



**I, Kitea Tipuna, Tumu Whakarae Chief Executive, hereby give notice that  
an Extraordinary Māori Standing Committee Meeting will be held on:**

**Date:** Thursday, 14 March 2024  
**Time:** 10:00 AM  
**Location:** Council Chamber, Wairoa District Council,  
Coronation Square, Wairoa

# **AGENDA**

## **Extraordinary Māori Standing Committee Meeting**

**14 March 2024**

**MEMBERSHIP:** His Worship the Mayor Craig Little, Mr Henare Mita, Ms Theresa Thornton, Mrs Fiona Wairau, Cr Benita Cairns, Cr Roslyn Thomas, Mrs Erana Hammond, Mrs Amanda Reynolds, Mrs Whaiora Maindonald

The agenda and associated papers are also available on our website: [www.wairoadc.govt.nz](http://www.wairoadc.govt.nz)

For further information please contact us 06 838 7309 or by email [info@wairoadc.govt.nz](mailto:info@wairoadc.govt.nz)





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- 1 KARAKIA**
- 2 APOLOGIES FOR ABSENCE**
- 3 DECLARATIONS OF CONFLICT OF INTEREST**
- 4 PUBLIC PARTICIPATION**

A maximum of 30 minutes has been set aside for members of the public to speak on any item on the agenda. Up to 5 minutes per person is allowed. As per Standing Order 14.14 requests to speak must be made to the meeting secretary at least one clear day before the meeting; however this requirement may be waived by the Chairperson.

## 5 GENERAL ITEMS

### 5.1 TĀ TE POUAHUREA MĀORI PŪRONGO

**Author:** Duane Culshaw, Pouahurea Māori Māori Relationships Manager

**Authoriser:** Kitea Tipuna, Tumu Whakarae Chief Executive

**Appendices:**

1. Meeting Schedule - Council Forum and Ordinary Meeting [↓](#)
2. WDC - Waste Assessment 2023 [↓](#)
3. WDC - Landfill CIA [↓](#)

#### RECOMMENDATION

The Pouahurea Māori Māori Relationships Manager RECOMMENDS that the Māori Standing Committee receives this report

### 1. KUPU WHAKATAKI

- 1.1 E ngā mana, e ngā reo, e ngā rau rangatira mā, nau mai, hoki mai. Hoki mai ki raro i te korowai o te taumarumarū o te maunga tapu a Te Whakapunake o Te Matau a Māui Tikitiki a Taranga e tū māia rā, ki te wai o te Wairoa Hōpūpū Hōnengenenge Mātangirau e rarapa mai ana ki te uta rā. Hoki mai ki te rohe o Ngāti Kahungunu, Ngāti Pāhauwera, Ngāi Tūhoe, Ngāti Ruapani, Ngāti Rakaipaaka, Rongomaiwahine hoki e whakahuatia nei mai i ngā ataarangi o ngā maunga tapu. Hoki mai ki runga i te whenua o Te Wairoa Tapokorau, nō reira nau mai, hoki mai, piki mai, kake mai.
- 1.2 Ahakoa he kaupapa tapu tēnei, ka maumahara tātau ki a rātau te kāhui wairua kua wehe atu nei i mua i a tātau, i raro i ō tātau maunga whakahī, i roto i ō tātau whare tangihanga. He poto noa iho rā hoki te korero mō rātau, kati anō, kō tēnei, āpiti hono tātai hono, koutou te hunga wairua kua wehe atu nei, kua takahia atu te ara whānui e ngā mātua, e ngā tīpuna, nā, moe mai koutou, moe mai koutou, moe mai koutou. Tihei mauri mate, tihei mauri ora!
- 1.3 Nā reira, kei roto i tērā kupu te āhuatanga mō tātau. Kia tae mai ki runga i te āhuatanga o tō koutou reo i karanga ai e whai haere nei i ngā tapuwae o tō tātau tīpuna, kei te mihi, kei te mihi, kei te mihi. Whakatina kia tina, te matuku i heke mai e pūpū ana, e wāwau ana. Tārewa tū ki te rangi. Eke, eke panuku, eke Tangaroa, eke, eke ki te whaiao ki te ao mārama. Hui e, tāiki e!

## 2. UPDATES (INFORMATIONAL)

- 2.1 This is a follow up from the Māori Standing Committee (MSC) ordinary hui held Tuesday, 31 October 2023.
- 2.2 Please note that the starting time for the MSC ordinary hui is now at 10.00 am.
- 2.3 *Gay Waikawa* – on behalf of the Wairoa District Council we would like to extend our best wishes in acknowledgement of the retirement of Gay Waikawa. Gay was a stalwart with the Wairoa District Council for over 20 years and her service to the Wairoa community is not to be understated. In keeping with Gay's wishes and without any fanfare, she quietly finished her tenure at the Wairoa District Council in January 2024.
- 2.4 The Pouahurea Māori *Māori Relationships Manager* RECOMMENDS that the Māori Standing Committee resolves to elect a new Chairperson for the committee.

## 3. SCHEDULE FOR COUNCIL MEETINGS AND FORUMS (INFORMATIONAL)

- 3.1 Appended to this report is the Meeting Schedule for the Council Forum and Ordinary meetings. As the Chair of the MSC attends each of these hui, we have arranged that a member of the MSC also attend the monthly hui on a rotational basis.
- 3.2 Both the Council Forum and Ordinary meetings are held on the same day (Tuesday), with the Forum being from 10.00 am to 12 noon, and the Ordinary meeting from 1.30 pm to 3.30 pm.
- 3.3 ***Council Forum and Ordinary Meeting Roster*** – the next three rostered hui are **Tuesday, 12 March (Fiona), Tuesday, 9 April (Theresa)** and **Tuesday, 7 May (Whai-ora)**. If you are unable to attend your designated date or wish to swap with another member, please inform the Pouahurea Māori in the first instance.

## 4. WHITIWHITI ORA PROJECT (INFORMATIONAL)

- 4.1 The Wairoa Tripartite, comprising Tātau Tātau o Te Wairoa (TTOTW), Hawke's Bay Regional Council (HBRC) and the Wairoa District Council (WDC), have partnered with Manaaki Whenua Landcare Research (MWLR), NIWA and Scion to undertake a project called Whitiwhiti Ora.
- 4.2 At the centre of this project is the Wairoa River and its valued ecological status, as well as its recreational and mahinga kai attributes. Alas, a significant threat to the health of this river is from sediment entering the water, therefore, this project focuses on this issue primarily at the lower end of the river from the Bridge to the Mouth.
- 4.3 We have given updates to the MSC over the last 2 years and the project is now nearing completion. We have invited Dr Melissa Robson-Williams, a key member of the project team, to make a short presentation to the Māori Standing Committee.

## 5. LONG TERM PLAN (INFORMATIONAL)

- 5.1 The Wairoa District Council's Long Term Plan (LTP) 2024-2027 sets our direction and our work and describes the outcomes the Council aim to achieve over a 10 year period.
- 5.2 Recognising the devastating impacts of Cyclone Gabrielle, Government changed the requirements to produce a 10-year LTP for severely impacted Local Councils. The Government has instead directed that those Councils, including the Wairoa District Council, to produce a 3-year plan for 2024-2027, focused on cyclone recovery.

- 5.3 Consequently, the Council is responsible for delivering a wide range of essential services and facilities including water supply, wastewater (sewage treatment and disposal), waste management (rubbish and recycling), transport (roads and footpaths), parks and reserves, libraries, economic development, and animal control to name a few.
- 5.4 As the Council begins to prepare our 3-year LTP, we are mindful that the extensive time and resource pressures resulting from Cyclone Gabrielle, as well as the rising inflationary costs of providing our core services and facilities present real challenges for the Council and the community.
- 5.5 Community engagement on the last LTP helped the Council set its direction on the levels of services for 2021-2031. Once again, we need to think about our levels of service and how they will be funded as we rebuild and recover from Cyclone Gabrielle, while minimising the impacts on our community and our ratepayers.
- 5.6 The LTP is more than just a workplan for the Council – it's about working towards the kind of community we want to live in and the future we want for us all. His Worship the Mayor and our Councillors want to hear from you. We want to understand your concerns and your needs as we travel this road of recovery together.
- 5.7 The MSC will be an integral part of this engagement process and we will endeavour to regularly keep the MSC informed and updated on progress, and in particular how the MSC can assist the Council on our engagement plan with the Māori community.

## 6. SOLID WASTE PROGRAMME SUMMARY (INFORMATIONAL)

- 6.1 Over the last two years, the Council has regularly updated the MSC on its Solid Waste Programme. In light of new membership to the MSC, we provide this brief update. WSP have been appointed to support the Wairoa District Council with its solid waste programme, there are three key workstreams in progress.
- 6.2 ***Solid Waste Infrastructure*** – this relates to the key decision that Council needs to make regarding the management of solid waste now and into the future. As noted in recent media, Council is considering a number of options (please note, no decisions have been made, the process currently underway is options assessment. Options include, continuing to operate at the Fraser Street landfill site and developing a new cell (noting the current cell is nearing capacity), or move to an out of district disposal model for waste that cannot be recovered/diverted. A supporting piece of work includes the development of a conceptual design for the Fraser Street Transfer Station and critical upgrades to support greater recovery of valuable resources (including organics).
- 6.3 ***Kerbside Collection Expansion*** – to align with the recommendations in the recently completed Cultural Impact Assessment and Government direction regarding diversion of organics from landfill, Council is currently investigating the feasibility of a new kerbside system, including new collections for food scraps and or garden waste. This work will look at the preferred kerbside model and include a review of current services, with public consultation on the preferred model – noting Council has secured Govt funding for the investigation and rollout of containers.
- 6.4 ***Waste Management and Minimisation Plan (WMMP)*** – Council is required to review it's WMMP every six years and if required develop a new WMMP for the management of solid waste services. WSP is supporting Council with this piece of work and has completed the first stage of works in the Draft Waste Assessment (see appendix). Given

the degree of planned changes, WSP is now preparing the Draft WMMP noting this also needs to develop an engagement plan prior to an adoption deadline of July 2024.

We have provided an activity update below:-

| Activity Area                                  | Item                                | Task   | Update  |
|--|-------------------------------------|--|---|
| 1. Capital Investment for Waste Infrastructure | 1.1 Refuse Transfer Station Upgrade | <ul style="list-style-type: none"> <li>- Finalise Concept Design and indicative cost estimate</li> <li>- Support Council with an application for funding to support development of the required upgrades</li> <li>- Develop an Organics processing options memo</li> </ul> | <ul style="list-style-type: none"> <li>- Council are preparing an application for WMF funding for the planned facility upgrades, noting the request is for 75% of capital costs for the development.</li> <li>- A concept plan and rough order of costs for the development has been prepared by WSP with input from council team.</li> <li>- Council staff are also working with MfE re the Regional Investment Plan for Waste Infrastructure, noting the potential alignment between these workstreams</li> <li>- WSP are finalising a technical memo outlining organic processing options, this memo will be shared with council staff and the community to inform potential suppliers/partner organisations. It is recommended that a community based discussion on potential organics processing be initiated to understand how Council can best manage organics locally.</li> </ul>   |
|  | 1.2 Landfill Decision               | <ul style="list-style-type: none"> <li>- Stakeholder Engagement (Mana whenua)</li> <li>- Access to Ōmarunui landfill</li> </ul>  | <ul style="list-style-type: none"> <li>- Council presented a formal request for access to the Ōmarunui Landfill Joint Committee on 20 February. This request was made to understand whether the Ōmarunui Landfill could be made accessible to Wairoa DC in the interim (until a permanent solution is found) and potentially as a long term option if Council chooses to modify its landfill operations at Fraser Street beyond the current landfill cell – noting the recently completed business case which flagged the significant costs of developing and operating a new landfill cell beyond 2026.</li> <li>- WSP are working with Council's Solid Waste and Cultural Advisory team to establish an appropriate channel for engagement with mana whenua and the community.</li> <li>- Subject to any further information or detail on the proposed options, a Council decision document to be presented by end of June 2024.</li> </ul> |

|  |                                |  |   |
|--|--------------------------------|--|---|
| 2. Kerbside Collection Expansion                 | 2.1 Kerbside Feasibility Study | <ul style="list-style-type: none"> <li>- Draft Kerbside Feasibility Study</li> <li>- Support with public consultation</li> </ul>   | <ul style="list-style-type: none"> <li>- Council were successful in securing WMF funding to develop a kerbside feasibility study and implementation costs.</li> <li>- WSP are currently preparing the report and will consider the available options for an enhanced kerbside collection service which aligns with Government requirements (including the separate collection of organic materials).</li> <li>- WSP will prepare a detailed timeline to include key dates for the required public engagement on the proposed kerbside system with the intention that a decision on the future service model be presented to Council by end of June 2024.</li> </ul> |
| 3. Waste Management and Minimisation Plan (WMMP) | 3.1 Waste Assessment           | <ul style="list-style-type: none"> <li>- Secure an extension to July 2024 for the completion of the WMMP</li> <li>- Develop a Waste Assessment to confirm the need (or not) for a new WMMP.</li> <li>- Consult with the Medical Officer of Health</li> </ul> | <ul style="list-style-type: none"> <li>- Council have secured an extension to the statutory timeframe for completing its new WMMP which is now due on 29 July 2024.</li> <li>- WSP have completed the draft Waste Assessment, Council staff to share this with the Medical Officer of Health in accordance with the statutory requirements.</li> <li>- A workshop/briefing to be scheduled for Council input, summarizing the Waste Assessment, outline of proposals and next steps.</li> </ul>   |
|  | 3.2 WMMP                       | <ul style="list-style-type: none"> <li>- Develop a Draft WMMP for public consultation</li> <li>- Finalise the WMMP</li> </ul>  | <ul style="list-style-type: none"> <li>- WSP are preparing an engagement plan for the WMMP, including key dates for consultation and council decision making.</li> <li>- WSP are now drafting the next WMMP, noting feedback on the Waste Assessment will be incorporated as received.</li> <li>- Deadline for having the WMMP delivered is July 2024 and will include the key work program elements and actions for solid waste (including Activity areas 1-2).</li> </ul>   |

## 7. KUPU WHAKAKAPI

7.1 Ānei te kōrero, *‘Tūngia te ururua kia tupu whakaritorito te tupu o te harakeke’*, kia kaha rā, kia mataara tonu. Tēnā anō tātau.

## 8. CONCLUSION

8.1 The Māori Relationships Manager RECOMMENDS that the Māori Standing Committee receives the report.



**MSC Schedule for Council Forum and Ordinary Meetings**  
**All meetings are on Tuesday in Council Chambers**

| <b>Forum</b>            | <b>Ordinary</b>        | <b>Chairperson</b> | <b>MSC Member</b>   |
|-------------------------|------------------------|--------------------|---------------------|
| 12 March – 10.00 am     | 12 March – 1.30 pm     | Henare Mita        | Fiona Wairau        |
| 9 April – 10.00 am      | 9 April – 1.30 pm      | Henare Mita        | Theresa Thornton    |
| 7 May – 10.00 am        | 7 May – 1.30 pm        | Henare Mita        | Whai-ora Maindonald |
| 4 June – 10.00 am       | 4 June – 1.30 pm       | Henare Mita        | Erena Hammond       |
| 2 July – 10.00 am       | 2 July – 1.30 pm       | Henare Mita        | Amanda Reynolds     |
| 30 July – 10.00 am      | 30 July – 1.30 pm      | Henare Mita        | Fiona Wairau        |
| 27 August – 10.00 am    | 27 August – 1.30 pm    | Henare Mita        | Theresa Thornton    |
| 24 September – 10.00 am | 24 September – 1.30 pm | Henare Mita        | Whai-ora Maindonald |
| 22 October – 10.00 am   | 22 October – 1.30 pm   | Henare Mita        | Erena Hammond       |
| 19 November – 10.00 am  | 19 November – 1.30 pm  | Henare Mita        | Amanda Reynolds     |
| 17 December – 10.00 am  | 17 December – 1.30 pm  | Henare Mita        | Fiona Wairau        |

**Council Forum** – these are monthly informal meetings that allow the public to make presentations to the Council. These meetings are not recorded (minuted).

**Council Ordinary Meetings** – these are formal meetings that Council hold monthly. These are recorded (minuted) and normally media is present.

**Please note: If you are unable to attend your scheduled hui, or if you have swapped with another member, please advise the Māori Relationship Manager in the first instance.**



Project Number: 2-S5555.70

# Waste Assessment 2023

16 February 2024

PUBLIC



Project Number: 2-S5555.70  
Waste Assessment 2023  
Wairoa District Council

Document History and Status

| Revision | Date       | Author   | Reviewed by | Approved by | Status |
|----------|------------|----------|-------------|-------------|--------|
| A        | 21/12/2023 | N. Zaman | R. Latham   | K. Jenkins  | DRAFT  |
| B        | 16/02/2024 | N. Zaman | R. Latham   | C. Chapman  | DRAFT  |
|          |            |          |             |             |        |

Revision Details

| Revision | Details                                    |
|----------|--|
| A        | Draft for discussion with the Council      |
| B        | Version updated following Council feedback |
|          |  |

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Wairoa District Council

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# 1 INTRODUCTION

The Wairoa District Council Waste Assessment 2023 provides a snapshot of waste management in Wairoa, including a summary of key services and infrastructure and an analysis of current waste composition and future demand.

## 1.1 PURPOSE

The Waste Assessment has been prepared to inform Council's strategic approach to managing residual solid waste and diverted materials. It provides critical information to identify the key priorities and inform Council's approach towards future waste management and minimisation activities.

In completing this Waste Assessment, Council has met its statutory obligations under Sections 50-51 of the Waste Minimisation Act 2008, with the output report and recommendations, including preparing for the required consultation with the Medical Officer of Health and providing critical information for Council's decision whether to retain or revoke the existing Waste Management and Minimisation Plan (2018).

## 1.2 STATUTORY REQUIREMENTS

Section 51 of the Waste Minimisation Act (2008) provides the following requirements for completing a Waste Assessment, including that it contains:

- A description of the services provided within the district
- A forecast of future demand for waste services
- A statement of the options available to meet the forecast demand (including an assessment of suitability of each option)
- A statement of the Council's intended role in meeting the demand for waste services
- A statement of the Council's proposals for waste services to be provided (including new or replacement infrastructure)
- A statement on the extent to which the proposals will:
  - Ensure that public health is adequately protected
  - Promote effective and efficient waste management and minimisation

In addition, Section 51 requires that Council:

- Use its best endeavours to make a full and balanced assessment, and
- Consult the Medical Officer of Health

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## 2 WAIROA'S WASTE SITUATION

### 2.1 OVERVIEW

Wairoa District Council provide a fortnightly kerbside recycling collection for the urban areas of Wairoa township (including Frasertown) and fixed pickup locations for rural recycling. Council also provides a weekly refuse service throughout the district via pre-purchased bags (user pays).

Collection points for rural recycling in Tuai and Raupunga areas are collected weekly, with a fortnightly collection in Māhia and a monthly collection in Raukūiri. In Māhia, an additional recycling collection is provided over the summer holidays for a period of five weeks.

Council also provides a bi-annual district-wide bulk recycling collection.

Wairoa District currently operates a municipal landfill and transfer station located on Fraser Street, Wairoa. This facility services both residential services and commercial loads, with approximately 3,500 tonnes of residual waste received per year. The landfill is nearing capacity and Council are currently considering options for future disposal, either to continue landfilling at the site (with the development of a new landfill cell) or move to an out-of-district disposal option.

The following Waste Assessment outlines the Wairoa District's situation regarding solid waste services and provides analysis of the available options and proposals for how Council plans to deliver waste infrastructure and services moving forward. Improving kerbside collection services, upgrading facilities at the Fraser Street Transfer Station, and investing in waste minimisation education will support Council to achieve greater levels of diversion (from landfill), improved levels of service and influence positive behaviour towards waste and recovered materials. The net output being an affordable and highly functioning waste and resource recovery system which supports the transition to a more Circular Economy.

### 2.2 WASTE QUANTITIES, COMPOSITION AND FLOWS

#### 2.2.1 WASTE DATA

Wairoa District Council reports its waste data monthly via the Ministry for the Environment's Online Waste Levy System (OWLS). Additionally, data is reported annually via the Territorial Authority Waste Levy Expenditure System (TAWLES).

Based on reported data for the current WMMP period (2018 – 2023), waste and diverted materials generated within the Wairoa District include:

- Over 32,400 tonnes of waste disposed to landfill
- Over 3,490 tonnes of diverted materials

For this Waste Assessment, Wairoa district waste per capita has been calculated based on the 2022 data rather than 2023. This is due to the impact of Cyclone Gabrielle on overall waste volumes (with approximately twice as much residual waste received in 2023 to 2022).

In 2022, a total of 4,391 tonnes of waste material was received for disposal. Of this, 2,868 tonnes were disposed of to landfill and 35 percent (1,523 tonnes) was diverted. Based on these volumes and the recent population statistics of 9,040 residents, the waste per capita (all waste to Class 1 landfill) was **317.26 kgs/per person** in 2022 (See section 2.2.2 below).

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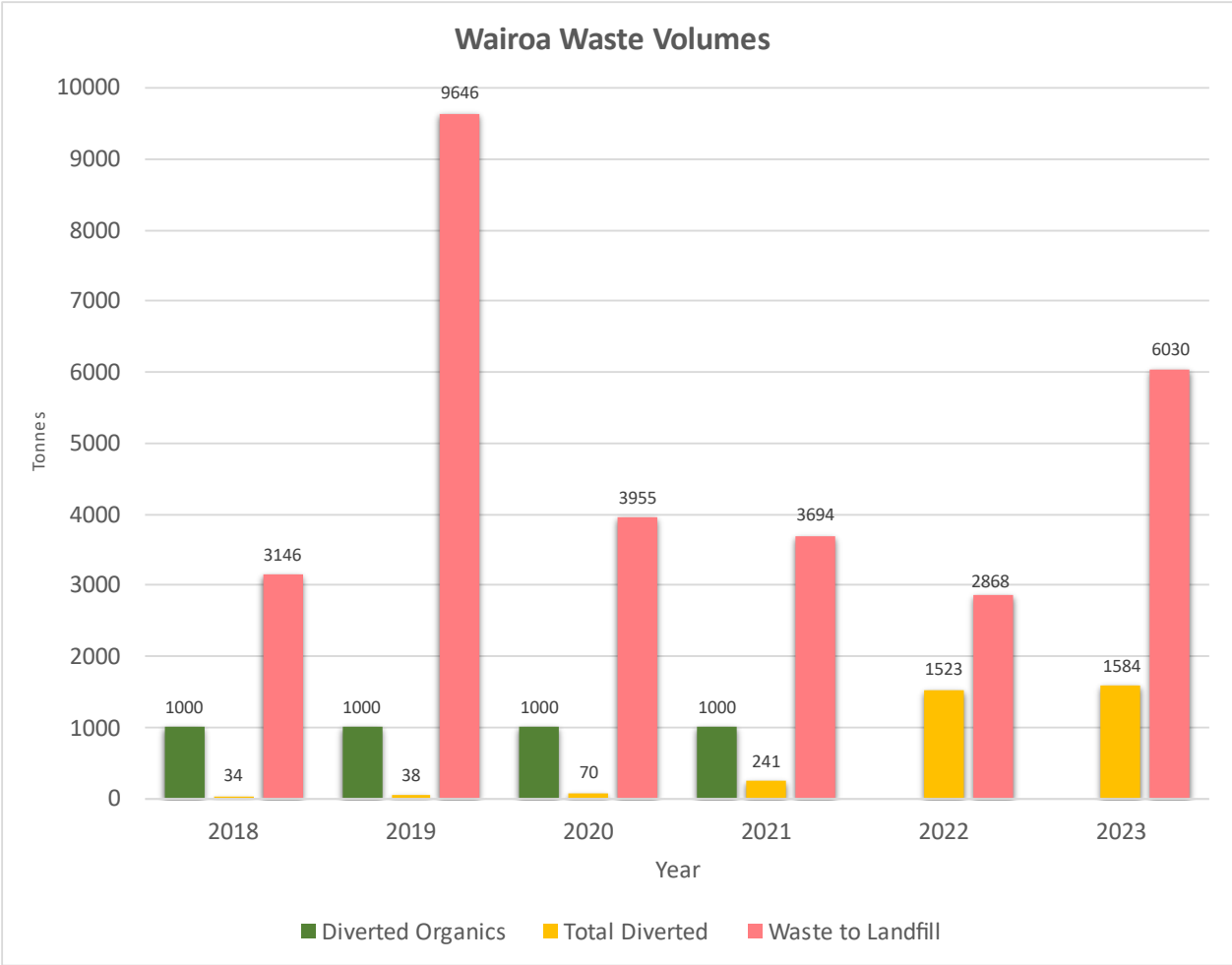


Figure 2-1 Wairoa Waste Volumes

Data for 2022 and 2023 has been extracted from Council's weighbridge data, noting the previous years' data relates to levy reporting submitted to the Ministry for the Environment with final levy reporting for 2022 and 2023 yet to be confirmed. Waste reported for 2019 appears to be anomalous and is currently being reviewed by the waste operations team. The apparent surge in diverted materials in 2022 relates to the addition of diverted organics to waste reporting, noting that approximately 1,000 tonnes of organics (i.e. garden waste) per year has been received and diverted from landfill at the Fraser Street site since 2018.

2.2.2 PER CAPITA WASTE PROJECTION

Waste per capita is measured by the total waste to landfill divided by the district population. In Wairoa, this also includes approximately 4,000 residents who live rurally (outside of the Wairoa/Frasertown urban area) and may contribute to total waste measured at the landfill or manage waste within their property (e.g. farm waste pits or by burning). Therefore, Wairoa's waste per capita may not fully reflect the true waste generation rates but does provide a baseline for comparison.

Table 1 Waste per Capita (2022)

| Current Population | Current Waste Generation (t) | Waste per Capita (kgs) |
|--------------------|------------------------------|------------------------|
| 9,040              | 2,868                        | 317.26                 |

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## 2.3 FORECAST OF FUTURE DEMAND

This section describes the population trend for the Wairoa District and is intended to inform future demand for the collection, recycling, recovery, treatment, and disposal services for the Wairoa District. The inclusion of service demand forecasting addresses the requirements of waste assessment reporting under Section 51(1)b of the Waste Management Act.

### 2.3.1 POPULATION TRENDS

As shown in Table 2, the population in the Wairoa district is projected to remain stable (increase by 0.1 per cent between 2023 and 2043), with an estimated population of 9,130 in 2043. Demographic projections identify two-thirds of the population will be Māori, and the majority of the population will fall into the age group of between 40-64 years.

The combination of minimal population growth and consistent demographics means that the costs for delivering waste services will continue to be shared over a relatively small population. Which, given the planned investment and service enhancements being considered, may potentially result in higher fees for Wairoa residents. In this way affordability will be a key consideration in the design of future waste services for the district.

Table 2 Population and Waste Generation Projections

|                  | 2018  | 2023  | 2028  | 2033  | 2038  | 2043  |
|------------------|-------|-------|-------|-------|-------|-------|
| Population       | 8,720 | 9,040 | 9,150 | 9,200 | 9,190 | 9,130 |
| Waste Generation |       | 2,868 |       | 2,919 |       | 2,897 |

Note: Based on medium-term data sourced from Stats NZ<sup>1</sup>

### 2.3.2 WASTE GENERATION IMPACTS

Based on a waste generation rate of **317.26** kgs/per person (see 2.2.2), the total volume of waste for the Wairoa District is projected to reach 2,919 tonnes per annum in 2033 and 2,897 tonnes per annum in 2043, these modelled waste volumes do not include changes in disposal behaviour planned through the proposals outlined in Section 4.

While the expected increase is relatively modest (just 29 tonnes of additional waste per annum over the 2023 total waste volumes), it provides a baseline for sizing of waste infrastructure and will be used to inform the design of new waste and resource recovery services.

## 2.4 WASTE INFRASTRUCTURE AND SERVICES

This section provides an overview of the current waste infrastructure facilities and services available within the Wairoa District, provided by the Council or other parties. A description of waste collection services, treatment, and disposal methods as well as resource recovery initiatives are included aligning with the requirements of Section 51(1)a of the WMA.

As part of this assessment, the waste management hierarchy was consulted as advised by Section 44 of the WMA, to guide the materials recovery and waste diversion that would be suitable for the Wairoa community.

<sup>1</sup> Stats NZ (2022). Subnational population projections: 2018(base)-2048 update. Accessed at <https://www.stats.govt.nz/information-releases/subnational-population-projections-2018base2048-update/>

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#### 2.4.1 KERBSIDE COLLECTION SERVICES

##### Kerbside Recycling

Council operates a rates-funded kerbside recycling service in Wairoa and Frasertown (fortnightly) via a 45L recycling crate, with up to two crates per property. Materials currently accepted include steel and aluminium cans, glass, paper, cardboard, and plastic types 1, 2 & 5 only. Crates are sorted at the kerbside for glass (separated by colour), with the remaining materials commingled.

##### Kerbside Refuse

Council operates a user pays kerbside refuse collection in Wairoa and across the district via pre-paid bags. Bags are currently set at \$6.90 each and there is no limit on the number that can be put out. Uptake of the Council service is relatively low with an estimated 25% of the households within the service areas presenting kerbside bags for collection.

A commercial wheelie bin service for refuse is available through Council's contractor Smart Environmental. This is a user-pays service with options for weekly, fortnightly, or monthly collections and choices of two collection container sizes (120L or 240L wheelie bin).

#### 2.4.2 PUBLIC WASTE FACILITIES

##### Fraser Street Landfill

The Wairoa landfill is located off Fraser Street on the southern outskirts of town. The facility operates as a Class 1 Municipal Solid Waste Landfill and has an engineered liner but no provision for the capture and management of landfill gas. The facility is operated under contract by Smart Environmental.

##### Fraser Street Transfer Station

The Fraser Street Transfer Station and Recycling Centre are co-located at the Fraser Street Landfill. The facility provides for public drop-off of organics, refuse and recyclables, including household recycling, scrap metal and paint. The site also accepts small volumes of reusable materials (e.g. clothing and furniture) and provides a collection point for the Agrecovery collection programme (e.g. farm chemical containers).

##### Rural Transfer Stations/Collection points

Rural areas including Tuai and Raupunga host collection points for recycling and refuse every week. The Māhia township has a weekly refuse collection and fortnightly recycling at a pop-up site. An additional recycling collection is provided over the summer holidays for a period of five weeks.

##### Bi-annual Bulky Recycling Collection

Council offers a bi-annual collection for bulky recycling, including scrap metal. The collection provides a convenient collection service for those less able to deliver recoverable materials to the Fraser Street site.

##### Closed Landfills

Wairoa District Council is responsible for the management of five closed landfills located in Frasertown, Māhia, Nūhaka, Raupunga, and Ruakituri. Table 3 summarises the status of the current landfill resource consents at these landfills.



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Table 3 Resource Consent Status of the Closed Landfills In Wairoa

| Closed landfill | Discharge Permit No. | Conditions   | Expiry      |
|-----------------|----------------------|--|-------------|
| Frasertown      | DP950127L            | To discharge leachate from the decomposition of refuse into or onto land in circumstance which may result in those contaminants entering water, and to discharge landfill gas derived from the decomposition of refuse into the air. | 31 May 2035 |
| Māhia           | DP950126La           |  | 31 May 2033 |
| Nūhaka          | DP950125L            |  | 31 May 2033 |
| Raupunga        | DP950129L            |  | 31 May 2035 |
| Ruakituri       | DP950128L            |  | 31 May 2035 |

#### 2.4.3 EMERGENCY MANAGEMENT FACILITIES (RESILIENCE PLANNING)

Council has indicated the need for developing an Emergency Response Plan to cover the effects of extreme weather events on critical and vulnerable waste infrastructure. It is important the Council's critical infrastructure can continue to operate and accommodate significant influxes of waste from the associated response/clean-up. In light of the recent Cyclone Gabriel (February 2023) and subsequent flooding events (November 2023), Council should consider fully insuring or securing other reserve funding that can readily be sourced to repair waste infrastructure damaged by future storm events.

#### 2.4.4 COMMERCIAL SERVICES

Commercial collections services, skip bins and kerbside wheelie bins are provided by several private collectors at commercial rates. These currently include:

- Smart Environmental provides a user pays wheelie bin service and waste and recycling services to businesses (see 2.4.1 above).
- JJ's Waste and Recycling provides commercial waste and recycling including organic waste and used oil collection. The nearest depot is located 150 km away at 8 Groome Place, Whakatu, Hawke's Bay.
- My Backyard provides general waste collections to businesses.
- Wairoa Scrap Metal Limited provides collection and drop-off services for scrap metal including cars and whiteware for recycling.




#### 2.4.5 COMMUNITY SERVICES

Waste and resource recovery activities are embedded in the local community. Not-for-profit and community led activities can support Council's broader outcomes, by increasing levels of engagement and encouraging positive behaviours. They can also provide critical outlets for recovered materials and enterprise for the recovery of new materials.

Community led initiatives in Wairoa that embrace resource recovery are summarised in Table 4 below.

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Table 4 Community Activities

| Activity  | Detail  |
|---|---|
| <b>MenzShed Wairoa</b><br>                         | <p>The MenzShed Wairoa is located in the “Bill Waterman” workshop garage. This venue primarily accessible to men is used to establish effective and continuous learning among members, share skills and use tools and appliances to repair material. This community establishment is active in helping waste diversion by prolonging their end of life. MenzShed is currently seeking to relocate, but choices are limited due to restrictions on flood-prone locations.</p>                                      |
| <b>The Shop*Jayda Akuhata-Brown Foundation</b><br> | <p>The Shop* was built from the funds generated by the Jayda Akuhata-Brown Foundation in memory of Wairoa athlete Jayda Akuhata-Brown who tragically passed away in August 2018. It is a second-hand shop that sells reusable household items, clothing, toys etc. including materials recovered at the Fraser Street Transfer Station to the general public. Its current location at 58 Lucknow Street in a derelict old church needs replacement to provide a safer and more accessible community platform.</p> |
| <b>Wairoa Community Ngahere Nursery</b><br>       | <p>The Wairoa Community Ngahere Nursery is located at 72 Lucknow St, Wairoa. It is a volunteer-based initiative that propagates and sells native plants for local restoration projects including the waterways, streams, and wetlands. To date, the nursery does not perform composting. However, compost from organic waste processing could potentially be supplied here to help the nursery with its cause.</p>  |

#### 2.4.6 EDUCATION PROGRAMMES

Wairoa District Council has appointed a dedicated Waste Minimisation Officer. This important role oversees the day-to-day coordination of education programmes and behaviour change initiatives, including:

- Running campaign events, addressing funding opportunities and communications support
- Focusing the education programmes on marae and schools, being ambassadors to the wider community. One example can include conducting a “rubbish truck show” to rural schools to develop an understanding of waste management and the importance of resource recovery.
- Supporting programmes at the local Enviro Schools:
  - Frasertown School
  - Kids Corner
  - Mohaka School ~ Bronze
  - Nga Tamariki O Nga Hau E Wha Kindergarten ~ Bronze
  - Nūhaka School ~ Bronze
  - Ohuka School
  - Ruakituri School ~ Bronze
  - Te Māhia School ~ Silver
  - Tiaho Primary School
  - Wairoa Kindergarten ~ Silver
  - Wairoa Primary School ~ Bronze

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- Working with Napier City Council and Hastings District Council to address seasonal waste and recycling.
- Coordinating with Sustainable Hawkes Bay to identify a suitable site for establishing an Environment Centre in Wairoa.

Para Kore

Para Kore provides comprehensive waste education programs and resources to support the transition to zero waste. The Para Kore program is primarily marae-based with a focus towards māori communities and an objective to support marae, whānau, hapū, iwi, groups, entities, and communities to design out and reduce waste.

Wairoa District Council have a working relationship with Para Kore, including regular funding to support delivery. The program is currently working with several communities including the Te Māhia School and information on the successes is included in an annual partner report.

Council are currently reviewing the outcomes of this work and investigating options to develop a direct programme with local marae and schools.

2.4.7 REGIONAL WASTE FACILITIES

Wairoa is a largely rural and remote community with limited solid waste processing infrastructure other than the core facilities based at Fraser Street in Wairoa. The district is serviced by several facilities outside of the district. Table 5 below identifies key waste facilities outside of the district.

Table 5 Out-of-District Waste Facilities

| Facility Type                                | Facility Name                                   | Location                              |
|--|---|---------------------------------------|
| Materials Recovery Facility                  | Smart Environmental Materials Recovery Facility | Rotorua (221 km)<br>Manawatu (333 km) |
|  | Hastings Demolition                             | Hastings (133 km)                     |
| Construction and Demolition Waste Processing | 3R Group  | Hastings (133 km)                     |
|  | Judds Composting Facility                       | Gisborne (96 km)                      |
| Organics Processing                          | BioRich Composting Facility                     | Napier (124 km)<br>Raukawa (145 km)   |
|  | Ecogas Reporoa Organics Processing Facility     | Reporoa (221 km)                      |
|  | Ōmarunui Class 1 Landfill                       | Hastings (130 km)                     |
| Class 1 (Municipal) Landfill                 | Central Hawkes Bay District Landfill            | Waipukurau (181 km)                   |
|  | Matokitoki Restricted Waste Disposal Site       | Gisborne (101 km)                     |
| Class 2-4 Landfill                           | Puketapu Road Managed Landfill                  | Napier (124 km)                       |
|  | Phoenix Middle Road C&D Landfill                | Pakipaki (148 km)                     |
|  | Owen Bose Contracting Cleanfill                 | Taradale (124 km)                     |
| Class 5 Cleanfill                            | Whittingtons Cleanfill                          |                                       |
|  | Dolbell Estate Cleanfill                        |                                       |

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2.5 2023 WASTE AUDITS

In 2023, Wairoa District Council completed a series of compositional audits, based on the Ministry for the Environment published Solid Waste Analysis Protocol (SWAP) Guidance (2002).

Audits were completed in November, with kerbside materials assessed for Wairoa Township and Frasertown, with transfer station audits considerate of all waste dropped off at the Fraser Street Transfer Station completed on two separate days. The findings presented in this section are based on the data and observations gathered from the:

- Kerbside refuse audit conducted on 28<sup>th</sup> November 2023
- Kerbside recycling audit conducted on 1<sup>st</sup> and 2<sup>nd</sup> November 2023, and
- Public transfer station audit conducted on 9<sup>th</sup> and 14<sup>th</sup> November 2023

The full audit reports are available in Appendix A and B

2.5.1 KERBSIDE REFUSE AND RECYCLING AUDITS

Audit methodology

The audit method follows Procedure One of the Ministry for the Environment’s Solid Waste Analysis Protocol 2002 (SWAP). Waste materials were sorted, classified into the 12 primary categories, and weighed to determine the waste composition and volume of each material. Any materials not falling within the primary category were compiled as a single category marked as ‘Unrecyclable – Waste to Landfill’.

Other than glass (due to health and safety precautions), all recyclable materials were recorded and transported to a dedicated site for further auditing. Glass was visually assessed by looking at the number of glass containers in the crate or the level of a crate filled and measured against a full glass crate to estimate the total weight of glass presented.

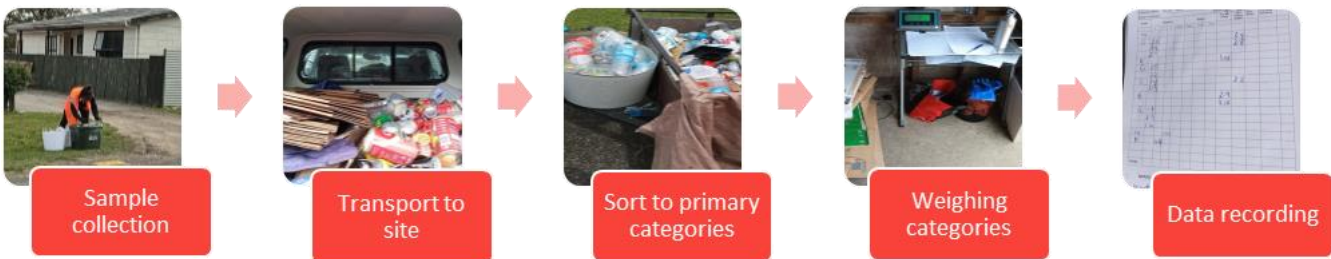


Figure 2-2 Waste Audit Methodology

Audit locations

The location, number of dwellings and presentation were recorded for each audit, details of the kerbside audit presentation are shown in Table 6 below.

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Table 6 Kerbside Refuse and Recycling Audit Presentation Data

| Audit type | Audit dates | Locations                               | Total dwellings audited | No. of bags/ crates audited |
|------------|-------------|---|-------------------------|-----------------------------|
| Recycling  | 01/11/2023  | Kopu Rd, between Grant St to Outram St  | 118                     | 41                          |
|            |             | Apatu St, between Grant St to Outram St | 75                      | 32                          |
|            | 02/11/2023  | Nth Clyde - Somerville St               | 45                      | 12                          |
|            |             | Hunter-Brown St                         | 35                      | 15                          |
|            |             | Carroll St                              | 24                      | 9                           |
| Refuse     | 28/11/2023  | Wairoa township                         | N/A                     | 26                          |
|            |             | Frasertown                              | N/A                     | 12                          |

### 2.5.2 RESULTS OF KERBSIDE REFUSE AUDIT

The kerbside refuse audited contained a significant proportion of organics (38%) that could otherwise be composted, and a significant proportion of potentially recyclable materials including plastic (15%), paper (11%), metals (3%) and glass (3%), i.e. a total of 70% of materials that could be readily diverted from landfill. Of the remainder, concrete and rubble (4%), textiles (8%) and timber (2%) made up around 14% of the waste which could be diverted with appropriate facilities.

The residual, just 15% is considered non-recoverable and should be the focus of waste education programmes and new services such as the proposal to enhance the collection of hazardous substances at the upgraded Fraser Street Transfer Station. A robust education programme is needed to better reach various levels of the community, teaching them proper recycling at the same time as promoting community awareness and participation.

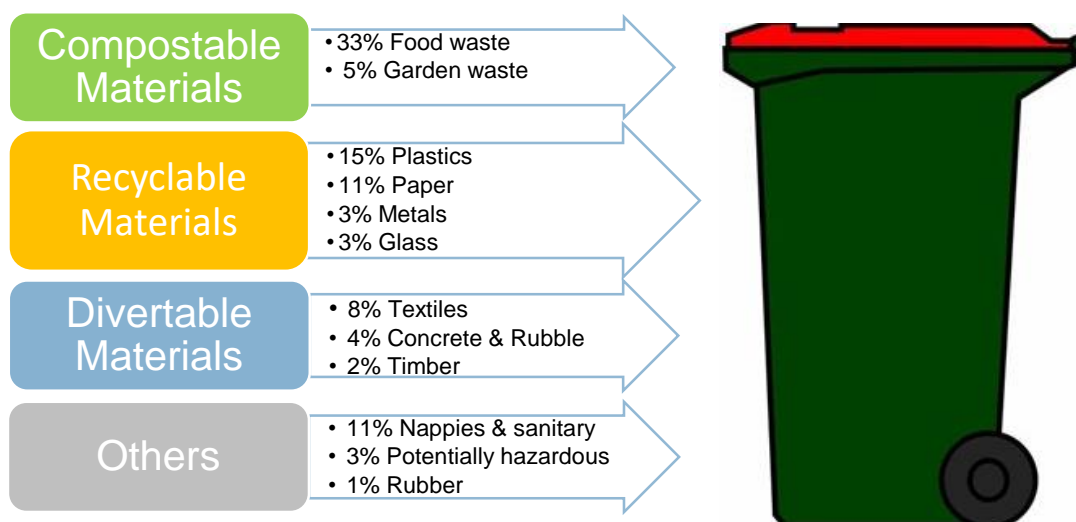


Figure 2-3 Composition of Kerbside Refuse

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2.5.3 RESULTS OF KERBSIDE RECYCLING AUDIT

Of the materials audited during the kerbside recycling audits, glass was the highest recovered material (67%), followed by paper (16%) and plastics (11%) (refer Figure 2-4). Metals such as steel and aluminium cans did not make up a high proportion of the materials recovered by weight (5%).

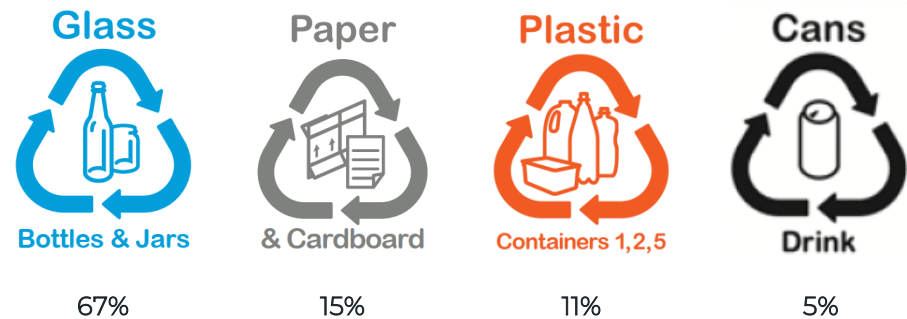


Figure 2-4 Composition of Kerbside Recycling

Importantly the levels of contamination in audited materials were low (at just 1%), noting there is still room for improvement to ensure full compliance and maximise the value of recovered materials.

2.5.4 RESULTS OF TRANSFER STATION WASTE AUDITS

The two-day transfer station audit, completed 9th and 14th November, showed that of the materials sent to the facility for disposal to landfill, more than half of the materials were organics (55%) including food organics (3%) and garden waste (52%). The next largest material type was timber (20%), and recyclable items (17%) including paper (3%), plastic (3%), glass (2%) and metals (8%). Textiles (5%) and Rubber (1%) were also present, with the remainder considered non-recoverable waste. A breakdown by average composition of waste received at the Transfer Stations during the audits is supplied in Figure 2-5.

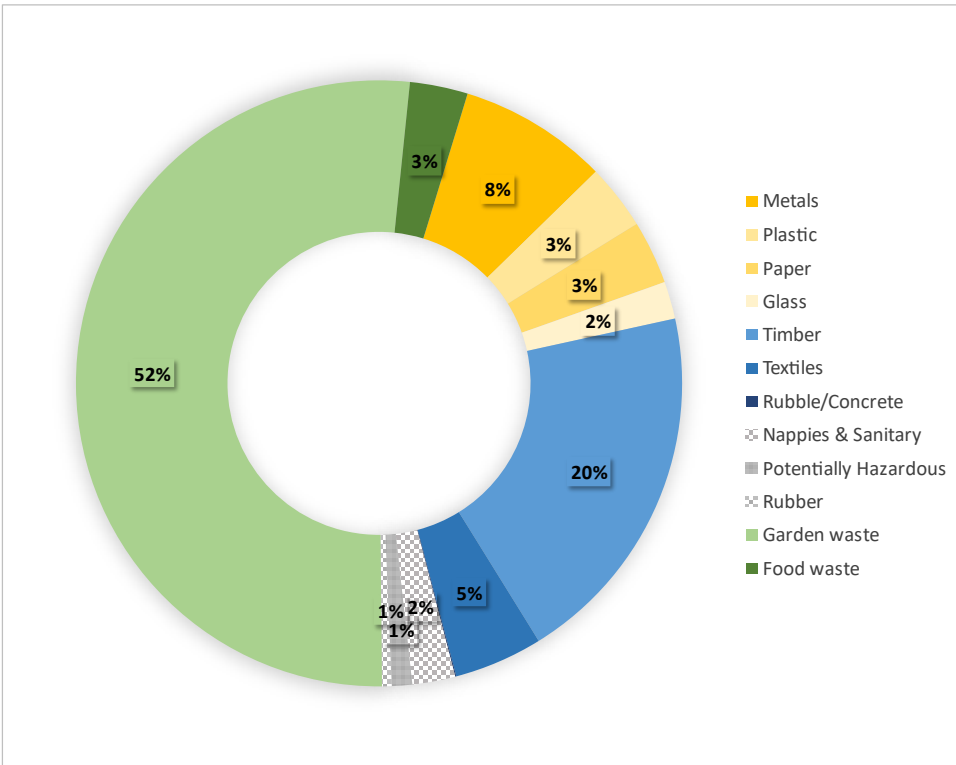


Figure 2-5 Composition of Transfer Station Refuse

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### 2.5.5 WASTE COMPOSITION SUMMARY

The combined results for the physical audits completed in November 2023 show the most accurate composition of the potential waste requiring disposal, with the highest volume materials listed first. It is noted that a high volume of organics identified in the composition below (see Table 7), are targeted to be diverted through the Council's planned expansion of the kerbside service and transfer station upgrades.

Table 7 Typical Refuse Composition for Wairoa District 2023

| Waste type              | Kerbside composition (%) | Transfer Station composition (%) | Total Waste Composition (%) | Tonnage (per annum) |
|-------------------------|--------------------------|----------------------------------|-----------------------------|---------------------|
| Organics - Food         | 33                       | 3.1                              | 6.1                         | 213                 |
| Organics – Garden       | 5.0                      | 51.8                             | 47.1                        | 1650                |
| <b>Total Organics</b>   | <b>38</b>                | <b>54.9</b>                      | <b>53.2</b>                 | <b>1,863</b>        |
| Metals                  | 3.0                      | 8.0                              | 7.5                         | 263                 |
| Plastic                 | 15                       | 3.5                              | 4.7                         | 163                 |
| Paper                   | 11                       | 3.4                              | 4.2                         | 146                 |
| Glass                   | 3.0                      | 2.0                              | 2.1                         | 73                  |
| <b>Total Recycling</b>  | <b>32</b>                | <b>16.9</b>                      | <b>18.4</b>                 | <b>645</b>          |
| Timber                  | 2.0                      | 19.6                             | 17.8                        | 624                 |
| Textiles                | 8.0                      | 4.7                              | 5.0                         | 177                 |
| Rubble/Concrete         | 4.0                      | 0.1                              | 0.5                         | 17                  |
| <b>Total Divertable</b> | <b>14</b>                | <b>24.4</b>                      | <b>23.4</b>                 | <b>818</b>          |
| Nappies and Sanitary    | 11                       | 2.3                              | 3.1                         | 110                 |
| Potentially Hazardous   | 3.0                      | 1.1                              | 1.3                         | 45                  |
| Rubber                  | 1.0                      | 0.5                              | 0.5                         | 19                  |
| <b>Total Other</b>      | <b>15</b>                | <b>3.9</b>                       | <b>5.0</b>                  | <b>174</b>          |
| <b>Total</b>            |                          |                                  | <b>100%</b>                 | <b>3,500*</b>       |

Note: \*The quantification of Wairoa's annual waste stream composition involved the multiplication of the kerbside and transfer station audit composition against a nominal value of 3,500 tonnes per annum, 3,150 tonnes being attributed to drop-off materials and 350 tonnes attributed to the kerbside materials.

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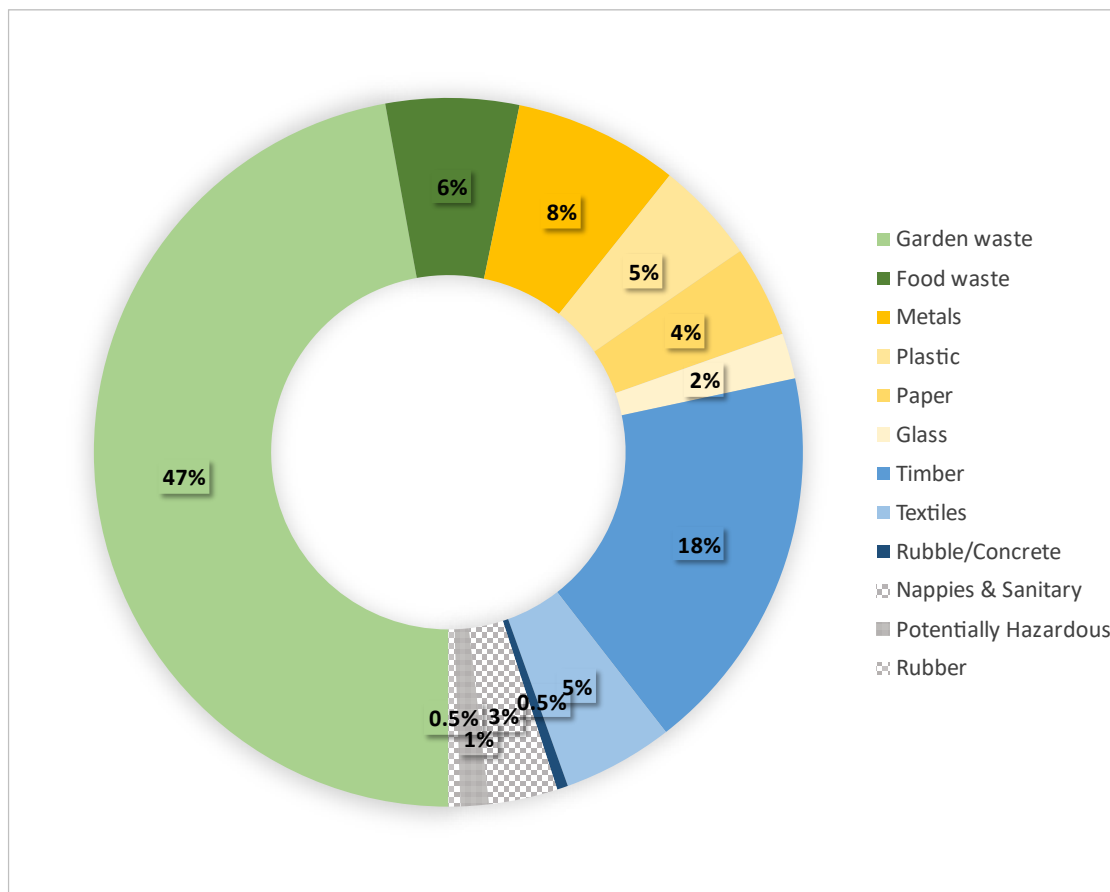


Figure 2-6 Composition of Wairoa District Total Refuse

#### Key findings:

- **Compostable material:** Approximately 53% ± 28% by weight (at 95% confidence interval) of materials are organics, including food waste and garden waste, that can readily be composted.
- **Recyclable material:** Approximately 18% ± 2% by weight (at a 95% confidence interval) of materials can be recycled including paper, plastics, ferrous/non-ferrous metals, and glass.
- **Divertible material:** Approximately 23% ± 8% by weight (at a 95% confidence interval) of materials can potentially be diverted provided a suitable processing outlet is available. This includes textile, concrete, rubble, and timber waste.
- **Non-divertible residual waste:** Approximately 5% ± 1% by weight at a 95% confidence interval are materials which subject to current treatment technologies are not suitable to be recovered, recycled, or composted.

Importantly the above composition and analysis for the potential diversion of waste from landfill represents the overall potential for recovery, i.e. realisation of these material volumes will depend on available waste systems, infrastructure and public attitudes towards resources and the associated choices around waste disposal.

Note: The results are displayed at 95 per cent confidence intervals, indicative of the precision of the results as advised by the Data Analysis and Reporting Section in the Solid Waste Analysis Protocol (2002). It is believed that the sampling and testing regimens that took place during the audit returned an (upper and lower) range of values that are 95 percent certain and represent the true mean of the population, with only a 5 percent chance of being incorrect.



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## 3 Strategic Direction

### 3.1 CENTRAL GOVERNMENT POLICY AND DIRECTION

#### 3.1.1 TE PARA RAUTAKI – NZ WASTE STRATEGY (2023)

In March 2023 the Ministry for the Environment (MfE) released its latest waste strategy; Te rautaki para - NZ Waste Strategy (MfE, March 2023). The new strategy seeks to reset our approach to waste, reducing waste per capita which at around 700kgs/per person is currently one of the highest rates of waste generated per person across the OECD. In addition, the strategy seeks to transition to a more circular economy and address the emissions generated by current disposal methods.

In accordance with Te rautaki para - NZ Waste Strategy (MfE, March 2023), Councils in New Zealand have been set targets for the provision of enhanced kerbside waste and recycling services including:

- By February 2024, all Councils may only accept these materials in their recycling services:
  - Glass bottles and jars.
  - Paper and cardboard.
  - Plastic bottles and containers marked with recycling symbols 1, 2 and 5.
  - Aluminium and steel tins and cans.
- By 2027, all Councils to provide kerbside collections to households in urban areas of 1,000 people or more.
- By 2027, Councils with an organics processing facility within 150kms to provide food scrap (or food and garden waste) collections to households in urban areas of 1,000 people or more.
- By 2030, all Councils to provide food scrap (or food and garden waste) collections to households in urban areas of 1,000 people or more.
- All Councils to meet a performance standard for the amount of household waste diverted from landfill (standard to increase over time), starting with:
  - 30 percent by July 2026.
  - 40 percent by July 2028.
  - 50 percent by July 2030.

#### 3.1.2 WASTE MINIMISATION ACT (2008)

The Waste Minimisation Act (2008), administered by the Ministry for the Environment is the core guiding document in relation to Waste Management and Minimisation in New Zealand. The Waste Minimisation Act (WMA) assigns core responsibilities to Councils to promote effective and efficient waste management and minimisation within their districts.

The WMA also provides regulations for waste producers through product stewardship and incentives around waste disposal funded through the Waste Disposal Levy. The levy will increase in a staged manner from the previous rate of \$10 per tonne in 2020 to a new rate of \$60 per tonne for all municipal landfill sites in July 2024. Revenue generated through the levy is fully hypothecated for waste purposes, made available through the contestable Waste Minimisation Fund, and directly funding Councils (on a population basis) for implementation of waste minimisation activities.

Under the WMA, Councils are required to produce a Waste Management and Minimisation Plan (WMMP), which needs to be reviewed every six years, see sections 43 and 44 of the

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WMA (2008). Requirements for a WMMP include the setting of objectives, policies, and methods for managing waste within the District including effective waste minimisation activities, how the delivery of the plan will be funded and include relevant consultation.

3.1.3 WASTE DISPOSAL LEVY

In July 2021 the Ministry for the Environment (MfE) implemented a staged increase in the Waste Disposal Levy, moving the rate per tonne of waste disposed of to a Municipal (Class 1) Landfill from \$10 to \$20. In July 2022 this rate increased to \$30 per tonne and in July 2023 to \$50 per tonne. The next increase, scheduled for July 2024 will be a new levy rate of \$60 per tonne with no further levy increases currently proposed. In addition to the waste disposed to Municipal Class 1 Landfill, the levy now also applies to Landfill classes 1-4. A summary of the Waste Disposal Levy settings is provided in Table 8.

Table 8 Waste Disposal Levy Settings

| Landfill Class                                      | Waste Types  | 1 July 2021 | 1 July 2022 | 1 July 2023 | 1 July 2024 |
|---|--|-------------|-------------|-------------|-------------|
| Municipal landfill (Class 1)                        | Mixed municipal waste from residential, commercial, and industrial sources   | \$20        | \$30        | \$50        | \$60        |
| Construction and Demolition fill (Class 2)          | Accepts solid waste from construction and demolition activities, including rubble, plasterboard, timber, and other materials |             | \$20        | \$20        | \$20        |
| Managed or Controlled fill facility (Class 3 and 4) | Accepts soils and inert materials, including contaminated but non-hazardous soils and other inert materials                  |             |             | \$10        | \$10        |

The Waste Disposal Levy is one of the tools available to MfE under the Waste Minimisation Act 2008, to influence waste management behaviours. In addition to making disposal of waste more expensive, revenue generated from the Levy is used to support the diversion of waste from landfills and includes funding to support Territorial Authorities deliver waste minimisation services (funds distributed on a per capita basis), and via a series of contestable funds including the Waste Minimisation Fund.

3.2 LOCAL CONTEXT

The Wairoa District is a relatively small and largely rural district with a land area of 4,130 km<sup>2</sup> and a population of 9,040 (June 2021). Wairoa township has an approximate population of 4,530 and 1,548 households. Wairoa has a low median income of \$21,500 per annum.

The small population, large land area and low-income rating base create challenges in providing a high standard of solid waste services at an affordable cost. Alignment with neighbouring Councils should also be considered, despite the relative distances to both, including the services offered by Gisborne District Council to the north and Hastings District/Napier City to the south, noting the potential opportunities associated, including opportunities to apply a regional approach and share resources (e.g. scaled procurement, education programmes and communications).

3.2.1 COUNCIL'S LONG-TERM PLAN

The Long-Term Plan (LTP) is the key document setting out the Council's planning intentions to execute its responsibilities in promoting the District's well-being and enabling democratic decision-making, a requirement under the Local Government Act (LGA) 2002. In line



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with LTP's requirements for Level of Service articulation, Council identified key areas of likely future levels of service change including the viability of the Wairoa landfill and the need for other services to complement and provide alternatives to waste management for the district.

One of the commitments established under the 2022/23 Annual Plan relates to improving rural recycling, including consistency of services, with \$230,000 per year set aside for the collection of rural recycling from public drop-off sites over two years. The first of these sites is being established in Māhia with further sites planned in Nūhaka, Raupunga, Ruakituri, Tuai, and Waihua.

### 3.2.2 WASTE MANAGEMENT ACTIVITY MANAGEMENT PLAN 2021-2031

The Waste Management Activity Management Plan 2021-2031 articulated Council's planning for maintaining, operating, renewing and improving the waste management services against the investments needed to carry out these activities. The Activity Management Plan (AMP) covers 10 years and unless there are no significant activity, programme or expenditure changes, the plan is to be updated every three years. The AMP essentially delivers on good asset management planning as recommended by LGA 2002 Schedule 10 and amendments, Office of the Auditor General criteria for AMPs (2006) and the International Infrastructure Management Manual (IIMM) (2015). Council has highlighted the following significant challenges to waste management services:

- Increased costs to the community induced by the legislative changes particularly the Waste Disposal Levy increments and Emission Trading Schemes requirements.
- Uncertain future service provisions surrounding the landfill sustainability and its resource consent renewal in 2031.
- Unaffordable levels of service for the Wairoa ratepayers due to lower landfill revenues.

### 3.2.3 WASTE MANAGEMENT AND MINIMISATION PLAN 2018

Wairoa District Council adopted its most recent Waste Management and Minimisation Plan (WMMP) in September 2018, which by the statutory requirements would need to be reviewed by September 2024.

In addition to defining the Council's role, and setting a key driver to maintain service affordability, the 2018 WMMP sets out the key issues facing the district and includes a detailed Action Plan to address these issues including how this would be funded.

The current WMMP provides high-level targets for the diversion of waste from landfill, as follows:

- Increase diversion from landfill from 75 tonnes to 100 tonnes per year (currently recycling and scrap metal) - This has been compared to the current WDC population (9,040) for analysis, with an equivalent diversion target of 11 Kg per person. Noting that green waste diversion is measured separately at approximately 1000 tonnes per annum.
- Compliance – There are no significant non-compliance events.
- Customer Satisfaction – Customer satisfaction with Council waste service is above 80%.

## 3.3 PERFORMANCE AGAINST THE WMMP 2018

Under the Waste Management Act, Councils are required to produce a Waste Management and Minimisation Plan (WMMP) every six years. Requirements for a WMMP include the setting of objectives, policies, and methods for managing waste within the district including effective waste minimisation activities, how the delivery of the plan will be funded and include relevant consultation.

The customer satisfaction data shown in Table 9 was drawn from the Communitrak Survey and the Residents Opinion Survey 2023. The responses were used to gauge the

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performance of WDC's waste services against its WMMP 2018 targets. A full report of the Residents Opinion Survey 2023 is available in Appendix A and B.

Table 9 Performance Against Targets Stipulated in the WMMP 2018

| Target  | Target value      | 2023                       | 2022 | 2021 | 2020 | 2019 | 2018 |
|---|-------------------|----------------------------|------|------|------|------|------|
| Diversion from landfill (recycling)                                 | 100 tonnes        | 1584                       | 1253 | 241  | 70   | 38   | 34   |
| Compliance  | No major breaches | No major breaches reported |      |      |      |      |      |
| Customer Satisfaction (Current refuse disposal/landfill management) | 80%               | 80%                        | 81%  | 59%  | 52%  | 64%  | 72%  |

3.3.1 DIVERSION FROM LANDFILL

Operationally, Wairoa District Council has progressively increased diversion from landfill since the implementation of its most recent Waste Management and Minimisation Plan, exceeding the targets for diversion from landfill since 2021. Since 2022, this measure has also included the diversion of organics from landfill - which has created a significant further increase in measured diversion.

3.3.2 COMPLIANCE

Compliance has also been monitored with no major breaches at the landfill site in Fraser Street.

3.3.3 CUSTOMER SATISFACTION

Customer satisfaction with the waste management services in Wairoa has shown an increasing trend in the last two years. Approximately 81-80 percent of customers were satisfied with the services provided in 2022 and 2023, respectively, meeting the intended targets on both occasions.

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### 3.4 VISION, GOALS AND OBJECTIVES

The 2018 WMMP established a Vision for the Wairoa District which prioritised:

*Connected Communities, Desirable Lifestyles, Treasured Environment.*

Council has mapped specific goals and objectives to achieve this vision. Table 10 and Table 11 below summarise the key objectives and performance against achieving those measures in the period covered by the WMMP (2018-2024).

Table 10 Goal 1: Increase Economic Benefit by Using Resources More Efficiently

| Objectives  | Performance   |
|---|---|
| Provide effective and efficient waste minimisation and management services supported by the right funding mechanisms. | Council continues to operate its service through a combination of user pays (refuse), and rates-funded services, with waste disposal levy revenue utilised to fund waste minimisation activities and offset costs of recycling.   |
| Our community is informed and educated about waste minimisation, recycling and re-use opportunities in the District.  | <p>The Wairoa community has a relatively low waste per capita with a positive rate of diversion from landfill. The community is performing well in terms of low levels of kerbside recycling contamination. In addition, regular communications around waste services (including Council's Cyclone Recovery newsletter) have supported an informed community concerning waste and resource recovery opportunities.</p> <p>Key indicators:</p> <ul style="list-style-type: none"> <li>- increasing diversion from landfill (1,584 tonnes in 2023)</li> <li>- low contamination (1%) in kerbside recycling</li> </ul> |

Table 11 Goal 2: Reducing Harmful Effects of Waste to Human Health and the Environment

| Objectives  | Performance  |
|---|--|
| Avoid or mitigate any adverse effects on public health and the environment.   | Goal met, Council continues to provide a sanitary collection of waste, despite the significant impacts of Cyclone Gabriele on waste volumes. Council's solid waste facilities continue to be maintained in accordance with regulatory requirements including no major compliance breaches for the Fraser Street Landfill.  |
| Our community has opportunities to minimise waste and maximise the diversion of material through reduction, reuse, recycling, and recovery (in priority order). | Council operates its regular kerbside recycling collection and accepts materials at the Fraser Street landfill, including free drop-off for household recycling, and dedicated drop-off areas for green waste, scrap metal and timber. In 2023 Council employed a Waste Minimisation Officer, who is supporting the community with efforts to reduce and reuse materials rather than create waste. |

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### 3.5 TARGETS

In the WMMP 2018, Council established three key activity targets (see 3.2.3) focusing on waste diversion, compliance, and customer satisfaction, as indicators for measuring progress towards achieving the above vision. As highlighted above, Council was on track to meeting the compliance and customer satisfaction on the waste services during the 2018 WMMP period. In terms of waste diversion from landfills, Council has surpassed the target from year 2021 and has increased exponentially within the last 2 years. This increasing waste diversion trend is expected to continue, pushed by the current strategies and Council's planned initiatives.

#### 3.5.1 FUTURE TARGETS FOR WASTE DIVERSION

A higher target for the diversion from landfill, in line with those established in te para rautaki - NZ Waste Strategy (2023), is recommended, noting that based on the current 3,000 tonnes of waste disposed to landfill per annum, this would equate to new targets of:

- 900 tonnes by July 2026.
- 1,200 tonnes by July 2028.
- 1,500 tonnes by July 2030.

#### 3.5.2 ENVIRONMENTAL COMPLIANCE

In addition to the existing targets for compliance at the Fraser Street Landfill, it is recommended that the target for Environmental Compliance be extended to include all waste infrastructure activities (including closed landfill portfolio, Fraser Street Landfill, Transfer Station, and rural collection facilities).

#### 3.5.3 LEVEL OF SERVICE

The level of service provided by the Council's waste management services and infrastructure must meet the expectations of customers. Although customer satisfaction meets the current WMMP target (80 percent), these statistics can be further improved by the proposal outlined in sections 4 and 5. It is therefore recommended that Council seeks an increased target of at least 85% satisfaction for its next WMMP.

### 3.6 PUBLIC HEALTH OUTCOMES

Section 51 of the WMA requires that Council consults with the Medical Officer of Health when conducting a waste assessment, a copy of this Draft Assessment is to be shared with the Medical Officer of Health at Hawke's Bay DHB/Te Whatu Ora, Dr Bridget Wilson, to confirm the suitability of the Council's approach. Section 4.6 Statement of Proposals, outlines how Council will address public health considerations and provide a high degree of amenity through the provision of suitable services and infrastructure for the collection and management of solid waste and recoverable materials.

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## 4 OPTIONS IDENTIFICATION

This section outlines the options available to Council, that will support it in maintaining the high levels of customer satisfaction, environmental compliance and increase the diversion of waste from landfill. Importantly these options need to support Council to meet its objectives regardless of the decision on whether to continue operating the landfill at Fraser Street or shift to an out-of-district disposal option.

Given the new requirements and targets set by the Central Government, Wairoa District Council has initiated plans to update its kerbside services, potentially introducing the collection of organics, either via a food-only (FO) or a combined food and garden organics (FOGO) collection. Council has recently secured Waste Minimisation Fund support to establish the planned kerbside services expansion, which includes a feasibility study of preferred kerbside service options and the rollout of new kerbside bins.

Council has also indicated intentions to improve the Fraser Street transfer station in anticipation of the increase in waste streams and change in composition as a result of the planned kerbside expansion. The intention is to develop a suitable facility that supports further options to recover reusable and recyclable materials, to maximise the diversion from landfill and promote the shift towards a more circular economy. A new organics processing facility is also being considered that engages a local partner to operate the proposed organics processing operation, recognising the importance of (and potential role for) mana whenua in managing this important resource.

It is important that the planned kerbside roll-out and transfer station upgrade is embraced by the Wairoa community to make good of the investment. Key to this is a successful education programme reaching various facets of public and business consumers, developing a deep understanding of waste prevention and reduction and motivating participation.

Options are grouped into three key activity areas, noting that within each activity numerous options may be included - to be refined further as part of the next WMMP (if progressed). Key activities are detailed below.

### 4.1 KERBSIDE SERVICES

Council is currently investigating options that will deliver the same if not better level of waste disposal services to the Wairoa community. These options include:

- Extending landfill operations, by developing a new landfill cell and installing additional controls in line with Central Government requirements, or
- Closing the landfill and transitioning to an out-of-district disposal model, where refuse would be transported to a suitable disposal facility e.g. Ōmarunui Landfill.

In terms of waste collection, taking the following actions is expected to improve the current level of services:

- Moving from user pays (Council rubbish bags) to a rates-funded kerbside refuse service (Wheelie Bins).
- Extending kerbside collections to cover more areas currently not being serviced.
- Adding a separate kerbside organics collection to recover household food waste and green waste.

Additionally, the amount of waste diverted has increased significantly in the past two years partly influenced by Council's active waste management and minimisation efforts. This increase is expected to continue with the current resource recovery actions. Key to delivering the expected levels of service is having waste processing outlets locally or having arrangements

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with out-of-district facilities to receive the recovered materials and organics. Council is currently considering developing an organics processing facility at the Wairoa landfill as a potential option.

## 4.2 INFRASTRUCTURE INVESTMENT

To meet the required levels of service, environmental compliance and strategic requirements set out by the Central Government will require significant local investment including solid waste facility upgrades and new supporting infrastructure. Council has articulated intentions for the following infrastructure investment:

- Proposed upgrade of Fraser Street Transfer Station
- Infrastructure to support the required processing including disposal to landfill, whether continuing operation of the Wairoa District Landfill or moving out to an out-of-district model
- Implementation of a bin-based kerbside collection service to increase the diversion of recycling and organics from landfill.

Council's current investment strategy is that operational expenses are funded through general rates, landfill user charges and the Waste Disposal Levy payments, while capital investment is funded by a combination of rates and borrowing. In addition to the Waste Disposal Levy income (based on Wairoa's population), there are additional opportunities for funding through the Ministry for the Environment (MfE), including the contestable Waste Minimisation Fund. Securing investment from diverse sources with minimal financial risk to Council and cost implications to the community should be a priority when making investment decisions.

## 4.3 EDUCATION AND BEHAVIOUR CHANGE PROGRAMMES

It is recommended that Council continues its existing education and behaviour change programmes e.g. support for EnviroSchools. This effort has paid off positively as depicted by the low kerbside recycling contamination levels. Moving forward, future programmes may include:

- One-off community events targeting specific communities or businesses to disseminate information that is of value to their situations. For example, conducting a talk together with Agrecovery, reaching out to the agricultural sector advising on farm waste management and recycling e.g. plastics waste.
- A dedicated hangout/go-to place that the community feels inclined to visit e.g. a dedicated café, for fact-finding and waste education.
- Establish ongoing programmes with local community groups e.g. through the Ngahere Nursery, tapping on their customer base to spread behaviour changes.
- Better dissemination and access to virtual information e.g. improving the Council website's waste section with further technical information, videos showing Council activities, and better graphics/animations to attract young people to the website.

In developing these options, Council needs to consider the positive impact of each potential approach, including value for money, impact and the significance of these actions to Council and the Wairoa community.

## 4.4 TARGET AREAS

The following targets are derived from the observations and waste trends until 2022 (see 2.2) and the November 2023 waste audit (see 2.5.5). Waste diversion has





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surpassed the 100-tonne target set in the 2018 WMMP (outside of the approximately 1,000 tonnes of green waste which wasn't part of the metric in 2018). This positive trend is expected to continue driven by the planned service and infrastructure improvements and increased education programming. Delivery of a high diversion of waste from landfill and efficient waste collection systems are two core ways that Council can progress the targets established under the Emissions Reductions Plan and the 2023 New Zealand Waste Strategy. The following local targets are recommended for the next WMMP, noting that these may change subject to responses received through public consultation on the Draft Waste Management and Minimisation Plan.

#### 4.4.1 REDUCE

To reduce the amount of household waste in landfill by 50 percent by July 2030, in alignment with the targets in te para rautaki – NZ Waste strategy (MfE, 2023) of a 50 percent reduction by July 2030 (see 3.1.1). This can potentially be achieved by diverting 40 percent of household organics and further recovering 10 percent of recyclable materials from the kerbside refuse. Targeting organic waste diversion helps reduce greenhouse gas emissions from landfills and meet the intentions of the Emission Reduction Plan and Goal 7 of the NZ Waste Strategy.

#### 4.4.2 RE-USE

Establish a recovery metric to measure the recovery and re-use of local resources. All materials recovered for re-use are to be weighed and accounted for in waste reporting data.

As no baseline exists a target of 3 tonnes (1% of the waste stream) is suggested. This could be achieved by supporting existing repair and recovery initiatives such as a dedicated tip shop and support for existing activities including the Wairoa MenzShed, making it easier and more cost-effective to repair things. This initiative promotes material reuse essentially meeting Goal 4 of NZ Waste Strategy: Using less, for longer.

#### 4.4.3 RECYCLE

Based on the 2023 Waste Audit results, around 32 percent of the material collected in the kerbside refuse system could have been recycled. It is recommended that Council continue to offer education and support to its residents to promote the diversion of these materials and set a target for reducing the amount of recyclable material in kerbside refuse, with an indicative target of no more than 20 percent recommended. Strengthening Wairoa's waste collection and resource recovery systems will help address this target, in alignment with Goal 5 of the NZ Waste Strategy.

#### 4.4.4 TREATMENT

Identify and support the local processing of recoverable materials, including organics. As part of its Kerbside expansion programme Council is considering the implementation of a kerbside collection for organic materials. This requires a suitable processing facility which could be an existing out-of-district site or a yet-to-be-established local facility. Recovering value addresses Goal 6 of the NZ Waste Strategy.

#### 4.4.5 RESIDUAL DISPOSAL

To minimise residual disposal, it is recommended that Council set targets which encourage a reduction in waste per capita, noting that plans to extend kerbside services may result in more materials collected at kerbside but fewer materials deposited at the Transfer Station or managed elsewhere. This shall exclude extraordinary circumstances such as waste from disaster events and emergencies.

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## 4.5 CARBON IMPACTS

In New Zealand, the disposal of organics in landfill is a key contributor to biogenic methane emissions for the waste sector. In 2019, the disposal of organic waste contributed 94 per cent of biogenic methane emitted by the sector<sup>2</sup>. Although the waste sector only contributed a small percentage of total NZ emissions (approximately 4%), the production of methane, which has a higher net warming effect than other greenhouse gases, is problematic and hence prompts immediate action to curb emissions.

Recent trends towards larger scale more efficient landfills, with landfill gas capture technologies have resulted in a drop in GHG emissions relative to the 1990 baseline, with a 17.1 percent decrease recorded in 2020, this shows significant progress towards the Climate Change Commission's targets to reduce waste biogenic methane emissions by 40 percent by 2035.

While ambitious, Wairoa District Council can begin planning to transition towards delivery of a low-emissions waste service in the coming decades. Biogenic methane emissions from organic waste can be considerably reduced by adopting feasible and well-proven solutions. This includes:

- Diverting organic waste e.g. food waste, garden waste, biosolid/wastewater sludges, and trade waste from landfill
- Adopting processing technologies for organic waste (e.g. composting or anaerobic digestion)
- Operating a landfill gas capture system to mitigate uncontrolled greenhouse gas emissions (or sending waste to a facility which has this technology)

Council is advised to consider implementing these solutions to meet New Zealand's broader carbon reduction responsibilities.

## 4.6 STATEMENT OF PROPOSALS

In considering the key drivers for Council's next Waste Minimisation and Management Plan, including population, demographics and behaviour, the following proposals have been developed. These proposals identify the key activity areas for Council in the period of its next WMMP and provide a pathway that is protective of public health and the natural environment and secures the important resources contained within the district's current waste stream. The provision of suitable services and Infrastructure includes:

1. Expansion of Kerbside Recycling
  - Taking into account the direction established in Te para rautaki – NZ Waste Strategy (2023), Council is considering how it can expand its kerbside collection services to include the collection of organics and maximise recovery of divertible materials.
2. A decision on the future operation of the Wairoa District Landfill
  - With the current landfill cell nearing capacity, Council needs to make a decision over future disposal of municipal solid waste, whether it develops a new landfill cell in Wairoa, or transitions to an out of district disposal option.
3. Upgrading Resource Recovery infrastructure and facilities

<sup>2</sup> Ministry for the Environment, MfE (2022). Aotearoa New Zealand's First Emissions Reduction Plan. Wellington, New Zealand

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- The current facilities at Fraser Street provide for a degree of separation and recovery of materials, however a planned facility upgrade would enable Council to divert more materials from landfill, with new drop-off areas for recoverable organics and construction and demolition materials, improvements to the free recycling area and recycling centre would support high quality recycling commodities which in turn reduces risk of recyclable materials not being recovered.
- 4. Support for Community led processing of organics
  - As Council considers its options for kerbside expansion and the collection of organics, opportunities for organics processing will also be considered. Diverted material could either be processed out of district with potential sites in Gisborne, Napier and Reparoa, or alternatively a local processing facility could be established.
- 5. Coordination with neighbouring Councils and partners to secure opportunities for collaboration through an enhanced regional approach
  - Council is currently working with the Ministry for the Environment on a regional investment plan for solid waste infrastructure – it is hoped that this process and good communication between the neighbouring Councils can support enhanced regional networks and appropriately scaled facilities and investment.

The above proposals will support Council in meeting the needs of the local population and support the overarching targets for reducing waste to landfill, valuing resources and securing a more Circular Economy.

#### 4.7 PLANNING FOR SUCCESSFUL DELIVERY

Implementation of the above proposals will be the responsibility of Council's dedicated Waste Services team, which through development of the WMMP will establish priority Actions to achieve the outcomes established and ensure Council delivers on the expectations of the community.

At the core of its approach, Council seeks to extend its capacity to remove and recover organics from the waste stream, improve its resilience to shocks and stressors including climate-related impacts and move to a highly efficient and viable long-term solution to the disposal of solid waste, which includes increasing opportunities for resource recovery.

Given the significance of this workstream, Community and mana whenua consultation will be central to Council's decision-making. Due to the level of change being proposed, it is recommended that Council consult publicly on the proposals with inclusion of the preferred approaches in the Long-Term Plan 2024.

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## 5 NEXT STEPS

### 5.1 DEVELOPING WAIROA DISTRICT'S NEXT WMMP

The above proposals represent an outline of the planned activity across Council's solid waste services, the implementation of these proposals will support Council in offering an efficient and effective waste management and minimisation programme, with suitable infrastructure and services to maximise the recovery of valuable resources and mitigate the environmental and economic costs of disposing of waste to landfill.

Based on recent Government signals, including new requirements for greenhouse gas emissions reduction and targets for waste minimisation, it is recommended that Council considers the development of a new Waste Minimisation and Management Plan that considers the proposals above. The new WMMP will provide the core strategic direction to Council through the next six years and establish key targets, programmes, and investments to secure the required changes in its waste services.

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## DISCLAIMERS AND LIMITATIONS

This report ('**Report**') has been prepared by WSP exclusively for Wairoa District Council ('**WDC**' or '**Client**') in relation to the required Waste Assessment as part of the Waste Minimisation and Management Plan ('**Purpose**') and in accordance with our Offer of Services, dated 14 December 2023. The findings in this Report are based on and are subject to the assumptions specified in the Report and our Offer of Services dated 14 December 2023. WSP accepts no liability whatsoever for any reliance on or use of this Report, in whole or in part, for any use or purpose other than the Purpose or any use or reliance on the Report by any third party.

In preparing the Report, WSP has relied upon data, surveys, analyses, designs, plans and other information ('**Client Data**') provided by or on behalf of the Client. Except as otherwise stated in the Report, WSP has not verified the accuracy or completeness of the Client Data. To the extent that the statements, opinions, facts, information, conclusions and/or recommendations in this Report are based in whole or part on the Client Data, those conclusions are contingent upon the accuracy and completeness of the Client Data. WSP will not be liable in relation to incorrect conclusions or findings in the Report should any Client Data be incorrect or have been concealed, withheld, misrepresented or otherwise not fully disclosed to WSP.

# Appendix A

## Kerbside Refuse Audit

November 2023 Report

# WAIROA DISTRICT COUNCIL NOVEMBER 2023 DOMESTIC KERBSIDE REFUSE BAG AUDIT

Prepared by WDC Kaiurungi Whakaiti Para

Sonya Drysdale

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## BACKGROUND INFORMATION

Within the Wairoa District catchment, Smart Environmental Limited is contracted by the WDC to collect all kerbside Refuse. Kerbside refuse collection occurs weekly in Wairoa, Frasertown, Māhia, Nūhaka, Te Reinga and Ruakituri on scheduled weekdays. Residents have two user pays options for kerbside refuse collection, a 7kg refuse bag or (price variations per stockist to between \$6.80 \$49 per 5 pack) or various sized MGB only collected.



- Bag weight not to exceed 7kg
- Ensure the top of the bag is secured
- Carefully wrap any broken glass before placing in bag
- No hazardous waste
- Put bag out by 7am on your refuse collection day
- Recycle where possible

LEFT – WDC Official Refuse Bag and 5 Pack

ABOVE – Conditions for use printed on WDC Refuse Bags

The WDC refuse bags were introduced in early 2019 and there is no limit on the amount of bags an address and present for kerbside collection.

Refuse collection zones and days -

- From Wairoa to Mahia (not including Wairoa), including Nuhaka and Māhanga – weekly collection on Mondays.
- Wairoa township and Frasertown collection – weekly collection on Tuesdays.
- From Frasertown to Ruakituri (not including Frasertown), including Te Reinga - weekly collection on Thursdays.
- From Waihua to Kotemaori Settlement Rd, including Mohaka and Raupunga, weekly collection on Fridays.
- Tūwai Village including Onepoto village, Waimako papakainga, Tu Kuha papakainga, Piripaua village, SH38 (from Onepoto to Pakowhai Bridge) weekly collection on Wednesdays.

Smart Environmental Limited is contracted by the WDC to provide kerbside collection of refuse. Bags are manually collected and lifting onto SEL truck by hand. All domestic kerbside refuse is transferred by SEL for disposal at the Wairoa Landfill on Fraser Street. Bags may be rejected by collectors if they do not meet WDC conditions for collection or that are deemed unsafe (e.g., unsecured waste, protruding sharps, heavier than 15kg). Non-collection issues are recorded by SEL staff. Refuse Bag and MGB collection occurs in the same day in Wairoa and Frasertown.

More service information available at -

<https://www.wairoadc.govt.nz/services/rubbish-and-recycling/>

<https://www.wairoadc.govt.nz/home/article/279/new-waste-management-services?t=featured&s=1> (March 2019)

METHODOLOGY

The domestic kerbside refuse bag audit methodology used by Wairoa District Council’s Solid Waste Minimisation Officer Sonya Drysdale is based on Procedure One of the Ministry for the Environment’s Solid Waste Analysis Protocol 2002 (SWAP). The procedures applied were designed to measure the composition (by sorting and weighing) and classifications of domestic rubbish bag presented to kerbside in the Wairoa township and Frasertown village.

SAMPLING STRATEGY

For the WDC domestic kerbside refuse bag audit, a full sweep of the Tuesday collection zones, Wairoa (urban area) and Frasertown (rural village) was conducted by audit lead Sonya Drysdale (WDC Waste Minimisation Officer) and support staff member Jinnelle Paku.

The sample included kerbside refuse bags from urban (Wairoa North and South) and one rural (Frasertown) areas on one set day. The sample area includes an estimated 1117 residential dwellings, including flats and units. (Dwelling figure provided by WDC Rates Dept).

This is the first domestic kerbside refuse bag audit conducted by the Wairoa District Council.  
The audit occurred over two days, which included -  
Day 1 - set up of the site, collection of bags and sort and weigh.  
Day 2 - final sort and weigh, pack down and transfer of all audit waste from site to landfill occurred.  
Where able, recyclable items were separated for proper recycling.

| Collection day        | Collection area   | Total Bags collected |
|-----------------------|---|----------------------|
| Tuesday 28th November | Zone- Wairoa township (excluding SH2)                                     | 26                   |
| Tuesday 28th November | Zone – Frasertown (including SH38 from Awatere Bridge to Pakowhai Bridge) | 12                   |

SITE

Empty unused, residential garage, with adjoining carport and front concrete pad.  
Sort and weigh took place in garage. Area was sheltered, well-lit and well-ventilated with two viable exit points.

COLLECTION PROCESS

One staff member drove and recorded tallies from the vehicle while one staff member carried out kerbside separation and collection of all recycling (except glass) presented inside and next to kerbside crates.  
All kerbside refuse bags presented between the WDC manual sweep period of 7.30am-9.30am.

Only official WDC refuse bags were collected, noting that for the purposes of the audit, non-compliant WDC refuse bags (e.g., overloaded, overweight, broken and unsecure bags) were also included.

All bags were transferred to the audit site fully intact.

## SORT AND WEIGH PROCESS

A platform scale was used for all items 500g plus and a small household scale was used for under 500g lots.

Each unopened bag was weighed intact and then contents were emptied, categorised, weighed and recorded. Viable recyclable items were then separated and all additional waste was transferred to a large skip bin for disposal to landfill.

All measurements were recorded on relevant spreadsheets for reporting.

## POTENTIAL SOURCES OF ERROR

- Some refuse bags may have been presented for collection after the audit sweep of the audit area.
- The platform scales used has a 100g division.
- Separation was done by North and South Zone so not able to accurately reflect individual household breakdowns.
- Audit team collected all bags presented at time of collection sweep (7.30-9.30am),
- Some addresses had shared driveways or 2 driveways sitting too close to each other so no means to accurately gauge what bag came from what address.
- 2.5 bags could not be accurately sorted due to high risk posed by hazardous contents (maggot infestations and high content of hair and chemical products). Weights for unsorted total was tallied.
- Use of refuse bags for flood related C&D waste would not be a 'normal' use of refuse bags in most areas.

### Staff training and OSH issues

All manual kerbside collection and procedures for weigh and sort activity was led by a WDC Waste Minimisation Officer Sonya Drysdale, who has previous kerbside collection training and waste audit experience. Requisite training on the requirements of the audit process and on occupational health and safety procedures was provided.

Prior to the audit, the WDC Health and Safety Compliance officer provided a Health and Safety Plan for the site and works, suitable PPE and First Aid/spill kit was supplied, and a full H&S briefing was provided to staff involved before the audit started.

On the day, both WDC audit assistant Jinnelle Paku and Sonya operated vehicles (utes) undertook the manual collection of bags. Both staff processed and weighed collected bag contents.

As sensitive documents and personal items are occasionally present in residential waste, the importance of confidentiality was emphasised to all team members.





## PRE- AUDIT SCOPE



Kerbside refuse collection – Tuesday – 6 Campbell St, 14 units. 4 bags and 2 MTBs presented.

## WASTE SET-OUT INFORMATION

Data as to waste set out rates preceding, the audit provided by councils contractor, noting that on the day of the audit (28 November) a total of 38 bags were collected:

|   | 3  |            | 21/11/2023 | 14/11/2023 | 7/11/2023 | 31/10/2023 |
|---|----|------------|------------|------------|-----------|------------|
| + | 7  | Total Bags | 74         | 37         | 39        | 268        |
| + | 11 | Total MGB  | 283        | 193        | 109       | 297        |

## AUDIT SCHEDULE

Audit Sample (Collection day): 28 November 2023

Weighing and measurement of waste recieved: 28-29th November 2023

| PRE-AUDIT SCHEDULE  | PRE-AUDIT SCHEDULE   | PRE-AUDIT SCHEDULE   | PRE-AUDIT SCHEDULE  |
|---|--|--|---|
| <b>Time TBC</b><br>-Set up documentation<br>Skip bin delivery<br>Review street maps<br>PREP<br>Scales<br>- Data collation sheets<br>- Labels<br>- Bins<br>- Boxes<br>- Crates<br>- Labels<br>- Fadges<br>- Camera/phone<br>- Pens<br>- Fadges/drums<br>-Trailer<br>- Canvas | <b>7-11am</b><br>SET UP SITE - PPE<br>Safety briefing<br>Collect bags – record numbers during sweep<br><br><b>12-3pm</b><br>Audit briefing for H&S and confidentiality<br>Audit bags | <b>7-3pm –</b><br>Complete audit<br>Pack down<br>Clean site<br><br><br><br><br><br><br><br><br>Sonya away 11-1pm | <b>Time TBC</b><br>Skip Bin to be collected<br><br><br>Data collated and inputted to report.<br><br>Send report |

## RESULTS

### SUMMARY

In completing the Audit, the following high level findings were noted by the audit team:

- Highest uptake of refuse bag use is from multi-unit address (e.g low income or elderly flats).
- High volumes of soft plastics, both separated and still containing food.
- High volumes of foil cat food sachets and coffee sachet packets.
- Medium volumes of animal waste – cat litter, animal faeces and pet hair.
- Med-High volumes of food waste, including high volumes of kai still in edible, unopened, within date categories.
- Low volumes of glass – highest content was from one household (5 wine bottles and one glass jar). Only 8 glass items presented from all sampled bags.
- Low volumes of aluminium and steel cans – mostly clean and could be recycled.
- Hazardous items were primarily flammable aerosol cans, small amount of household batteries (x3), no lightbulbs, small amount of medical related waste (unused medicines and medical devices, such as epipens).
- Most of the textiles measured came from two bags collected from a single North Clyde address.
- Six bags were from a single flood zone property (Waihirere Road) and all were full of wet, mouldy, household construction and demolition waste – plaster board, fibre board, carpet, rubble, timber. 6 x bags, total weight 65.5kg
- Very low volumes of rubber, timber.

### AUDIT RESULTS TABLE

| Waste Classification               | Clyde – Wairoa South (kg) | North Clyde/Frasertown (kg) | Total (kg)    |
|------------------------------------|---------------------------|-----------------------------|---------------|
| Paper                              | 12.0                      | 7.4                         | 19.4          |
| Plastic                            | 13.4                      | 5.1                         | 18.5          |
| Putrescible                        | 56.6                      | 4.9                         | 61.5          |
| Ferrous                            | 0.5                       | 5.3                         | 5.8           |
| Non-ferrous                        | 0.4                       | 0.15                        | 0.55          |
| Glass                              | 2.9                       | 0.1                         | 3.0           |
| Textiles                           | 1.7                       | 19.3                        | 21.0          |
| Nappies and Sanitary               | 9.0                       | 0.3                         | 9.3           |
| Concrete and Rubble                | 0.0                       | 41.5                        | 41.5          |
| Timber                             | 0.15                      | 9.9                         | 10.05         |
| Rubber                             | 0.02                      | 0.0                         | 0.02          |
| Potentially Hazardous              | 16.4                      | 5.87                        | 22.27         |
| <b>Total weight (kg) collected</b> | <b>113.05</b>             | <b>99.82</b>                | <b>212.89</b> |
| Bags sampled                       | 26 bags                   | 12 Bags                     | 38 Bags       |
| Average bag weight                 | 4.35kg                    | 8.32kg                      | 5.60kg        |
| Highest Bag weight                 | 13.1                      | 14.1                        |               |
| Lowest Bag weight                  | 1.8                       | 1.4                         |               |



## AUDIT PHOTO LOG



Bag presentation styles.



Kerbside bag audit – drop zone



Bags fully intact for initial weigh in

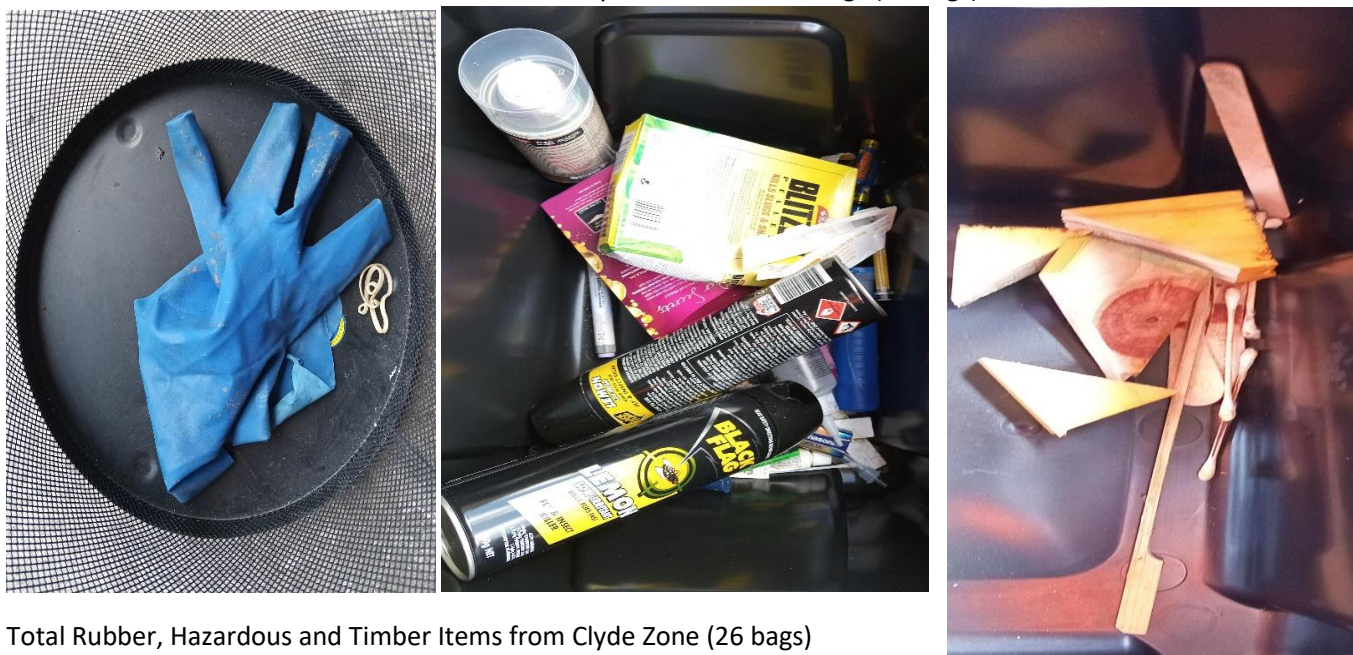




Weigh-in station and sorting area



Total Non-Ferrous, Ferrous and Glass items from Clyde zone kerbside bags (26 bags)



Total Rubber, Hazardous and Timber Items from Clyde Zone (26 bags)





Total Textiles from Clyde zone bags (26)



Sample from Nth Clyde/Frasertown Plastics



LEFT  
Approx 3 kg of cat  
litter. Approx 5-6  
similar bags found  
during sort in  
weigh in different  
bags.

RIGHT  
Sample of paper  
from North  
Clyde/Fasertown  
bags



C&amp;D Waste – 1 of 6 bags from flood damaged home



Sample of Putrescible Waste from North Clyde/Fras.





Example of unopened, within date, edible kai in packaging



Entire vacuum contained in one refuse bag



LEFT

Hazardous content. Mixed 'hair' and chemical packs.

# Appendix B

## Kerbside Recycling Audit

November 2023 Report

# WAIROA DISTRICT COUNCIL NOVEMBER 2023 DOMESTIC KERBSIDE RECYCLING AUDIT

**Prepared by WDC Kaiurungi Whakaiti Para**

**Sonya Drysdale**

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## BACKGROUND INFORMATION

Within the Wairoa District catchment, Smart Environmental Limited is contracted by the WDC to collect all kerbside recycling. Each household can present a maximum of 2 x official WDC recycling crates per household. Recycling must be presented by 7.30am on scheduled collection days.

WDC crates are branded and crate options include the older style dark green 60L crate and, since 2019, a black 45L option. Every household was provided a black 45L crate in 2019 and additional crates can be purchased from the WDC for \$14. Presented crates must not weigh more than 12kg. There is an expectation for glass to be in one crate and mixed recycling in the second crate (however, it is unknown how much education/publicity has been previously dedicated to this). Crates must be put out by 7.30am.

The following items are accepted for domestic kerbside recycling in the Wairoa District –

**Cardboard, paper board and paper**

**Ferrous metals (steel cans)**

**Non-ferrous metals (aluminium cans)**

**Plastic – Grade 1, 2 and 5**

**Glass – Bottles and jars (mixed colours)**

Wairoa residents also have to option of transferring domestic recycling to the district's recycling drop off centre (next to the Wairoa landfill) on Fraser Street, Wairoa.

Kerbside collection of domestic recycling occurs every Wednesday, Wairoa east (south of the bridge, excluding SH2) and every Thursday, North Clyde, Frasertown and Tuai (from Kokako Rd on SH38 to Pakowhai Bridge, Frasertown).

Rural recycling drop offs occur at set locations every Thursday at Kotemaori Hall, Raupunga, Mohaka and Waihua, every 1<sup>st</sup> and 3<sup>rd</sup> Sunday of the month at Nuhaka and Mahia and every 2<sup>nd</sup> Sunday of the month at Te Reinga and Ruakituri.

More service information available at -

<https://www.wairoadc.govt.nz/services/rubbish-and-recycling/>

<https://www.wairoadc.govt.nz/home/article/279/new-waste-management-services?t=featured&s=1> (March 2019)

## METHODOLOGY

The kerbside recycling audit methodology used by Wairoa District Council's Solid Waste Minimisation Officer is based on Procedure One of the Ministry for the Environment's Solid Waste Analysis Protocol 2002 (SWAP). The procedures applied were designed to measure the composition (by sorting and weighing) and classifications of domestic recycling presented to kerbside in the Wairoa township and Frasertown village.

For the purpose of this audit, only items accepted for domestic kerbside recycling in the Wairoa District were categorised and weighed. All other items were consolidated, measured and recorded as 'Unrecyclable – Waste to Landfill'

## SAMPLING STRATEGY

Kerbside recycling is only collected in the town catchment in the Wairoa District. As per the schedule arranged with the contracted recycling collector, all audit collections occurred between 8.30-10.30am on both days. Recycling contractors were pre-advised of streets to avoid between those hours and contacted once the audit collections were complete.

The sample included recycling from both urban (Wairoa North and South) and rural (Frasertown) households across five pre-selected streets in the town catchment area. Wairoa North, Wairoa South and Frasertown are the only areas in Wairoa which receive a domestic kerbside recycling service. A total of 292 residential homes were included in this audit. Additional addresses within the audit catchment area, which were not included in the audit totals, were commercial businesses, a school and vacant lots.

This was the first domestic kerbside recycling crate audit conducted by the Wairoa District Council. Conducted over two weekdays, Wednesday 1<sup>st</sup> November and Thursday 2<sup>nd</sup> November 2023, WDC Waste Minimisation Officer Sonya Drysdale and one WDC support staff member Jinnelle Paku collected domestic kerbside recycling from the following areas:

| Collection day  | Collection area                         | Total Serviceable Dwellings | Total Crates Presented |
|---|---|-----------------------------|------------------------|
| <b>Wednesday 1<sup>st</sup> November</b><br>Zone- Southern Wairoa Township  | Zone- Southern Wairoa Township          |                             |                        |
|   | Kopu Rd, between Grant St to Outram St  | 118                         | 41                     |
|   | Apatu St, between Grant St to Outram St | 75                          | 32                     |
| <b>Thursday 2<sup>nd</sup> November</b><br>Zone- North Clyde and Frasertown | Nth Clyde - Somerville St,              | 45                          | 12                     |
|   | Hunter-Brown St                         | 35                          | 15                     |
|   | Carroll St                              | 24                          | 9                      |

One staff member drove and recorded tallies from the vehicle while one staff member carried out kerbside separation and collection of all recycling (except glass) presented inside and next to kerbside crates.

Only recycling from residential properties was included in the samples. The composition and quantity of kerbside recycling from residential properties varies according to several factors, including the socio-economic status and number of residents, nature of housing stock, and the range of disposal and recycling services available. To obtain a representative sampling of Wairoa's domestic kerbside recycling, sample areas were specifically selected to provide a wide range of samples from across the catchment and community.



## COLLECTION PROCESS

All items presented for kerbside collection, **except glass**, was collected by the audit collection crew. This included recycling presented in non-regulation WDC containment.

Glass was visually measured, recorded and left in the kerbside crates for collection by the local commercial recycling contractor due to Health and Safety issues linked to the potential for injury caused by lifting heavy loads, handling broken glass and tipping glass from open crates. Glass tallies were either recorded by total amount of bottles/jars presented (if between 1-12) or by level of crate filled ( $\frac{1}{4}$ ,  $\frac{1}{2}$ ,  $\frac{3}{4}$ , of full). A crate of glass was weighed and used to estimate the total weight of glass presented.

Kerbside collector separated all glass and called individual household glass tallies to driver to record for each residence that presented recycling. Cardboard and paper were separated into a canvas bag in the vehicle and all items (excluding glass) was emptied into covered deck of ute. Large card was flattened and stacked in back deck.

Empty bins were overturned and bins containing glass remained up to indicate to contract recycling collector that service was required.

Glass was visually measured and left in kerbside crate for contractor to collect. Card/paper separated from plastics, metals and any additional contents and all transferred to WDC vehicle for transfer to audit site. NB – Crate shown in picture is the older style WDC 60L crate that is still serviced but not supplied. A Black 40L crate is the current option supplied to Wairoa residents.



Photo 1&2 - Kerbside Processing at Hunter-Brown Street, Nov 2



Photo 3 – Audit materials (Paper and Paperboard in a canvas bag) in the back seat.

## POTENTIAL SOURCES OF ERROR

Glass not weighed and not separated into colours – due to Health and Safety.

At properties with multiple units, there was no way to determine how many crates were put out by each individual flat/unit.

Plastics which were potentially recyclable but did not have visible classifications were not included in the plastic weigh-in. Instead, these items were included in the final 'unrecyclable category - waste to landfill' total (See photo 6) and 7).

The platform scales used has a 100g division.

### Staff training and OSH issues

All manual kerbside collection and procedures for weigh and sort activity was led by a WDC Waste Minimisation Officer Sonya Drysdale, who has previous kerbside collection training and waste audit experience. Requisite training on the requirements of the audit process and on occupational health and safety procedures was provided.

Prior to the audit, the WDC Health and Safety Compliance officer provided a Health and Safety Plan for the site and works, suitable PPE and First Aid/spill kit was supplied and a full H&S briefing was provided to staff involved before the audit started.

On both days, WDC audit assistant Jinnelle Paku drove the collection vehicle and Sonya undertook the manual collection from kerbside crates. Both staff processed and weighed collected contents. As sensitive documents and personal items are occasionally present in residential waste, the importance of confidentiality was emphasised to all team members.



Photo 4 – Standard audit PPE kit.

## SORT AND WEIGH PROCESS

300kg capacity platform scales used with 100g division used for audit. Tare for all containment used during weigh-in process were recorded and accurately recorded on tally sheet.

On each of the two days, all collected recycling was transferred to a specific audit site (uncovered concrete pad with adjoining garage). Cardboard and paper board was transferred into garage, processed into corrugated card, paperboard and paper.

Co-mingle items were pushed onto a trailer for processing into the appropriate categories, which included plastics (1,2 and 5), ferrous, non-ferrous and non-recyclable. Non-recyclables were sorted using the (other) primary classification groups.

On each day, all items in the sample unit were sorted, the individual categories were weighed out, recordings logged (including tare weights) and the material disposed of on the following day at the Wairoa Recycling Centre, Fraser Street.

All Day One content was removed from the audit site prior to the sort and weigh session on Day Two to prevent and potential re-handling of Day One audit contents. Waste to landfill from both days was separated and weighed together (total 3.2kg)



## RECYCLING SET-OUT INFORMATION

25/10/23 – Scope of Kopu Rd, Apatu St and McLean Street – 27 crates presented kerbside

26/10/23 – Scope of Somerville, Hunter-Brown and Carroll Streets – 35 crates. Kabul Street site check and overall planning of requirements for Nov 1-3 work

## PRE-AUDIT SCHEDULE

Set-up: 30-31: November 2023

Audit Sample (Collection days): 1-2 November 2023

Site pack down, data and reporting: 3 November 2023

| Mon<br>Oct 30   | Tues<br>Oct 31   | Wed<br>Nov 1  | Thurs<br>Nov 2   | Fri<br>Nov 3  |
|---|--|---|--|---|
| <b>Time TBC</b><br>Set up documentation<br>Review street maps<br>PREP<br>- Data collation sheets<br>- Labels<br>- Bins<br>- Boxes<br>- Crates<br>- Labels<br>- Fadges<br>- Camera/phone<br>- Pens<br>- Fadges/drums<br>-Trailer<br>- Canvas | <b>Time TBC</b><br>SET UP SITE -<br>- Equipment set up<br>- Labels up<br>- Photos of site<br>- Test all equipment<br>- Test recording process<br><br>(NB Sonya out of office for kaumatua day 10-30am-1pm) | <b>7-8am</b> – set up site<br>Audit/H&S briefing<br><b>8am – 10.30am</b> –<br>Collect recycling from Kopu Road, Apatu Street and McLean Street between Grant and Outram Streets<br><b>Photos on run, during sort and weigh.</b><br><br><b>10-3pm</b> complete sort and weigh.<br>Pack down. | <b>7-8am</b> – set up site<br><b>8am – 1030am</b> –<br>Collect recycling from Hunter-Brown and Somerville streets (Nth Clyde) and Carroll Street (Frasertown)<br><b>Photos on run, during sort and weigh.</b><br><br><b>11am – Transfer all</b><br>Day 1 material to Wairos Recycling Centre<br><b>10-3pm</b> complete sort and weigh. Pack down | <b>Time TBC – afternoon?</b><br>Complete any unfinished pieces.<br><br>Final photos<br><br>Pack down and clear site.<br><br>Complete data collation and notes for final report. |

## RESULTS

### Summary

The following sections outline the results of the audit of the Wairoa District domestic kerbside recycling collection.

Contents from a total of 108 crates, with a total weight of 451 / 143.9kg was collected over the two-day period. The total estimation of glass presented over two days was 303.9kg, 245.1kg on Day 1 and 58.9kg on Day 2. Of the total crates audited, 73 were collected from on Day 1 (4 x non-regulation) and 35 on Day 2 (2 x non-regulation).

| Collection day  | Collection area  | Total Serviceable Dwellings | Total Crates Presented | 1 crate presented | 2 crates presented | 3+ crates presented | Non - compliant crate |
|---|--|-----------------------------|------------------------|-------------------|--------------------|---------------------|-----------------------|
| <b>Wednesday<br/>01/11/23</b><br>Zone- Southern Wairoa Township     | Zone- Southern Wairoa Township Kopu Rd, between Grant St to Outram St  | 118                         | 41                     | 12                | 10                 | 3                   | 1                     |
|   | Zone- Southern Wairoa Township Apatu St, between Grant St to Outram St | 75                          | 32                     | 17                | 6                  | 1                   | 3                     |
| <b>Thursday<br/>02/11/23</b><br>Zone- North Clyde<br><br>Frasertown | Somerville St  | 45                          | 12                     | 8                 | 2                  | -                   | -                     |
|   | Hunter-Brown St  | 35                          | 15                     | 7                 | 2                  | 1                   | 2                     |
|   | Carroll St   | 24                          | 9                      | 5                 | 1                  | 1                   | -                     |

| PRIMARY CLASSIFICATION                            | WEIGHT (Kg) |
|---|-------------|
| Paper   | 69.7        |
| Plastic   | 48.6        |
| Ferrous Metals                                    | 11          |
| Non Ferrous Metals                                | 14.6        |
| Glass* (Estimation)                               | 303.9       |
| Waste to landfill (non-recyclable contents)       | 3.2         |
| <b>Total weight</b>                               | <b>451</b>  |
| Crates sampled                                    | <b>109</b>  |
| Average weight (includes estimated glass)         | <b>4.14</b> |
| Approx. Highest weight (includes estimated glass) | <b>30</b>   |
| Approx. Lowest weight (includes estimated glass)  | <b>1</b>    |

\*Average full crate of glass approx. 38 standard beer bottles, 9.4kg (200gm per std bottle)

## AUDIT PHOTO LOG 1 – RECYCLING SET-OUT

**Photo 5 – Apatu St, Nov 1 –**

Example of use of non-regulation containment to present recycling. Common for small amounts of glass to be presented with co-mingle (refer bottom right corner of WDC crate). Also common for Tetrapak liquid containment to be presented with card/paper board (refer top right of white bin)

**Photo 6 – Apatu St, Nov 1– 2 x**

regulation WDC crates containing stripped wallpaper. Most of the additional contents were clean and recyclable, however, the wallpaper, puts the crate at risk of being rejected by the collection contractor. These crates highlight the need for more robust education on what types of paper and card are accepted for recycling.

**Photo 7 – Approx 50% separate glass by colour****Photo 8 - mixed bin including glass (from Kopu Rd)**





Photo 9 – Nov 2 - Separation of product



Photo 10 - Nov 2 - kerbside - 4 crates, 1 house



Photo 11 – Illegible plastic code. Not included in weigh-in. Photo 12 – Mixed plastics/no visible plastic classification





## AUDIT PHOTO LOG 2 - AGGREGATED MATERIALS



Nov 1 - Plastics and metals - Kopu Road and Apatu St from Grant St to Grey St

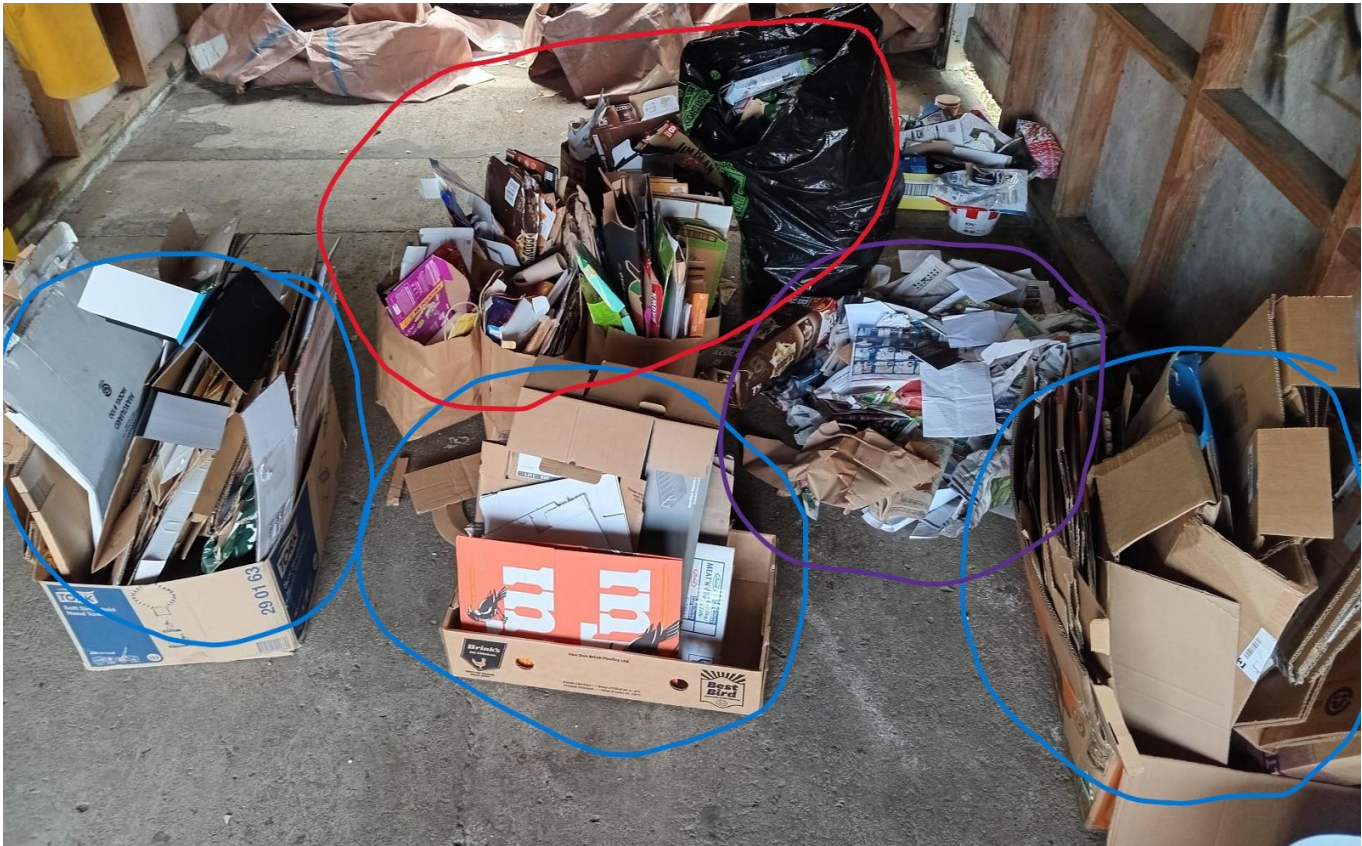


Nov 1 - Kerbside Corrugated Card weigh in



Nov 2 - Processing recycling categories for weighing





Nov 1 - Paper - Blue corrugated card, purple paper, red paper board



Nov 1 - Total Cardboard & paper from Kpou Rd & Apatu St    Nov 2 – Tally sheet

| Waste Collection – Primary Classifications               |          |   |      |   |       |      |                |                    |              |                       |
|--|----------|---|------|---|-------|------|----------------|--------------------|--------------|-----------------------|
| Waste Collection: Kerbside or Landfill                   |          |   |      | Auditors: <u>Sommerville</u> <u>Hunterbrowm</u> <u>Carroll (Frasertown)</u> |       |      |                |                    |              |                       |
| Collection Sites: <u>McLean</u> <u>Apatu</u> <u>Kpou</u> |          |   |      | Date/s of Audit: <u>A</u>   |       |      |                |                    |              |                       |
| Date/s of Collection:                                    |          |   |      | Date/s of Audit: <u>A</u>   |       |      |                |                    |              |                       |
| Units:   | Plastics |   |      | Paper   |       |      | Ferrous metals | Non-ferrous metals | Other metals | Potentially hazardous |
|  | 1        | 2 | 5    | Others  | Paper | Card |                |                    |              |                       |
| Tare:  |          |   |      |   |       |      |                |                    |              |                       |
| A  | 2.5      |   |      |   |       |      |                | 2.4                |              |                       |
|  | 2.4      |   |      |   |       |      |                | 2.8                |              |                       |
|  | 2.5      |   |      |   |       |      |                |                    |              |                       |
| B  |          |   |      |   |       |      | 3.00           |                    |              |                       |
| C  | 2.5      |   |      |   |       |      |                |                    |              |                       |
|  | 2.2      |   |      |   |       |      |                |                    |              |                       |
| G  | 2.4      |   |      |   |       |      |                | 2.2                |              |                       |
|  | 2.3      |   |      |   |       |      |                |                    |              |                       |
| B  |          |   |      |   |       |      | 2.9            |                    |              |                       |
|  |          |   |      |   |       |      | 3.10           |                    |              |                       |
| G  | 1.7      |   |      |   |       |      |                |                    |              |                       |
|  | 2.3      |   |      |   |       |      |                |                    |              |                       |
|  | 1.6      |   |      |   |       |      |                |                    |              |                       |
| W  |          |   | 1.10 |   |       |      |                |                    |              |                       |
| F  |          |   | 4.4  |   |       |      |                |                    |              |                       |
| TOTAL  |          |   |      |   |       |      |                |                    |              |                       |

NOTES: Eggs Frag: 1.6 (F)



milk bott: G: 1.90 Anchor

\*Collection occurred Kpou Road, Apatu Street and McLean Street between Outram and Grant Street



AUDIT PHOTO LOG 3 - CONTAMINATION

The following photos depict categorised items taken from the audit sample that could not be recycled. Refer to captions for reason

|   |  |
|---|--|
|    |    |
| Whole Cardboard boxes with product inside   | Plastic Number 1 with liquid content   |
|  |  |
| Assorted soft plastics  | Paperboard -food and drink. Some labelled 'compostable'.                             |

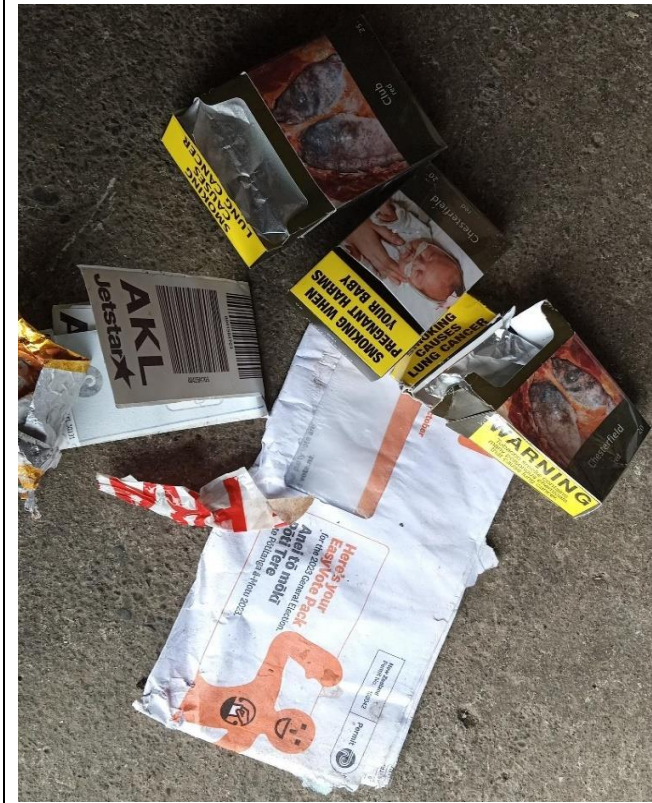




Paperboard (liquid) - Tetrapak products, straws, lids



Number 6 plastics



Mixed material – non-recyclable in presented form



Local takeaway box, collected whole and closed with non-recyclables inside





Local pizza shop boxes, contaminated (Auditor recycled lids)



Contaminated recyclable food and drink contamination



Ferrous (contaminated - milk powder, plastics, lids on)



Contaminated 5 plastic, collected with lids on





Cardboard with plastic lining



Assorted non-recyclable items



Assorted non-recyclable paper (dirty napkins, stripped wallpaper, mixed media art)



Assorted 4, 6 and 7 plastics





Glass jars with lid on (clean and dirty found)



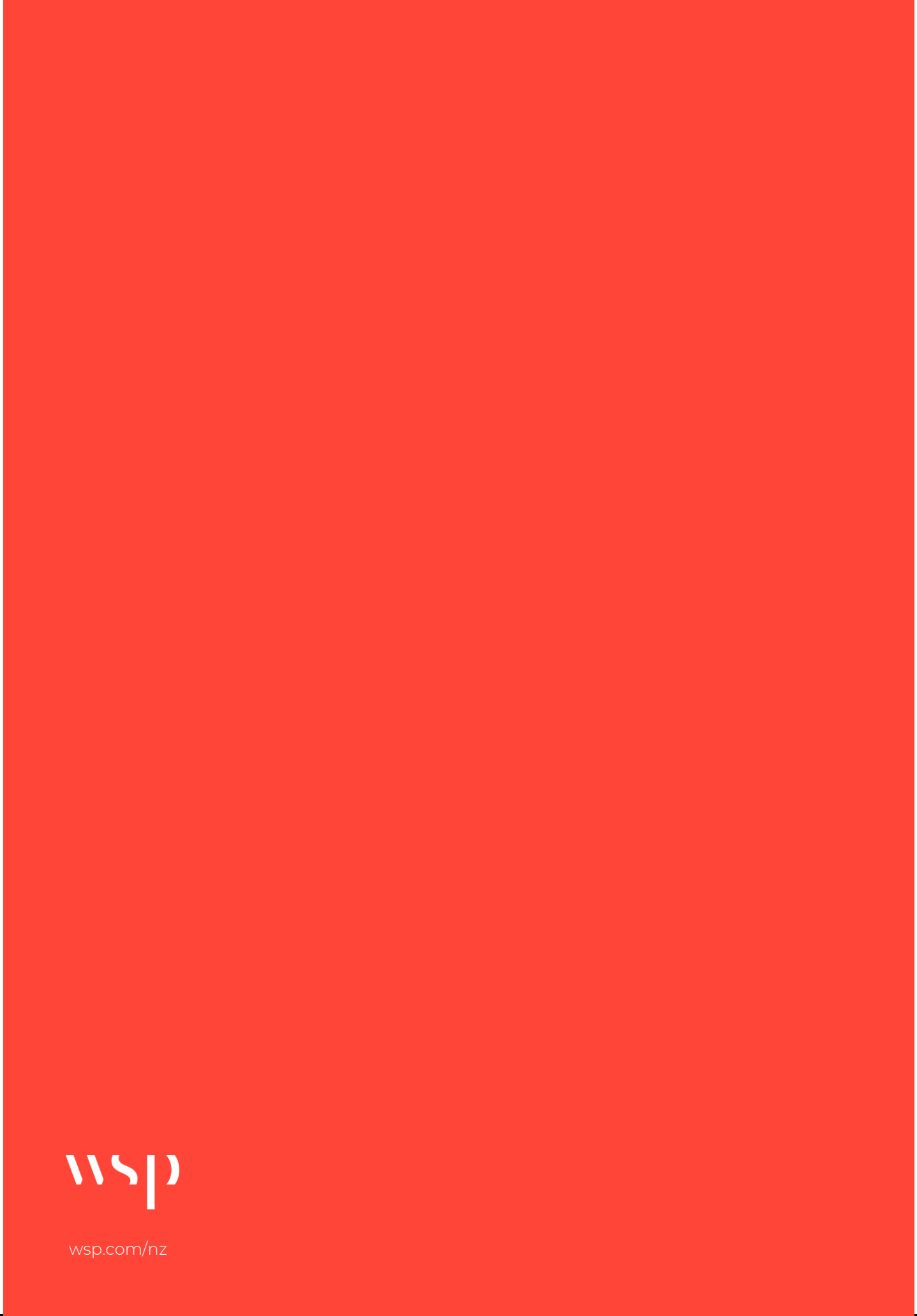
Clean aluminium foil – Currently accepted, being phased out 2024



Mixed & uncategorised plastics



Aerosol can



wsp  
wsp.com/nz

# WDC SOLID WASTE REVIEW

Cultural Impact Assessment

October 2022

## Te Kaupapa

An analysis of three options presented by WSP for Wairoa District Council on  
Waste Landfill Management through a Kaupapa Māori Cultural Assessment  
Framework Te Mana o Ahi Kā

Benita Tahuri  
Independent Commissioner

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## He Waiata Hei Whakapuaki

Taha Wairua  
Taha Hinengaro  
Taha Tinana  
Taha Whatumanawa  
Mana Atua  
Mana Tangata  
Mana Whenua  
Mana Aotūroa e  
Whaia te matauranga e  
Ngā taonga a ō tātau tipuna  
Whaia te matauranga e  
Hei orange mo te mokopuna e

This waiata was composed by Wi Wharehinga in 1991 for his Te Kōhanga Whakapakari Assessment Submission. It represents holistically all that is unique and of significance in Te Ao Māori.

This waiata opens the door to a cultural Māori understanding and was the inspiration for the creation of the authors Te Mana o Ahi Kā Cultural Assessment Framework.



## He Kupu Whakataki / Introduction

Wairoa District Council (WDC) recently commissioned a general review of the solid waste services that WDC provide to the district's ratepayers.

The Review of Solid Waste Services (2022) provided three options with a preferred two options as recommended to WDC to progress the work and inform the decisions needed to be made regarding waste management for Wairoa.

From that report also came the following recommendation.

(iv) WDC should carry out a cultural impact assessment of the options presented, particularly options 2 and 3, which require extension of the existing Wairoa Landfill, to both inform iwi of the issues and options and understand the implications of each option from a Te Ao Māori worldview.

This Cultural Impact report is presented to offer an understanding of a Te Ao Māori worldview through Te Mana o Ahi Kā Cultural Impact Assessment Framework. The Mana o Ahi Kā Cultural Impact Assessment Framework can be utilised across various settings as a cultural audit when considering the impact of proposed work, projects, builds or development as a way to better understanding how and what are the best options, recommendations, mitigations and what can be done to respect, uphold and maintain enduring equitable relationships as of right.

This report provides the cultural audit, cultural impact of all three options but does not cover 'inform iwi of the issues' as stated in the WSP recommendation above. This report has been provided by an independent consultant commissioned by WDC.

The report leans into the significant traditional and cultural understandings as provided in the body of work completed by How, Nigel (2017), Tangata Whenua Worldviews for Waste Water Management in Wairoa. How's report completed an extensive and indepth report and provides a foundation on which this work can be extended for specific areas of cultural impact assessments, in this case the options provided to manage Solid Waste Services for Wairoa.

As a part of the recommendations this report will also provide some options on the process that could be undertaken with Iwi and Mana Whenua as the project moves to the next phases of Iwi engagement and resource consenting for the preferred option.

## Ko Te Kaupapa / Purpose

The purpose of this report is to provide a cultural audit report of the impacts on the solid waste service, particularly but not limited to the three options as detailed in the review conducted by WSP. This report is framed in a Kaupapa Māori research methodology. Kaupapa Māori research is a way of conducting research that is based on Māori cultural practices and principles (Powick, 2002).

## Ko Ngā Whakaritenga /Methodology

As an approach to research practice, kaupapa Māori focuses on the self determination of indigenous peoples in research processes Smith, G.H., (2003), and Smith, L, (1999).

The methodology used in this report is a way to transmit Māori cultural values and beliefs, and will utilise various whakatauki to carry the meaning and understanding from a Māori worldview and is complementary to the work carried out by How, (2017).

For Māori, knowledge comes from the utilisation of Māori cultural values and beliefs and including Māori knowledge within the Māori research process is paramount. The re- imagination Mila- Schaaf & Hudson, (2009) of indigenous epistemology as a central operating system within science is paramount.

Whakatauki are utilised within Te Mana o Ahi Kā Cultural Impact Assessment Framework to carry the messages through a Māori world view. Whakatauki are a window from which to see, hear and articulate Māori understandings of the world from the ancient past.

It is purposeful and pertinent that the local proverb, He whā tāwhara ki uta, he kiko tāmure ki tai. Inland is the *tāwhara* fruit, in the sea, the flesh of the snapper that comes from the land which the Wairoa Landfill now occupies, leads the report. There is no more powerful place to start than from an oral text born out the very land we are completing this cultural impact assessment for, the land where our ancestors occupied, lived, prayed, played, and cooked the abundance of food that was also once prevalent.

***He whā tāwhara ki uta, he kiko tāmure ki tai.***  
**Inland is the *tāwhara* fruit, in the sea, the flesh of the snapper <sup>1</sup>**

This whakatauki translates to mean sweet food for man is everywhere, in land and water, by exertion. The *tāwhara* is the large sweet sugary flower bract of the kiekie (*Freycinetia banksii*), generally found plentifully in the kahikatea (white pine) forests, and formerly eaten abundantly. The *tāmure* is the snapper (*Pagrus unicolor*), a common fish on all the coasts, that was eaten abundantly.

This is a traditional local expression that describes the plentiful and abundant food source for the Wairoa area, provided by Te Rauā the forest that historically covered the land in and around the area where the current landfill is situated.

Howe, N. & Spedding, M. (2021) also shares, “The land around the mouth of the Wairoa River was heavily populated due to the abundance of resources. The forest Te Rauwa, consisting primarily of kahikatea and matai trees, contained abundant food sources including birds, kiore, *tāwhara*, pikopiko, kawakawa, tarata and aruhe. The productive lands were ideal for growing kumara, taro, *tārewa-a-runga* and *tārewa-a-raro*. Te Wairoa Mātangi Rau and the lagoons Mana and Te Manga provided tuna, kahawai,

<sup>1</sup> Transactions and Proceedings of the Royal Society of New Zealand (1868-1961), Vol 12 – 187, Art VII, page 117, <https://paperspast.natlib.govt.nz/periodicals/transactions-and-proceedings-of-the-royal-society-of-new-zealand>

kanae, inanga, pātiki, kākahi, whētiko, pipi and firewood. From Te Whanganui ā Ruawhāro foods such as tāmure, hapuku, mako, tuangi, koura, and pāra were sourced”

This whakatauki opens this cultural impact assessment to lay the foundation of understanding of the area, to provide a cultural platform from which to articulate and unpack the enduring and accumulative impacts that have occurred over time to this once lush and plentiful area.

From a cultural starting point it would be amiss to consider only the options provided from its current state without setting the cultural frame of enduring time. This cultural impact assessment provides an opportunity to acknowledge and connect the past to the present and allows the visioning of a new future.

This whakatauki also sets the expectation that whatever options are chosen at this time in history that the only outcome acceptable from a cultural standpoint would be to return to its original state or include options in the future visioning that aspires to similar.

How will the framework be used to make the assessment?

Each of the Options as described in the proposal will be assessed using a simple traffic light system under each of the five themes of Mana Motuhake, Mana Atua, Mana Tangata, Mana Whenua, Mana Aotūroa. A table will be provided for a quick and easy visual analysis.

In relation specifically to waste management, traditional waste was organic and biodegradable. From a cultural standpoint this would also set the traditional benchmark for any waste management in our area from a Te Ao Māori standpoint. To restate, Māori is an organic culture, all rubbish and waste rots and returns to the earth. This clearly states Te Ao Māori standpoint and positioning. Everything created was part of the natural environment and is a part of the ethos of Te Ao Māori.

There are no traditional ways to deal with non-traditional waste. The intent from a cultural perspective would be to consider the waste streams separately. That which is not bio-degradable will need to be dealt with through other non-traditional methods that have minimal impact to the natural long standing environment.

What does this mean for this Cultural Assessment?

For solid waste we will consider two streams of waste;

- the biodegradable waste and,
- the non-biodegradable waste

Consideration is to remove non-biodegradable waste or to research and think about waste in different and innovative way.

Regarding solid waste management this sets the benchmark, the expectation, and the future visioning of all solid waste in our region from a cultural perspective. Examples of the traditional tips prior to colonisation were the middens, traditional waste disposal sites that are now protected as archaeological sites.

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Middens are prehistoric rubbish or garbage heaps and one of the most useful deposits for archaeologists and potential research into new ways of taking care of waste in a new world. Nearly everything a group of people use in their daily lives eventually will be lost or discarded, and most of what is thrown away ends up in a midden. These archaeological deposits can contain everything from broken tools to used-up artifacts, shells, plant materials, bones, charcoal and ash from fires, and even human remains.

The Heritage New Zealand Act 2014 defines a midden as an 'archaeological site' as a place associated with pre-1900 human activity where there may be evidence relating to the history of Aotearoa/New Zealand. It is unlawful to modify or damage an archaeological site and tangata whenua must be consulted where such sites are culturally significant to Māori.

Internationally middens This call for autonomy, forever the to

This cultural impact assessment draws from

- The values and beliefs through a Te Ao Māori view expressed through Te Mana o Ahi Kā Cultural Impact Assessment Framework create by the author Benita Tahuri
- Research on Māori cultural values
- The report prepared for WDC by How, N (2017), which provides a solid foundation for cultural ways of knowing and being for the Wairoa district
- The writers' breadth and depth of experience and qualifications, and research in teaching, education tikanga, and culture and vast experience in education

### Ko Te Korahi / Scope

This report provides the cultural impact assessment of the options provided in review by WSP. This report is written to provide WDC a cultural impact assessment to help inform their decision-making process and is not to be interpreted as the views, of Mana Whenua, hapū or iwi of Te Wairoa.

This report does not fulfil the requirement 'to both inform iwi of the issues and options' stated in the recommendation as this is the role of WDC to do this. This report provides an assessment of the implications of each option from a Te Ao Māori understanding.

It is critical that honourable, respectful, and ongoing engagement happens to allow further investigation of the impacts that will be outlined here and any others that may be missed.

The writer has provided Te Mana o Ahi Kā Cultural Impact Assessment Framework which has been used and may be utilised for other cultural impacts and assessments to be considered.

As a final note, potential impacts discussed in this report cannot be considered in isolation using a cultural Te Ao Māori construct but need to consider the impacts through time, connecting the past, present and a re-imaging of the future state. The impacts have been a result of enduring and ongoing impacts over time since the local area was settled.

## Ko Te Kairangahau Me Ngā Kaitautoko / Production of Report

The author, and writer of the report is Benita Tahuri, who was born and brought up in Wairoa and attended all her schooling locally. Benita has been actively involved in Māori education since she set up a Te Kohanga Reo locally in 1990 and then also was involved in the setting up of Te Kura Kaupapa Māori Ngāti Kahungunu o Te Wairoa. She then moved to Wellington and gained qualifications, Master of Education, PG Dip Teach Secondary, PG Dip Teach Māori, HC TESOL and others and spent her career in the educational sector, a teacher, facilitator, professional development trainer, manager and for most of the past decade in HR and OD (Organisational Development). She moved back to Wairoa in 2019 after 20 years away and is currently a Trustee of her Marae, Rangiāhua.

Education and learning are her passion, and she continues to deliver educational opportunities through her business and for the community. Benita is an Independent Commissioner who successfully completed the Making Good Decision course 2022, and a Strategy and Business Consultant focusing on the incorporation of Māori values and kaupapa models and training for Senior Leadership teams and organisations.

## A Cultural Values Framework to Understand Cultural Impacts

### Te Mana o Ahi Kā

Upon research and review of multiple cultural impact assessments to guide and provide an appropriate framework for this work, it was noted that the majority identified core hapū, iwi values in relation only in relation to the specifics of the consenting that was required, or the proposed activity. There were none that started from a holistic Te Ao Māori framework that could be utilised for any activity that needed a cultural impact assessment. With Te Mana o Ahi Kā we can define and refine all potential cultural areas to consider. This will provide a solid starting point as a foundation to initiate discussion, thinking and articulation of possible cultural impacts.

Te Mana o Ahi Kā was developed by the author as a tool to understand, articulate, and assess the cultural impacts for activity that happens in unique places and spaces that are of significance to Māori. Te Mana o Ahi Kā framework will be used to assess cultural impacts on the three options provided by WDC through a Te Ao Māori worldview on Solid Waste options. This framework can be modified to represent the unique values and beliefs of other hapū and iwi. In this report it is utilised for Te Rohe o Te Wairoa.

Mana is the deepest connection to the land, through whakapapa (genealogy), you can identify who are mana whenua (people of the land), by their whakapapa connection to that land. They are the ones who are born from the land. It is the power of this knowing and understanding that is the connection to the past, the present and the future. It is a framework that gives due recognition to mana whenua. This framework extends on this by the introduction of and the understanding of Ahi Kā.

Aki Kā in this framework means the people, the mana whenua (people who whakapapa to the land), who also keep the home fires burning, the ones who are here living in Wairoa who remain constant. They are the ones who are here when our relatives who live away come home to visit, come home to farewell loved ones, they are the familiar faces of the home people and the home connection, they are the ones who manaaki (look after) the loved ones, many who only come home after passing, to lay on the

māhau (veranda) of their wharehenui (ancestral houses) to be cared for by ahi kā before being farewelled from this world.

Ahi Kā is a reference that speaks to the people that live at home on the lands of their ancestors and take care of, and responsibility for traditional values for the land, the waters, and the people, business, relationships upholding tradition and the mana of the home people in their role as kaitiaki and people of the land.

Taiapa, K (2021) states that ahi kaa refers to both home fires and those who keep them alive. Literally, “ahi” means “fire” and “kaa” means “to burn”, and ahi kaa keep places warm through human presence. Burning fires provides literal and symbolic warmth but the responsibilities and obligations that comes with it often requires lifelong, commitment, effort, and dedication to uphold the values of the ancestors in an ever-changing world.

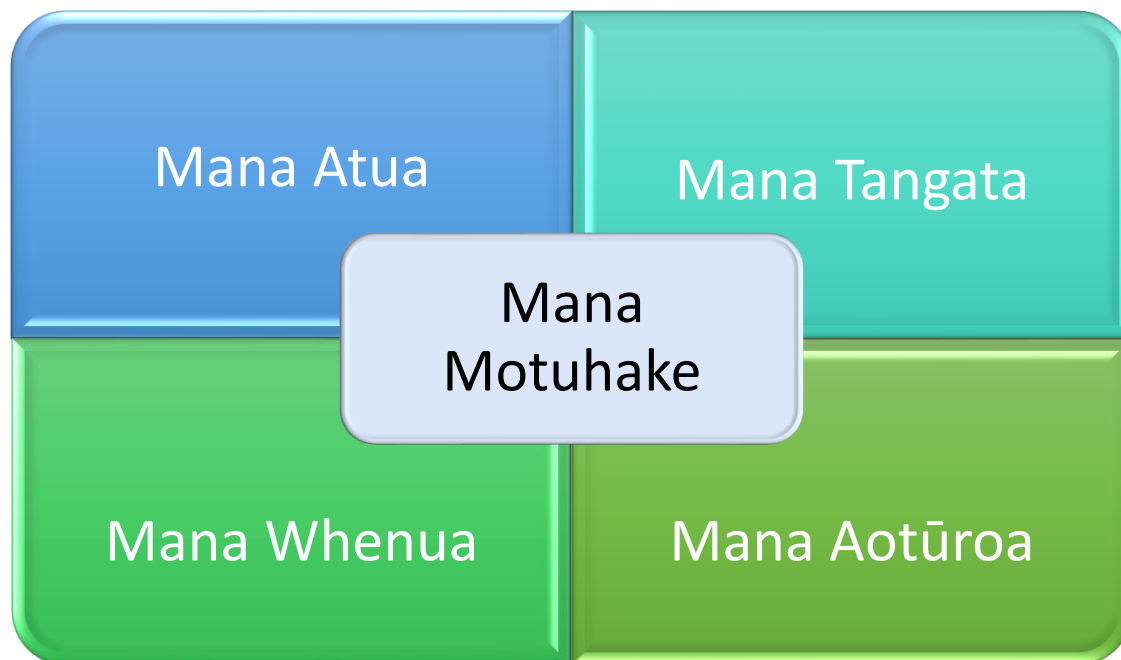
Ahi kā can also refer to the taking of whenua (land rights) through visible occupation and use of land or exercising rights and authority over land. Ahi kā is one of the traditional means to establish mana whenua (authority over the land).

In this framework it is mana of the ahi kā, the mana whenua who keep the home fires burning, who occupy the local lands who are the voices that need to be heard in this Te Ao Māori Cultural Assessment Framework. Reference to this is made because not all mana whenua assert their presence as ahi kā. This point is notable when establishing links with and attempting to engage with mana whenua.

The landscape for Māori and ahi kā is constantly changing, diverse and challenges societal expectations of what is right according to Eurocentric laws, and legislation that does not reflect the same cultural values. This clashing of the world views remains a constant challenge as our nation continues to navigate life post settlement for many hapū and iwi. As well as this, the Māori organisations and constructs that were once the fabric in our society that served Māori communities in the past are fast becoming defunct as Māori too realign, reset, and re-organise as ahi kā.

One thing that remains constant are the values that underpin the very fabric of Te Ao Māori knowing and being. That is known as Mātauranga Māori (Māori ways of knowing and being) is set to finally be acknowledged as a way forward that leads us into the new era of equitable partnership.

There is a unique correlation that can be made here specially to this cultural impact assessment and the WDC proposal. From a Te Ao Māori worldview rubbish & waste was carefully managed to protect the whenua, by mana whenua, therefore this framework looks at the kaupapa through the eyes of the ahi ka as it is ahi kā, and mana whenua that are most impacted on by the proposal.



### Mana Motuhake

Central to Te Mana o Ahi Kā Cultural framework is Mana Motuhake. Mana Motuhake in this context is the ability of mana whenua to self-determination, independence, sovereignty, and authority to make decisions in the pursuit of complete health and wellness for the people, the land, the waterways, and the environment from a Māori way of being and doing.

Mana Motuhake is to have the ability to determine one's own destiny. Māori and Mātauranga Māori practice and understanding are contributing to the nurturing and care of the planet. This contribution has in the past been dismissed, overlooked, undervalued, and drowned out since the onslaught of Western Culture and ideals.

This is the way Mana Motuhake is assessed against the framework

- The process honours a general partnership of equity
- The right to be kept up to date and informed of changes, monitoring of risks that could potentially damage or continue to degrade those things that are significant to Māori
- The processes are inclusive of dual knowledge systems and inclusive of Mātauranga Māori
- Mana Whenua is involved in the process from the beginning
- Mana whenua are or are not involved in the decision-making process
- Mātauranga Māori is valued and weighted the same as current decision-making process



## Mana Atua

### **He Atua He Tangata We are both divine and human**

#### *Wairuatanga*

The essence of Wairuatanga is distinctive to Māori spirituality; it is the holistic wellbeing of an individual and the spiritual synergy of the collective with which an individual identifies. Roberts et al. (1995) says, Māori spirituality is and includes all things, including Māori themselves, originating from Rangi and Papatūānuku. The connection between the spirituality and physical world is mauri.

#### *Wāhi Tapu*

Wāhi tapū refers to land that has special spiritual, cultural and historical significance to the tangata whenua of the area. These areas are often sacred remains from pre-European days, and can include, pā sites, urupā, cultivation areas, nohonga (seasonal occupation site, swamps, buildings, areas or trees that were used to bury pito, or placenta and also buildings. These areas are recognised the rich history of the area and the high esteem in which they are regarded.

There are often times that these areas are now in private land oversight, and times when these special and unique areas are still being discovered. Some of these sites have already been built on. In some cases these sites have been desecrated by landowners over the years due to ignorance about the area or a lack of cultural understanding and awareness to provide the appropriate care to these areas.

For Māori this makes it even more important for these wāhi tapū are to be protected. There is still much to do in order for these culturally significant areas to be truly valued for the next generations. Through relationships and values that come inherently with Māori cultural contexts and values, there is opportunity to strengthen understanding moving forward and make changes.

#### *Whakamā*

Whakamā is a connected with maintaining the mana of the individual, hapū and/or iwi through interactions and behavior. It is a psychosocial construct which does not have any exact equivalent in English although, shame, self-abasement, excessive modesty are some words that are similar in expression. It is not guilt for something you did but humiliation for who you are. It is a deep hit to the core of your being. You are inferior, disgraced, disadvantaged: and you know it. It is an acute memory.

This is the way in which Mana Atua is assessed against the framework

Wairuatanga is assessed against the framework

- Mātauranga Māori, Māori ways of acknowledging and practicing cultural spiritual practice are a part of the implementation or changes that may be made (as informed by Mana whenua)



- The ease or otherwise of access to places of significance as needed for spiritual practice, acknowledgement and/or ceremony

Wāhi Tapu is assessed against the framework

- The effort made including commitment in cost to seek out information about the area of the proposal to identify wāhi tapu, sites are on spiritual or cultural or historical sites – no effort, minimal effort, significant effort
- The way in which wāhi tapu are protected, cared for, and restored once identified in collaboration with Mana whenua meets the requirements of *Mana Motuhake* in this framework
- A plan is made in partnership with Mana Whenua to protect and restore when needed of the wāhi tapu

Whakamā is assessed against the framework

- the mana of the hapū is significantly diminished, and/or brought into disrepute, diminished, not impacted, improved by the proposed activity

## Mana Tangata

**Manaaki whenua, Manaaki tangata, Haere whakamua**  
*Care for the land, care for the people, Go forward*

### Whanaungatanga

As in the whakatauki, caring for the land and the people is central to Māori cultural values. This ideal is inherent in the traditional practices and often difficult to articulate as these values, and beliefs are interwoven and work complimentary to each other. One thing we do know is that there is a network of relationships that form the foundation of the Māori worldview and understanding. At the essence of that is to establish and nurture all relationships.

Establishing relationships of trust, mutual respect and continued recognition is at the forefront in Te Ao Māori. To understand a Māori worldview is to understand the inter-relationships between Māori and their tūrangawaewae, whenua or traditional lands. Ani Mikaere (2015) describes the Māori worldview as being “our thoery of everything”. The lens through which we live life, make decisions, functions as whānau and interact with the hapū, iwi and wider communities that are a part of our lives.

Relationships one has with their whānau, their hapū and iwi is paramount in Te Ao Māori, as also described for their relationships with the land. Whānau, and hapū relationships were at the heart of a healthy functioning society and one would not deliberately set out to knowingly cause hurt, harm or offense to another hapū or iwi. Manaakitanga a value defined also in how we enrich our relationships through the practice of manaaki.

Relationships for Māori today are just as important as the relationships of the past with people, places, the environment, everything, including inter hapū, and inter iwi. One of the most challenging is the relationship Māori have is with local government bodies, regional and central government agencies. These relationships are necessary as Māori navigate their inherent responsibility and obligation as described in the definitions in this Cultural Assessment Framework.

Past relationships and communication with agencies, and government representatives have too often lacked trust with many promises broken. They have been done in a way that has been more like a tick box exercise or dishonest with ulterior motives and agenda which has meant that what is important to Māori has not been looked after, honoured or protected. In reality this is the starting point. In order for relationships of trust to be established, nurtured and respected, there needs to be a starting point that is open, transparent and without negative intent.

### *Inter-hapū relationships*

Tribal relationships and hapū relationships also fall into Kaitiakitanga. Hapū do not intentionally cause harm or damage to other hapū or iwi. To do this would be an intentional attack to which there would be as severe repercussions. There are repercussions such as *whakamā* to those individuals or grouping, hapū, whānau that cause the harm. This *whakamā* can remain for generations, or until the harm was revenged. The impact of *whakamā* can initially be unseen but has been known to cause significant impact to individuals, but of the whole whānau, hapū and iwi.

Utu revenge, vengeance, retaliation, payback, retribution, cost, reciprocity - an important concept concerned with the maintenance of balance and harmony in relationships between individuals and groups and order within Māori society. Whether through gift exchange or because of hostilities between groups. It is closely linked to mana and includes reciprocation of kind deeds as well as revenge. While actions required a response, it was not necessary to apply utu immediately. The general principles that underlie utu are the obligations that exist between individuals and groups. If social relations are disturbed, utu is a means of restoring balance. Gift exchange, a major component of utu is created reciprocal obligations on the parties involved and established permanent and personal relationships. Traditionally utu between individuals and groups tended to escalate.

*Rangatiratanga* is important, and it starts with our own responsibility to do what is tika (right) and pono (act according to the values and belief system). This call for autonomy and the right to self determination and to determine one's own destiny, to define what that destiny will be, and to design and pursue means of attaining that destiny (Bishop, 1996, Dury, 1995 L T Smith, 1999).

This call for self determination rings even louder as we move into the post settlement era. The days of consultation are now over and there are expectations from mana whenua, hapū and iwi Māori and legislation that makes it necessary to commit to authentic relationships and engagement with Māori. At a local level, with mana whenua and hapū. This engagement needs to be open, transparent, and forthcoming. These newly forged relationships will be what sits at the heart of long term and enduring

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relationship moving into the future. Away from the short term tick box exercises with regard to consulting Māori and then not returning until the next consultation round is required or Māori support is needed.

This is the way in which Mana Tangata – is assessed against the framework

Whanaungatanga, Rangatiratanga is assessed against the framework

- The effort and commitment made to establish, develop, and nurture long term relationships with Mana Whenua, local Māori entities, Iwi Authorities, PSGE's and hapū or whānau bodies.
- The process and timeliness to inform of any proposed changes, engage and expect participation from Māori are generous, adequate, unreasonable
- The timeframes for Māori to respond and engage are generous, adequate, unreasonable

## Mana Whenua

*Te toto o te tangata he kai, te oranga o te tangata, he whenua, he oneone*  
*While food provides the blood in our veins, our health is drawn from the land and soils*

The whakatauki used here confirms the importance of the health of the land and soil, linking it directly to the health and wellbeing of the people. To understand the importance of the land to Māori is expressed in the sentiment of this whakatauki. Too often the Western paradigms align and articulate health and wellbeing from a physical and Western science understanding which is limited in its capacity to understand the unique connection Māori have with the land. Along with this also is the importance of being Kaitiaki.

Durie (1998) defines **Kaitiakitanga** as the burden incumbent on tangata whenua to be guardians of a resource or taonga for future generations. This also means taking responsibility in the wider collective health and wellbeing of Papatūānuku Mother Earth and is intrinsically connected to the health and wellbeing of the people. Kaitiakitanga is the ethics and practice of protection and conservation of the natural environment and the resources from which the people depend. Kaitiakitanga today expresses traditional ideas at a time when there is cultural protection and restoration required for future generations

**Kaitiakitanga** is an individual responsibility, and a responsibility for the collective wellbeing. The collective responsibility for the nurturing, care, respect, and protection of Papatūānuku. Personal accountability is just as important to collective and ways and means to be personally accountable as a part of a collective, what you do as an individual also creates impact both on you as the individual, and on the collective to

which you belong. Kaitiakitanga is the action of the Kaitiaki, the guardian, and includes the responsibility to maintain resources for future generations holistic well-being.

### *Mahinga Kai*

At the heart of mahinga kai is manaaki, or the practice of manaakitanga, looking after people. Manaakitanga is one of the ways that Māori maintain and uphold the mana of the iwi, hapū, and whānau. Manaakitanga and the ability to practice manaaki through the gathering of kai, the responsibility to look after the places and resources to practice manaaki is as important today as it was in the past. It also includes the customs and practices associated with food and resource gathering, the associated tikanga, whakapapa and knowledge. This is an integral part of mātauranga māori and a practice passed on through the generations by taonga. Mahinga kai ensures the ongoing transference of that knowledge.

Looking after, maintaining, and restoring traditional practices

### *Wai*

In Māori tradition, wai is directly or indirectly considered the source or foundation of all life. Wai is a precious taonga, and wai also holds mauri – a spiritual life force. It is imperative that water is protected, looked after for now and for future generations. This is an intrinsic expectation of Māori as Kaitiaki.

Wai comes from Papatūānuku and Ranginui, wai is linked to cultural identity, and provides life and food source. Māori come from the wai and fundamentally are of the wai.

Te Awa Tupua (Whanganui River claims Settlement) recognises Whanganui as a legal personality. Through the words 'E rere kau mai te awa nui mai te Kāhui Maunga ki Tangaroa, ko au te awa, ko te awa ko au.' The river flows from the mountain to the sea, I am the river, the river is me. The river gives to you, and you give to the river by keeping it healthy you see and hear the fundamental understanding and importance of wai reflected.

Huata, H et al (2021) note that Ngāti Kahungunu ki te Wairoa belong to the atua and are kaitiaki of the waters. The teaching, practice and implementation is strict and intentional and underpins the following kawa, tikanga Māori, mātauranga Māori, the Gods of the Water, the Guardians of the Water, highest quality water, highest quality water flow.

Wairoa, Wainui, Waiora, Waiaroha, Waiahuru.

### *Marae, Hapū, Iwi*

Marae have long been an integral part of Māori society. It is where families that affiliate to the marae through whakapapa (genealogy) gather to celebrate, wānanga (learn) and to mourn their loved ones. The notion of a nuclear family was non-existent, and the Māori lifestyle meant more a communal living environment.

The word, Ngāti means descendant of and so the tribal group of Ngāti Kahungunu means the descendants of Kahungunu. There is much we could share in this definition of

a marae, however the point here within this context is to know the marae, is to know the people or the marae and its associated hapū.

Through these gatherings many oral traditions were passed on through the generations, including those told through pakiwaitara and pūrākau.

**Pakiwaitara & Pūrākau** the re-telling of stories has traditionally been a rich source of information and a method used to share the history, knowledge and ways that articulate the understanding of a Māori world view. To understand a people and their culture is to understand the way in which knowledge is transmitted and passed from one generation to the next. Pakiwaitara and pūrākau are ways of doing just this.

Edmond Thomas, Carrucan, (2021) shares the following definitions: Pakiwaitara carefully preserve historical iwi and hapū events including whakapapa, Lee-Morgan offering, there are two views of what is encompassed within pakiwaitara. Some claim that pakiwaitara are everyday in nature, meaning they are less esoteric than pūrākau, and others claim pakiwaitara are equal with, or another term for pūrākau. To this Cultural impact assessment framework, the following definitions are used as proposed by Currucan, Edmond Tomas (2021): Pūrākau (1) An origin story; (2) Concerned with the formation of the world; (3) Connected with atua; (4) Authoritative on Tikanga as Māori law; and (5) Evidence of Māori legal tradition.

Pakiwaitara as: (1) Stories concerned with what follows after pūrākau in the created world; (2) Connected with Tangata Whenua, relationships, and interactions.

Researching pakiwaitara and pūrākau in the creation of a Cultural Impact Assessment will bring forth the information and awareness of what is important to mana whenua and will be an important part of any assessment.

This is the way in which Mana Whenua – is assessed against the framework

- Inclusion of people from the Marae, and hapū of the area to ensure Kaitiaki responsibilities can be maintained and upheld
- The right to be kept up to date and informed of changes, monitoring of risks that could potentially damage or continue to degrade those things that are significant to Māori
- Traditional pakiwaitara and or pūrākau has been sought out to inform any decisions, proposals and or consents
- Mahinga kai are identified, protected, and restored
- Protocols and custom associated with Mahinga Kai are supported, valued, and resourced

## Mana Aotūroa

E kore tātau e mōhio ki te waitohu nui o te wai kia mimitia rawa te puna  
We will never know the worth of water until the well runs dry

The sentiment expressed in the whakatauki used here is somewhat of a warning to heed the actions of now with the future firmly in our sights. We are seeing and experiencing this now, the signs everywhere. You cannot turn the clock back once the damage has been done but we can act in a way that protects and looks after what we do have now for the betterment of future generations.

Te Mana Ao Tūroa translates literally as the mana of the wider world around us, of nature, or the earth. The long-standing world, the environment and how we relate to that environment. Huata, H, et. al (2021) state, our natural environment provides our physical sustenance as well as being a reminder of tīpuna and the spiritual aspect of our existence. The health of our environment has a direct influence on the health of our people. We are charged to preserve and protect our air, water and lands and the resources within for the benefit and survival of our mokopuna.

Dr. Hinemoa Elder, (2021) shares Central to Māori beliefs is that our connection to mother earth is essential to our well being. Because of that the distress of our planet hurts us too. Perhaps it is only now, with the realisation that our planet is in such deep trouble, that we can also recognise our own well 'running dry'. We are frail when our world is fragile. We have a reciprocal relationship with mother earth.

She continues to offer some practical ways to restore harmony to our environment. Not using single-use plastics, planting more trees, lobbying our governments and industries to reduce emissions. Be more aware, kinder, more open, more loving towards our environment and the people, animals and things that co-exists alongside us, will help us tune in to how our environment impacts us, weather, seasons, our surroundings.

We have a collective responsibility to take care of the environment, the taiao, (natural world, environment, nature) and as Kaitiaki we practice this through manaakitanga. Huata H, et al (2021) defines manaakitanga as the act of caring and looking after others. This is of importance to the hapū of the district as providing manaakitanga for others, visitors and guests upholds the mana of the hapū. Given our whakapapa link to Papatūānuku and our Kaitiaki responsibilities this includes manaakitanga looking after of the people and the land.

Ehara i te aurūkōwhao, he takererehāia<sup>2</sup>  
*Not a leak in the upper lashings, but an open rent in the hull*  
*Not a minor mishap, but rather a major catastrophe*

Dr. Elder, (2021) in this whakatauki talks to the enduring impact of human interventions in the pursuit of growth and progress, but asks at what cost? This progress has also had a huge detrimental impact on our lands, sea, water bodies,

<sup>2</sup>



wetlands, our Taiao. It is the overall ongoing enduring impacts that now need to be addressed.

We can no longer afford to assess impacts in isolation of each other. Those of our infrastructure and development, and changes to services. At every opportunity we must consider the data that shows that we have had a significant negative impact on the planet's ecosystems, and we need to make clear, decisive action to try to rescue the situation on behalf of generations to come.

Traditionally, the Atua or Gods of the natural environment are the *Kaitiaki* and there are Kaitiaki that come in many forms that are recognised by hapū, iwi, and whānau. They could be birds, sea animals, fish, mokomoko, but not limited to these.

A *Kaitiaki* today can be a person or a group that is recognised as a protector, advocate, guardian by tangata whenua, or local Māori entities of authority to speak and stand on their behalf. There are also people that just do the work of *Kaitiaki* and self-identify as Kaitiaki or protectors. See, Kaitiakitanga under Mana Whenua for an explanation of the practice of being a *Kaitiaki* known as Kaitiakitanga. Interest in Kaitiakitanga is growing and developing as tribal groups are working to respond to the many environmental issues that continue to impact negatively on our natural environment and re-ignite their own knowledge, culture, and experience.

### *Mauri*

The concept of mauri is central to tangata whenua belief regarding the environment. From a Te Ao Māori view all elements of the environment, possess a 'mauri' or 'life force' from the mountains to the seas, ki uta – ki tai. Mauri is the force that binds the spiritual and physical elements of resources together, enabling their existence. When something dies, the mauri is no longer able to bind the physical to the spiritual and thereby give life.

Mauri and maintaining the mauri wellness is essential and therefore the mauri or mauri wellness must not be lost and not degraded. Equally important is to consider the re-generation of the mauri state for the future generations another enduring responsibility as kaitiaki for now and the future.

Kawharu, (2000) shares, mauri is the expression of the mana of the atua (gods) and straddles the spiritual and physical, binding the wairua (spirit) with the physical body until death. Supported also by Henare (2001) writes that mauri is an interactive force, vital to the interplay between humanity and the forces of Mother Earth (i.e., the source of life)

### *Mauri o te whenua*

What this is saying is that Māori have a reciprocal relationship with the land, any disruptions to these vital connections or manipulations of any part of the environment would have corresponding impacts on the mauri and the entire mauri system. This reinforces the deep sense of responsibility and reciprocity that pervades Māori perspective on the environment Dell (2017), and Harmsworth and Awatere (2013).

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Māori have a deep connection and relationship with the land and just as important are the relationships that maintain self-management and behaviour through Māori values as an individual with a collective responsibility. This notion of deep responsibility also crosses over into the caring of and for the people.

### *Mauri o te wai*

Water has mauri, a vitality or essence that supports life and all existence. The actions we take can either enhance the mauri or diminish the mauri of the wai. In Te Ao Māori it is known that the mauri of the water affects the mauri of the people. Therefore the health of the water is intrinsically connected to the wellbeing of the people and there are deep connections between the water, the environment, and the people.

This is the way in which Mana Aotūroa – Mauri, Mauri o te Wai, Ki Anamatā is measured against the framework

#### Mauri o te whenua

- The impact on the mauri has been improved, not changed, slightly degraded, significantly degraded
- The degree in which the proposal impacts on the wellbeing of the people and the land, improved, not changed, slightly impacted, significantly impacted
- The degree in which the proposal seeks to remove native vegetation, would the soil be left in a better state, the same state, or worse off state

#### Mauri o te wai

- The impact on the mauri o te wai has been enhanced, not changed, slightly degraded, significantly degraded
- The access to the water body for ceremonial and traditional custom and practice is enhanced, remains the same, has been limited, no access

#### Ki Anamatā

- The future long-term impacts are researched utilising Western Science & Mātauranga Māori
- Both collective and individual responsibilities and strategies are considered in recommendations

Te Mana o Āhi Kā Cultural Impact Framework

The cultural impact is reflected through a table. Red is it is a no-go zone; this means the analysis shows there is significant negative cultural impact. Orange is a slight improvement, but mitigations and recommendations must be acted on to halt the further devastation. Green reflects that there are no adverse cultural impacts and that the enduring impact of current activity will are considered.

|  |  |
|--|--|
|  | There are no negative cultural impacts as identified through Te Mana o Ahi Kā.                         |
|  | There are some negative cultural impacts and mitigation needs to be put in place.                      |
|  | There is serious negative cultural impact and recommendations resourced and put into place immediately |

Analysis of options using Ko Te Mana o Ahi Kā Cultural Assessment Framework

The clear message from a cultural standpoint is that Māori Solid waste disposal is not a traditional situation, the waste of the traditional times was taken care of through organic methods and was biodegradable. This was done using traditional middens.

It is also clear that from a cultural values base that where the current landfill is was a lush, plentiful forest that provided food for mana whenua and the people of various hapū. In accordance with Māori perspective the following points provide the benchmark, the aspiration from a Māori cultural impact assessment stance.

1. The only aspirational long term-goal and outcome acceptable from a cultural standpoint would be the return of the landfill area back to its original forested state.
2. That the land returns to be the plentiful food source for mana whenua and the local people of Te Wairoa
3. For all biodegradable and organic waste, a biodegradable solution or solutions are provided.
4. Update the current recycling options available.
5. That decisions made now are not locked in to block the advancement of modern technological solutions
6. That updated and current research into any solutions considered are thoroughly researched and considered

In the short term it is acknowledged that a full return to the past forested state may not be attainable, however it is vital to keep these long-term mana whenua aspirations front of mind, and on the table during any planning and/or future preparedness for the new issues challenging our society for example the climate change crisis.

### Current State Assessment Wairoa Landfill

In November 2021, a review of the existing landfill services was completed by WSP for Wairoa District Council. The following is an assessment of this review using Te Mana o Ahi Kā Cultural framework on the assessment findings of that report.

#### *Mana Motuhake*

Currently Mana Whenua is not informed or involved in the process or the decision-making at the local landfill site.

#### *Mana Atua*

There is currently no provision been made for the inclusion of Mātauranga Māori, the seeking out of information and research into wāhi tapu. There is also no plan in place to identify, protect or restore any wāhi tapu in the area.

#### *Mana Tangata*

Before this Cultural Impact Assessment there has been no effort or commitment made to establish, develop, and nurture long term relationships with Mana Whenua, local Māori entities, PSGE's and or other iwi, hapū or whānau bodies about the landfill.

Neither has there been a process to inform and engage Māori and Mana Whenua therefor timeframes provided in this instance are not applicable.

#### *Mana Whenua*

There has been no opportunity been afforded Mana Whenua to participate in order to uphold Kaitiaki responsibilities and obligations or be involved in the discussions.

There are significant non-compliance issues identified in this review that remain an issue and need to be addressed.

#### *Mana Aotūroa*

Te mauri o te wai is degraded by stormwater being contaminated with leachate which had been overflowing the current landfill cell toe bund and directly entering the stormwater drain, ultimately discharging into the Wairoa River. This is a serious non-compliance

The site stormwater drain outlet was lost and no one seemed to know where it was. A culvert is piped under the landfill cells to take stormwater from the large uphill catchment. This presumably daylight somewhere between the gate and Fraser Street. However, the location was not apparent. This further contributes to the degradation of the wai but the full impact cannot be known until further investigation is done.

The refuse had not been covered for some time and large areas of the active face was exposed.



The recycling of rubbish is an important aspect to minimising the negative impact on the land. There is a large stockpile of waste plastic bottles some 280m2 in area, which is reportedly old material and is now unsuitable for recycling. In its current location it is degrading and is a fire hazard and defeats the purpose of recycling and further impacts the land and site in a negative manner.

The current bag collection strategy has very low participation rate of just 25%. This also has health and safety risks associated with it. It is not known exactly why but costs of the bags have been identified as a potential barrier.

It is also assumed the current recycling service is sufficient.

|                      |               |           |              |             |              |
|----------------------|---------------|-----------|--------------|-------------|--------------|
|                      | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
| Landfill Review 2021 |               |           |              |             |              |

WSP Options Assessment on behalf of WDC

Option 1 & 1a

Option 1 involves ceasing the waste disposal operation in Wairoa and transporting all residual waste to Omarunui Landfill. The current landfill site becomes transfer station only and there would be no change to ‘public facing’ service.

In the Omarunui Landfill – Area B Assessment of the effects on the environment (2020) it was noted that Waiohiki Marae is located approx. 3.5kms east of Omarunui and that the principal hapū of the marae is Ngāti Pārau. It also stated that of the six mana whenua entities/Māori entities that were engaged with during consultation prior to lodging the consent only Ngāti Pārau Hapū Trust responded.

Further to this, Ngāti Pārau have been working to restore the Tūtaekurī and Ūpokohina Stream and like the standpoint made in this report for Te Wairoa, restoration is as important to Ngāti Pārau as it is to mana whenua, and local communities of Te Wairoa.

The Ūpokohina Stream was traditionally an important area for mahinga kai gathering of tuna and fresh-water koura.

The cultural impacts of Option 1 according to Te Mana o Ahi Kā are as follows

Mana Motuhake

Only one of six mana whenua or Māori entities that were engaged with during the consultation process.

I was unable to ascertain what level of effort was made to engage, was via email, or a face-to-face engagement? Nor is it certain what the timeframes were for a response. This rises alarm bells and answers to the way in which the six entities were approached, and the expectations put on them should be identified and addressed.

Mana Atua

The dumping of Wairoa waste on the land under mana whenua authority of Ngāti Pārau adds to the already significant negative impact on the mauri of the land me te mauri o te wai. It is contributing to the ongoing enduring negative impacts on the mauri of once wāhi tapū, and mahinga kai.

From the WSP review there appears to be ongoing discussion with Ngāti Pārau. Inter hapū relationships have not been considered within this option.

This options also brings the people of Te Wairoa into shame, whakamā. Whakamā has a significant ongoing impact for the people of Wairoa if this option was even considered. It hits at the very heart of who you are and what you believe in, hits and the mana of the people, the hapū and the iwi.

This option is literally like dumping your waste and rubbish over the fence into your brother/sisters back yard. It is shameful and embarrassing for Wairoa.

Mana Tangata

This option disrespects and tramples on the mana of Ngāti Pārau and the other acknowledged whānau, hapū and iwi of Omarunui. It is also irresponsible as ngā whānau, hapū and iwi o Te Wairoa to consider this option.

This option also severely disrupting to the relationship between Ngāti Parau and other hapū in the area and is an act of whakaiti, belittling, demeaning and humiliation to the mana whenua of the area.

This behaviour in Māori society was always met with utu, a revenge, a payback or retribution. There were serious consequences for actions that intentionally cause harm and humiliation to others.

Mana Whenua

There is no win in this option, it may slightly improve the landsite area in Te Wairoa, but to do that at the detriment of another hapū is not an option.

Mana Aotūroa

There is no consideration given at all in this option to improving the state of the land, or Papatūānuku, nor does it consider the responsibility as Kaitiaki to look after the land for now or the future.

This option would potentially slightly improve the current landfill site but there is no current consideration on how it could be improved, again this is also at the detriment and non-inclusion of Ngāti Pārau or other mana whenua in and around Omarunui.

|               | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
|---------------|---------------|-----------|--------------|-------------|--------------|
| Option 1 & 1a |               |           |              |             |              |

### Option 2 – without gas collection

Option 2 is to continue landfill at current scale, and the construction of a new cell in forestry at current site. This would include a 5 year-extension initially. A transfer station established onsite. The current services upgraded to meet current deficiencies.

#### *Mana Motuhake*

There has been little effort to be inclusive of dual knowledge systems through the commissioning of the cultural assessment. It is noted that the call for this Cultural Impact Assessment is a starting point.

At this point in time no consultation or engagement with mana whenua has occurred and so they are not included in the discussions of possible options and are yet to be involved in the decision-making process.

#### *Mana Atua*

The continuation of the landfill at the current scale, continues to contribute to the degradation of the mauri of the whenua at the landfill. And the mauri of the wai in the surrounding area.

There has been some effort put into the identification of wāhi tapu through the commissioning of a Cultural Impact Assessment, but engagement and a cultural audit will also be required lead by mana whenua.

#### *Mana Tangata*

Option 2 means Te Wairoa would be taking responsibility and ownership of their own waste.

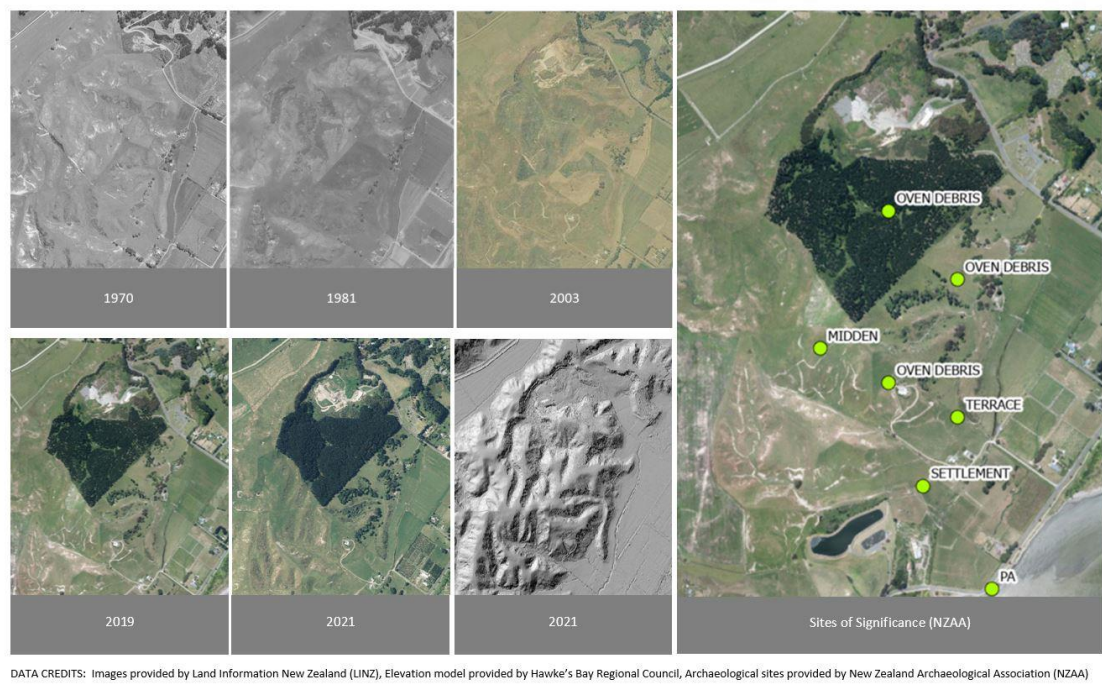
The process as provided in the WDC timeframes to engage, could be deemed as unreasonable given a decision on what option to go with needs to be made by the end of 2022.

In turn, this puts pressure on any current relationships with Mana Whenua, local Māori entities, hapū, and or whānau and their capacity to contribute.

#### *Mana Whenua*

As Kaitiaki Option 2 allows for owning the obligation and responsibility to protect and nurture the lands for the future generations and uphold kaitiaki responsibilities.

This map of the area shows mapped sites of significance have been identified in the vicinity of the landfill and new options proposed. As identified by New Zealand Archaeological Association (NZAA) there is oven debris, a midden, terracing and a settlement. The impact on those sites will need to be investigated further in discussion with mana whenua and the engagement process to come in preparation for resource consent of the final preferred option.



Mana Aotūroa

There is no consideration given at all in this option to improving the state of Papatūānuku, or to even consider the responsibility as Kaitiaki to look after the area around the landfill

|          |               |           |              |             |              |
|----------|---------------|-----------|--------------|-------------|--------------|
|          | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
| Option 2 |               |           |              |             |              |

In summary Option 2 – without gas collection from a cultural impact assessment does not reflect the benchmarks as stated in the positioning of this cultural impact assessment.

Option 2a – with gas collection

In summary Option 2a – with gas collection as assessed in this cultural impact assessment also does not reflect the benchmarks as stated in the positioning of this cultural impact assessment.

It does, however, slightly better reflect the obligations under Mana Whenua providing an opportunity to remove gas emissions and under Mana Aotūroa to improve the state of the land. It also means that Te Wairoa will be taking responsibility for their own waste which is preferred over taking our waste into another hapū. Importantly also here is the opportunity to be involved in the decision-making processes which also enhances the outcome of the assessment under Mana Motuhake

|           | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
|-----------|---------------|-----------|--------------|-------------|--------------|
| Option 2a |               |           |              |             |              |

### Option 3 – Continue landfill at increased scale

Assumes additional waste can be sourced, possibly from Gisborne, at double the current waste flow. Requires development of new landfill at an accelerated rate

#### *Mana Motuhake*

Denies opportunity for Mana whenua involvement in any robust discussion or engagement due to the tight timeframes proposed.

Mana whenua would not be involved from the beginning, nor would there be time to utilise Mātauranga Māori to be considered in entirety for this option

#### *Mana Atua*

Mātauranga Māori, Māori ways of practicing cultural and spiritual practice not included due to tight timeframes and the requirement to develop at an accelerated rate.

Potential risk to do further and significant damage to existing wāhi tapu further creating barriers to access to any identified sites of significance

#### *Mana Tangata*

Risks the establishment and development of relationships with mana whenua, local Māori entities, authorities, hapū and whānau, through the introduction of an unreasonable, and inadequate timeframe to engage.

#### *Mana Whenua*

Again, time restraints inhibit good engagement and puts pressure on local to respond when they are not resourced to do so. It is difficult to respond to many of the ongoing expectations of reforms, government priorities and short time frames reflect a devaluing of the importance of Māori participation

#### *Mana Aotūroa*

Option 3 assumes more waste from another region comes to Wairoa landfill. This will significantly impact the already degraded state of the mauri of the land.

The land, soil, and vegetation in the area would be left in a much worse off state.

The impact on the mauri o te wai will continue to be degraded.

There has been no consideration on the long-term impacts that utilise both Western Science and Mātauranga Māori.

Mana whenua from the Gisborne area would potentially also not be in support of their waste being dumped on mana whenua here in Wairoa.



|          | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
|----------|---------------|-----------|--------------|-------------|--------------|
| Option 3 |               |           |              |             |              |

Table to Summarise Assessed Options

|                        | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
|------------------------|---------------|-----------|--------------|-------------|--------------|
| WSP Landfill Currently |               |           |              |             |              |
| Option 1 & 1a          |               |           |              |             |              |
| Option 2 without gas   |               |           |              |             |              |
| Option 2a with gas     |               |           |              |             |              |
| Option 3               |               |           |              |             |              |

### Summary of Assessed Options and Recommendation

In summary Option 1 and Option 1a would be the least preferred option. In the absence of any preferred option under the Te Mana o Ahi Kā Cultural Impact Assessment Framework no mitigations have been recommended for other options investigated at this time. This report recommends mitigations for how to move forward with Option 2a. The mitigations and recommendations as outlined below could be considered for any and all of the Options presented and analysed. Option 2a is the best option as previously stated from a Te Ao Māori world view under Te Mana o Ahi Kā Cultural Assessment Framework.

### Option 2a with gas plus mitigations and options

Option 2 is to continue landfill at current scale, and the construction of a new cell in forestry at current site. This would include a 5 year-extension initially. A transfer station established onsite. The current services upgraded to meet current deficiencies.

### Mitigations

1. Co-create a plan of engagement with Mana Whenua bodies, local Iwi authorities, Marae, hapū. Moving forward set up a process that provides Mana Whenua an opportunity to be informed, included in, and a part of decision-making from the onset of work that is proposed.
2. Resource a position that sits within a local Māori authority that will lead this work, the tide has turned and the need for enduring relationships of trust, understanding and value are needed more than ever, they do not just happen. Māori authorities, Mana Whenua, hapū and whānau are often expected to respond to requests, submit papers, have input into several ongoing upcoming changes and reforms that are happening within local and national contexts. This

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is now an ‘us together’ opportunity. The existing relationship opportunity here that has come directly out the Tātau Tātau o Te Wairoa Settlements Act is the Tripartite. The Tripartite is made up of Tātau Tātau o Te Wairoa, Wairoa District Council and Hawkes Bay Regional Council

- 3. Create operational plan and resource accordingly for the management of the two waste streams. The biodegradable waste and, the non-biodegradable waste.
- 4. Commission research into the latest innovations in waste management, source funding as a collective along with Mana Whenua or local iwi authority. Look at existing research into organic and biodegradable solid waste options
- 5. Biodegradable Composting is one of the oldest and most efficient eco-friendly waste management techniques that limit the negative impacts of waste processes on our environment. Create and promote a community education programme into the benefits of home or shared composting.
- 6. An official food scraps collection – example provided by Hamilton Council where there are kerbside food waste bins used to keep their food out of the landfill. Currently in Wairoa there are locals that drive around collecting house hold food scraps for their pigs. This could be an option that could be supported and investigated in a more systematic way. The less waste that hits the landfill lessens the negative impact and degradation of the site.
- 7. Engage a researcher to dive deeper into the the sites of significance in the area, share the and build up a iwi supported database of site of significance for future generations and commision a cultural audit
- 8. Provide WDC and staff professional development into the value of understanding, the importance of Mana whenua relationships, and local knowledge moving forward for the benefit of the whole community
- 9. Immediately look to fix all non-compliance issues at the current landfill
- 10. Intensify the recycling efforts that are currently in place
- 11. The creation of a Landfill shop can support the re-use and re-cycling efforts.

|                         | Mana Motuhake | Mana Atua | Mana Tangata | Mana Whenua | Mana Aotūroa |
|-------------------------|---------------|-----------|--------------|-------------|--------------|
| Option 2a + mitigations |               |           |              |             |              |

In summary all the above mitigations if implemented would lesson the negative of any of the options.

Ko ō tātau whakapono ngā kaiwehewehe i ā tātau. Ko ō tātau moemoeā me ō tātau pākatokato ngā kaiwhakakotahi i ā tātau  
It is our truths that are the actors of separation. It is our dreams and difficulties that act to unify us - Te Wharehuia Milroy

## Statutory Requirements

There are several statutory provisions that apply to this proposal. Council have undertaken a review of relevant statutory requirements, or which the Resource Management Act 1991, the Waste Minimisation Act 2008 are of significance and the Iwi and Hapū of Te Rohe o Te Wairoa Claims Settlement Act 2018.

Of note, is the current work to transform our waste system nationally, including a new national waste strategy and new legislation that better regulates how waste products and material are managed. This will replace the Waste Minimisation Act 2008 and the Litter Act 1979. An opportunity exists for Council to lead in this space, given a new bill is to be introduced to Parliament with targets focused on reducing waste generation and waste disposal by 2030, by quite significant proportions. The proposed direction of the draft New Zealand Waste Strategy, the supporting actions, and the suggested targets all have clear implications for the future direction of waste management and minimisation in this country.

### *The Resource Management Act (RMA) 1991*

The RMA is the key legislation that governs New Zealand's management of natural and physical resource matters. Part 2 of the RMA specifically refers to the importance of recognising tangata whenua and tangata whenua values. Section 5 also talks to avoiding, remedying, or mitigating any adverse effects on activities on the environment. Sections 6, 7 and 8 establish Māori interests in resource management as greater than the general public, including the requirement to:

- recognise and provide for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, wāhi tapu, and other taonga (section 6(e));
- the protection of historic heritage from inappropriate subdivision, use and development.
- have particular regard to kaitiakitanga and the ethic of stewardship (section 7(a) and 7(aa)); and
- take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) (section 8).

### *Waste Minimisation Act (WMA) 2008*

Part 4 of the WMA requires Territorial Authorities to encourage effective and efficient waste management and minimisation. Section 44 of the WMA requires councils to have regard to the New Zealand Waste Strategy.

National Policy Statement for Freshwater Management (NPS-FM)

The NPS-FM requires Regional Councils to implement the Freshwater NPS into their policies and plans with several specific provisions which are relevant to the proposed options.

***Te Mana o te Wai – Objective AA1 and Policy AA1***

The Ministry for the Environment (MfE) describes Te Mana o te Wai as each community deciding what this means to them at a freshwater management unit scale, based on their unique relationship with wai (freshwater) in their rohe (area), with a focus on the integrated and holistic well-being of the water.

Te Mana o te Wai is of significance given the proximity of the existing landfill site to the Wairoa River, river mouth and coastline. Valuing freshwater and all that it represents and provides for, including its inherent right to exist in its own state, as well as the species and ecosystems within and surrounding it, means that potential for leaching, surface water transfer and groundwater interaction with the surrounding area must be considered, with Council required to consider the health and wellbeing of the water at the forefront of decisions as well as involve tangata whenua interests and values in decision-making.

Other initiatives, frameworks and statutory regulations of relevance include (but are not limited to):

- Local Government Act 2002
- New Zealand Emissions Trading Scheme
- The Climate Change Response Act 2002 and associated regulations
- Health Act 1956
- Hazardous Substances and New Organisms Act 1996
- Health and Safety at Work Act 2015
- International commitments

***The Iwi and Hapū of Te Rohe o Te Wairoa Claims Settlement Act 2018***

The Deed of Settlement provides for statutory acknowledgements covering Wairoa River and its tributaries and as mentioned earlier in this report a Tripartite relationship that was set up as a result of the settlement to encourage each council to enhance its relationship with Tātau Tātau o Te Wairoa Trust. The impact and significance of the Tripartite relationship must not be minimised or undermined. Long-term and enduring relationships as also stated are critical moving forward and integral to a cultural value and understanding.

Tātau Tātau o Te Wairoa Trust

Tātau Tātau o Te Wairoa Trust is the Post Settlement Entity for Ngā hapū me ngā iwi o Te Wairoa. Tātau Tātau o Te Wairoa Trust (TToTW) is a culmination of a 30 plus year journey to settle historic Tiriti o Waitangi claims. Reaching settlement with the Crown in 2016 Tātau Tātau o Te Wairoa Trust was then created as the Post-Settlement Governance Entity (PSGE) to manage the settlement. The moemoeā of Tātau Tātau o Te Wairoa Trust is a shared aspiration for our whānau beneficiaries.

*‘The whānau, hapū and iwi of Te Rohe o Te Wairoa are prosperous, healthy and aspirational; proudly identifying and connecting with Te Ao Māori; kaitiaki for a restored natural environment; and informed key decision-makers for our future’.*

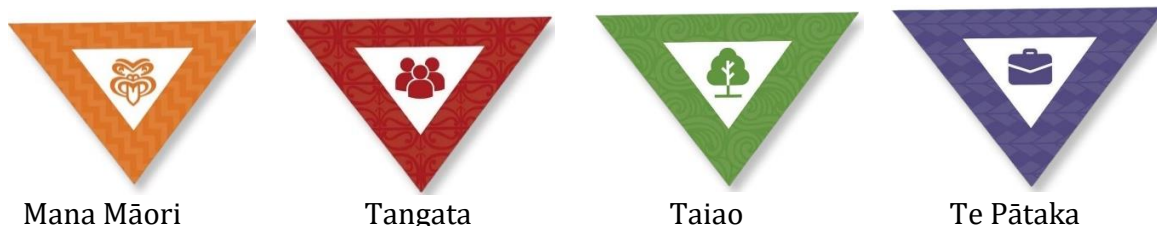
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The kaupapa is to:

- Responsibly manage our asset base for intergenerational benefits
- Ownership of decisions that lead to positive change
- Partner with people that contribute to the development of whānau, hapū and iwi
- Utilise our collective of kāhui for greater impact

The aspirations are ambitious and wide-reaching, encompassing economic, social, cultural and environmental goals. These form the core themes, or strategic pou, which are integrated across our planning processes.



Through these Strategic Pou Tātau Tātau o Te Wairoa aspires to Mana Motuhake and the realisation of the aspiration and vision.

### **Te Taiwhenua o Te Wairoa**

Ngāti Kahungunu Wairoa Taiwhenua Incorporated was established to advocate, promote and act for the ultimate benefit of all their registered members. They do so for the advancement of all matter environmental, spiritual, economic, social, and cultural through a tangata whenua worldview lens. The Board consists of members appointed by the marae of the Wairoa district. Annually Te Taiwhenua o Te Wairoa receive a grant from Ngāti Kahungunu iwi incorporated. Annually Te Taiwhenua o Te Wairoa receive a grant from Ngāti Kahungunu Iwi Incorporated from income generated from the Ngāti Kahungunu fisheries settlement.

### **Other Mana Whenua, Whānau, Hapū that self identifies as Mana Whenua**

The identification of mana whenua is not the role of Council or any regulatory body to determine. It is up to Mana Whenua to determine and state their connection and claim as mana whenua. It is the role of WDC to ensure they are upholding at a minimum the statutory obligations.

Establishing, maintaining, and nurturing relationships with mana whenua is key to all WDC business that is why relationships are so important. The goal is to not limit the conversations, the information, and the community the goal should always be to open that up as wide as possible. That way any mana whenua interest can be identified early, and plans made for inclusion.



For mana whenua as self-identified having the opportunity in the first instance is only possible if they know what is proposed or what is the intended work, development, or activity. Opening the communication offers opportunity for connection, information sharing and to develop long term relationships of trust.

This could seem to be difficult to navigate however, with this in the forefront of any engagement, it must be noted that the wider the opportunity for Mana Whenua to participate in conversations, to engage in processes that inform better decision making the better the outcome will be.

This also potentially provides a way to mitigate any future problems that may arise with those who feel they were not informed or involved in process or decision-making but who may also self- identify as Mana Whenua.

In short, do more than the minimum requirement to engage only with those WDC has a statutory obligation, communicate early, and communicate wide through a number of mediums.

### **Local Landmark RMA Decisions**

In a recent local landmark decision regarding an application by the Wairoa District council Wairoa (WDC) for resource consents for the continued operation of the existing Wairoa Wastewater Treatment Plan (WWTP), a detailed summary is provided namely the Māori Engagement Principles.

These Māori Engagement Principles provide an overview to assist with demonstrating how Māori views and values have been considered. The structure is to ensure the outcomes are and remain core goals and principals that guide implementation of Consented Activities in the future.

This provides guidance for any future engagement, consideration, and implementation of Te Ao Māori views and mātauranga Māori. Specifically –

- the mauri of the Wairoa River is enhanced.
- any possibility of any waste ending up in the Wairoa river will need to take notice of this previous court ruling.

Also, the role of the Body Representing Māori Interests (BRM) as kaitiaki is enhanced, and the concept of whanaungatanga is implemented, there an opportunity here to incorporate these detailed Māori engagement principals across all proposed activity.

This significant court ruling and decision including the condition that mahinga kai is not to be compromised are directly related to the ideal Options provided in this Cultural Assessment and even more so given it all is locally sourced and researched.

*Ki te kotahi te kakaho ka whati, Ki te kapuia e kore e whati  
Alone we can be broken. Standing together, we are invincible*

## Hei whakarāpopototanga – A Summary

In closing, as stated by How, (2017) The hapū of the Wairoa District hold Mana whenua and Mana Moana over their respective territories, which includes land both above and below the water. Moving forward requires the courage to do things differently. This new way forward will need to continually disrupt and break down the current thinking, process, and procedure, that have maintained power and control out of reach for Māori, hapū and whānau for generations, through systems that were set up to breakdown Te Ao Māori and cultural values.

*Taumata rau  
Bravery has many resting places*

Bravery has many resting places and to uphold the mana of ahi kā those who sit in the traditional hallways of power now have an opportunity to path a new way forward. Included in the Claims Settlement was an apology, this is a part of that apology:

For too long, the Crown has failed to respect the mana motuhake of the iwi and hapū of Te Rohe o Te Wairoa, and it unreservedly apologises for its failure to honour its obligations to the iwi and hapū under te Tiriti o Waitangi/the Treaty of Waitangi and its principles.

The tide has turned, and it is time to move forward together. We do not want to make the same mistakes of the past. The Crown continues to say they want to restore their honour here;

The Crown seeks to restore its tarnished honour and to atone for its past failures to uphold the Treaty of Waitangi and its principles with this apology and settlement. The Crown hopes to build a new relationship with the iwi and hapū of Te Rohe o Te Wairoa based on the Treaty of Waitangi that will endure for current and future generations.”

Kua tae te wā

Report prepared by Benita Tahuri

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**5.2 MSC CHAIRMAN AND RAKAIPAACA TAKIWA REPORT**

**Author:** Duane Culshaw, Pouahurea Māori Māori Relationships Manager

**Authoriser:** Kitea Tipuna, Tumu Whakarae Chief Executive

**Appendices:** 1. MSC Chairman and Rakaipaaka Takiwa Report [↓](#)

**1. PURPOSE**

- 1.1 This report provides information for the Māori Standing Committee on the MSC Takiwā Report for Rakaipaaka. No decisions are required by Committee at this stage.

**RECOMMENDATION**

The Pouahurea Māori Māori Relationships Manager RECOMMENDS that the Māori Standing Committee receives this report.



**Kaunihera o Te Wairoa Komiti Māori Hui 10am  
Turei/Rātu 5 Maehe/Poututerangi 2024  
Rakaipaaka Pūrongo-ā-Takiwa  
Na Henare Mita (Heamana MSC)**

Ka tangihia te hunga kua rūpeke ki paerau, kua nūnumi ki te po, rātou i whakapau kaha, i whakapetongoi kia tū pakari ai tatau hei ngā ra kei te tū mai. Moe mai ra koutou hei whakaminenga wairua i raro i te reo hāneanea, te ringa āhuru o te kauae runga me tōna whānuitanga. Nōreira e ngā tini aitūā o te wā huri noa, puta noa i te motu haere koutou, haere whakangaro atu. Haere te po, nau mai te ao rātou ki a rātou, ā, tātau te kanohi ora ki a tātau.

Kei aku nui, kei aku rahi, e ngā waha kōrero, e ngā taringa areare-ā-takiwa tēnā koutou, tēnā tatau katoa.

**Hui Tuatahi:**

Three months into 2024 and we have our first hui. It will be nice to get back together again, so much is being done in and around our communities, and yet there is still so much more to do. I want to thank Hawke's Bay Regional Council and Waka Kotahi (Transport NZ) for all the incredible work that they have done and continue to do in Nuhaka. So much was being done I felt embarrassed for other communities. It wasn't until I was told by a Whakaki relation that there was just as much work being done there as well, that I felt much better. It really was startling to see how much was being done to mitigate flood risk, especially in our more prone areas. I also need to compliment the developing relationship between these authorities and Te Iwi o Rakaipaaka Trust (TIORT).

**He Whakapāhā:**

Just a reminder to our members that if you are unable to attend a meeting, please don't forget to notify WDC staff. They put a lot of effort into these meetings, so if we can show our support, I am sure it will be greatly appreciated. And talking about appreciation, I want to say a huge thank you to Gay Waikawa and all that she did on behalf of our committee. I am sure she is enjoying her much deserved retirement, with her mokopuna to keep her busy. I am told she didn't want any fanfare, but nonetheless it is somewhat of a bitter-sweet moment when reflecting on her contribution to council and committee. Most importantly I am sure her young colleagues would have learnt much under her mentorship.

Ngā mihi nui, ngā mihi mutunga kore ki a koe Gay mai i te Komiti Māori, māu i āta arataki i a matou kia pai ai te noho o te komiti i roto i ngā nekenekenga a kaunihera. E kore rawa atu koe me ou pukenga i warewaretia e matou.

**Takuraukahe Urupa:**

There are many areas in Nuhaka, because of their proximity to our river or streams, that are susceptible to frequent flood events. Fortunately, most of these areas are free from housing, but not some of the problems that accompany floods. One of those areas in question is located behind Tamakahu Marae and stretches on through to Takuraukahe Urupa. Importantly it is traversed by the Mangapātiki Stream. Ever since I was a child and before then, accessing the urupa during winter was always a problem. There were different ways to get to Takuraukahe, the most reliable of which necessitated travelling over private property. Back in the day, the old people understood and respected the hospitality of others, the need for a little give and take, when circumstances required it. With their gradual passing, so saw the passing of the old ways, access to Takuraukahe had become far more restricted.

With the storms of last year and sustained inclement weather, the landscape became terribly transformed. The Mangapātiki tore out trees, fences and a wooden bridge that had withstood numerous floods. 2023 had proven very different. Silt, large tracts of deep mud and woody debris strewn everywhere meant you either needed a tractor or travelled via the old private property route. Only the tūpāpaku and immediate whanau however was allowed by vehicle, everyone else had to walk. Of those who mowed different sections of the urupa, just one made it across on a regular basis, and that was only because he had a tractor and quad bike. As a consequence, the urupa until very recently, was in a terribly overgrown state.

This massive change in fortune the consequence of two whanau who decided to invest time, money and large machinery into this area, by re-routing the Mangapātiki, putting in culverts and transforming the landscape. It is my understanding too, that an HBRC contractor was responsible for clearing out vegetation along the entire Mangapātiki. This area so incredibly altered, that in combination with a hot, dry summer we can now drive to the urupa. And although still a little rough, we can at long last mow the lawns, spray the weeds and use a weed-trimmer around the stones. Unfortunately, it won't prevent future flooding, but it sure is a great change in circumstance.



Nāku nei,

**Henare Mita (Rakaipaaka Takiwā)**  
Māori Standing Committee  
WAIROA DISTRICT COUNCIL

### 5.3 MINOR UPDATES TO REVENUE AND FINANCING POLICY AND SIGNIFICANCE AND ENGAGEMENT POLICY

**Author:** Gary Borg, Pouwhakarae - Putea | Tautawhi Rangapu Group Manager Finance and Corporate Support

**Authoriser:** Kitea Tipuna, Tumu Whakarae Chief Executive

**Appendices:** 1. Draft update to Significance and Engagement Policy [↓](#)  
2. Draft updated Revenue and Financing Policy [↓](#)

#### 1. PURPOSE

- 1.1 The purpose of this report is to seek the Committee's endorsement of minor updates to the two policies that are statutory content for the Long-term Plan.

#### RECOMMENDATION

The Pouwhakarae - Putea | Tautawhi Rangapu Group Manager Finance and Corporate Support RECOMMENDS that Committee endorses the policy updates to Council and in doing so supports the position that, due to the editorial nature of the updates, no consultation is required.

#### EXECUTIVE SUMMARY

#### 2. BACKGROUND

- 2.1 The Revenue and Financing Policy and Significance and Engagement Policy are statutory components of a Long-term Plan (LTP) and as such are integral to Council planning and decision-making.
- 2.2 These policies are routinely reviewed as part of each LTP iteration and proposed updates to each are attached as **Appendices 1 and 2**.
- 2.3 Both policies are considered fit for purpose and have been refreshed merely to reflect the current strategic planning environment and updates to other relevant statutes.

#### 3. OPTIONS

- 3.1 The options identified are:
- Do nothing.
  - Endorse the updates as presented.
  - Direct further updates.
- 3.2 Under option a. the policies would remain unchanged and included as is in the 2024-27 LTP. They would continue to be effective but may marginally infract other legislative updates.
- 3.3 Under option b. known and anticipated circumstances can be recognised and incorporated in updated policies that can be included in the LTP 2024-27.
- 3.4 The Committee may wish to invoke option c. if it is conscious of notable omissions or inconsistencies in either policy. This may create a consultation requirement.

- 3.5 The preferred option is *b. Endorse the updates as presented*, this contributes to the following community outcomes:

| Cultural wellbeing              | Economic wellbeing             | Social Wellbeing                        | Environmental Wellbeing           |
|---------------------------------|--------------------------------|---|-----------------------------------|
| Valued and cherished community. | Strong and prosperous economy. | Safe, supported and well-led community. | Protected and healthy environment |

#### 4. CORPORATE CONSIDERATIONS

##### What is the change?

- 4.1 No change

##### Compliance with legislation and Council Policy

- 4.2 The updates to the Revenue and Financing policy include an overt reference to LGA s102(3A) whilst also allowing for flexibility as Water Services Legislation is repealed and potentially rewritten.
- 4.3 The updated policies will become part of the LTP 2024-27.

##### What are the key benefits?

- 4.4 Statutory compliance, consistency with the strategic developments and flexibility where needed.

##### What is the cost?

- 4.5 Nil

##### What is the saving?

- 4.6 Not applicable.

##### Service delivery review

- 4.7 Not applicable

#### 5. SIGNIFICANCE

- 5.1 These are significant policies but the proposed updates are not.

#### 6. RISK MANAGEMENT

- 6.1 In accordance with the Council's Risk Management Policy the inherent risks associated with this matter are: the potential for future legal challenge if policies are not maintained relevant and current.

| Human      | Financial | Regulatory         |
|------------|-----------|--------------------|
| Low        | Low       | Low                |
| Operations | Employees | Image & Reputation |
| Low        | Low       | Low                |

| Comparative Levels of Risk |                   |  |
|----------------------------|-------------------|--|
| E                          | Extreme Risk      | Immediate action required to manage risk – reported to Council         |
| H                          | High Risk         | Senior management attention to manage risk – reported to FARC          |
| M                          | Considerable Risk | Management responsibility must be specified and risk controls reviewed |
| L                          | Low Risk          | Managed by routine procedures  |

|                            | Consequences       |            |               |            |                   |
|----------------------------|--------------------|------------|---------------|------------|-------------------|
| Probability/<br>Likelihood | Insignificant<br>1 | Minor<br>2 | Moderate<br>3 | Major<br>4 | Catastrophic<br>5 |
| Likely                     | M                  | H          | E             | E          | E                 |
| Moderate                   | M                  | H          | H             | E          | E                 |
| Rare                       | L                  | M          | H             | E          | E                 |
| Very Rare                  | L                  | L          | M             | H          | E                 |
| Unanticipated              | L                  | L          | M             | H          | E                 |

### Who has been consulted?

Despite the editorial updates these policies substantively remain what was consulted upon in previous versions. Therefore, no consultation is required at this time.



**Further Information**

N/A

**References (to or from other Committees)**

N/A

**Confirmation of statutory compliance**

In accordance with section 76 of the Local Government Act 2002, this report is approved as:

- a. containing sufficient information about the options and their benefits and costs, bearing in mind the significance of the decisions; and,
- b. is based on adequate knowledge about, and adequate consideration of, the views and preferences of affected and interested parties bearing in mind the significance of the decision.

# SIGNIFICANCE AND ENGAGEMENT POLICY



**WAIROA**  
DISTRICT COUNCIL

|                               |                           |
|-------------------------------|---------------------------|
| Stored:                       | Hyperlink                 |
| Approved by:                  | Senior Leadership Team    |
| Department:                   |                           |
| Policy Author:                |                           |
| Date Approved:                |                           |
| Next Review Date:             | December 2023             |
| Reviewed:                     | November 2020             |
| Revision No:                  | 3                         |
| Relevant:                     |                           |
| Legislation related policies: | Local Government Act 2002 |
| Related forms:                |                           |

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## PURPOSE

This Policy lets both Council and the community identify the degree of significance attached to particular decisions, to understand when the community can expect to be engaged in Council's decision making processes, and know how this engagement is likely to take place.

This Policy exists to:

- inform you about what you can expect from Council regarding community engagement and the ways you can influence and participate in the decision-making of Council.
- provide Council with a tool that clearly guides the assessment of significance during decision-making and provides direction on the consideration of community views and the level of community engagement that might be desirable to enable Council to develop a clearer understanding of community views and preferences on an issue or proposal.

## OVERVIEW

Decisions made by the Wairoa District Council affect the residents and ratepayers of Wairoa. We are committed to building and maintaining positive relationships with stakeholders and our community so that decisions are well informed. Wherever practical, we will engage with individuals, organisations and groups in our community in ways that give them the best opportunity to have their say.

This Significance and Engagement Policy (Policy) meets the requirements of the Local Government Act 2002 (LGA 2002).

The objectives of this Policy are:

1. To establish a general approach and process for identifying the significance of Council decisions;
2. To set out when and how Council will engage with the community in decision-making, depending on the significance of the decision.

The LGA 2002 states that one role of a Council is to enable democratic local decision-making and action by, and on behalf of, communities. This Policy explains how Council will decide the level of significance that a matter has, the types of matters where the community will be involved in the decision-making process, and when the community can expect Council to make a decision on its behalf.

There are many informal ways that Council engages with the community during its everyday business which helps to inform it on community views. There are also decisions that a Council must make which require a more structured form of engagement. This is because of the importance that a matter has within the wider community, or for groups within the community.

The first part of this Policy sets out how Council will decide whether or not a matter is "significant". The second part of this Policy sets out when and how the community's views will be heard on these significant, and other, matters.



## POLICY STATEMENT

### SIGNIFICANCE

Local authorities must make decisions about a wide range of matters and most will have a degree of significance, but not all issues will be considered “significant”. An assessment of the degree of significance of proposals and decisions, and the appropriate level of engagement, will therefore be considered in the early stages of a proposal before decision making occurs.

Council has identified criteria to assess the degree of significance. The significance of an issue, proposal or decision lies somewhere on a continuum from low to high. Where the significance of a proposal or decision is unclear against one criterion, then Council will treat that criterion as being more, rather than less, significant. If any of the criteria are met, the proposal or decision may be ‘significant’. However, the criteria should be considered collectively to get to this point.

### CRITERIA FOR SIGNIFICANCE

Significance means the importance of an issue, proposal, decision, or matter, as assessed by Council. Council will take into account the following matters when assessing the degree of significance of proposals and decisions, and the appropriate level of engagement:

- The likely impact/consequences of the issue, proposal, decision or other matter, on the district.
- Whether the asset is a strategic asset as listed in appendix two two of this Policy.
- The impact on levels of service provided by Council or the way in which services are delivered.
- The degree of impact on Council's debt or the level of rates it charges.
- The financial and non-financial costs and implications of the issue, proposal, decision or other matter having regard to Council's capacity to perform its role.
- Whether the decision is reversible and the likely impact on future generations.
- The impact on the community, how many people are affected and by how much.
- Whether the decision or action flows from, or promotes, a decision or action that has already been taken by Council or furthers a community outcome, policy or strategy.
- Is there a history or reasonable expectation of the issue generating wide public interest within the district.
- [The views of and anticipated impact on Māori](#)
- The likely impact/consequences of the issue, proposal, decision or other matter, on youth, elderly and [other priority groups](#)

It may be that only one of the criteria applies, but to such a high degree that the decision will be considered “significant”. Conversely, several criteria may be applicable, but to only a low degree, and therefore will be considered to have a lower level of significance. Each decision will involve staff making an assessment for consideration by elected members. Appendix one of this Policy sets out how the criteria will be used to assess significance.

### DETERMINING SIGNIFICANCE

In the first instance, staff will be responsible for assessing the significance of a potential decision, in accordance with legislation and this Policy. Reports to Council and its Committees will include the staff assessment of the significance of the proposals and any options or recommended decisions.

## ENGAGEMENT

Any community engagement will be undertaken in proportion to the level of significance of the matter being considered. When any engagement takes place, Council will provide information and:

- Seek to hear from everyone affected by a decision.
- Ask for views early in the decision-making process so that there is enough time for you to give us feedback, and for your views to be considered properly.
- Listen and consider views in an open and honest way.
- Respect everyone's point of view.
- Provide information that is clear and easy to understand.
- Consider different ways in which the community can share views with us.
- Ensure that the engagement process is efficient and cost effective.

## PRINCIPLES OF ENGAGEMENT

Council will take a principle-based approach to our community engagement activities.

- Genuine: We will listen to the views provided by the community with an open mind and will give due consideration to them when making decisions.
- Timeliness: We will engage with the community as early as appropriate and ensure that engagement processes are an integral part of project planning. We will allow enough time for participants to contribute and for them to be able to raise unexpected issues.
- Purposeful: We will be clear about the purpose of engagement and the ability and scope of the engagement to influence decisions.
- Inclusive and accessible: We will engage in a way which encourages participation of all who are likely to be affected by, or are interested in, a decision.
- Recognise diversity: We will use engagement methods which are appropriate to the issue and those we are seeking to engage, having regard to their culture, age, ability and time availability.
- Informed: We will ensure information relating to the engagement is readily available so that participants can make informed contributions.
- Responsive: We will record, consider and respond to participants' contributions, and provide information to the community on how their feedback influenced the decision-making.
- Engagement with Māori: We will acknowledge the unique perspectives of Māori in our community.
- Cost-effective: We will engage in a cost-effective manner, and resource engagement in proportion to the significance of the decision. We will ensure the least possible cost to all involved in the engagement (including the costs to the communities/affected parties).

The ways engagement can take place are varied and will be in proportion to the significance of the matter being considered.

## STATUTORY COMPLIANCE

The LGA 2002 and other legislation require Council to consult with the community in a range of circumstances. The LGA 2002 has also sets out principles to guide all consultation and prescribes specific consultative procedures, which must be followed in certain circumstances. At a minimum, Council will adhere to all legislative requirements.

SPECIAL CONSULTATIVE PROCEDURE

There are situations where the Special Consultative Procedure must be used under the LGA 2002:

- Adoption or amendments to the Long-Term Plan
- Adoption or amendment to a significant bylaw
- Transfer of ownership of a significant strategic asset
- Changes to financial policies.

There are also statutes which require the special consultative procedure to be followed in specified situations including:

- Resource Management Act 1991
- Local Government (Rating) Act 2002
- Building Act 2004
- Sale and Supply of Alcohol Act 2012
- Psychoactive Substances Act 2013
- Dog Control Act 1996
- Waste Minimisation Act 2008
- Freedom Camping Act 2011
- Land Transport Management Act 2003
- Energy Companies Act 1992

It is important to note that formal consultation using a special consultative procedure is a structured process outlined in legislation and supported by case-law. In other engagement processes, however, there are no explicit statutory or legal rules constraining or defining community engagement processes. The LGA 2002 has given local authorities the ability to determine this as appropriate for their communities.

SIGNIFICANT PROPOSALS OR DECISIONS

Council will determine the nature and form of the engagement in accordance with the significance of the particular decision. In general, the greater the significance of the decision, the more we will do to engage the community. A ‘significant’ decision does not automatically require the special consultative procedure.

ENGAGEMENT WITH MĀORI

Council will honour all engagement processes, agreements and memorandums of understanding developed with Māori as they relate to its decision-making policies. It will also take into account its obligations as outlined under the Resource Management and Local Government Acts. Te Tiriti o Waitangi/the Treaty of Waitangi is the founding document of New Zealand. Council accepts the great importance of this living, dynamic document, and is committed to upholding the spirit of Te Tiriti o Waitangi/the Treaty of Waitangi principles

- Principle of Tino Rangatiratanga – Self-management  
The rights of Māori to exercise full authority and control over their lands, resources and taonga.
- Principle of Kāwanatanga – Governance  
The authority to make laws for the good order and security of the country subject to the duty imposed (on the Crown) to Māori under the Treaty.
- Principle of Whakawhanaungatanga – Partnership  
A partnership between Māori and the Crown which requires the parties to act reasonably and with the utmost good faith in accordance with the Treaty of Waitangi.
- Principle of Ōritetanga – Equality and privileges of citizenship

The right of tangata whenua as individual citizens to receive, as a minimum, fair and equal access to the resources and benefits provided by the Crown.

- Principle of Kaitiakitanga – Stewardship  
The responsibility of Māori to undertake their duty of custodianship, stewardship and guardianship over their lands, resources and taonga.
- Principle of Whakatika i te mea hē – Duty to remedy past breaches  
The duty of the Crown to remedy past breaches of the Treaty and to prevent further breaches.
- Principle of Tuatiaki ngangahau – Active protection of taonga and Māori interests  
The duty to ensure the active protection of taonga for as long as Māori wish it to apply.
- Principle of He here kia mōhio – Duty to be informed  
The duty of the Crown to make informed decisions through consultation with Māori.

More information on Council's processes that provide tangata whenua contribution to Council's decision making can be found in our Māori Policy.

## ENGAGEMENT ON OTHER MATTERS

Outside of matters where it remains mandatory for a special consultative procedure to be undertaken, Council will determine the appropriate level of engagement on a case by case basis.

Council may decide that it will use a special consultative procedure if the matter is of high significance, or it may choose another form of appropriate consultation. In instances where significance is judged to be moderate, engagement with the community could involve consulting through an advisory committee or focus group, public meetings, or surveys.

When Council decides that a matter is of low to moderate significance, or in instances where it is considered that the views of the community are already known, it may make a decision on behalf of the community and then inform the community of the outcome. This may be, for instance, through publication on the Council website, in the local media, or other appropriate means.

## REASONS NOT TO ENGAGE

Council acknowledges there are times when it is not necessary, appropriate or possible to engage the community on a proposal or decision. This will be decided in accordance with the criteria below:

1. The proposal or decision is not of a nature or significance that requires engagement.
2. Council already has a sound understanding of the views and preferences of the people likely to be affected by, or interested in, the proposal or decision.
3. There is a need for confidentiality or commercial sensitivity.
4. The costs of engagement outweigh the benefits of it.
5. The proposal or decision has already been addressed by Council's strategies, policies or plans, which have previously been consulted on.
6. An immediate or quick response or decision is needed or it is not reasonably practicable to engage.

Whenever Council does not formally engage, community views will still be considered before a decision is made and as much information will be provided to the public as possible.

## ENGAGEMENT ACTIVITIES

Council will decide which engagement activities or processes to use based on the individuals, communities and sectors that are affected by, or interested in the proposal; and the extent of that interest/impact. In the first instance, staff will be responsible for assessing the appropriateness of engagement activities for each proposal or decision at the project planning stage.

There may be times where Council activities are affected by events at a regional, national, or global scale – such as extreme weather, or a pandemic. In these instances, Council may delay activities to ensure an appropriate level of engagement. Council may also implement alternative forms of engagement in order to overcome barriers these events have created to engagement. These will be considered on a case by case basis.

## INFORMATION REQUIREMENTS

Council will ensure that, when conducting any engagement or consultation process in relation to a significant decision, it provides:

- Clear information on what is being proposed and why it is being proposed
- Sufficient information on which to provide meaningful feedback
- The advantages and disadvantages of each option being considered
- What impacts, if any, will occur if the proposal goes ahead
- How the community can provide its views
- The timeframe for completing the community engagement or consultation
- How submitters and participants can learn about the outcome.



DEFINITIONS

|                 |   |
|-----------------|---|
| Community       | A group of people living in the same place or having a particular characteristic in common. Includes interested parties, affected people and key stakeholders.  |
| Decisions       | Refers to all the decisions made by or on behalf of Council including those made by officers under delegation. (Management decisions made by officers under delegation during the implementation of <del>council</del> Council decisions will not be deemed to be significant).   |
| Engagement      | Is a term used to describe the process of seeking information from the community to inform and assist decision making. There is a continuum of community involvement.   |
| Significance    | As defined in Section 5 of the LGA 2002 <i>in relation to any issue, proposal, decision, or other matter that concerns or is before a local authority, means the degree of importance of the issue, proposal, decision, matter, as assessed by the local authority, in terms of its likely impact on, and likely consequences for:</i><br><i>The district or region</i><br><i>Any persons who are likely to be particularly affected by, or interested in, the issue, proposal, decision, or matter</i><br><i>The capacity of the local authority to perform its role, and the financial and other costs of doing so.</i>   |
| Strategic Asset | As defined in Section 5 of the LGA 2002 <i>in relation to the assets held by the local authority, means an asset or group of assets that the local authority needs to retain if the local authority is to maintain the local authority’s capacity to achieve or promote any outcome that the local authority determines to be important to the current or future well-being of the community; and includes</i><br><i>Any asset or group of assets listed in accordance with Section 90(2) by the local authority; and</i><br><i>Any land or building owned by the local authority and required to maintain the local authority’s capacity to provide affordable housing as part of its social policy; and</i><br><i>Any equity securities held by the local authority in</i><br><i>A port company within the meaning of the Port Companies Act 1988</i><br><i>An airport company within the meaning of the Airport Authorities Act 1966</i> |

RAISING A CONCERN

Concerns with the engagement process should be raised with the Wairoa District Council Governance team ([governance@wairoadc.govt.nz](mailto:governance@wairoadc.govt.nz))

**APPENDIX 1: ASSESSING SIGNIFICANCE AGAINST CRITERIA**

| <b>CRITERIA</b>   | <b>HIGHER SIGNIFICANCE</b>  | <b>LESSER SIGNIFICANCE</b>   |
|---|---|--|
| Change in levels, or delivery, of service provided by Council.  | There is a major and/or long term change to services.   | There is a medium to low level of change to services.  |
| Level of financial impact.  | There is a major and long term financial impact.  | There is a medium to low level of impact.  |
| Impact on the community.  | The decision would have a major impact on sections or all of the community.   | The impact on the community is medium to low.  |
| Decision involves a “strategic asset” as listed in this Policy.   | The decision involves the sale or transfer of more than 20% of a strategic asset.   | The decision does not impact on Council’s ownership of the asset.  |
| Impact on Council debt or level of rates.   | The impact is major and/or long term on either debt levels or rates.  | The impact is of a medium to low level.  |
| Reversibility of decision.  | The decision is irreversible and would impact negatively on future generations to a high degree.                                      | The decision is not irreversible, or if it were, the impact on future generations would not be high.   |
| Building on previous decisions.   | The matter is considered to be significant by other criteria, and has not been previously consulted with the community.               | The decision or action is consequential to, or promotes, a decision or action already taken by Council or the views of the community on this matter are already known. |
| Historic interest.  | There is a history of the matter generating wide and intense public interest and a reasonable expectation that this will again be so. | There is no history of the matter generating widespread interest.  |
| The likely impact/consequences of the issue, proposal, decision or other matter, on youth, elderly and Māori. | The decision would have a major impact on youth, elderly and Māori.   | The impact on youth, elderly and Māori is medium to low.   |

## APPENDIX 2: LIST OF STRATEGIC ASSETS

The LGA 2002 definition of a strategic asset is outlined in Section 5.

The list of assets outlined below are considered to be “strategic assets”, however not all decisions made regarding them will be significant. For example, the road network is strategic but the purchase or sale of small land parcels that make up the network may not amount to a significant decision.

- Water supply catchments and supply network as a whole.
- Wastewater network as a whole.
- Stormwater and flood protection network as a whole.
- Land transport network as a whole.
- Waste management facilities as a whole.
- Cemeteries.
- Ownership of community facilities as a whole.
- Ownership of Quality Roading and Services (Wairoa) Ltd (QRS).

# Draft Revenue and Financing Policy 2024

## Purpose and scope

- 1. This policy outlines the choices Council has made in deciding the appropriate sources of funding for operating and capital expenditure from those sources listed in the Local Government Act 2002 (LGA). The policy also shows how the Council complied with section 101(3) of the LGA which sets out a number of factors we must consider when making these decisions. A comprehensive analysis of this is included in the Funding Needs Analysis (Appended).
- 2. Deciding the best way to fund activities is complex. Applying the legislation is complex and involves many statutes, regulations and multiple statutory policies. The outcome of balancing all those matters requires judgement having considered many factors including but not limited to:
  - Legal.
  - Social.
  - Competition.
  - Affordability.
  - Impact of change.
  - Efficiency.
  - Equity.
  - Cost.
  - Intergenerational equity.
  - Transparency.
  - Accountability.
  - Business.
  - Strategic Alignment.
  - Benefit.

## Policy

### Funding of Recovery

- 3. Recovery work packages will be undertaken within the Council activities with greatest strategic alignment to those packages. While the funding for these packages may often mirror what takes place in the normal course of business for these activities, the funding for each will be separately determined and formalised in updates to the Recovery Plan. The policy statements and parameters that follow in this document pertain to the normal course of business.

### Water Services Reforms

- 4. At the time of this policy review the Government has repealed the pre-existing Water Services Entities and Water Services Reform legislation under its 'Local Water Done Well' programme. The future for water services remains uncertain but it is generally held that change is inevitable. As such, policy statements relating to the funding of Water Supply, Wastewater and Stormwater within this document shall hold for as long as these activities are delivered exclusively by Council.

## Funding sources for operating expenses

- 5. Operating costs are the everyday spending on Council activities. This includes contributions to the wear and tear on assets used (depreciation), interest charged on borrowing for capital projects and overheads.
- 6. The funding of each activity must be considered individually. Some activities may be best funded by user charges, such as building consents, others with targeted rates, such as water, and others from the general rate, such as roading.
- 7. The funding sources used for operating costs and the Council's policies in respect of funding operating expenses are described in the following sections.

### User Charges

8. User charges are applied to services where it is identified there is a benefit to an individual or group, or directly attributable cost. User charges are a broad group of fees charged directly to an individual or entity including but not limited to:
 

|   |                        |                              |
|---|------------------------|------------------------------|
| ▪ Service charges.                              | ▪ Fines and penalties. | ▪ Planning and consent fees. |
| ▪ Hire.   | ▪ Connection fees.     | ▪ Statutory charges.         |
| ▪ Rent, lease, licences for land and buildings. | ▪ Disposal fees.       | ▪ Retail sales.              |
| ▪ Permits.                                      | ▪ Deposits.            | ▪ Landing fees               |
| ▪ Regulatory charges.                           | ▪ Private works.       |                              |
9. The price of the service is based on a number of factors, including but not limited to:
  - a. The cost of providing the service.
  - b. The estimate of the users' private benefit from using the service.
  - c. The impact of cost to encourage/discourage behaviours.
  - d. The impact of cost on demand for the service.
  - e. Market pricing, including comparability with other councils.
  - f. The impact of rates subsidies if competing with local businesses.
  - g. Cost and efficiency of collection mechanisms.
  - h. The impact of affordability on users.
  - i. Statutory limits.
  - j. Other matters as determined by the Council.
10. The ability to charge user charges is limited by various statutes and regulations. As a general rule, fees for statutory functions should be set at no more than the cost of providing the service. In some cases, legislation sets the fees at a level that is below cost and in other cases, where provided by legislation (such as the Waste Minimisation Act 2008) fees may be set at greater than the cost of providing the service. It is appropriate to incorporate overhead costs when determining the cost of providing a service.
11. Where goods or services are sold commercially, and taking into consideration legislative limitations, the Council's preference is to charge a market price. This includes retail sales, leases, rents and licences for land and buildings.
12. Fees and charges may be set at any time and are reviewed annually. A list of current fees and charges is maintained on our website.
13. Revenue from user charges is generally allocated to the activity which generates the revenue.

### Grants, sponsorship, subsidies and other income

14. Grants, sponsorship and subsidies are used where they are available. Many of these types of income are regular and predictable and can be budgeted for (for example Waka Kotahi NZTA roading subsidy). Some other types are unexpected or unpredictable and may not be able to be prudently budgeted (such as Provincial Growth Fund funding, reparation payments, civil defence and other reimbursements, legal settlements and insurance claims). These are applied as they arise to the corresponding activity or project.

### Investment income and proceeds from the sale of assets

15. The Council's approach to investments is documented in the Investment and Liability Management Policies. These investments generate income such as dividends, interest, and rents.
16. Income from all asset disposals are generally receipted to the activity that used the asset to deliver service. Generally, these proceeds are considered to be capital in nature. However, low value items may be used to fund operating costs. Council may resolve to utilise higher value proceeds for operating purposes if it is satisfied that it is prudent and in the community's interest.



### Surpluses

17. Council will price its activities (fees and charges, leases) on a prudent cost recovery basis. As a not-for-profit public benefit entity its financial objective is to maximise value. There are however several circumstances where Council may make a surplus:

- a. To pay for future projects – funds will be held in reserve until the project budget is approved.
- b. Windfalls and donations without conditions. Council will determine appropriate utilisation.
- c. 'Sales' volumes exceed expectations, e.g. consenting revenue, licenses. Surpluses will be used to repay debt or acquire investments the income from which may be used to offset operating expenses.

### Development contributions, financial contributions and lump sum contributions

16-18. Generally, there is little revenue from these funding sources to fund operating costs.

17-19. Lump sum contributions have been used for the Māhia and Ōpoutama wastewater schemes, which included a portion of operating cost (interest). Council has an Early Payment of Rates Policy enabling existing ratepayers for these schemes to pay future targeted rates for this in advance.

18-20. Council will consider using lump sum contribution arrangements as a suitable funding option for future projects.

19-21. Financial contributions, relating to resource consents are collected and placed in a reserve fund. The use of this funds could include some operating costs. The Council does not currently take development contributions, but it is considering the use of these they are a legitimate source of revenue for specific purposes that this policy permits as part of its review of the District Plan subject to the adoption of a separate Development Contributions Policy. Should development contributions be implemented a portion of revenue funds the interest cost on debt for growth related capital projects.

### Reserve funds

20-22. Reserve funds are used for the purposes that they were created. Reserve funds may be used to meet operating costs if the expenditure is consistent with the purpose of the fund.

### Borrowing

21-23. The Council's approach to Borrowing is documented in the Investment and Liability Management Policies. The Council generally plans to fund all cash operating costs from sources other than borrowing but may in specific circumstances, where it determines it is prudent to do so, fund some operating costs from borrowing.

### Rates

22-24. Having exhausted all other funding sources, Council funds its remaining operating expenses from rates. For many activities this is the main funding source.

23-25. The Council may establish general or targeted rates to fund operating costs.

### Summary of sources of funding for operation costs by activity

24-26. The above funding sources were considered when determining the funding required from all sources (including general rates or targeted rates) for each activity in the Funding Needs Analysis, as required by section 101(3)(a).

25-27. Table 1 shows the degree (expressed as a range) to which each funding source is used to fund operating costs in relation to each activity to be funded, as required by section 101(3)(a) of the LGA.

26-28. After the activity by activity analysis, the Council undertakes an analysis of the overall impact of any allocation of liability for revenue needs on the current and future social, economic, environmental, and cultural well-being of the community. The results of this analysis may vary the outcome of the activity by activity analysis.

~~27-29.~~ The ranges in Table 1 are expressed as a percentage of the revenue budgeted to fund each activity and are indicative only. They may change over time because of changes in expenditure requirements. Actual funding sources may differ from the budgeted funding sources.

| Table 1:<br>Operating Funding by<br>Activity | User charges | Grants, subsidies & other | Invest. Income | Fin. and Dev.<br>Contributions | Reserve Funds | Borrowing | General Rates | Targeted rates |
|--|--------------|---------------------------|----------------|--------------------------------|---------------|-----------|---------------|----------------|
| Water Supply                                 | 0% -20%      | 0%                        | 0% -20%        | 0%                             | 0%            | 0%        | 0% -20%       | 80% - 100%     |
| Wastewater                                   | 0% -20%      | 0%                        | 0% -20%        | 0%                             | 0%            | 0%        | 0% -20%       | 80% - 100%     |
| Stormwater                                   | 0% -20%      | 0%                        | 0% -20%        | 0%                             | 0%            | 0%        | 0% -20%       | 80% - 100%     |
| Waste Management                             | 20% -40%     | 0%                        | 0%             | 0%                             | 0%            | 0%        | 0% -20%       | 40% - 60%      |
| Airport                                      | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Parking                                      | 0%           | 0%                        | 0%             | 0%                             | 0%            | 0%        | 100%          | 0%             |
| Roading                                      | 0%           | 60% - 80%                 | 0%             | 0%                             | 0%            | 0%        | 20% -40%      | 0%             |
| Camping Grounds                              | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Cemeteries                                   | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Community Centre                             | 0%           | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Community Support                            | 0%           | 0% -20%                   | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Library                                      | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Memorial Hall                                | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Parks and Reserves                           | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Resource Planning                            | 0% -20%      | 0%                        | 0%             | 0%                             | 20% -40%      | 20% -40%  | 40% - 60%     | 0%             |
| Environmental Health                         | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Building Control                             | 40% - 60%    | 0%                        | 0%             | 0%                             | 0%            | 0%        | 40% - 60%     | 0%             |
| Liquor Control                               | 40% - 60%    | 0%                        | 0%             | 0%                             | 0%            | 0%        | 60% - 80%     | 0%             |
| Bylaw Compliance                             | 40% - 60%    | 0%                        | 0%             | 0%                             | 0%            | 0%        | 40% - 60%     | 0%             |
| Community Representation                     | 0%           | 0%                        | 0%             | 0%                             | 0%            | 0%        | 100%          | 0%             |
| Māori Relationships                          | 0%           | 0%                        | 0%             | 0%                             | 0%            | 0%        | 100%          | 0%             |
| Economic Development                         | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Gaiety Theatre                               | 80% - 100%   | 0%                        | 0%             | 0%                             | 0%            | 0%        | 0% -20%       | 0%             |
| Visitor Information                          | 0% -20%      | 0%                        | 0%             | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Pensioner Housing                            | 100%         | 0%                        | 0%             | 0%                             | 0%            | 0%        | 0%            | 0%             |
| Property                                     | 0% -20%      | 0% -20%                   | 0% -20%        | 0%                             | 0%            | 0%        | 80% - 100%    | 0%             |
| Funds Management                             | 0%           | 0%                        | 100%           | 0%                             | 0%            | 0%        | 0%            | 0%             |

### Funding sources for capital costs

~~28-30.~~ Capital costs are those costs associated with the purchase and improvement of assets, and the repayment of debt. The funding sources for capital costs and Council's policies in respect of the funding of this expenditure are described in the sections that follow.

### User charges

~~29-31.~~ User charges are not often used for capital costs as individual user contributions would generally be too large to be affordable. Borrowing and charging users annually for financing costs (interest and principal) via rates is often a more affordable method of collecting user contributions for capital costs.

~~30-32.~~ The Council may charge for capital works that are for private benefit (such as, a network extension to a single dwelling) or where capital works are undertaken outside of Asset Management Plans at the request of individuals (for example, a rural seal extension for dust suppression).

### Grants, subsidies, and other income

~~31-33.~~ The Council relies on significant subsidies for capital works relating to our transport activity. Grants and subsidies may be available for other activities from time to time.

~~32-34.~~ Other income can be from many and varied sources and is unlikely to be predictable enough to budget for in advance. Other income used to fund capital costs could include bequests, insurance claims, and legal settlements.

~~33-35.~~ Grants, subsidies and other income are used wherever they are available.

### Development contributions

~~34-36.~~ Development Contributions (DCs) fund capital costs necessary to service growth. Council does not have a development contributions policy at this time and will consider this as part of the consideration of financial contributions in the review of the District Plan. This policy permits the collection of DCs should Council adopt a separate Development Contributions policy.

### Financial contributions

~~35-37.~~ Financial contributions are collected under the Resource Management Act 1991 to avoid, remedy or mitigate adverse effects on the environment as conditions to resource consents. The requirements for these contributions are outlined in the District Plan. Contributions may be received in cash or as revenue by the vesting of assets.

### Proceeds from the sale of assets

~~36-38.~~ From time-to-time, assets are disposed of. Usually these are low value items and the revenue is allocated to the activities that the assets were used in. In the case of short-life assets these proceeds would normally contribute to the cost of their replacement.

~~37-39.~~ The Council holds some higher value assets for investment purposes which, although not budgeted for, could be sold. Unrestricted proceeds from the sale of these assets would be used to repay debt or supplement the corresponding asset replacement reserves, unless otherwise resolved. Restricted revenues would be placed in the appropriate reserve fund and used for the purpose required by the document that imposes the restriction.

### Reserve funds

~~38-40.~~ Reserve funds for capital projects are held and the funds are used when a project meets the specific criteria for accessing the reserve. This includes renewal funding derived from rates for operating costs such as depreciation and other accounting provisions.

### Borrowing

~~39-41.~~ The Council borrows to fund its asset programme. The amount of borrowing available is restricted by the debt limits set in the Financial Strategy.

~~40-42.~~ Borrowed funds, both the principal and interest (an operational cost), are generally repaid by future rates.

~~44-43.~~ Borrowing spreads the cost of the project over a longer period of time, smoothing changes in rates and ensuring that future ratepayers who will enjoy the benefit of long-lived assets contribute to their costs.

#### Lump sum contributions

~~42-44.~~ When undertaking a major project, there is an option to seek lump sum contributions to the capital cost of the project from those who are identified in the projects "capital project funding plan". Lump sum contributions are provided for in the Local Government (Rating) Act 2002 and have restrictions placed on how they are used. Where a lump sum payment option is proposed ratepayers may choose to pay the lump sum or not. If not, the rating unit will be liable to pay any targeted rate set to recover the loan costs.

#### Rates

~~43-45.~~ Rates are mostly used to fund everyday expenses including depreciation and interest costs related to borrowing.

~~44-46.~~ A portion of rates funds the capital (principal) repayments of debt.

~~45-47.~~ Council may establish targeted rates to fund specific capital projects where there is a benefit of separate funding.

~~46-48.~~ Council holds reserve funds for capital expenditure. Some of which has been sourced from rates.

#### Summary of sources of funding for capital costs by activity

~~47-49.~~ Funding of Capital costs will be determined via the same principles as the operating costs funding policy unless the Council resolves otherwise. Such a resolution will follow the funding guidelines and in doing so will be consistent with this policy and not require an amendment to the policy. Existing projects (projects resolved prior to the adoption of this policy) will be funded according to the Annual Plan, Long-Term Plan or other resolution made at the time the Council approved the project. It is not practicable to determine a funding policy for all unknown future projects.

The main difference is that it is the purpose of the expenditure will have more bearing on the funding available. Capital projects are often large in nature and will provide benefits over many years, and the funding approach must reflect this.

~~48-50.~~ The Council uses the following guidelines when considering the funding of capital projects:

- a. A Funding Needs Analysis will be completed where the project is not included in the capital works programme or is additional to planned services, or where its inclusion impacts on Council's overall funding capacity.
- b. All projects are first funded from grants, subsidy or other external income where available.
- c. Renewal projects that maintain the same service level are then funded from reserve funds set aside for that purpose.
- d. General purpose funds or unrestricted reserve funds held for other complementary purposes are considered.
- e. Lump sum rating options are considered.
- f. Projects that have exhausted previous funding sources or are for new or increased service levels or for growth in infrastructure are then funded from debt.

~~49-51.~~ A single project may have a mix of each of these funding options.

~~50-52.~~ It is not practical to create separate funding policies for each and every capital project. The Council will only do this when a project is particularly large, affects a particular group or does not fit with an existing funding policy or activity.

~~51-53.~~ Whenever funding a capital project, the Council will consider the available sources of funds, the Revenue and Financing Policy, and section 101(3) in applying the above guidelines to a capital project. Generally, the Council will resolve the funding policy at the time the project

is proposed in an Annual or Long-Term Plan.

### Overall funding consideration

52-54. The Council is required by section 101(3)(b) of the LGA to consider “the overall impact of any allocation of liability for revenue needs on the current and future social, economic, environmental, and cultural well-being of the community”. This section allows that as a final measure, we may modify the overall mix of funding that would otherwise apply after the initial s101(3)(a) analysis for each activity to be funded.

53-55. The following adjustments ~~have been~~can be made:

- a. The allocation of the rates liability between sectors of the rating base may be altered by using differentials on the general rate and certain targeted rates. The allocations in this Long-Term Plan were determined by the Council after consultation with the community in 2020. The Council may modify the differential factors during the term of the Long-Term Plan to reflect a change in allocation of cost, or benefit, or to achieve better community outcomes or wellbeing.

This adjustment included an additional allocation of cost to the forestry differential for all activities, rather than just the incremental cost previously allocated from roading activities. The Council has decided this allocation to increase the rates to this sector is appropriate because of comparative negative community wellbeing impacts on the Wairoa community.

- b. Rates affordability (people’s ability to pay rates) is an issue in parts of the region. Adjustments to limit the impact of fixed rates on lower value rating units were made so that rates are more affordable for lower value rating units.
- c. Fees and charges may be waived or discounted where it is considered appropriate to do so. Some matters we may consider in deciding whether it is appropriate to waive fees are for social reasons (e.g., the promotion of events and facilities) or commercial reasons (e.g., due to poor service or to minimise risk).
- d. Rates may be remitted where it considered appropriate to do so and as allowed for in the Rates Remissions and Postponements Policies (including Māori Freehold Land). These policies address social matters as well as adjusting rates for benefits that differ for some rates assessments (such as additional or no provision of some services).

### Relief during Severe Weather Event Response and Recovery

56. Council considers that the tools described in section 55 above, when applied in conjunction with bespoke funding and relief packages that become available during emergency response and recovery conditions, are sufficient in providing an adequate baseline level of financial relief to affected customers and ratepayers. Council will consider supplementing this with other mechanisms where it believes this is appropriate.



## Rates

~~4-a.~~ The Council may use accounting provisions and reserve funds to spread the costs of activities over multiple years to smooth the cost to users and ratepayers.

~~54-57.~~ Our final consideration of funding by rates comes:

- a. After considering how other funding sources will be used to fund operating and capital costs.
- b. how rates have been applied to activities in the Funding Needs Analysis; and/or
- c. After being adjusted for the overall impact of allocation of liability.

~~55-58.~~ The following section outlines the Revenue and Financing Policy requirements that are used to set rates. To have a full understanding of rates they should be read with regards to the analysis above and in conjunction with the Rating Policy, Funding Impact Statement and Rates Resolution.

## General rates

~~56-59.~~ The Council sets a general rate is assessed on all rateable properties (rating units) based on the capital value of the property. A Uniform Annual General Charge (UAGC) will be set on each separately used or inhabited part (SUIP) of all rating units.

~~57-60.~~ The Council has determined in its Funding Needs Analysis which activities should be funded from general rates (see Table 1).

~~58-61.~~ The Council has chosen to differentiate the General Rate into four rating categories, applying 6 rating differentials, based on the use to which the land is put. In respect of residential land, Council observes the provisions of s101(3)(b) of the LGA and the overall impact of the allocation of liability for revenue needs on the community. In doing so it has determined that the application of 3 rating differentials to land categorised as residential for rating purposes is appropriate. The General Rate will be assessed on capital value of the land. The factors to be applied to all differentials and the thresholds for the residential differentials will be determined in the Funding Impact Statement

- a. Residential will be
  - i. Residential A
  - ii. Residential B
  - iii. Residential C
- b. Commercial.
- c. Rural.
- d. Forestry.

~~59-62.~~ The Council primarily uses valuation data (specified in the Rating Valuations Rules) to determine the allocation of rating units to differential rating categories. The full definitions can be found in the Rating Policy and the Funding Impact Statement and may change during the term of the Long-term Plan.

~~60-63.~~ In setting the differential categories, and the differential factors, the Council considered the requirements of the LGA and other considerations, including:

- a. The activities funded by the general rate and the s101(3) considerations for the activities.
- b. The impact of any change, or rate of change to the differential.
- c. The views of those impacted by the differentials.
- d. Other reasonable options, and the advantages and disadvantages of those options.
- e. The overall impact of the differential on all ratepayers.

~~61-64.~~ The UAGC is part of the general rates and is a fixed amount each year. The Council can set the UAGC based on an allocation of the cost of specific activities or at an amount the Council considers is appropriate. In past years, the Council has preferred to base the UAGC on the allocation basis. From 2021 the Council will set the UAGC at a level it considers appropriate.

~~62-65.~~ The Council recognises the regressive nature of fixed rates. Rates affordability is a matter the Council considers when setting the UAGC. Council's remissions policies provide for some adjustment to UAGCs for properties where appropriate. During the term of this Long-term Plan the Council may adjust the UAGC as part of its rate setting process in order to improve community wellbeing for current and/or future communities.

~~63-66.~~ If the cost allocation from activities (as described in the Rating Policy) is amended, or an adjustment is made to the UAGC to improve community wellbeing, the amount removed from the UAGC will remain part of general rates.

#### Targeted rates

~~64-67.~~ Targeted rates are finalised when adopting the Funding Impact Statement in the Long-Term Plan or an Annual Plan. The Council may introduce new targeted rates, consistent with this policy, when setting rates in any year as documented in the respective year's Funding Impact Statement and Rates Resolution. The Council's requirement to consult is determined by s95A of the LGA.

~~65-68.~~ The Council has chosen to have a small number of targeted rates and will provide transparency of how much a ratepayer's rates is contributing to activities by using better communication tools than the rates invoice. Information on targeted rates is listed in the Rating Policy, Rates Resolutions and Funding Impact Statement for each year.

~~69.~~ The Council consulted on changes to targeted rates in its 2020 rates review, the outcomes of which are reflected in this and other relevant policies.

#### Preamble to Te Ture Whenua Māori Act 1993:

70. Council's main tools for ensuring it supports and promotes the retention of Māori land in the hands of its owners, their whānau and their hapū and to facilitate the development and utilization of that land for the benefit of the same are within its suite of rating and remission tools, particularly as they relate to Māori freehold land in multiple ownership, papa kāinga, and whenua rāhui.

~~66-71.~~ This is furthered by ensuring that its Rating Information Database contains land classification and valuation information complies with the Local Government (Rating of Whenua Māori) Amendment Bill.

#### References

- The Funding Needs Analysis, required by section 101(3) of the LGA, provides the background and analysis to explain the funding decisions we have made. It is guided by the funding principles and choices of funding sources documented in the Revenue and Financing Policy.
- The Investment and Liability Management Policies place restrictions on the use of the proceeds from asset sales.
- The Rating Policy further clarifies funding requirements by documenting matters not included in this Revenue and Financing Policy. It includes definitions and, when applicable, maps for rating areas.
- The Funding Impact Statement is included in each Long-term Plan and Annual Plan as required by clauses 15 or 20 of schedule 10. This statement shows the results of the detailed rates calculation for each year.

Together the above documents form the necessary components to lawfully charge under

the LGA for our revenue requirements. We must also comply with other legislation regarding the setting of some fees and charges and the Local Government (Rating) Act 2002 for the setting of rates.

## DRAFT Funding Needs Analysis

This policy does not form part of the Revenue and Financing Policy, it is a separate document that records the detailed application of s101(3). The Revenue and Financing Policy describes how the Council has complied with s101(3). A change in this document does not in itself change the Revenue and Financing Policy.

### Purpose and scope

1. The Funding Needs Analysis (FNA) provides the background and analysis to explain the funding decisions made by the Council.
2. To comply with section 101(3),<sup>1</sup> the Council must determine the appropriate sources of funding<sup>2</sup> for each activity. In determining this, they must take into consideration under s 101(3)(a):
  - a. *"The community outcomes to which the activity primarily contributes.*
  - b. *The distribution of benefits between the community as a whole, any identifiable part of the community, and individuals.*
  - c. *The period in or over which those benefits are expected to occur.*
  - d. *The extent to which the actions or inaction of particular individuals or a group contribute to the need to undertake the activity.*
  - e. *The costs and benefits, including consequences for transparency and accountability, of funding the activity distinctly from other activities."*
3. The legislation places no more or less weight or priority on any one of the factors listed in section 101(3)(a).
4. Having completed the above analysis, the Council must then consider under section 101(3)(b): *"The overall impact of any allocation of liability for revenue needs on the current and future social, economic, environmental and cultural well-being of the community."*
5. The following sections document the matters and approaches the Council has taken to determine the funding needs of an activity and how that translates into the Council's decision on the appropriate funding sources to be used.

### Previous reviews

6. The FNA was last reviewed in 2018, and Council retained its existing Revenue and Financing Policy included in the 2018-28 Long-term Plan (LTP).
7. The Council undertook a review and rewrite in 2020. Changes have been made reflecting the considerations of the Council as they considered the funding of activities in developing the 2021-31 LTP.

### Funding sources for operating costs

8. Operating costs are the everyday spending that maintains the services delivered by the Council. This includes corporate overheads, funded wear and tear on assets (depreciation) and interest costs of borrowing for capital projects.
9. The Council must consider the funding for each activity in a way that relates exclusively to that activity. Some activities may be best funded by user charges such as swimming pool entry fees, others with targeted rates and others from a general rate. Distinct funding may assist ratepayers or payers of user charges to assess more readily whether the cost of the service provided to them either directly or indirectly represents good value. They can also more easily determine

<sup>1</sup> All references to legislation are to the Local Government Act 2002 (LGA), unless otherwise stated.

<sup>2</sup> The funding sources are listed in section 103 LGA and the Council’s preference for using funding sources is described in the Revenue and Financing Policy. how much money is being raised for the service and spent on the service.

10. The funding sources for operating and capital costs are:
- a. Fees and charges.
  - b. Grants and subsidies and fuel taxes.
  - c. Other income.
  - d. Investment income.
  - e. Financial contributions
  - f. Development contributions
  - g. Lump sum payments
  - h. Reserve funds.
  - i. Borrowing
  - j. Proceeds from the sale of assets
  - k. Rates
    - General rate
    - Targeted rates.
11. Each funding source and how the Council prefers to use that funding source for operating expenses is described in detail in the Revenue and Financing Policy and is based on the analysis set out in this document.

Table 1: Matters the Council considers in applying the legislation for operating expenses

| Section 101(3)(a) - Step 1 reference           | Matters Council might consider  |
|--|---|
| <b>Community outcomes - s.101(3)(a)(i)</b>     | <p>The Council determines which of its community outcomes an activity primarily contributes to.</p> <p>Council will consider how their funding choices will support the achievement of the community outcomes.</p>  |
| <b>Distribution benefits - s.101(3)(a)(ii)</b> | <p>The distribution of benefits is given consideration by the Council. Determining benefit is inherently subjective.</p> <p>Where the Council considers there is a clearly identified direct relationship between users and the services provided then the Council will consider fees and charges or targeted rates.</p> <p>Where the Council considers the services provide a benefit to the community as a whole; is of a uniform nature; or where the Council is not able to identify a direct relationship between users and the service the Council will consider using general rates.</p> |
| <b>Period of benefit - s.101(3)(a)(iii)</b>    | <p>For most operational expenses the benefit is received in the year the expense is incurred.</p> <p>For most activities depreciation (an operating expense) is cash funded from revenue sources and this is placed into reserve funds for the future renewal of assets.</p> <p>Some operational expenses (provisions) may have a benefit over multiple years and so the Council may choose to fund the activity over that period.</p>  |

|   |  |
|---|--|
| <b>Who creates the need - s.101(3)(a)(iv)</b> | <p>Some services are provided because the actions or inactions of individuals or groups create the need to undertake the activity.</p> <p>The Council may choose to target these people or organisations through fines, charges or rates.</p>  |
| <b>Separate funding - s.101(3)(a)(v)</b>      | <p>The Council must consider the practicalities of separate funding along with transparency and accountability.</p> <p>In some cases, while it may be desirable to charge individuals there may be no practical way of doing so.</p> <p>For all activities the Council is able to easily identify what proportion of operational expenses is recovered from each funding sources. In the case of rates the Council is able to inform individual ratepayers of their rates contribution to each activity using communication tools.</p> |

12. Analysis for operating costs by activity is described in Schedule 1.

### Funding sources for capital costs

13. Capital costs are those costs associated with the purchase and improvement of assets and for the repayment of debt. The funding sources for capital costs include:
- Fees and charges.
  - Grants and subsidies and fuel taxes.
  - Other income.
  - Investment income.
  - Financial contributions
  - Development contributions
  - Lump sum payments
  - Reserve funds.
  - Borrowing
  - Proceeds from the sale of assets
  - Rates
    - General rate
    - Targeted rates.
14. Each funding source and how the Council prefers to use that funding source for capital expenditure is described in detail in the Revenue and Financing Policy and is based on the analysis set out in this document.

### Analysis for capital costs by activity

15. Capital costs would be funded on the same principles as the operating costs funding policy, subject to the nature and purpose of the expenditure, unless the Council resolves otherwise. Such a resolution will follow the funding guidelines and in doing so would be consistent with this policy and would not require amendment to the policy. ~~Existing Planned~~ projects ~~{projects resolved prior to 3 December 2020}~~ will be funded according to the Annual Plan, Long-term Plan or other resolution at the time of the Council approving the project. It is not always practicable to determine a funding policy for an unknown future project in advance.
16. The Council uses the following guidelines when considering the funding of capital projects:
- A Funding Needs Analysis will be completed ( see paragraph 18).
  - All projects are first funded from grants, subsidy or other income where available.



- c. Renewal projects that maintain the same service level are then funded from reserve funds set aside for that purpose.
  - d. Reserve funds for other purposes that are not restricted are considered.
  - e. Lump sum and other rating options are considered.
  - f. Projects that have exhausted previous funding sources or are for new or increased service levels or for growth in non-network infrastructure are then funded from debt.
17. A single project may have a mix of each of these funding options.
18. It is not practical to create separate funding policies for each and every capital project. The Council will only do this when a project is particularly large, affects a particular group or does not fit with an existing funding policy or activity.
19. Whenever funding a capital project, the Council will consider the available sources of funds, the Revenue and Financing Policy, section 101(3) in applying the above guidelines to a capital project. Generally, the Council will resolve the funding policy at the time the project is proposed in an Annual or Long-term Plan. In undertaking this assessment, it shall have regard to the matters in table two.

Table 2: Matters the Council considers in applying the legislation for capital expenses

| Headings -s.101 reference                      | Matters Council might consider   |
|--|--|
| <b>Community outcomes - s.101(3)(a)(i)</b>     | <p>The Council determines which of its community outcomes the capital project or activity contributes to.</p> <p>Council will consider how their funding choices will support the achievement of the community outcomes.</p>   |
| <b>Distribution benefits - s.101(3)(a)(ii)</b> | <p>The distribution of benefits is expected to be the same as that for the operating costs of the activity in which it is funded unless the Council resolves otherwise. Determining benefit is inherently subjective.</p> <p>The Council may choose to target those people or organisations who primarily benefit through financial and development contributions, lump sum options or targeted rates.</p> |
| <b>Period of benefit- s.101(3)(a)(iii)</b>     | <p>For most capital projects the benefit is received over the life of the asset. The Council will have regard to the equitable distribution of costs to each generation for the construction and renewal of the asset. For example, this may result in the Council not funding asset renewal while still funding debt.</p>   |
| <b>Who creates the need- s.101(3)(a)(iv)</b>   | <p>Some services are provided because the actions or inactions of individuals or groups create the need to undertake the activity.</p> <p>The Council may choose to target these people or organisations through financial contributions or targeted rates.</p>  |
| <b>Separate funding- s.101(3)(a)(v)</b>        | <p>The Council must consider the practicalities of separate funding along with transparency and accountability.</p> <p>In some cases, while it may be desirable to charge individuals there may be no practical way of doing so.</p>   |

For many smaller capital projects, it is not practical to have a separate funding policy. Where the Council does not resolve otherwise a capital project will be funded consistently with the funding mechanism adopted for the operating costs in the activity in which it is funded, and the purpose of the project.

Funding bands

- 20. After considering the section 101(3)(a) components, the Council considers to what extent each of the funding sources can fund each activity. This guide is intended to be in place for the next three years before it is reviewed. As costs change over time, it is not possible to precisely determine the percentage allocated. For this reason, the Council has decided to band the percentages into the categories listed in table three.
- 21. The assessment in Schedule 1 identifies the most likely sources of funding an activity is budgeted to receive. In all cases , rates fund the balance of the activity after all other sources have been maximised. It is likely that from time to time the Council will be able to secure additional funding that may be become available.
- 22. Budgets will normally be set within these ranges. These ranges are expressed as a percentage of the cost of the activity and are indicative only. They may change over time because of changes in expenditure rather than changes in revenue. It is also likely that actual funding sources will be different from budgeted funding sources.

Table 3: Funding bands

| Name     | Percentage range |
|----------|------------------|
| Unlikely | 0%               |
| Minimal  | 0% - 20%         |
| Low      | 20% - 40%        |
| Moderate | 40% - 60%        |
| High     | 60% - 80%        |
| Most     | 80% -100%        |
| All      | 100%             |

Funding sources and rationale

- 23. The ‘Rationale’ column of Schedule 1 identifies which of the funding sources the Council plans to use in budgeting to fund the operating costs of each activity. It is determined by the Council after consideration of each clause of section 101(3)(a).
- 24. The assessment of the funding sources is a complex matter of weighing up the requirements of section 101(3)(a) with the available sources and the Council’s preferences for using these sources. The Council has documented its rationale for choosing each the funding source in this Funding Needs Analysis and the Revenue and Financing Policy.
- 25. The funding source for an activity may be modified by the Council when it considers the requirements of section 101(3)(b). If this has occurred, it is considered as part of the overall funding considerations section in the Revenue and Financing Policy.

Schedule One: Activity Funding Needs Analysis – operating costs

| Group Activity: Transport  |   | Activity: Transport   |  |  |   | Funding Sources by Funding Stream   |  |
|--|---|---|--|--|---|---|--|
| Community Outcomes   | Distribution of Benefits  | Period of Benefit   | Whose Act Creates a Need?  | Separate Funding   | Rationale   |   |  |
| <p>This activity primarily contributes to Council's outcome:</p> <ul style="list-style-type: none"><li>Strong and prosperous economy</li></ul> <p>and is associated with Council's outcomes:</p> <ul style="list-style-type: none"><li>Safe, supported and well-led community</li></ul> <p>Our communities and business are connected to each other and to our markets by a safe efficient and integrated transport network.</p> | <p><b>Roading:</b> The roading network serves the whole district and everyone benefits.</p> <p>Roads are necessary to deliver export products to markets within Wairoa, New Zealand and the world. The district's economic prosperity is dependent on production from its rural catchment.</p> <p>Roads provide corridors for other utility providers such as power, communications, water and wastewater.</p> <p>Roads, street lighting, signage, and footpaths and parking are provided as a public good. Individuals and business benefit directly from access to property and facilities.</p> <p><b>Airport:</b> The provides quick access in and out of the region supporting business and emergency management.</p> <p>The availability of the airport serves the whole district, and everyone benefits.</p> <p>Individual users receive a private benefit.</p> | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> | <p>There is an impact of the actions or inactions of others. Costs are driven by traffic volumes and size. Large vehicles, wear roads out more quickly than vehicles.</p> <p>The forestry industry places significant demand on the roading network for which Council incurs additional costs. The growth of the forestry industry is leading to greater roading damage.</p> <p>Airport users expect a consistent service level.</p> | <p>The whole community benefits from the roading network and airport, as such there is little advantage in having separate funding.</p> <p>The use of differential rating tools can easily adjust for sectors to make a varying contribution.</p> <p>There are few reasonably practicable options for charges in users directly for their use of or damage to the roads.</p> <p>Charging airport users for rents and landing fees is common and efficient.</p> | <p>Subsidies are primarily sourced from New Zealand Transport Agency (NZTA). Additional funding will be sourced whenever available (e.g., Provincial Growth Fund)</p> <p>Council also receives a small amount of regional petrol tax.</p> <p>Council maximises the amount of subsidy for the level of spending it approves.</p> <p>The whole district benefits from the roading network.</p> <p>The general rate allows for the differential allocation of benefit to sectors and adjustment of contribution for those whose actions cause additional costs and for advancing community outcomes.</p> | <p><b>ROADING</b></p> <p><b>HIGH (60% - 80%)</b><br/>Grants and subsidies.</p> <p><b>LOW (20% - 40%)</b><br/>General rate</p> <p><b>UNLIKELY (0%)</b><br/>All other funding sources.</p> <p><b>AIRPORT</b></p> <p><b>HIGH (60% - 80%)</b><br/>General rates</p> <p><b>MINIMAL (0% - 20%)</b><br/>Fees and charges</p> <p><b>Other</b></p> <p><b>UNLIKELY (0%)</b><br/>All other funding sources</p> |  |

| Group Activity: Water   |  |  |  |   |   |
|---|--|--|--|---|---|
| Activity: Water   |  |  |  |   |   |
| Community Outcomes  | Distribution of Benefits   | Period of Benefit  | Whose Act Creates a Need?  | Separate Funding  | Rationale   |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Safe, supported and well-led community</li> <li>• Strong and prosperous economy</li> <li>• Protected and healthy environment</li> <li>• Valued and cherished culture</li> </ul> <p>Access to safe water that is managed with cultural and environmental sensitivity is essential to community wellbeing.</p> | <p>The communities that are reticulated with a public water supply are the beneficiaries. With extended dry seasons there is greater demand on Council's network for tanker water to be supplied to non-reticulated properties.</p> <p>The entire community benefits through better health, kai moana, recreation and the environment outcomes and having protection in the case of fire.</p> <p>This community benefit can be recognised with a general rates component in the funding.</p> <p>All property owners/residents/tourists benefit from receiving water and protection from any fire risk.</p> | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> <p>Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current year and probably in future years. This is managed through reserve funds.</p> | <p>The actions of most individuals or groups have a minor impact. There is considerable government intervention in the provision of safe, healthy, compliant drinking water.</p> | <p>Identifying separate funding assists in the accountability and transparency of Council's expenditure on this activity.</p> <p>It also provides transparency on the cost of an essential service.</p> | <p>Those who (either directly or indirectly) benefit should pay.</p> <p>There are some water users where charging based on actual quantities is practical due to the location, size or the use of the property. Their share of costs is recovered by way of targeted water meter rates.</p> <p>The cost of the water supply and network is equalised across all non-metered connections within the district.</p> <p>A portion of the cost benefits the whole district and can be recovered in the general rate.</p> |
|   |  |  |  |   | <p><b>Funding Sources by Funding Stream</b></p> <p><b>MOST (80 - 100%)</b><br/>Targeted rates</p> <p><b>MINIMUM (0% - 20%)</b><br/>General rates</p> <p><b>UNLIKELY</b><br/>Interest and dividend</p> <p>All other funding sources.</p>   |

| Group Activity: Wastewater  |  |  |   |   |   |
|---|--|--|---|---|---|
| Activity: Wastewater  |  |  |   |   |   |
| Community Outcomes  | Distribution of Benefits   | Period of Benefit  | Whose Act Creates a Need?   | Separate Funding  | Rationale   |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Safe, supported and well-led community</li> <li>• Strong and prosperous economy</li> <li>• Protected and healthy environment</li> <li>• Valued and cherished culture</li> </ul> <p>Access to safe water that is managed with cultural and environmental sensitivity is essential to community wellbeing.</p> | <p>The collection, treatment, and disposal of wastewater are primarily a private benefit for people whose properties are connected to the schemes. Rural septic tank septage is transported to council wastewater treatment ponds.</p> <p>The protection of the environment is a benefit to the serviced communities.</p> <p>The entire community benefits through better health, kai moana, recreation and the environment outcomes.</p> <p>The benefits are expected to accrue primarily to individual users and businesses.</p> <p>There is a public health, environmental and recreational benefits are to whole district. This community benefit can be recognised with a general rates component in the funding.</p> | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> <p>Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current year and probably in future years. This is managed through reserve funds.</p> | <p>A small number of heavy commercial producers have an adverse impact greater than most users.</p> <p>There is considerable government intervention in the provision of safe, healthy, compliant wastewater systems.</p> | <p>Identifying separate funding assists in the accountability and transparency of Council's expenditure on this activity.</p> <p>It also provides transparency on the cost of an essential service.</p> | <p>In most cases it is not practicable to measure the quantity of each individual's contribution to the wastewater system.</p> <p>In the case of heavy commercial users of the waste system it is practical to measure the volume and quality of waste and charge appropriately for this.</p> <p>Those who (either directly or indirectly) connected targeted rate per pan is an efficient and simple way that approximates benefit of access and use of the services.</p> <p>Septage tankers are not paying the full cost of treatment recognising the wider community health benefits.</p> <p>A portion of the cost benefits the whole district and can be recovered in the general rate.</p> |
|   |  |  |   |   | <p><b>Funding Sources by Funding Stream</b></p> <p><b>MOST (80% - 100%)</b><br/>Targeted rates</p> <p><b>MINIMAL (0% -20%)</b><br/>General rates<br/>Fees and charges<br/>Interest and dividends</p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>  |

| Group Activity: Stormwater   |   |  |  |   |   |
|--|---|--|--|---|---|
| Activity: Stormwater   |   |  |  |   |   |
| Community Outcomes   | Distribution of Benefits  | Period of Benefit  | Whose Act Creates a Need?  | Separate Funding  | Rationale   |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Safe, supported and well-led community</li> <li>• Strong and prosperous economy</li> <li>• Protected and healthy environment</li> <li>• Valued and cherished culture</li> </ul> <p>With forecast increase in heavy rain events collecting and managing stormwater protects houses, businesses and infrastructure. It must be managed with cultural and environmental sensitivity is essential to community wellbeing.</p> | <p>The collection, treatment and disposal of stormwater are primarily a community benefit in serviced communities.</p> <p>This benefit extends to the wider community as it includes protection of the environment and an accessible roading network.</p> <p>Some individual properties or groups of properties benefit from not being flooded.</p> <p>The benefits are expected to accrue:</p> <ul style="list-style-type: none"> <li>• To individual properties</li> <li>• The whole community</li> </ul> | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> <p>Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current year and probably in future years. This is managed through reserve funds.</p> | <p>The actions of individuals in increasing hard surfaces on properties increases stormwater volumes.</p> <p>There is considerable government intervention in the provision of safe, healthy, compliant wastewater systems.</p> <p>The Freshwater NPS will put more pressure on treating stormwater.</p> | <p>There is no practical way to charge individuals or groups for any direct benefit.</p> <p>Urban stormwater networks are funded from a mix of general and targeted rates reflecting the benefit to property owners in an urban area and the wider community benefit of stormwater managed on the road corridor.</p> <p>A portion of the cost benefits the whole district and can be recovered in the general rate.</p> | <p>There is no practical way to charge individuals or groups for any direct benefit.</p> <p>Urban stormwater networks are funded from a mix of general and targeted rates reflecting the benefit to property owners in an urban area and the wider community benefit of stormwater managed on the road corridor.</p> <p>A portion of the cost benefits the whole district and can be recovered in the general rate.</p> |
|  |   |  |  |   | <p><b>Funding Sources by Funding Stream</b></p> <p><b>MOST (80% - 100%)</b><br/>Targeted rates</p> <p><b>MINIMAL (0% - 20%)</b><br/>General rates</p> <p><b>UNLIKELY</b><br/>Interest and dividends</p> <p>All other funding sources.</p>   |



| Group Activity: Waste Management  |  |   |   |   |  |
|---|--|---|---|---|--|
| Activity:   | Waste  |   |   |   |  |
| Community Outcomes  | Distribution of Benefits   | Period of Benefit   | Whose Act Creates a Need?   | Separate Funding  | Rationale  |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Safe, supported and well-led community</li> <li>• Strong and prosperous economy</li> <li>• Protected and healthy environment</li> <li>• Valued and cherished culture</li> </ul> <p>Managing waste assists houses and businesses. It must be managed with cultural and environmental sensitivity is essential to community wellbeing.</p> | <p>Individuals benefit directly from kerbside recycling and domestic refuse collection.</p> <p>The whole community benefits from waste minimisation and education as well as litter collection.</p> <p>The benefits are expected to accrue:</p> <ul style="list-style-type: none"> <li>• Primarily to individual users</li> <li>• Partly to the district as a whole</li> </ul> | <p>The benefit of most operating costs is expected to occur in the year the funding is sourced.</p> | <p>This activity is only required due to the act of creating waste.</p> <p>Those who create the waste are individuals and business.</p> | <p>Identifying separate funding assists in the accountability and transparency of Council's expenditure on this activity.</p> | <p>The actions of individuals or groups (largely business) create the need to have this activity.</p> <p>Targeted rates appropriately recognise this benefit.</p> <p>The whole community benefits from litter collection of public places can be appropriately funded from general rates.</p> <p>The fees and charges at landfills and transfer stations (where Council provides the services), only partially funds the cost of disposal.</p> <p>Higher fees and charges encourage those who create the waste recognise the cost of their actions and encourage waste reduction.</p> <p>There is also a small benefit to the whole community of this activity with waste not dumped elsewhere</p> |
|   |  |   |   |   | <p><b>Funding Sources by Funding Stream</b></p> <p><b>MODERATE (40% - 60%)</b><br/>Targeted rates</p> <p><b>LOW (20% - 40%)</b><br/>Fees and charges</p> <p><b>MINIMAL (0% - 20%)</b><br/>General rates</p> <p><b>Other</b></p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>  |

| Group Activity: Leadership and Governance   |   |   |   |  |   |  |
|---|---|---|---|--|---|--|
| Activity: Community Representation  |   |   |   |  |   |  |
| Community Outcomes  | Distribution of Benefits  | Period of Benefit   | Whose Act Creates a Need?   | Separate Funding   | Rationale   | Funding Sources by Funding Stream  |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Safe, supported and well-led community</li> <li>• Strong and prosperous economy</li> <li>• Protected and healthy environment</li> <li>• Valued and cherished culture</li> </ul> <p>Local people making local decisions requires balancing the conflict needs of individuals for the overall benefit of the whole community</p>   | <p>The activity supports the decision-making function of Council and therefore benefits the community as a whole.</p>   | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> | <p>The actions of individuals or groups have a minor impact on this activity.</p> | <p>Council considers that there is little benefit of separately funding this activity.</p> | <p>The benefits of this activity are available to the whole community; the majority of electors are ratepayers.</p> | <p><b>All (100%)</b><br/>General rates<br/><b>UNLIKELY</b><br/>All other funding sources.</p>  |
| Activity: Māori Relations   |   |   |   |  |   |  |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Valued and cherished culture</li> <li>• Safe, supported and well-led community</li> </ul> <p>and is associated with Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Strong and prosperous economy</li> <li>• Protected and healthy environment</li> </ul> <p>Māori are 66% of the community, having strong relations with Māori it is essential to community wellbeing.</p> | <p>The activity supports the decision-making function of Council and therefore benefits the community as a whole.</p>   | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> | <p>The actions of individuals or groups have a minor impact on this activity.</p> | <p>Council considers that there is little benefit of separately funding this activity.</p> | <p>The benefits of this activity are available to the whole community.</p>  | <p><b>All (100%)</b><br/>General rates<br/><b>UNLIKELY</b><br/>All other funding sources.</p>  |
| Activity: Economic Development  |   |   |   |  |   |  |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Strong and prosperous economy</li> </ul> <p>and is associated with Council's outcomes:</p> <ul style="list-style-type: none"> <li>• Safe, supported and well-led community</li> <li>• Protected and healthy environment</li> <li>• Valued and cherished culture</li> </ul> <p>Jobs are essential to population growth and the wellbeing of all in the community.</p>                         | <p>The activity supports the district promotion, visitor information including the I-site.</p> <p>Increased economic activity creates jobs and supports everyone and therefore benefits the community as a whole.</p> | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> | <p>The actions of individuals or groups have a minor impact on this activity.</p> | <p>Council considers that there is little benefit of separately funding this activity.</p> | <p>The benefits of this activity are available to the whole community.</p>  | <p><b>MOST (80%-100%)</b><br/>General rate<br/><b>MINIMAL (0%-20%)</b><br/>Grants and Subsidies<br/><b>UNLIKELY</b><br/>All other funding sources.</p> |

| Group Activity: Planning and Regulatory   |  |  |  |   |  |
|---|--|--|--|---|--|
| Activity: Resource Planning   |  |  |  |   |  |
| Community Outcomes  | Distribution of Benefits   | Period of Benefit  | Whose Act Creates a Need?  | Separate Funding  | Rationale  |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>Protected and healthy environment</li> <li>Strong and prosperous economy and is associated with Council's outcomes:</li> <li>Safe, supported and well-led community</li> <li>Valued and cherished culture</li> </ul> <p>District planning and consenting is essential to protecting environmental and cultural outcomes supporting a prosperous economy.</p> | <p>Individuals that apply for consents and use the other services in this area are the predominant beneficiaries of this activity. Through their actions they directly drive the majority of the costs.</p> <p>These resource consent activities also provide benefit to persons other than the applicant such as future owners and occupiers of the land (a property-based benefit). There is also a person-based benefit in relation to the information that is supplied to the public through inquiries, for example providing support to potential applications or responding to service requests.</p> <p>Future residents benefit from the protection of our environment and our response to climate change.</p> <p>Resource Consent Compliance Monitoring and RMA Enforcement benefits the consent holder and the community.</p> <p>The benefits are expected to accrue:</p> <ul style="list-style-type: none"> <li>Primarily to individual users.</li> <li>Partly to the district as a whole in support of the community outcomes.</li> </ul> | <p>The principal benefit of operating costs is expected to arise in the year the funding is sourced.</p> <p>There is a secondary benefit to future sustainability.</p>                   | <p>The actions of individuals and groups drive the costs in this activity.</p> | <p>Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.</p> | <p>A user charge recognises the benefits to people who apply for resource consents.</p> <p>Although the primary benefit of a resource consent sits with the consent holder the community outcomes desires that we have a strong prosperous economy and so, Council wants to encourage a high level of consent compliance.</p> <p>For these reasons Council considers it appropriate to fund a portion of the costs of consents from ratepayers rather than consent applicants.</p> <p>As future ratepayers benefit from the development of a district plan, the funding for this is spread over future years with borrowing.</p> |
|   |  |  |  |   | <p><b>MODERATE (40%-60%)</b><br/>Borrowing<br/>General rate</p> <p><b>MINIMAL (0%-20%)</b><br/>Fees and Charges</p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>  |
| Activity: Building Control  |  |  |  |   |  |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>Strong and prosperous economy and is associated with Council's outcomes:</li> <li>Safe, supported and well-led community</li> <li>Protected and healthy environment</li> <li>Valued and cherished culture</li> </ul> <p>Safe homes and buildings improve the wellbeing of all in the community.</p>  | <p>Individuals that apply for consents, licenses and use other services in this area directly drive the majority of the costs.</p> <p>Services within this activity also provide for the safety of the public, and requirements earthquake prone buildings.</p> <p>Information is supplied to the public through inquiries, for example providing support to potential applications or responding to service requests.</p> <p>The benefits are expected to accrue:</p> <ul style="list-style-type: none"> <li>Primarily to individual users.</li> <li>Partly to the district as a whole.</li> </ul>  | <p>The benefit of most operating costs is expected to arise in the year the funding is sourced.</p> <p>There is a secondary benefit to future housing stock that is fit for purpose.</p> | <p>The actions of individuals and groups drive the costs in this activity.</p> | <p>The distinct beneficiaries for each component support multiple funding streams.</p>                                  | <p>Fees and charges are favoured for the full cost of UMs and PIMS.</p> <p>Although the primary benefit of a building consent sits with the consent holder the Council wants to encourage growth and improvement of existing housing and businesses.</p> <p>For these reasons Council considers it appropriate to fund a portion of the costs of consents from ratepayers rather than consent applicants.</p>  |
|   |  |  |  |   | <p><b>MODERATE (40%-60%)</b><br/>General rate</p> <p><b>MINIMAL (0%-20%)</b><br/>Fees and charges</p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>  |

| Activity: Bylaw Compliance   |  |   |  |  |   |
|--|--|---|--|--|---|
| This activity primarily contributes to Council's outcomes: <ul style="list-style-type: none"><li>Safe, supported and well-led community</li></ul> and is associated with Council's outcomes: <ul style="list-style-type: none"><li>Strong and prosperous economy</li><li>Protected and healthy environment</li><li>Valued and cherished culture</li></ul> The community must feel a safe place to live. This part of a people's rationale when choosing where to live. Growing communities then support a growing a strong and prosperous economy. | Dog and livestock control minimise danger, distress and nuisance caused by stray dogs and to ensure the control of stock on the roads of the district in the interests of public safety.<br><br>General Bylaw Enforcement: <ul style="list-style-type: none"><li>Supports public health and safety and the enjoyment of public spaces.</li><li>Enforces the rules for users of roads, water, wastewater and cemeteries and for the impacts of urban fires.</li></ul> The benefits are expected to accrue: <ul style="list-style-type: none"><li>Partly to individual users.</li><li>Partly to the district as a whole.</li></ul> | The benefit of operating costs is expected to arise in the year the funding is sourced. | The actions of individuals and groups drive the costs in this activity.<br><br>Particularly: <ul style="list-style-type: none"><li>owners of dogs who create the requirement to manage all dogs.</li><li>Owners of non-controlled dogs and livestock</li><li>Those who breach bylaws</li></ul> | Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.   | Fees and charges for Dog Control are largely collected in registration the owners of dogs in recognition that it is their action of owning a dog or then inaction of controlling a dog or stock that drives costs.<br><br>Fees and charges (including fines and other enforcement charges) are required for no compliance of all bylaws.<br><br>General rates recognise that a portion of these services benefit the whole community. |
|  | <b>MODERATE (40%-60%)</b><br>General rate<br><br>Fees and charges<br><br><b>UNLIKELY</b><br>All other funding sources.   |   |  |  |   |
| Activity: Liquor Control   |  |   |  |  |   |
| This activity primarily contributes to Council's outcomes: <ul style="list-style-type: none"><li>Safe, supported and well-led community</li><li>Strong and prosperous economy</li></ul> and is associated with Council's outcomes: <ul style="list-style-type: none"><li>Protected and healthy environment</li><li>Valued and cherished culture</li></ul> Liquor has positive and negative impacts on the community.   | Liquor can only be sold with a license and the benefit of that license sits largely with the licensee.<br><br>The community benefits from appropriate liquor control by limiting the negative effects from alcohol harm while maximising positive benefits in social environments  | The benefit of operating costs is expected to arise in the year the funding is sourced. | The actions of individuals and groups drive the costs in this activity.<br><br>Particularly: <ul style="list-style-type: none"><li>Applicants for liquor and associated licences</li><li>Those who breach the rules.</li></ul>   | Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.<br><br>There is no mechanism for Council to charge those who create negative social outcomes. | Fees and charges for liquor licensing are set by Government and only recover part of the cost of the activity.<br><br>Managing good social behaviours and eliminating adverse events is in the interest of the community as whole.  |
|  | <b>MODERATE (40%-60%)</b><br>General rate<br><br>Fees and charges<br><br><b>UNLIKELY</b><br>All other funding sources.   |   |  |  |   |
| Activity: Environmental Health   |  |   |  |  |   |
| This activity primarily contributes to Council's outcomes: <ul style="list-style-type: none"><li>Safe, supported and well-led community</li><li>Strong and prosperous economy</li><li>Protected and healthy environment</li></ul> and is associated with Council's outcomes: <ul style="list-style-type: none"><li>Valued and cherished culture</li></ul>  | This activity promotes and improves human health, safety, comfort and wellbeing for all persons in the district and protects the environment from preventable harm.<br><br>This activity comprises noise control, food and registered premises, water supply monitoring, public nuisances and implementation of public health frameworks.<br><br>The main beneficiaries are business owners, consent holders, and the community as a whole.  | The benefit of operating costs is expected to arise in the year the funding is sourced. | The actions of individuals and groups drive the costs in this activity.<br><br>Some activities are undertaken to protect others from the actions of others.  | Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.   | Fees and charges are preferred where the actions of individuals or groups of individuals create negative effects on the community and where there is a direct benefit to the user of the service.<br><br>Council prefers a general rate for that portion of the budget that cannot be recovered from fees and charges due to these services contributing to the vibrancy of the district by making it safer.                          |
|  | <b>MOST (80%-100%)</b><br>General rate<br><br><b>MINIMAL (0%-20%)</b><br>Fees and charges<br><br><b>UNLIKELY</b><br>All other funding sources.   |   |  |  |   |

The community must feel a safe place to live. This part of a people's rationale when choosing where to live . Growing communities then support a growing a strong and prosperous economy.

| Group Activity: Community Facilities  |   |   |  |   |   |
|---|---|---|--|---|---|
| Activity:   | Cemeteries  |   |  |   |   |
| Community Outcomes  | Distribution of Benefits  | Period of Benefit   | Whose Act Creates a Need?  | Separate Funding  | Rationale   |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>Protected and healthy environment</li> <li>Valued and cherished culture</li> <li>Safe, supported and well-led community and is associated with Council's outcomes:</li> <li>Strong and prosperous economy</li> </ul> <p>Different cultures and circumstances contribute to different approaches to death. These are important social and cultural considerations in determining funding choices.</p> | <p>Cemeteries: Individual users, particularly families of the deceased.</p> <p>The community as a whole in the availability of well-maintained open space and as a repository of genealogical and other human interest or heritage information.</p>   | <p>The benefit of operating costs is expected to arise in the year the funding is sourced.</p> <p>Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current year and probably in future years. This is managed through reserve funds.</p> | <p>The actions of most individuals or groups have some impact on this activity.</p>  | <p>Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.</p> | <p>Users of the services pay for their use of the facilities.</p> <p>There is no practically way to charge for on-going maintenance that is therefore best funded from the general rate</p> |
|   |   |   |  |   | <p><b>MOST (80%-100%)</b><br/>General rate</p> <p><b>MINIMAL (0%-20%)</b><br/>Fees and charges</p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>                                    |
| Activity:   | Parks and Reserves  |   |  |   |   |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>Protected and healthy environment</li> <li>Valued and cherished culture</li> <li>Safe, supported and well-led community and is associated with Council's outcomes:</li> <li>Strong and prosperous economy</li> </ul> <p>Access to parks and reserves provide benefits of being active as well as creating environments for enjoyment.</p>  | <p>There is a public/whole of community benefit through the provision of formal and informal recreational opportunities that enhance and support community health and well-being.</p> <p>There is a private/individual benefit to the community and sporting groups who use Council recreational facilities.</p> <p>There is a small benefit for event organisers and sections of the business community from the commercial spend of participants associated with particular events.</p> | <p>The benefit of operating costs is expected to arise in the year the funding is sourced.</p> <p>Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current year and probably in future years. This is managed through reserve funds.</p> | <p>The actions of most individuals or groups have some impact on this activity.</p>  | <p>Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.</p> | <p>There is no practical way to collect revenues from some individual benefit across this activity.</p> <p>Local residents enjoy the benefits of landscape amenity in their locality.</p>   |
|   |   |   |  |   | <p><b>MOST (80%-100%)</b><br/>General rate</p> <p><b>MINIMAL (0%-20%)</b><br/>Other</p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>   |
| Activity:   | Community Support   |   |  |   |   |
| <p>This activity primarily contributes to Council's outcomes:</p> <ul style="list-style-type: none"> <li>Valued and cherished culture</li> <li>Safe, supported and well-led community and is associated with Council's outcomes:</li> <li>Protected and healthy environment</li> <li>Strong and prosperous economy</li> </ul>   | <p>The whole community benefits from the support of events, encouragement of participation and community facilities.</p> <p>These benefits are widespread across the district</p>   | <p>The benefit of operating costs is expected to arise in the year the funding is sourced.</p> <p>Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current</p>   | <p>The actions of most individuals or groups have minor impact on this activity.</p> | <p>Identifying separate funding assists in the accountability and transparency of Council's costs on this activity.</p> | <p>The whole district benefits from the growth of community social and cultural wellbeing.</p> <p>External bodies will support the district to undertake this activity.</p>                 |
|   |   |   |  |   | <p><b>MOST (80%-100%)</b><br/>General rate</p> <p><b>MINIMAL (0%-20%)</b><br/>Grants and subsidies</p> <p><b>UNLIKELY</b><br/>All other funding sources.</p>                                |



|  |   |
|--|---|
| Community support and development builds communities through empowering them to evolve develop and grow. | year and probably in future years. This is managed through reserve funds. |
|--|---|

| Group Activity: Corporate Functions  |   |  |  |  |
|--|---|--|--|--|
| Activity:  | Property  |  |  |  |
| Community Outcomes   | Distribution of Benefits  | Period of Benefit  | Whose Act Creates a Need?  | Separate Funding   |
| This activity primarily contributes to Council's outcomes: <ul style="list-style-type: none"> <li>Safe, supported and well-led community</li> </ul> and is associated with Council's outcomes: <ul style="list-style-type: none"> <li>Valued and cherished culture</li> <li>Protected and healthy environment</li> <li>Strong and prosperous economy</li> </ul> Community support and development builds communities through empowering them to evolve develop and grow. | The activity supports the Council operations by providing and maintaining operational properties. <ul style="list-style-type: none"> <li>External income is derived from rents and leases for private benefit.</li> </ul> | The benefit of most operating costs is expected to arise in the year the funding is sourced. | The actions of individuals or groups have a minor impact on this activity. Annual funding is sourced from revenue for depreciation that is likely to be spent partially in the current year and probably in future years. This is managed through reserve funds. | Identifying separate funding assists in the accountability and transparency of Council's costs on this activity. |
| Rationale  |   |  |  |  |
| The benefits are available to individuals and groups is collected from rents and leases. The remainder of the benefit is to the whole community.   |   |  |  |  |
| Funding Sources by Funding Stream  |   |  |  |  |
| <b>MODERATE (40%-60%)</b><br>General rate<br>Fees and charges<br><b>MINIMAL (0%-20%)</b><br>Grants and subsidies.<br>Other<br><b>UNLIKELY</b><br>All other funding sources.  |   |  |  |  |

| Group Activity: Corporate Funds Management   |   |  |  |  |
|--|---|--|--|--|
| Activity:  | Corporate Funds Management  |  |  |  |
| This activity primarily contributes to Council's outcomes: <ul style="list-style-type: none"> <li>Safe, supported and well-led community</li> </ul> and is associated with Council's outcomes: <ul style="list-style-type: none"> <li>Valued and cherished culture</li> <li>Protected and healthy environment</li> <li>Strong and prosperous economy</li> </ul> Community support and development builds communities through empowering them to evolve develop and grow. | The activity supports the Council operations by effectively managing all investments. The whole community benefits from this. | The benefit of most operating costs is expected to arise in the year the funding is sourced. | The actions of individuals or groups have a minor impact on this activity. | Identifying separate funding assists in the accountability and transparency of Council's costs on this activity. |
| Rationale  |   |  |  |  |
| The benefit is to the whole community.   |   |  |  |  |
| Funding Sources by Funding Stream  |   |  |  |  |
| <b>MOST (80%-100%)</b><br>Interest and dividends<br><b>MINIMAL (0%-20%)</b><br>Regional Fuel Tax<br>Fees and charges<br><b>UNLIKELY</b><br>All other funding sources.  |   |  |  |  |

| Group Activity: Corporate Support Services  |   |  |  |  |
|---|---|--|--|--|
| Activity:   | Corporate Support Services              |  |  |  |
| This activity primarily contributes to Council's outcomes: <ul style="list-style-type: none"> <li>Safe, supported and well-led community</li> </ul> | The whole community benefits from this. | The benefit of most operating costs is expected to arise in the year the funding is sourced. | The actions of individuals or groups have a minor impact on this activity. | Identifying separate funding assists in the accountability and transparency of |
| Rationale   |   |  |  |  |
| The cost of this activity is allocated to all other activities  |   |  |  |  |
| Funding Sources by Funding Stream   |   |  |  |  |
| <b>ALL (100%)</b><br>Internal fees and charges  |   |  |  |  |

|  |                                       |                                   |
|--|---------------------------------------|-----------------------------------|
| and is associated with Council's outcomes: <ul style="list-style-type: none"><li>• Valued and cherished culture</li><li>• Protected and Healthy environment</li><li>• Strong and prosperous economy</li></ul> Community support and development builds communities through empowering them to evolve develop and grow. | have a minor impact on this activity. | Council's costs on this activity. |
|--|---------------------------------------|-----------------------------------|

**5.4 TE WAIROA HŌNENGENENGE TAKIWĀ REPORT**

**Author:** Duane Culshaw, Pouahurea Māori Māori Relationships Manager

**Authoriser:** Kitea Tipuna, Tumu Whakarae Chief Executive

**Appendices:** 1. Takiwa Report - Te Wairoa Honengenenge [↓](#)

**1. PURPOSE**

- 1.1 This report provides information for the Māori Standing Committee on the MSC takiwā report for Te Wairoa Hōnengenenge. No decisions are required by Committee at this stage.

**RECOMMENDATION**

The Pouahurea Māori Māori Relationships Manager RECOMMENDS that the Māori Standing Committee receives this report

**Kaunihera o Te Wairoa Komiti Māori Hui 10am  
Turei/Rātu 5 Maehe/Poututerangi 2024  
Te Wairoa Hōnengenenge Pūrongo-ā-Takiwa  
Nā Whai-ora Maindonald (MSC Rep)**

**Hinemihī Marae**

I would like to question why we have to have a building inspection every year. On top of that we have to pay a monthly FENZ inspection fee plus a yearly extractor fan inspection fee. Add water rates, power and insurance costs and we are into the thousands of dollars at the end of each year. My question is, does any other marae in Wairoa have yearly building inspections as we are all charitable trusts. It does get hard for some of our marae financially.

**Tawhiti a Maru Marae**

They are now having their marae being demolished and they will be re-building. Their chairman says the new build will be lifted higher, exciting times for our Tawhiti whānau.

**Takitimu Marae**

They have had their AGM. New trustees have been nominated but won't be advertised until they have been passed by the Māori Land Court. They have stored all of the donated things from the Red Cross eg. mattresses, pillows, bed linen. Kahungunu Executive have donated 40 tables and 250 chairs but they still need an extra 200 chairs. Tainui will be donating linen and mattresses as they are still a bit short. As they are still waiting for land categorisation they will be closed for some time. Still have tangi only on mahau prior to burial.

**Accumulation of car wrecks on private and council property.**

I know this is operational, but I have been asked by a few concerned whanau to bring this to the table for discussion. I've explained the need to fill out CSR forms but I'm afraid a few of them have rung the council and have become abusive out of frustration and this is not fair on the girls at the front desk. I've been to see some of these properties and can understand why; health and safety, fire risk and devaluation come to mind. I will speak on this during our hui and will also be handing out a few CSR forms.

**Footnote:** for Ruataniwha Road, we need a 'No Exit' sign.

Ngā mihi

**Whai-ora**

**5.5 HBRC MAORI RELATIONSHIP MANAGER REPORT**

**Author:** Sarayde Tapine, Kaiurungi Kaupapa Here me Mana Ārahi | Policy and Governance Officer

**Authoriser:** Kitea Tipuna, Tumu Whakarae Chief Executive

**Appendices:** 1. HBRC Maori Relationship Manager monthly report for January and February 2024 [↓](#)

**1. PURPOSE**

- 1.1 This report provides information for the Committee on the Hawke's Bay Regional Councils Māori Relationship Managers report. No decisions are required by the Committee at this stage.

**RECOMMENDATION**

The Kaiurungi Kaupapa Here me Mana Ārahi | Policy and Governance Officer RECOMMENDS that Committee receive the report.

**2. BACKGROUND**

- 2.1 The Hawke's Bay Regional Councils Māori Relationships Manager, Nathan Heath, provides regular monthly reporting to the Māori Standing Committee. Please find attached as Appendix 1 the regular update report for the months of January and February 2024.



**Monthly Report for Wairoa - Mohaka – January-February 2024**  
**Nathan Heath – Māori Relationship Manager (Northern Hawke's Bay)**

**24 February 2024**

Wairoa HBRC activity report for January/February 2024.

**1) HBRC update – including issues and Council & Committee meeting items of local relevance.**

- **Long Term Plan** – HBRC is currently undertaking a long term plan to cover a 3 year period between 2024/25 – 2027/28. Following Cyclone Gabrielle Councils were given the option to reduce the time for Long Term Plans to enable them to focus on recovery and rebuild following the Cyclone. Consultation for the Long Term Plan will commence mid-April and run for 4 weeks.  
<https://www.hbrc.govt.nz/home/article/1635/regional-council-readies-for-consultation-on-its-long-term-plan-2024-27?t=featured&s=1>  
<https://www.hbrc.govt.nz/home/article/1635/regional-council-readies-for-consultation-on-its-long-term-plan-2024-27?t=featured&s=1>
- The Independent Review into the Hawke's Bay Civil Defence Emergency Management Response to Cyclone Gabrielle has received more than 1000 submissions and is on track to be released on the 25 March 2024. The Hawke's Bay Independent Flood Review was commissioned by Hawke's Bay Regional Council (HBRC) to investigate the circumstances and contributing factors that led to the flooding in the Hawke's Bay region during Cyclone Gabrielle. The review is expected to be completed by the end of June 2024. Further information can be found via <https://www.hbifr.nz/thereview>

**2) Wairoa District Update.**

- **Flood Protection and Land Categorisation** – Significant collaboration is occurring within the operational and governance teams across the Wairoa Tripartite (TToTW, WDC & HBRC). Locally HBRC staff are contributing to providing local context and relationship matters through the technical project team. Updates and the project status has been covered extensively in the Wairoa Star recently.
- **Silt & Waste recovery task force** – Additional funding of \$3M for Wairoa for woody debris removal has been ring fenced from the \$64 million provided to the HB Silt & Waste Recovery Taskforce from Central Government. Great progress is being made at Mahia, Opoutama, Whakamahi, Mohaka and Waikare. This work will be completed over the next few weeks to few months. Additional funding now provides the opportunity to consider woody debris removal from other coastal sites.
- **Nuhaka & Whakaki Flooding**
  - Nuhaka – Since the flooding in November 2023, a significant program of work has been undertaken across HBRC, WDC, Waka Kotahi and KiwiRail to make improvements to the drainage systems around Nuhaka, including the Nuhaka Railway Drain and Tamakahu drains and improvements below those drains to their outlet. Other community priorities identified in the Nuhaka Community Hui on November 23 are progressing along different workstreams. The priority now is for the community to decide on identified options for increasing the resilience of the township. Community hui will be scheduled in March.
  - Whakakī & Iwitea - The Ramarama drain at Whakaki has had significant maintenance and improvements carried out since the flooding and work is now extending to other drains around Whakakī and Iwitea. Waka Kotahi is currently looking at options for improving the Te Ramarama Culvert to prevent debris build up, flooding and drain damage.



- **Wairoa Catchment Team update** (pictured below) – The drier weather has enabled the team to progress many erosion control projects across the district. Fencing in particular has been hindered by our previous seasons wet weather. The team was heavily involved in the East Coast Farming Expo, alongside, Te Wairoa Community Development Trust and Rural Support hosting the “Cheers to you” event on Wednesday night including providing the entertainment! The team were also onsite throughout the event for farmers and landowners to kōrero directly with the team. Congratulations to the East Coast Farming Expo organisers. The event continues to make its mark as an important opportunity for landowners to hear and interact with other farming leaders, primary industry project leaders and technical experts and interact with a breadth of farm service and equipment providers.



From right to left: Trevor Waikawa, Jazmine Burgess, Mike Perry, Hari Anantharangan, Ashley Boardman, Alice Wilson, Bryan McCavana and Antony Rewcastle.

- **HBRC Asset Management update** – In addition to much of the work at Nuhaka and Whakakī improvements are being made to the Awatere Stream and drains. Further work is required along the Awatere to enable any improvements being made upstream to function. Access along the stream will need to be discussed with the whānau. Hui and communication about this will be carried out shortly. All HBRC owned or operated drains in Wairoa have had some degree of maintenance and further work required to these systems is being established and carried out. A hydrological assessment of the Māhanga wetland, storm drains and Hinerauri Stream is now being carried out.
- **Whitiwhiti Ora project** – The Whitiwhiti Ora collaboration with the Wairoa Tripartite has been weaving both mātauranga and western science into better understanding the impacts of sediment and erosion on cultural values and mahinga kai in Wairoa. The project is near completion and information has been developed which is being shared with tripartite members and the wider whānau and community shortly.
- The fine weather recently has seen an increase in the usual pressures of visitors to beaches and lakes across the district, which we hadn't really experienced since covid broke out. Issues including, driving on beaches, sand dunes and tidal platforms, protection of shorebirds, camping and public amenity use, whale strandings and boating regulation compliance have kept locals busy. Alongside significant work removing woody debris in these areas at the same time.

### 3) Resources & further information

An interesting interview with a University of Auckland graduate Duncan McDonald on his investigation into Marae resilience to weather events and climate change

<https://www.rnz.co.nz/national/programmes/ninetonoon/audio/2018927604/how-to-make-marae-more-climate-resilient>

Associate professor Murry Ford discusses his work looking at coastal erosion along the East Coast through Cyclone Gabrielle <https://www.rnz.co.nz/news/national/508569/cyclone-gabrielle-parts-of-east-coast-lost-10-metres-of-shoreline-research-shows>

There is a significant body of research work emerging on from the impact of Cyclone Gabrielle nationally and locally. Access to imagery and datasets, through the Emergency Event Catalogue and multiple other resources exist.

<https://eedc.nedc.nz/events/cyclone-gabrielle/>

Information on the status and changes to the RMA Reforms proposed and underway can be found on the MfE website <https://environment.govt.nz/what-government-is-doing/areas-of-work/rma/changes-to-resource-management/>

Please contact me directly for any clarification or additional information you may require from the report.  
Ngā mihi



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**6 PUBLIC EXCLUDED ITEMS****RESOLUTION TO EXCLUDE THE PUBLIC****RECOMMENDATION**

That the public be excluded from the following parts of the proceedings of this meeting.

The general subject matter of each matter to be considered while the public is excluded, the reason for passing this resolution in relation to each matter, and the specific grounds under section 48 of the Local Government Official Information and Meetings Act 1987 for the passing of this resolution are as follows:

| <b>General subject of each matter to be considered</b>     | <b>Reason for passing this resolution in relation to each matter</b>  | <b>Ground(s) under section 48 for the passing of this resolution</b>   |
|--|---|--|
| <b>6.1 - Statute Barred Rate Arrears Write-off 2016-17</b> | s7(2)(b)(ii) - the withholding of the information is necessary to protect information where the making available of the information would be likely unreasonably to prejudice the commercial position of the person who supplied or who is the subject of the information | s48(1)(a)(i) - the public conduct of the relevant part of the proceedings of the meeting would be likely to result in the disclosure of information for which good reason for withholding would exist under section 6 or section 7 |