the applicant)</p> <p>c/- Barker &amp; Associates (the agent)</p> <p>The applicant is a registered company and is eligible to apply for the proposed approvals.</p>	<p><b>Project Location</b></p> <p>Approximately 769 hectares of rural land at 1080 State Highway 16, Waimauku, Auckland Region. Of this, 573 hectares sits north of the North Auckland Railway Line and can be accessed from an existing level crossing within the site or via Davidson Road. The balance of the site, south of the North Auckland Railway Line, encompasses approximately 196 hectares and is accessed via multiple points along State Highway 16.</p> <p>Legally described as Pukeatua D Block, Lot 2-4 Deposited Plan 29773, Lot 2 Deposited Plan 200143 and Lot 1-17 Deposited Plan 202906, and Pukeatua A Block, Pukeatua B Block, Part Pukeatua West C Block, Defined On Deposited Plan 1573, Part Pukeatua C Block, Defined On Deposited Plan 3125, Part Pukeatua Block, Defined On Deposited Plan 3125 and Defined On Deposited Plan 8651, and Part Tauwhare Block.</p>														
<p><b>Project description</b></p>	<p>The project for an urban development in the Auckland Region involves:</p> <ol style="list-style-type: none"> <li>a residential development comprising approximately 1,500–2,020 dwellings, with a range of densities</li> <li>a neighbourhood centre</li> <li>a light industrial area of approximately 8.2 hectares</li> <li>two indicative school sites</li> <li>a green network that integrates existing ecological features, stormwater management, and public open spaces</li> <li>supporting infrastructure, including: <ul style="list-style-type: none"> <li>private stormwater systems</li> <li>a private water supply solution</li> <li>two wastewater disposal options: connection to the public network connection, or onsite treatment and disposal.</li> </ul> </li> </ol> <p>The project will require the proposed approvals under specified Acts:</p> <ol style="list-style-type: none"> <li>resource consents under the Resource Management Act 1991</li> <li>wildlife approval under the Wildlife Act 1953.</li> </ol>																
<p><b>Consultation undertaken</b></p>	<p><b>As required by s11, the applicant has consulted with:</b></p> <table border="1" data-bbox="439 1041 2792 1234"> <thead> <tr> <th data-bbox="439 1041 899 1140"><i>Relevant local authorities</i></th> <th data-bbox="899 1041 1279 1140"><i>Relevant iwi authorities, hapu and Treaty settlement entities</i></th> <th data-bbox="1279 1041 1656 1140"><i>Relevant MACA groups</i></th> <th data-bbox="1656 1041 2036 1140"><i>Ngā hapū o Ngāti Porou</i></th> <th data-bbox="2036 1041 2415 1140"><i>Relevant administering agencies</i></th> <th data-bbox="2415 1041 2792 1140"><i>Holder of land to be exchanged</i></th> </tr> </thead> <tbody> <tr> <td data-bbox="439 1140 899 1234"> <ul style="list-style-type: none"> <li>Auckland Council</li> </ul> </td> <td data-bbox="899 1140 1279 1234"> <ul style="list-style-type: none"> <li>Ngāti Whātua o Kaipara</li> <li>Te Kawerau a Maki</li> </ul> </td> <td data-bbox="1279 1140 1656 1234"> <p>N/A</p> </td> <td data-bbox="1656 1140 2036 1234"> <p>N/A</p> </td> <td data-bbox="2036 1140 2415 1234"> <ul style="list-style-type: none"> <li>Ministry for the Environment</li> <li>Department of Conservation</li> </ul> </td> <td data-bbox="2415 1140 2792 1234"> <p>N/A</p> </td> </tr> </tbody> </table>					<i>Relevant local authorities</i>	<i>Relevant iwi authorities, hapu and Treaty settlement entities</i>	<i>Relevant MACA groups</i>	<i>Ngā hapū o Ngāti Porou</i>	<i>Relevant administering agencies</i>	<i>Holder of land to be exchanged</i>	<ul style="list-style-type: none"> <li>Auckland Council</li> </ul>	<ul style="list-style-type: none"> <li>Ngāti Whātua o Kaipara</li> <li>Te Kawerau a Maki</li> </ul>	<p>N/A</p>	<p>N/A</p>	<ul style="list-style-type: none"> <li>Ministry for the Environment</li> <li>Department of Conservation</li> </ul>	<p>N/A</p>
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<p><b>Section 22 assessment criteria</b></p>																	
<p><b>The project is an infrastructure or development project that would have significant regional or national benefits [section 22(1)(a)]</b></p>	<p><i>You may consider any of the following matters, or any other matters you consider to be relevant.</i></p> <p>The applicant considers the project, being an urban development in the Auckland Region, is a development project that would have significant regional benefits, for the reasons outlined below.</p> <p><i>Will increase the supply of housing, address housing needs, or contribute to a well-functioning urban environment [s22(2)(a)(iii)]</i></p> <p>The applicant states that the urban development will deliver between 1,500 and 2,020 new dwellings, ranging from large lot to medium density residential housing. The applicant considers this will significantly increase housing supply and diversity in Auckland's north-west, contributing to a well-functioning urban environment. The proposal includes larger homes than those typically provided in other greenfield areas nearby. The applicant further notes that the proposal responds to a range of housing needs and preferences by providing a mix of dwelling typologies, including standalone homes of varying sizes and configurations, as well as terraced and duplex housing.</p> <p>The applicant notes that the site offers an alternative to other future urban areas in Kumeū–Huapai and Riverhead, where development capacity has been reduced due to flooding and natural hazard risks. The applicant states the project includes a neighbourhood centre, light industrial area, and a green network, supporting residents' wellbeing and access to employment, recreation, and services. The applicant states the site is currently served by a 30-minute frequency bus route connecting to Westgate and promotes active transport options.</p> <p><i>Will deliver significant economic benefits [s22(2)(a)(iv)]</i></p> <p>The applicant considers that the urban development will deliver significant economic benefits, as detailed in the Economics Memorandum (Attachment 6 of the application). The project is expected to contribute substantially to regional housing supply and generate a one-off GDP increase of approximately \$700 million. It is expected to support over 4,800 full-time equivalent (FTE) years of employment and result in an estimated \$415 million in additional household income. The applicant also considers the project will enable the land to be put to its highest and best use, which is a precondition for economic efficiency to hold in the underlying land market.</p> <p>The applicant states that the project will deliver approximately 28,650 m<sup>2</sup> of industrial floorspace (around 8.2 hectares of the site) contributing to meeting long-term demand and alleviating land supply constraints in the sector. This is expected to support a more responsive and efficient industrial market. The applicant also considers that, as development enabled by the proposal progresses and new residents move into the area, this will help establish a critical mass that supports increased provision of local retail and services.</p>																

	<p><i>Will support climate change mitigation, including the reduction or removal of greenhouse gas emissions [s22(2)(a)(vii)]</i>  The applicant states that the project supports climate change mitigation through both flood hazard management and the promotion of low-emission transport options. The applicant states stormwater infrastructure will be designed using climate-adjusted rainfall data to manage flood risks, including attenuation of overland flow and appropriate freeboard for structures, with the aim of protecting people and infrastructure from future extreme weather events.</p> <p>The applicant also considers that the project will reduce greenhouse gas emissions by encouraging active and public transport use. The development is located near existing bus services with frequent connections to major hubs, and future public transport investment is anticipated in the surrounding area. The potential reactivation of the North Auckland rail line is also noted as a long-term opportunity to further support sustainable transport.</p> <p><i>Will support climate change adaptation, reduce risks arising from natural hazards, or support recovery from events caused by natural hazards [s22(2)(a)(viii)]</i>  The applicant states the project area is not located within proximity of the coast. The applicant considers that the stormwater management approach will incorporate climate change adaptation measures, including flood modelling based on future rainfall scenarios. The applicant states there are no known other natural hazards that are applicable to the site, or latent hazards that could be exacerbated through climate change.</p> <p><i>Is consistent with local or regional planning documents, including spatial strategies [s22(2)(a)(x)]</i>  The applicant considers the proposal to be consistent with the Auckland Regional Policy Statement (RPS), particularly the objectives and policies relating to urban growth and form. They note that the RPS promotes a quality compact urban form, supports intensification around centres and transport, and enables growth of rural and coastal towns where it avoids adverse effects and can be serviced by infrastructure. The applicant states that the proposal aligns with these provisions, particularly B2.6.1, by facilitating the expansion of Waimauku in a manner that reflects local character, avoids significant constraints, and supports mana whenua wellbeing.</p> <p>The applicant acknowledges Auckland Council's feedback that the RPS does not anticipate urbanisation outside the Future Urban Zone, but disagrees with this interpretation. They argue that the RPS does provide for the growth of existing rural towns, and that technical assessments and master planning demonstrate consistency with relevant RPS provisions. In their view, the proposal represents a logical extension of Waimauku and gives effect to the planning framework for rural town development.</p> <p>Regarding the Auckland Future Development Strategy (FDS) 2023–2053, the applicant notes that the site is not identified for urban development within the next 30 years. However, they contend that the FDS is intended to guide long-term strategic planning and does not preclude merit-based development in rural towns. They highlight that further work is needed to address growth in rural settlements like Waimauku, and that in the absence of a specific strategy for the northwest, development proposals should be assessed through appropriate planning processes.</p>		
<p><b>Referring the project to the fast-track approvals process [section 22(1)(b)]</b></p>	<p><i>Would facilitate the project, including by enabling it to be processed in a more timely and cost-effective way than under normal processes [s22(1)(b)(i)]</i>  It is noted that the project may involve a prohibited activity under the National Environmental Standards for Freshwater, which would preclude it from progressing through the standard RMA consenting pathway. However, if the project is referred, prohibited activities may be considered through the fast-track approvals process. As such, referring the project would facilitate the development.</p> <p>The applicant also considers the fast-track approvals process will enable more timely and cost-effective consenting, compared to the standard process, for the following reasons:</p> <ul style="list-style-type: none"> <li>– Expert panels consider all required approvals as a single package, rather than multiple applications to different authorities. The project requires approvals under the Resource Management Act 1991 and the Wildlife Act 1953.</li> <li>– Public and limited notification is excluded. Panels may only seek input from specified parties within a short timeframe. Given the scale of the development, it would likely be fully notified under the standard RMA process, significantly delaying consent.</li> <li>– The fast-track approvals process imposes shorter, stricter statutory timeframes, reducing delays and improving project efficiency.</li> </ul> <p><i>Is unlikely to materially affect the efficient operation of the fast-track approvals process [s22(1)(b)(ii)]</i>  The applicant considers the project is unlikely to materially affect the efficient operation of the fast-track approvals process. The applicant notes their assessment of the proposal is considered to be relatively straightforward and unlikely to require additional resourcing given it does not raise novel issues, and the effects are known and easily quantifiable. The applicant states there is resourcing in place to process the application efficiently and certainty around timeframes to ensure the project remains 'shovel ready'.</p>		
<p><b>Minister invites comments</b></p>	<p><i>You must copy the application to, and invite written comments from [s17(1)]:</i></p> <ol style="list-style-type: none"> <li>a. Relevant local authorities: <ul style="list-style-type: none"> <li>• Auckland Council (which includes Watercare Services Limited and Auckland Transport)</li> </ul> </li> <li>b. The Minister for the Environment</li> <li>c. Other relevant portfolio Ministers (and their relevance to the project): <ul style="list-style-type: none"> <li>• Associate Minister of Housing, as delegated by the Minister of Housing – as the development involves additional housing supply in the form of approximately 1500–2020 residential units</li> <li>• Minister of Conservation – as the project requires approval under the Wildlife Act 1953</li> <li>• Associate Minister of Transport, as delegated by the Minister of Transport – as the project involves changes to transport infrastructure, including State Highway 16</li> <li>• Minister of Defence – as the project area includes Designation Number 4311 (Whenuapai Airfield Approach and Departure Path Protection)</li> <li>• Minister of Education – as the masterplan for the project illustrates two indicative school sites.</li> </ul> </li> <li>d. Relevant administering agencies: <ul style="list-style-type: none"> <li>• Ministry for the Environment</li> <li>• Department of Conservation</li> </ul> </li> </ol>	<p><i>You may copy the application to, and invite written comments from, any other person [s17(5)]:</i></p> <p>We recommend you invite comments from the following additional parties (with their relevance to the project):</p> <ul style="list-style-type: none"> <li>• Chief of Defence Force of the New Zealand Defence Force (NZDF) – as the project area includes Designation Number 4311 (Whenuapai Airfield Approach and Departure Path Protection)</li> <li>• The Chief Executive of NZ Transport Agency Waka Kotahi (NZTA) – as the project involves a new access onto State Highway 16, which could impact Designation 6766 for which NZTA is the requiring authority</li> <li>• Chief Executive of KiwiRail – as the project area includes Designation 6300 (North Railway Line), for which KiwiRail Holdings Limited is the requiring authority</li> <li>• The Minister for Regional Development</li> <li>• The Minister for Economic Growth.</li> </ul>	<p><i>The Minister may request further information about a referral application from the applicant, the relevant local authorities, or the relevant administering agencies to be provided within the time frame specified in the request.</i></p> <p>We have not identified any further information to be sought.</p>

e. The Māori groups identified in Appendix 3.		
Recommendations		Minister's decision
a.	Note that section 25 of the Act permits you to decline the referral application without inviting comments from the relevant local authorities, the Minister for the Environment, any relevant Ministers, any relevant administering agencies and the Māori groups identified in the list provided.	Noted
b.	Note that you have not yet provided the application to, nor sought any written comments on it from, the parties listed in section 17(1) but that you are required to do so if you do not decline the application under section 21 of the Act.	Noted
c.	Note that section 17(5) of the Act permits you to forward an application to, and invite written comments from, any other person.	Noted
d.	Note that if comments have been sought and provided within the required time frame you are required to consider it, along with the referral application, before deciding to decline the application.	Noted
e.	Note that section 20 of the Act permits you to request further information from the applicant or relevant local authorities or relevant administering agencies at any time before you decide whether to accept or decline an application.	Noted
f.	Agree to progress the Waimauku West project to our Stage 2 analysis (invite written comments and request section 18 Treaty report).	Yes / No
g.	Agree to provide the application to, and invite written comments under section 17 from: <ul style="list-style-type: none"> <li>i. Auckland Council (which includes Watercare Services Limited and Auckland Transport) as the relevant local authority under section 17(1)(a)</li> <li>ii. Minister for the Environment and Associate Minister of Housing, Associate Minister of Transport, Minister of Conservation, Minister of Defence, and Minister of Education as the other relevant portfolio Ministers under section 17(1)(b)</li> <li>iii. The Ministry for the Environment and the Department of Conservation as the relevant administering agencies under section 17(1)(c)</li> <li>iv. The parties identified in Appendix 3 as the Māori groups under section 17(1)(d)</li> <li>v. Any parties you are required to invite comments from under section 17(1)(d) and (e) who may be subsequently identified</li> </ul>	Yes / No Yes / No Yes / No Yes / No Yes / No
h.	Agree to provide the application to and invite written comments from the following additional entities/persons under section 17(5): <ul style="list-style-type: none"> <li>i. Chief of Defence Force of the New Zealand Defence Force (NZDF)</li> <li>ii. Chief Executive of NZ Transport Agency Waka Kotahi (NZTA)</li> <li>iii. Chief Executive of KiwiRail</li> <li>iv. Minister for Regional Development</li> <li>v. Minister for Economic Growth</li> </ul>	Yes / No Yes / No Yes / No Yes / No Yes / No
i.	Note that you have agreed to delegate to the Secretary for the Environment your responsibility to send all correspondence, other than to Ministers.	Noted
j.	Agree to send the email to invite written comments from Ministers.	Yes / No

**Signed:**

Hon Chris Bishop  
Minister for Infrastructure

**Date:**

## Appendix 1: Statutory framework summary

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1. You are the sole decision maker for referral applications. If you accept a referral application, then the whole or part of the project will be referred to the fast-track approvals process.
2. If a Treaty settlement, the Marine and Coastal Area (Takutai Moana) Act 2011, the Ngā Rohe Moana o Ngā Hapū o Ngāti Porou Act 2019, a Mana Whakahono ā Rohe or a joint management agreement provides for consideration of any document or procedural requirements, you must, where relevant:
  - a. give the document the same or equivalent effect through this process as it would have under any specified Act; and
  - b. comply with any applicable procedural requirements.
3. You must decline a referral application if:
  - a. you are satisfied the project does not meet the referral criteria in s22
  - b. you are satisfied the project involves an ineligible activity (s5)
  - c. you consider you do not have adequate information to inform your decision.
4. You may decline an application for any other reason, including those set out in s21(5) and even if the application meets the s22 referral criteria.
5. You can decline an application before or after inviting comments under s17(1). However, if comments have been sought and provided within the required time frame, you must consider them, along with the referral application, before deciding to decline the application.
6. If you do not decline a referral application at this initial stage you must copy the application to, and invite written comments from:
  - a. the relevant local authorities
  - b. the Minister for the Environment and relevant portfolio Ministers
  - c. the relevant administering agencies
  - d. the Māori groups identified by the responsible agency in Appendix 3
  - e. the owners of Māori land in the project area: None
  - f. you may provide the application to and invite comments from any other person.
7. You can request further information from an applicant, any relevant local authority or any relevant administering agency at any time before you decide to decline or accept a referral application (see section 20 of the Act).
8. However, if further information has been sought and provided within the required time frame you must consider it, along with the referral application, before deciding to decline the application.

**Appendix 2: Application documents for the Waimauku West Project: (in File Exchange)**

### Appendix 3: List of the Māori groups referred to in section 18(2)

Name of group	Type of group (section of Act)
<b>Ngā Maunga Whakahii o Kaipara Development Trust</b>	Iwi authority (s18(2)(a)); Treaty settlement entity (s18(2)(a) - Ngāti Whātua o Kaipara Claims Settlement Act 2013)
<b>Te Rūnanga o Ngāti Whātua</b>	Iwi authority (s18(2)(a)); mandated entity (s18(2)(d))
<b>Te Kawerau Iwi Trust</b>	Iwi authority (s18(2)(a)), Treaty settlement entity (s18(2)(a) – Te Kawerau ā Maki Claims Settlement Act 2015))
<b>Te Ākitai Waiohua Waka Taua Inc</b>	Iwi authority (s18(2)(a))
<b>Ngāti Te Ata Claims Support Whānau Trust</b>	Iwi authority (s18(2)(a)); mandated entity (s18(2)(d))
<b>Te Ākitai Waiohua Settlement Trust</b>	Treaty settlement entity (s18(2)(a)); mandated entity (s18(2)(d))
<b>Ngāti Maru Rūnanga Trust</b>	Other Māori group with relevant interests (s18(2)(k))
<b>Ngāti Tamaoho Settlement Trust</b>	Other Māori group with relevant interests (s18(2)(k))
<b>Ngāti Whātua Ōrākei Trust</b>	Other Māori group with relevant interests (s18(2)(k))
<b>Ngāti Manuhiri Settlement Trust</b>	Other Māori group with relevant interests (s18(2)(k))
<b>Ngātiwai Trust</b>	Other Māori group with relevant interests (s18(2)(k))